1033
93/1
Ap 6/2
D 63
Pt 1

Senate Hearings

Before the Committee on Appropriations

District of Columbia Appropriations

KSU LIBRARIES
A11900 468921
CUMENTS
EP 24 1973
STATE UNIVERSITY

H.R. 8658

93d CONGRESS, FIRST SESSION

Fiscal Year 1974

Part 1 Pages 1 through 1120

AUTHENTICATED
U.S. GOVERNMENT
INFORMATION
GPO

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1974

HEARINGS

BEFORE A

SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS UNITED STATES SENATE

NINETY-THIRD CONGRESS

FIRST SESSION

ON

H.R. 8658

AN ACT MAKING APPROPRIATIONS FOR THE GOVERNMENT OF THE DISTRICT OF COLUMBIA AND OTHER ACTIVITIES CHARGEABLE IN WHOLE OR IN PART AGAINST THE REVENUES OF SAID DISTRICT FOR THE FISCAL YEAR ENDING JUNE 30, 1974, AND FOR OTHER PURPOSES

Printed for the use of the Committee on Appropriations

PART 1 Pages 1–1120



U.S. GOVERNMENT PRINTING OFFICE

96-548 O WASHINGTON : 1973

SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS

BIRCH BAYH, Indiana, *Chairman*

DANIEL K. INOUYE, Hawaii
LAWTON CHILES, Florida
JOHN L. McCLELLAN, Arkansas, *Chairman*
Ex Officio

CHARLES McC. MATHIAS, Jr., Maryland
HENRY BELLMON, Oklahoma
MILTON R. YOUNG, North Dakota
Ex Officio

EX OFFICIO MEMBERS FROM THE COMMITTEE ON THE DISTRICT OF COLUMBIA

THOMAS F. EAGLETON, Missouri
ADLAI E. STEVENSON III, Illinois

CHARLES McC. MATHIAS, Jr., Maryland

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1974

WEDNESDAY, MAY 2, 1973

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

The subcommittee met at 11:30 a.m., in room 6226, Everett McKinley Dirksen Office Building, Hon. Birch Bayh [chairman] presiding.

Present: Senators Bayh and Mathias.

DISTRICT OF COLUMBIA

STATEMENT OF WALTER E. WASHINGTON, MAYOR-COMMISSIONER

ACCOMPANIED BY COMER S. COPPIE, SPECIAL ASSISTANT TO THE MAYOR-COMMISSIONER FOR BUDGET AND FINANCIAL MANAGEMENT

BUDGET REQUESTS

Senator BAYH. The subcommittee will come to order.

Members of the subcommittee, Mr. Mayor and guests: With this hearing, we begin our consideration of the District of Columbia's request for an appropriation of close to $1 billion for fiscal year 1974.

The District's proposed budget calls for operating expenses of $841 million, an increase of about 80 percent since fiscal year 1969, and 7 percent over the estimated fiscal year 1973 level. Exactly $150 million is requested for capital improvements—the maximum the Congress has indicated it considers prudent in any fiscal year. The $991 million appropriation will be augmented by an anticipated $234 million in Federal and other grants in fiscal year 1974, making a total of $1.2 billion in resources available to the city, if all are approved, for the year ending July 1, 1974.

THE FEDERAL PAYMENT

The city government and the President have asked the Congress to appropriate the full amount of the authorized Federal payment—$190 million—and to approve the expenditure of $45 million in revenue sharing funds in the coming fiscal year. The remainder of the proposed

expenditures will be financed by borrowing from the Treasury for capital improvements, by grants and by local income, property and other taxes. It is anticipated that local tax revenues will amount to more than $600 million in fiscal year 1974, about 72 percent of operating expenses.

The size of this budget may seem small when compared to others the Appropriations Committee will consider, but a vast sum of money is involved, and the decisions about priorities which the budget reflects are vitally important to the citizens of the District and to all Americans concerned with the Nation's Capital. For these reasons our review of this budget will be careful and thorough.

BALANCED BUDGET

Unlike other appropriations' subcommittee we must, and we will, report a bill which contains a balanced budget. Expenditures cannot exceed revenues. The proposal before us calls for a balanced budget. But for a variety of reasons several million dollars in expenses which are not provided for in this budget can now be anticipated—expenses which threaten to throw the budget out of balance. For example, we now know that approximately $1 million in unemployment compensation costs from fiscal year 1973 remain to be paid; the distinct possibility exists that the city will have to find the $2.3 million needed to provide counsel for indigent defendants; and the District's share of operating losses on the newly acquired bus lines is estimated at $3.8 million for fiscal year 1973 and fiscal year 1974. None of these expenses, totaling $7.1 million, is funded in the budget before us—and this estimate does not include costs associated with Federal grants which may not be forthcoming, like impact aid. Money to meet these needs will have to be found, and that will be no easy job, for fully 75 percent of the increases over fiscal year 1973 expenses in this budget simply reflect the increased cost of doing the city's business. What the Mayor already describes as a lean budget may have to become leaner still.

ZERO BASE BUDGET

I announced sometime ago that the subcommittee would try, as an experiment, to "zero-base-budget" three relatively small portions of the District's budget. In the typical case, the major focus of this or any other subcommittee's attention is, and must realistically be, on the proposed increases over an agency's base—usually the amount spent by the agency in the previous fiscal year. Zero-base budgeting means looking at the reasons that the agency exists, and whether its operations reflect those reasons, rather than just looking at proposed increases.

Zero-base-budgeting does not mean nit-picking with an agency over the number of pencils or desks. It means identifying the problems the agency is supposed to solve, and seeing if the proposed solutions are the most effective and economical available. Zero-base-budgeting is not a critical or negative approach to the budget process. It is, rather, a process which, we hope, will result in a clear articulation of the municipal needs which the agency is designed to meet, the agency's goals and priorities with respect to those needs, the alternative courses of action considered to meet those goals, the probable effect of the alternatives, the course chosen and the reasons for the choice, and the effectiveness and efficiency with which the goals are being met.

We have chosen these three parts of the budget for our zero-base-budgeting efforts for fiscal year 1974: The Office of Planning and Management; the Office of Assistant to the Mayor for Youth Services; and the capital improvement aspects of the Lorton Complex under the Department of Corrections. The selection of these portions of the budget for strict scrutiny does not imply that we think they are the best run or the worst run city agencies. It does not imply that we have any preconceived notions about whether funding for them ought to be increased, decreased or approved as requested. It just means that we believe them to be vitally important parts of the operation of the city and of a size which, we hope, is manageable for our initial efforts.

We will be asking good questions of these agencies and they know that we expect to get good answers.

Our experiment in zero-base-budgeting these three agencies will not prevent us from giving appropriate and detailed attention to other important—and financially more significant—portions of the budget. Three areas of expenditure alone—public safety, education, and human resources—account for 75 percent of the operating budget. We will allocate the bulk of our time to these areas and to the capital improvements request. In addition, we will review the impact of anticipated Federal grants in all areas, both because last year's committee report instructs us to do so, and because recent actions by the current administration seem to make reliance on Federal grants for human needs a risky business at best.

RATIONAL ORDERING OF PRIORITIES

We have set ourselves a large task, and we will need the city's cooperation to complete it. Our mutual goal, as I have said before, is a budget which is economically sound and which reflects a rational ordering of priorities. With that goal in mind, I am happy to open these hearings.

Mr. Mayor and Mr. Coppie, I'll say on the record I publicly apologize for keeping you waiting. I was testifying on the energy crisis before the Interior Committee in what was supposed to be a 15 minute statement, and I allotted half an hour for it. It took about 20 minutes and then an hour and 10 minutes to get off the griddle, so I am awfully sorry to keep you waiting, as well as members of your staff.

Please proceed.

STATEMENT OF MAYOR WASHINGTON

Mayor WASHINGTON. Mr. Chairman, it is a pleasure to appear before your committee once again to justify our 1974 budget request which, as you pointed out, totals approximately $991.2 million.

The 1974 budget request is broken down in the following ways. $841.2 million is for operating purposes. This sum includes $45.6 million in revenue sharing funds, and $13.8 million for annualization of pay increases. $150 million is recommended for 1974 capital improvements program. I would point out at the beginning that 75 percent of the D.C. operating fund request is for programs in three areas: public safety, education and human resources.

Mr. Chairman, as you may know, this is the first budget proposal of my third term as Mayor-Commissioner of this great city. As the

only person to have served in the office of Mayor after the reorganization of the city government in 1967, I have been privileged to take part in and direct many improvements in the quality of life in Washington.

Certainly we have our share of problems. Like other major urban centers, we have been squeezed between the rapidly rising demands of public services and a tax base that is growing much more slowly than service demand. Our total operating budget has grown 80 percent since fiscal 1969 in response to that demand.

We have also been faced with special problems because of the city's role as the Nation's Capital.

I am happy to report that our responses to those problems have produced solid accomplishments in many areas. To a great extent, these achievements have been made possible through the partnership of the city with the Congress and with the executive branch of the Federal Government. I certainly appreciate the support you have given to me since you have taken over as the chairman of this subcommittee. I look forward to continuing to work with this committee in a constructive and cooperative manner. I am hopeful, Mr. Chairman, that the Department heads and Office heads who come forward will have appropriate justifications for their requests and will be candid and forthright with this committee in every area. I require this of them and would require no less for you.

Our efforts to make Washington a safer place to live, to work, and to visit have paid off. The number of serious crimes reported in the city has been cut 46 percent since fiscal 1970, with a 27 percent decline recorded in fiscal 1972 alone.

A buildup in the authorized strength of the police force from 3,100 officers to 5,100 has contributed to the reduction in crime. Reorganization of the city's courts, with greater local authority over the judicial system, has also helped. Improvements in the correctional programs will be continued by the funding requested for fiscal 1974. This third component of the criminal justice system must be strengthened to keep all the elements in balance, and this, Mr. Chairman, is a strong priority on my part.

I think I share with you the need to see all of the criminal justice system operating appropriately and operating together. We certainly know that, as we have made reforms and additions in the other components of the criminal justice system, a good bit of attention would have to be given to the correctional programs and correctional facilities. We believe that with the supplemental request of 1973 and the 1974 budget request, we have adequately taken care of those needs.

The 1974 budget, of course, will strengthen programatically the activities of the correctional program in the areas of rehabilitation, vocational education, community-based operations, and so forth.

Heroin addiction in the city has been placed under greater control. The number of addicts under treatment by the city's treatment agency increased 47 percent to about 3,900 patients in fiscal 1972.

EXPENDITURES FOR PUBLIC EDUCATION

Operating expenditures for public education have almost doubled since fiscal 1969 as we have moved to broaden educational opportunities for all city residents. Two new public colleges have been estab-

lished. The number of people attending the city's public colleges has grown from fewer than 2,000 in 1968 to almost 14,000 persons this year; and, of course, in this budget, in the capital area, there is provision for the continuation of the building program at WTI and also for the beginning of the building of permanent facilities for FCC north of Mount Vernon Square.

We are pulling together the many programs in the human resources area and are improving their effectiveness and efficiency. Welfare reform is showing results in a declining public assistance caseload.

I would say there, Mr. Chairman, that the trends for 2 of the 3 months have shown the decline. We are certainly not prepared at this time to say that that decline will be permanent. But we are hopeful, and we certainly know that it is important that we continue our effort in that regard.

We also are well aware that in order to do the kind of welfare reform that we think is appropriate for this city or for any city, for that matter, we have to have the necessary supportive services. We have provided in this budget for approximately $8 million for day-care support services. We believe that with the 1974 funding and the funding in the 1973 supplemental, we will have support for the welfare reform program and move to get a permanent trend in the decline of the public assistance caseload.

MANAGEMENT AND ORGANIZATIONAL IMPROVEMENT

Management and organizational improvements in other areas are helping to weld the many components of the city government into a unified, smoothly operating system. For example, all city agencies, even those not under my direct administrative control, are now covered by a single statement of accounting systems and standards. And, as you know, Mr. Chairman, that was no mean little proportion to achieve because of the great number of agencies that are outside of my direct control. I think we now see a way to go forward together.

I am delighted to know that the General Accounting Office has been very helpful in this regard. We know that they have been pleased to see this effort so that we can say that all of the city agencies are now covered by one set of accounting principles and standards.

We have strengthened our ability to manage our finances and have backed up these improvements with the establishment of an independent audit capability for the city government. That meant we brought the internal audit unit into the Office of the Mayor so that it not only can have the status and stature, but also can begin to deal with matters beyond finances and figures and expand into management audit work.

Under my administration, the District has undertaken an ambitious building program that will bring lasting social and economic benefits to the city. A large share of the construction money has gone to the areas east of the Anacostia River. We are closing the service gap created by the rapid growth in population in that area.

New and modernized schools, new recreation facilities, Metro, highways and street improvements all are part of our capital improvements program at this juncture.

These projects have already changed the face of the city, enhancing its beauty and dignity, and we must continue to move ahead to avoid the problems that we have seen growing out of neglect in the past.

Against this background of the city's recent achievements, there lies

the promise of the 1974 budget for further improvements in government and services.

The message of the 1974 budget is rather clear and straightforward: we are going to use what we have in the best way possible to serve the people of Washington.

FINANCING PROPOSALS FOR FISCAL YEAR 1974

We are presenting a budget that does not require an increase in local taxes or in the authorized Federal payment to the city. In balancing the budget within available funding, we were helped considerably by the revenue sharing program—that is general revenue sharing moneys—which will be used to maintain essential services at present levels and to initiate selected program improvements.

But staying within currently authorized revenues is only one part of the budget message. The second is the pledge of improving resource management, which, of course, has become an entirely new field, and an entirely new consideration, and its design is to attain maximum results from programs we operate. We will be guided in this effort by the recommendations of the Nelsen Commission, which studied the District government with unusual thoroughness and insight.

I believe we will fulfill that pledge and more as we continue our efforts to strengthen city government in the District. The achievements of the strong team I have brought together give me confidence in our ability to meet our objectives, and I believe, Mr. Chairman, that we are coming closer, as close as any city in America, to a management capability and to a capability for delivery of services with a team of sophisticated and dedicated and loyal department heads who are working more and more in a team effort, in tandem, both with me and with each other, and this, I think, in the ultimate is what is needed if we are to derive the benefits of any government in terms of its ability to serve its people.

In justifying our request for almost $1 billion for the next fiscal year, we must demonstrate our ability to use that money properly as well as showing the need for the programs and services the funds will make possible.

Our plans for the next 2 years calls for building on recent improvements to create a comprehensive system for managing all of our resources. To support this important effort, the 1974 budget for the Office of Budget and Financial Management requests additional funding.

Added funding is needed to improve the city's accounting system through greatly increased automation. We also plan to automate the budget preparation process to cut down on the time spent on routine work and thus to free more time for program analysis.

A key element of effective financial management is an independent audit capability that can monitor financial operations and identify ways to improve them.

With its expanded role and responsibilities, including program as well as financial audit, the Office of Municipal Audit and Inspection needs added staff and resources. The 1974 budget provides increased funding for the first stage of the expansion of the Office of Municipal Audit. This office must be strengthened if we are to meet our objectives of improved financial management.

We must also have the capability to act on the recommendations for improving management that grow out of our work and that were contained in the Nelsen Commission report.

I am requesting $100,000 for a management improvement amount to allow the city to obtain outside consulting services when in-house resources cannot meet the need. The availability of these funds give the chief executive the flexibility he needs to attack management problems in ways promising the best results.

As we continue to review and implement, where suitable, the more than 450 recommendations of the Nelsen Commission, it is important that the management improvement account be available to augment District staff. The establishment of this account was, in fact, a recommendation of the Nelsen Commission.

The improvements just described focus on the systems and methods for managing resources and programs and for delivery of services. That is, they involve how things are done. We must also be sure that what we are doing is producing the results that we want. We must measure how well the city's programs are serving the people and how well they are meeting overall city goals. We cannot afford to keep inefficient or obsolete programs in the budget. Neither can we afford to starve programs that promise real success.

MEASURING PROGRAM PERFORMANCE

We are beginning to strengthen this capability for measuring program performance.

An integral part of a program of improved resource management is a strong planning capability that provides an overall framework for program decisions and offers a means of assessing the longer term implications of today's decisions.

I have repeatedly sought funding for a central planning staff for the District Government. I am not talking about whether it is MCPC or anyone else. What I am talking about is something that I am for and not something that I am against. There is no billion dollar corporation that would be expected to function without a planning capability of its own. I think the time has indeed come when we must recognize that planning is an essential tool and a needed capability for us to perform with the effectiveness and the efficiency that we need in the District of Columbia.

The central staff would pull together the many program related planning activities carried out by the operating agencies. My vision of Washington as a vital, progressive city depends on the ability of the city government to chart its own course of development. The planning resources I am requesting will help transform my vision into reality.

I have spent considerable time outlining my plans in general terms and requests for strengthening the management and planning of city government programs in operation. This may seem a departure from the typical budget message which highlights improved services, but in my judgment, there can be no lasting improvements in public services until the system for providing those services is also improved and reformed. I would think, Mr. Chairman, that this departure is what you and this committee have been strongly urging and supporting. We need not only have the capability but also the tools with which to improve and provide lasting improvements in public services. This

departure is one that is important to us. Given the overall thrust of the city's policies, my confidence in my department heads, my belief in their ability to justify fully their requests, will give them an opportunity to show you how they perform in relation to their particular programmatic goals.

While the 1974 budget is a tight one, and it is tight in many respects because it has been built on a combination of fiscal considerations, we are requesting increased funding for high priority new programs and program improvements. I would like to highlight those proposed improvements here.

Consumer education and protection programs will be coordinated and directed by a new Office of Consumer Affairs in the Executive Office.

We have at the present a small force working in the consumer area. This request will not only give the program stature, but will also give it the necessary resources for carrying out an effective program.

The welfare payments will be raised to 90 percent of the cost-of-living standard for 1970. Welfare reform efforts will be intensified with expanded job training opportunities and the provision of day care services for 6,000 children.

Senator BAYH. Mr. Mayor, could I just interrupt?

Mayor WASHINGTON. Yes, sir.

COST OF LIVING STANDARDS

Senator BAYH. While we're on this issue of 90 percent of the cost-of-living standard for 1970, what would that be in terms of a percentage of the cost-of-living standard for fiscal 1973 or 1974?

Mayor WASHINGTON. I think we can provide that for you.

Senator BAYH. I only ask it because there has been a significant decline from fiscal 1970 to fiscal 1974 as far as the value of those dollars. I would like to know how they equate to the current cost-of-living standard, and since you did refer to 90 percent of 1970——

Mayor WASHINGTON. Yes. I think we'll be able to furnish that for you. I think it is a point well taken. That is why we are going from 70 percent to 80 percent, and now to 90 percent of the standard. I think that dollarwise you will see the significance, and we will give it to you in dollars.

Senator BAYH. I think it is appropriate for the committee to know so as to be able to relate the requested increase to today's living standard as well as to that of 1970.

Mayor WASHINGTON. I think it is a dollar amount that will give you the most significant figure.

Senator BAYH. You mentioned a percentage in your statement and I would like to keep the explanation in the same terms. In other words, would the 90 percent of the 1970 cost-of-living level you are seeking really amount to only about 79 percent or 80 percent of the current cost of living?

Mayor WASHINGTON. That is why I say I think the dollar amount would give you the best index, and we will have that; will we not, Mr. Coppie?

Mr. COPPIE. We will have that, Mr. Chairman.

Mr. BAYH. Thank you.

[The information follows:]

Comparison of Public Assistance Payments Based on Different Standards
District of Columbia Government

Family Size	February 1970 Cost of Living (a) 100%	February 1970 Cost of Living (b) 90%	February 1973 Cost of Living (c) 100%	February 1973 Cost of Living (d) 90%	(b)/(c) X 100%[2/]
1	$160.00	$144.00	$181.00	$163.00	79.6%
2	200.00	180.00	226.00	203.00	79.6%
3	253.00	228.00	286.00	257.00	79.7%
4	308.00	277.00	349.00	314.00	79.4%
5	356.00	320.00	403.00	363.00	79.4%
6	419.00	377.00	474.00	427.00	79.5%
7	481.00	433.00	544.00	490.00	79.6%
8	531.00	478.00	601.00	541.00	79.5%
9	584.00	526.00	661.00	595.00	79.6%
10	634.00	571.00	718.00	646.00	79.5%
11	670.00	603.00	758.00	682.00	79.6%
12	719.99	647.00	814.00	733.00	79.5%
13	753.00	678.00	852.00	767.00	79.6%
14	793.00	714.00	898.00	808.00	79.5%
15	823.00	741.00	932.00	839.00	79.5%
16	864.00	778.00	978.00	880.00	79.6%
17	948.00	853.00	1,073.00	966.00	79.5%
18	970.00	873.00	1,098.00	988.00	79.5%
19	990.00	891.00	1,121.00	1,009.00	79.5%
FY 1974 Costs	$60,435,667	$54,392,100	$64,089,000	$57,680,100	

1/ Proposed to go into effect January 1, 1974.

2/ Proposed increased payments as a percentage of the February 1973 cost of living standard.

IMPROVED PATIENT CARE

Mayor WASHINGTON. We are providing in this budget for better care for D.C. General through added staff. We are also requesting added staff for the mentally retarded at Forest Haven and added staff for D.C. Village, which we think will provide a far better service. For the treatment programs for alcoholics, we are requesting new funding to expand the program in response to a clear need.

I don't know that we will be able, as I pointed out, to cut down on the drinking habits generally, but we have to take care of the treatment in this area once the situation arises. It has been suggested that we might have a preventative program here. We have not addressed ourselves fully to that proposal.

Recreational programs will be improved by the extension of evening activities in school gyms to five nights a week and by better transportation services for program participants.

Improvements will be made in security, medical, and food services at our correctional institutions. Rehabilitation programs will be significantly expanded and two new community correctional centers will be opened.

City ambulance services will be improved with the use of civilian paramedical personnel.

A stepped-up lead paint detection program and added funding to make emergency repairs to housing units with serious code violations will help safeguard the health of city residents.

To foster economic growth in the District, a new Office of Business and Economic Development is proposed for the Department of Economic Development. We think that in this area we must move at this point of time if we are serious about economic development and expanding the tax base of the city. We must provide the resources to do the job.

To remove unsightly and unsafe structures and to speed the urban renewal process, added funds are requested for the demolition of condemned buildings. The city can recover costs from the owners of the buildings and we propose a resource for that in this particular budget.

Public education will be strengthened in the elementary and secondary school classrooms and in our public institutions of higher education.

Improved sanitation services are funded in this budget as well as staffing increases for food inspection, drug and chemical control programs. I think the matter of improved sanitation services covers not only collection but also disposal, which is a critical problem in this jurisdiction. There has been a halt to burning trash at Kenilworth dump and the closing of incinerators. Disposal programs are now moving into landfill and recycling processes.

As to the Bicentennial celebration, I would also like to point out our capital projects that will help the city prepare for the celebration. At the new town at Fort Lincoln, we have just broken ground with the first increment of the school facility there this past week. The proposed Eisenhower Memorial Civic Center and a major portion of the Metro all are expected to be substantially completed by the Bicentennial year.

The 1974 budget also contains funding to build the new detention center and to consolidate city court facilities into a modern court building.

Initial funding for a permanent campus at Federal City College is requested, along with the funding for the second stage of development of WTI's campus.

The city's mass transit system is supported by requests for the city's share of bus acquisition costs for fiscal year 1973, and of Metro construction costs for fiscal 1974.

FEDERAL PAYMENT OF $190 MILLION REQUESTED

By redirecting funds and by absorbing some cost increases, we have been able to balance the budget for 1974. Our financial plan is based on the appropriation of the full $190 million authorized for the Federal payment and of the city's full allocation of revenue sharing funds.

The financial plan sets aside $1.5 million to fund a real property tax relief program for the elderly, the elderly low-income city residents. Our proposed program would benefit 26,000 homeowners and renters 65 years of age and over and with gross family incomes under $5,000 a year.

The availability of revenue sharing will make possible the property tax relief, as I have indicated. Revenue sharing will also be used to support most of the program improvements highlighted earlier.

It should be noted, however, that the bulk of the revenue sharing moneys will be used to maintain services that could not be sustained without the availability of this new funding source. I believe this use of the funds is fully consistent with the congressional intent in enacting the revenue sharing program.

With our own revenues from local sources, with the authorized Federal payment of $190 million, and with $45.6 million in General Revenue Sharing funds, we have our total funding plan for fiscal year 1974. I must say, Mr. Chairman, it is a very delicate one.

Once again, these hearings present an excellent opportunity to strengthen the cooperation between this committee and the District Government. I appreciate the support you have given. As I pointed out earlier, this 1974 budget request provides the resources needed to improve our internal management, the resources needed to move our city ahead in appropriate services. I have tried in the past few moments to identify some areas that we deem to be of high priority; we believe that all of the services that we will try to justify here are essential, however.

Thank you, Mr. Chairman, and I will be available for your questions. I'm not sure whether you want Mr. Coppie to move forward with his statement so that we would have all the data before us or whether you want to move with questions at this juncture.

Senator BAYH. However you prefer to handle that will be fine.

If Mr. Coppie wants to go ahead with his statement that would be fine with me.

Mayor WASHINGTON. I think we would have it all pretty much on the record then, Mr. Chairman, with my statement and the financial plan statement.

Senator BAYH. That will be fine.

Mr. COPPIE. Mr. Chairman, the District's budget request for fiscal year 1974 represents an increase of 7 percent above anticipated expenditures for the current year, including items funded in the supplemental request.

The 1974 budget is financed from currently authorized sources. No increases are requested in local taxes or in the Federal payment to the city.

One aspect of 1974 financing that does not show up on the financial plan is the austerity measures taken to keep the budget within authorized resources. Those measures enabled us to hold budget growth to 7 percent, the smallest rate of increase in a number of years.

Preliminary estimates developed last summer showed that 1974 expenditures would exceed available funds by more than $50 million. In view of recent increases in local taxes and the limited prospects for an increase in the Federal payment, the Mayor decided that the budget would have to be balanced by cutting back on spending. He insisted, however, that the cuts be made with the minimum possible disruption of essential services.

Agencies were directed to absorb certain cost increases, primarily in personnel services, and to shift resources to high priority programs from less effective or important ones in order to fund their operations within assigned spending ceiling. Equipment expenditures have been sharply cut back, and across-the-board reductions have been made in some program areas.

Therefore, our success in keeping 1974 spending proposals within available resources has been due in part to the austerity measures ordered by the Mayor and carried out by city departments and agencies.

Much of the budget growth that was allowed represented the increased costs of maintaining services at current levels, without any improvement. Higher personnel costs were the prime contributor to this part of budget growth. Also, a significant part of the overall increase was required to staff and to maintain existing facilities or new facilities expected to open during fiscal year 1974.

The availability of revenue sharing and the funds freed by the city's austerity measures did allow for some program improvements and innovations. Increased funding is being requested to improve financial and program management, planning, educational programs, sanitation and environmental inspection programs, among others. We are also requesting added funding to raise public assistance payments to 90 percent of the 1970 standard.

Several new programs are also contained in the 1974 request. They include a new Office of Consumer Affairs in the Executive Office, a new economic development unit in the Department of Economic Development, and a program for exhaust emission control of all motor vehicles registered in the District.

The new and improved programs will be fully described in the testimony of the operating departments.

The 1974 budget provides funding for 42,537 full-time permanent positions. Included in that total are 2,133 new positions, some of which are now being funded from District appropriations on a temporary basis. We carefully evaluated all requests for new positions and ap-

proved only those positions considered necessary to effective government operations and the provisions of required services.

In the last 2 years, we abolished almost 1,900 unfilled positions to reduce the District government's position ceiling by 5 percent. We will continue to search out opportunities to control the number of city employees by abolishing unneeded positions.

FUNDING SOURCES

The 1974 budget is funded from three primary sources: One, local collections; two, revenue sharing; and three, the Federal payment.

We expect a 6-percent increase in revenues from local collections from fiscal 1973 to 1974. Revenues are expected to go from $561,915,000 to $595,532,000. This growth includes the full year effect of the tax rate increases enacted as part of the recent teachers, police, and firemen's pay raises. About $6.5 million in additional revenues should result in fiscal 1974, when the higher rates are in effect for the entire year.

The rest of the revenue increase can be attributed to the growth of the District economy, especially in the areas of retail trade and construction.

A second major source of funding is the Federal revenue sharing program enacted in October 1972. Under the State and Local Fiscal Assistance Act of 1972, the District expects to receive about $59 million for the 30-month period beginning January 1, 1972. Of that amount, $45.6 million is included in the financial plan for fiscal 1974. The remaining sum, $13.8 million, will be used in support of our request for supplemental funding for this year.

As you are aware, revenue-sharing funds must go through the same budget process used for regular funds. Also, revenue-sharing moneys must be clearly identified so that the public can see how they are being used.

The Mayor has developed a detailed plan for allocating revenue sharing funds for fiscal year 1974. In general, the funds will be used in two ways: First, revenue-sharing funds will be used to prevent cutbacks in the current level of services provided by high-priority programs. Also, some revenue-sharing moneys will be used in support of improved programs considered to be of high priority.

We consider these uses of revenue-sharing funds to be fully consistent with the intent of the enabling legislation.

The third funding source is the Federal payment. We are requesting the appropriation of the full $190 million payment authorized by the 1971 District of Columbia Revenue Act, Public Law 92–1965.

The 1974 financial plan also includes Federal payments of $2,555,000 to the water fund and $1,528,000 to the sanitary sewage works fund in lieu of charges for services rendered by the District government.

Our 1974 request for appropriations for capital improvements is within existing loan authority.

Special mention should be given to the financing of highway projects. In fiscal 1974, we expect to borrow $11.9 million to fund highway improvements; this sum will be borrowed against the amount of principal that the city has repaid on previous highway fund loans.

Through fiscal 1973, we expect to borrow about $110 million from the Treasury, which is the limit set on the principal amount of loans

for highway projects authorized by the District of Columbia Public Works Act of 1954, as amended. Because the District has repaid $11.9 million of the principal amount owed, the total outstanding principal amount owed for highway projects will still be within the ceiling set by law.

At our request, the U.S. Treasury has agreed to make available capital improvement loans to be amortized over a period of 5 to 15 years, in addition to the usual 30 or 40 years. These short-term loans will be requested to finance projects with a useful life of considerably less than the 30-year period.

D.C. HIGHWAY CONSTRUCTION PROGRAM

Mr. Chairman, I would also point out that with regard to the highway loan request for 1974, I do have a Corporation Counsel's opinion to support the request of the District government. I would like to have that submitted in the record as part of my statement.

Thank you very much.

Senator BAYH. Without objection, so ordered.

[The information follows:]

Memorandum ○ Government of the District of Columbia

Department, Corporation Counsel, D. C.
Agency, Office: L&O:TDK:kcc

TO: Max Chaikin
Deputy Director
Budget & Financial Management

FROM: C. Francis Murphy
Corporation Counsel, D. C.

Date: December 1, 1972

SUBJECT: Loans for the District of Columbia Highway Construction Program.

In your memorandum of November 21, 1972, you stated that by the close of Fiscal Year 1973 the District of Columbia will have borrowed the full face amount of $110,000,000 which Congress, by the provisions of the District of Columbia Public Works Act of 1954 (68 Stat. 110; D. C. Code, sec. 7-133), as amended, authorized the Secretary of the Treasury to lend the District for its highway construction program. You further stated that the District has repaid approximately $10,000,000 of the principal on this loan, leaving outstanding a balance due of $100,000,000. With this factual background you have asked my opinion as to whether or not the District may continue to borrow against this authorization until the outstanding balance on the loan totals $110,000,000.

When Congress passed the Public Works Act of 1954, it determined that the District needed $50,250,000 (68 Stat. 110) for its highway construction program. This amount was raised in 1956 to $85,250,000 (80 Stat. 858), and increased again in 1971 to $110,000,000 (84 Stat. 1930). Congress obviously intended, therefore, that the sums specified in the Act were to constitute a ceiling on the amounts which the District could have available by way of loans for its highway programs. Since the present balance on the District's loan is approximately $100,000,000, I am of the view that there remains under this Act obligational authority for the District to borrow an additional $10,000,000, or whatever amount will increase the principal outstanding on the loan to its face value, i.e., $110,000,000.

By section 401 of the Act (D. C. Code, 7-133), Congress authorized the Secretary of the Treasury to lend to the Commissioner " * * * such sums as may hereafter be appropriated". Congress then provided that the "* * * principal amount of loans advanced * * * " could not exceed $110,000,000. It is clear that Congress intended a continuing borrowing authority so long as the total amount of loans outstanding does not exceed the stated limitations.

Accordingly, the District may, under the authority of the Public Works Act of 1954, as amended, borrow additional amounts until its outstanding loan totals $110,000,000.

96-548 O - 73 - pt.1 - 2

APPRECIATION OF COMPREHENSIVE STATEMENTS

Senator BAYH. Gentlemen, I appreciate the comprehensive nature of both of your statements. In looking over them in advance and in studying some of the future problems that will confront the District, I formulated several groups of questions, which I will direct at one and then the other.

Why don't I ask them that way with both of you having the freedom to take the ball and direct it to the other.

Mr. Mayor, we will let you be the referee.

Mayor WASHINGTON. Yes, Mr. Chairman.

I have a few of the department heads here, who may be able to support our statements. If I am referee, I would like to have the opportunity to call on these officials.

Senator BAYH. Very fine. You may have a pinch-hitter or designated hitter as the case may be.

Mayor WASHINGTON. That is the new form.

Senator BAYH. I think you still can still have both. I prefer to have a chance to discuss in some detail the specific budget requests with each of the department heads.

Mayor WASHINGTON. All right.

Senator BAYH. I am concerned that we get into the record your feeling, Mr. Mayor, relative to the relationship between the Federal payment and general revenue sharing.

Do you believe the District is entitled to the full amounts of both?

Mayor WASHINGTON. I would like to say that there is no subject that I can think of that is more important and more crucial to this budget than the one raised by your question. It is my belief that the impact of the Federal presence on the city is recognized. Traditionally, since the 1800's, the Federal payment has been made for city services rendered and for other purposes in recognition of the Federal commitment to the Nation's Capital.

The general revenue-sharing funds, which we have made an integral part of our budget, were designed to aid cities in need of financial help for public services—health, welfare, and the whole range of services. Most of the cities in America have a financial crisis. Revenue sharing has been used to relieve that crisis in both the delivery and the provision of services.

The Federal payment and general revenue sharing are two, distinct propositions. They are two distinct types of funds. I support those purposes as both separate but necessary in order that this Nation's Capital, the seat of our Government, may be able to function as in the case in other cities.

And I strongly support that position. I would say that these financing programs are supported by a range of local taxes and charges that amount to approximately 70 percent of the total operating budget.

I mention that because there is a misconception afield. I spoke yesterday with some members of the chamber of commerce who were here from all over the country. Some of them believed that the Nation's Capital is financed solely through Federal funding. As I talked to them they were somewhat amazed to find out that the citizens of the District of Columbia, beyond their Federal income tax, also pay a substantial portion of the revenue load here, something in the vicinity

of 70 percent of the operating budget. This was a shock to a number of people.

My point is that local revenues, revenue sharing, and the Federal payment are integral parts of a very delicate financial package. They are all needed, Mr. Chairman, to fund city services.

Senator BAYH. Mr. Mayor, I appreciate getting your thoughts, and let me say I share your assessment, and would like to enter into the record right now some background legislative history on the revenue sharing bill which I believe supports your position.

Mayor WASHINGTON. Thank you, sir.

BACKGROUND ON LEGISLATIVE HISTORY

Senator BAYH. The material comes from an explanation of the revenue-sharing bill prepared by the staff of the Joint Committee on Internal Revenue Taxation. As you know, the chairman of that commitee is the very distinguished Congressman Wilbur Mills, and vice chairman is our distinguished colleague, Russell Long from Louisiana. I believe what these two gentlemen have to say on revenue sharing is particularly significant as far as legislative history is concerned.

Mayor WASHINGTON. You are quite right, sir.

[The information follows:]

On page 6, "The State and Local Fiscal Assistance Act of 1972 is intended to help assure the financial soundness of our State and local governments which is essential to our Federal System. Congress came to the conclusion that the State and local governments now face financial problems of a most severe nature. Today, it is the States, and even more especially the local governments, which bear the brunt of our more difficult domestic problems. The need for public services has increased manyfold and their costs are soaring. At the same time, because of revenue systems with a limited capacity, State and local governments are having considerable difficulty in raising the revenue necessary to meet these costs.

The statistics on State and local expenditures illustrate dramatically why State and local governments are experiencing such severe financial problems. Between the fiscal years 1955 and 1970, State and local general expenditures increased almost four times in current dollar terms--from $33.7 billion to $131.3 billion. Moreover, some governmental units have been forced to increase their spending even more rapidly. In the fiscal year 1965, for example, New York City spent $3.4 billion; its budget for fiscal year 1972 called for spending about $9 billion.

This dramatic increase in spending at the State and local level came about in response to a number of developments. Population growth generally, and urbanization especially, have increased many fold the need for more extensive services. This increased need is clearly evidenced in the case of services such as police and fire protection, refuse disposal, sewage systems and street and mass transit system -- expenditure categories which tend to increase most rapidly with urbanization. The cost of these and related categories have risen from $7.7 billion in 1957 to $17.8 billion in 1970. The inflation which has been experienced in recent years has added greatly to costs. Since 1966, for example, the prices paid by State and local governments for goods and services have risen about a third.

On page 7, Moreover, while most State and local governments are experiencing financial difficulties, for many core cities the financial problems are particularly acute. The flight of middle income and high income people to the suburbs has left core cities with the severe fiscal burden of providing services to large numbers of relatively low-income people who are able to pay only a relatively small share of the cost of government services. These problems are compounded by the fact that the costsof providiug services in central cities is generally higher than in less densely populated areas. However, the financial problems are not confined to the cities. Small communities, including many in rural areas, are also encountering financial distress, particularly where their inhabitants are poor and the tax base is limited.

The Congress believes that steps need to be taken to improve the Federal budget position. However, it does not believe that the presence of large deficits in the Federal budget should in itself preclude Federal aid to State and local governments in view of the vital need for such aid. To preclude such aid would imply that State and local fiscal assistance has a lower priority than all other present expenditures, a position the Congress does not accept. It believes that in view of the pressing financial problems of the State and local governments, the new program of Federal aid provided by Public Law 92-512 represents one of the nation's most vital needs. As a result, the Congress concluded that the fact that the Federal budget is in a large deficit position -- as undesirable as that may be -- is no more a justification for deferring this State and local fiscal assistance than it would be for deferring a large number of other vital needs. It should also be noted that the budgets for the fiscal years 1972 and 1973 already make provision for a program of Federal aid approximately equal in cost to that provided by this Act. As a result this Act will not increase these budget deficits significantly beyond the levels already projected.

On page 8, Despite the extensive nature of the present aid, the Congress concluded, after careful study of the complex problems involved, that there is a need for additional aid, but aid of a different type. This study indicated that the present Federal aid leaves a significant gap in the financial assistance provided to State and local governments. In part this is because the amount of the present aid is inadequate, especially where the residents have small incomes and the cost of essentials for governments is high. In part, this is because the present aid programs generally are of the categorical type and often do not provide for the most pressing purposes. Instead, they provide aid for specific and frequently relatively narrowly defined purposes. Moreover, they often require local matching funds which, in many instances, imposes a financial strain on the local governments and causes a shift of local funds to areas of lesser priority to the local governments. While State and local governments, under certain Federal programs, may retain some flexibility in spending such categorical aid, there are ordinarily severe limitations to this flexibility. The broad purpose of the Act is to provide additional help for the States and localities in a form which will give them greater flexibility in the use of the funds than does the present categorical aid system."

(Quotations from General Explanation of the State and Local Fiscal Assistance Act and the Federal-State Tax Collection Act of 1972, H.R. 14370, 92D Congress, Public Law 92-512, February 12, 1973)

USE OF REVENUE SHARING FUNDS

Senator BAYH. Let me ask you another question about the Revenue Sharing picture, if I may.

The financial plan for fiscal 1974 includes, as I look here $45.6 million in revenue sharing funds. This is almost twice the amount of the city's estimated annual allotment for this fiscal year.

Is that really a good practice to get into?

Mayor WASHINGTON. We don't suggest it as a continuing practice. We know what the annual figure is. What we did at this point in time, Mr. Chairman, is to assign all of our available resources to balance the budget without new taxation on the assumption that tax increases would not be acceptable at this time.

We know that additional revenue is going to have to come forward for fiscal 1974 and 1975. This is probably why I make such a pitch for the reciprocal income tax, to give us another source of revenue which is available to other jurisdictions. The Federal payment, we would assume, would not remain static as costs escalate.

The problem we faced when we looked at the 1974 budget, Mr. Chairman, is that without doing more than annualizing 1973 program costs, we found ourselves with a $50 million funding gap. By freezing positions and eliminating positions, applying other austerity measures, and using general revenue sharing we were able to balance the budget without raising taxes. I feel that the there is an unfavorable national attitude with respect to taxes, and particularly here after we have raised almost every tax in the city in the last year or two. I certainly can see what your concern is; it is mine. That is why I continue to fight for other sources of revenue that may be available for us.

Senator BAYH. Do I understand that the District's financial plan assumes that part of this current fiscal year's revenue sharing will not have been at the end of the fiscal year? Is that accurate?

Mr. COPPIE. Mr. Chairman, the revenue sharing law was passed October of 1972, as my statement pointed out. It was retroactive for the entire calendar year of 1972. Our revenue sharing funds must be appropriated by the Congress before we can expend them, so the first opportunity to have a revenue sharing program considered by the Congress was in the second supplemental for 1973. Because a supplemental is designed to meet contingency requests of a Federal agency, in this case the District of Columbia, we only requested $13.8 million of what was available to us between January 1, 1972, and June 30, 1973.

The balance that is available to us for the entire period January 1, 1972 through June 30, 1974, $45.6 million, is requested in the 1974 budget. I would also point out that the requirement in the revenue sharing law is that a government spend the revenue sharing funds or obligate the revenue sharing funds within a reasonable period of time. The Treasury Department regulations have identified a reasonable period of time to be 24 months. Our plan does meet the requirements of law. It also meets the requirements of the Treasury Department so far as the administrative regulations are concerned.

Senator BAYH. Let me ask you or let me express a concern and ask either one of you gentlemen to respond.

I am appreciative of the bare bones, balanced budget submitted by the President on behalf of the District. I am concerned, however, about

unanticipated expenses that may not be included in the budget. I would like to get your comment about the validity of these possible additional expenses not included in the budget, and what their impact will be, will they throw the budget out of balance? What must we do about this to maintain a balanced budget.

For example, I think there is approximately $1 million in unemployment compensation costs for fiscal 1973 that remain to be paid, and the distinct possibility that this city will have to find in the neighborhood of $2.3 million to continue the services for indigent defendants. The District's share of operating loss of the newly acquired bus lines is estimated someplace in the neighborhood of $3.8 million for fiscal 1973 and 1974.

Now, none of these expenses are in the budget before us, as I understand. If I am wrong, tell me and I will then ask for your thoughts as to what you will do about it.

ADDITIONAL BUDGET REQUIREMENTS

Mr. COPPIE. Mr. Chairman, you are quite correct. We outlined the unemployment compensation problem at the time of the supplemental hearing before you.

We are currently looking at that additional requirement for the current fiscal year to identify the sources of funds that can be reprogramed to meet the unemployment compensation requirement in the current year. You directed us to do that during the supplemental hearing. That work is underway. It is my hope that we will have the reprograming request before you and the House committee for consideration within the next several weeks.

With regard to the program of attorneys for indigent offenders, that problem has a long history. It is the very strong position of the District Government—and when I say District Government, I refer to the Mayor and the City Council and also to the court system of the District of Columbia—that is a Federal responsibility, generally and specifically a Federal responsibility for the 1974 fiscal year.

If that becomes an impossibility, we will look at the alternatives. We are already looking at the alternatives. One alternative would be to look at a grant resource to meet the 1974 requirement of the District, assuming the full responsibility in 1975.

Senator BAYH. Am I right in observing that the President, the Attorney General—the past Attorney General—disagree with this assessment that it be a Federal responsibility and thus part of the judiciary budget?

Mr. COPPIE. The Attorney General supports the position of the District Government, and the Chief Justice of the Supreme Court does not support the position of the District Government.

Senator BAYH. But the Attorney General did.

Mayor WASHINGTON. During the supplemental budget discussions, Mr. Chairman, Senator Mathias spoke to that subject, having noted that the then Attorney General had dealt with this problem. He indicated at that time that he might submit an amendment to their bill to include it for 1974.

Senator BAYH. I think both Senator Mathias and I showed support for your position.

Mayor WASHINGTON. There was discussion, and I don't know whether he has moved to amend the Justice Department's appropriation bill for 1974 that might carry this for 1974. It is a real problem for us, in 1974 as much as we all support it. Now, with respect to the bus line.

Senator BAYH. Yes. We got off the bus here.

Mr. COPPIE. With respect to the bus subsidy, the only subsidy in 1974 budget is the subsidy that has become an annual requirement of the District Government for school children, the school transit subsidy. There is no subsidy for the general operations of the METRO bus system. There is no question but that, on the basis of the current fiscal situation as it pertains to the bus operation, that they are running a deficit, in anticipation of that deficit being paid for by the local jurisdictions involved.

The problem that the District government faces with regard to this is that the takeover by the transit authority occurred after the final preparation of our 1974 budget. Consequently we had no opportunity to project a plan for this purpose.

We are currently looking at the problem with the transit authority. As far as the future is concerned, there is no question but that the District will assume the responsibility for covering deficits and will have to provide additional revenue to meet it. But as far as the immediate situation is concerned, we have not made provision for it. We are currently looking at the options that are opened to us.

Let me say, however, that there is no question of any Deficiency Act violation involved here as far as the District Government is concerned because WMATA is outside of our fiscal control and outside of the Federal requirements as far as the Anti-Deficiency Act is concerned. That is not in any way to dismiss the large problem that they have. It is to speak specifically to the Anti-Deficiency issue as it relates to this question.

Senator BAYH. Yes.

I don't want to nitpick about $7.1 million that may only possibly materialize as D.C. obligations, but as I suggested when we were discussing the supplemental on unemployment compensation, perhaps if we look ahead we can keep these things from having to be dealt with in a supplemental. That's why I suggest we look ahead now to be sure the bus situation has not changed since the budget was prepared and not since your testimony was prepared. I wanted to get in the record that at least this is a possibility. We want to keep that balanced budget that you have so meticulously prepared.

One other question about revenue sharing, Mr. Mayor.

Has the District complied with the limitations on the use of general revenue sharing?

LIMITATIONS ON GENERAL REVENUE SHARING

Mr. COPPIE. Mr. Chairman, we have complied with both the legal requirements and the administrative requirements that have been outlined by the Treasury Department. We are also currently involved in the review that is part of a national review by the General Acounting Office. I think that our plan of implementation is consistent with legal and administrative requirements.

Mayor WASHINGTON. Beyond that, I think we have made the kind of use which probably will be looked at by other jurisdictions in terms beyond the legal considerations. We believe we have proposed a prudent use of it in relation to services. We think that also is a factor that we have taken into account.

Senator BAYH. Let me hit one more general exploratory question on revenue sharing to either of you gentlemen.

Maybe Mr. Coppie could be a little more specific about who has the responsibility for deciding what agencies would receive portions of the revenue sharing moneys?

What basis is generally used?

Is that your responsibility?

Mr. COPPIE. Mr. Chairman, it is my responsibility to make the recommendations to the Mayor, and he has the responsibility for formulating the final plan. The city council has the responsibility for the ultimate approval of the plan within the District government. Because the budget is reviewed and approved by the Office of Management and Budget and transmitted by the President to the Congress, there is also an involvement on the part of the Federal Executive. The ultimate appropriation of our revenue-sharing funds, of course, is the responsibility of the Congress.

With regard to the more important part of your question—how did we make the decision to split up the pie as far as revenue sharing is concerned—the Mayor made a conscious decision in the development of the 1974 budget to use revenue-sharing funds to meet the ongoing needs for service delivery and to provide for stability in the service delivery area. What we have attempted to do for 1974 is to arrive at a plan that meets the needs in the District and provides a balance among the programs of the District government.

OVERTIME FOR TEMPORARY EMPLOYEES

Senator BAYH. Looking at some of the limitations imposed in reponse to concerns that have been expressed previously, has the city complied with the limitations on obligations for temporary employees of overtime? What are the obligations to date in this area?

Mr. COPPIE. Mr. Chairman, a limitation was placed in the 1973 appropriation bill for the District of Columbia government to the effect that we could not spend more than 4½ percent of the appropriation for personnel compensation for overtime and temporary positions.

The total personnel compensation appropriation for fiscal year 1973 was $469,594,000. And 4½ percent of that is $21,131,000, and the amount that we have spent through the end of February of 1973 is approximately $9 million, or less than 2 percent of the limit. We are within the requirements, and the controls we have maintained in the implementation of this limitation will allow us to keep within the total requirement for the year, with a surplus in our favor.

Senator BAYH. I'm glad to hear that. Does the District government plan to do another review of the vacant positions that may exist to identify which ones may no longer be needed?

Mayor WASHINGTON. Mr. Coppie can talk about the detail of it, but this is an ongoing continuing consideration, Mr. Chairman, in an effort to assess those that are needed and those that can be eliminated. I think our records, which Mr. Coppie can provide for the record, indicate that during the last 2 or 3 fiscal years this has been a process of continuous belt-tightening. We expect to continue that process as we review not

only the results of the 1974 budget, but as we begin developing the fiscal 1975 request.

Mr. COPPIE. Mr. Chairman, as we previously pointed out, between August of 1970 and the following fiscal year, we eliminated 5 percent of our authorized personnel base as of August of 1970, or approximately 2,000 positions. For the most part, these were positions that had remained vacant for 6 months or more.

There is a need to carry on an ongoing review of our personnel operations, and we are doing that, I think, as part of our 1975 formulation. We will intensify our review and make a determination as to whether additional positions can, in fact, be eliminated.

ZERO-BASE BUDGET REVIEW

Senator BAYH. I hope that we can work together in these three areas where we are asking for zero-base budgeting, to see if perhaps, by starting from the ground floor and going up, we might be able to find and eliminate some that might be vacant.

Mayor WASHINGTON. Mr. Chairman, the problem we have is that, as needs change, we must transfer functions. You do not always look at just the base there. I think that you are quite right. I agree with the fact that together we should pursue this point, and together we should look at the lateral as well as the vertical involvement.

Senator BAYH. I suppose that in the District government, as well as in the Senate and everyplace else, a program or a department can assume a life of its own if one is not careful. It can just go on year after year, adding increased costs.

Mayor WASHINGTON. This is what I found when I came into office. I was rather concerned about it in terms of getting to the budget base. I think in the past 3 years we have probably done more than has ever been done. The advent of program budgeting gave us another look at this problem. What we find now is that we are not getting a program and adding 10 percent to it by a year, with no ability or no desire to appraise the total program.

We are appraising it. This is where this great field of resource management and productivity is also becoming an essential factor in the analysis.

SUBSIDIZED HOUSING FOR EMPLOYEES

Senator BAYH. I noticed a recent report that disclosed that a large number of city employees were living in heavily subsidized city-owned housing, and I understand you have taken some steps to correct that matter.

Let me address a series of questions that will give you an opportunity to explore this in the record.

What is the status of your present efforts in this direction?

How many city employees today live in such housing?

Are all employees in those houses required to live on the grounds of the institutions for which they work, and if not, what is your general policy on this issue?

How are the rents set?

When was the last time they were reviewed?

Mayor WASHINGTON. I think we have here both of my recent orders. We might submit those for inclusion in the record. I think we can update the entire situation.

Senator BAYH. Could you give us a general response, and then put the details in the record?

Mayor WASHINGTON. Very well.

Mr. COPPIE. Mr. Chairman, I believe I can answer those questions now.

The Mayor, in a Commissioner's order dated February 21, 1973, did authorize a rent increase of 50 percent by April 1, 1973, for all District employees who were living in District-owned housing. He also charged in the order that a study be done immediately, and be completed by June 1, that would speak to the question of fair market value, and that the rental charge that a person is paying should be comparable to the fair market value of residential housing in the area.

The third point that I would make is that we currently have 210 employees in the District government who are receiving subsidized housing. Most of those employees are required to live in a District-owned house in order to provide a service to the District government. This would be a security service such as at the Lorton Reservation. It would be a medical service in the case of some of our health care institutions, and so forth. During transition periods where an incumbent District employee is living in a District-owned house and moves to a different job where we can no longer justify his living in that particular District-owned house, we have made a decision to have him move, but to move in a way that will allow him to meet his normal family responsibilities. We have not been unfair to the policy, nor have we been unfair to the employee. We have attempted to strike a balance.

Mayor WASHINGTON. You might speak to the monitoring system that I have also set which puts the matter squarely back into the hands of a reactivated committee.

Mr. COPPIE. The Mayor has activated the Committee on Quarters, Subsistence, and Laundry. My office serves as the Chairman of the committee. There are representatives from the Department of General Services and the operating departments that are involved in providing employee housing, the Department of Corrections, the Department of Environmental Services, and the Department of Human Resources. This committee will insure that rental charges are in line with fair market value of the housing.

Mayor WASHINGTON. I think the point there, Mr. Chairman, is I have not only taken that action, but I also established this committee to continue to monitor the establishing of fair market value and to evaluating each case periodically. The committee will report to me periodically on the progress.

I pointed that out because we just haven't taken a one-time action. We have set up a monitoring system, which we believe will keep that matter well in bounds. Its job is to continue to monitor this situation.

POLICY ON PARKING SPACES

Senator BAYH. I received a letter from Mr. Coppie on March 2 dealing with the city's policy on parking spaces for employees, and the letter noted that the city would raise an additional $150,000 in parking fees during fiscal 1974, and that this is, in fact, reflected in the fiscal 1974 revenue estimates.

LETTER FROM COMER S. COPPIE

Senator BAYH. Let me just have this letter from Mr. Coppie put in the record at this point.

[The information follows:]

GOVERNMENT OF THE DISTRICT OF COLUMBIA
EXECUTIVE OFFICE

Honorable Birch Bayh
Chairman, Subcommittee on Appropriations
for the District of Columbia
Room 363, Old Senate Office Building
United States Senate
Washington, D. C. 20510

Dear Mr. Chairman:

During the recent City Council review of the Mayor's fiscal year 1974 budget proposals, the District's policy on the provision of parking spaces for employees received considerable attention. Because of your expressed interest in this subject, I am providing the following information as a supplement to my letter of October 10, 1972.

In response to the concerns of the Council, the Mayor has directed that steps be taken to raise parking fees for District-owned or leased spaces to commercial rates wherever feasible. Special emphasis will be given to increasing parking fees in the downtown area. The city's revenue estimates for the next fiscal year have been increased by $150,000 to reflect higher parking fees from city-controlled spaces.

Higher fees will not be imposed in an arbitrary manner. Many factors will be taken into account in setting a new parking policy, and the special problems of employees who use their cars in their work will certainly be considered. In reporting to the Council, the Mayor said:

> "We cannot make arbitrary policy changes until a thorough analysis is completed. Employees who are required to use their private automobiles in carrying out official business have a legitimate need for government-provided parking facilities. We will protect their interests in establishing a new parking policy."

We expect to complete the analysis of the parking situation and to take necessary action by the start of the next fiscal year. We will keep you informed of developments in this area.

Sincerely yours,

Comer S. Coppie
Special Assistant to the
Mayor-Commissioner

DETAILS OF EMPLOYEE PARKING POLICY

Senator BAYH. Can you give me the specifics of how many get free parking and how many get subsidized parking?

Mayor WASHINGTON. We have that material here, and we will provide other material for the record. I think we can give you a general picture.

Mr. COPPIE. Mr. Chairman, when we talk about the parking situation in the District government, we are talking about a complex area. We are not only talking about the downtown core, which is one major part of the parking issue; but we are also talking about parking at public schools, public libraries and various other institutions throughout the District where free parking has been a general policy. I think that general policy may continue for justifiable reasons, although the review that is now underway will embrace the entire District Government situation.

The City Council, in its action in the 1974 budget request, which was sustained by the Mayor, did authorize a policy that will eliminate subsidized parking in the downtown area, which involves approximately 577 subsidized parking spaces for employees.

That subsidy is running about $15 to $25 a month in most cases. The employee is paying $5 while the commercial rate would be $20 or $30. Beginning on July 1, that subsidy will be eliminated and those employees will start to pay the commercial rate of either $20 or $30, depending on the specific area in the downtown core. Some employees who now have free parking downtown will also pay fees.

The one exception to this policy is the District of Columbia court system of the District government. The Mayor and the City Council do not have the authority to impose a policy on the court system in this area. We have advised the court system of the parking policy and have asked the courts to adopt the policy for the court system. That is under review by the court system. We anticipate a reply sometime in the very near future.

Mayor WASHINGTON. I would suspect, Mr. Chairman, that if your mail is like mine, you have heard from some employees on this subject who are already raising serious questions about their ability to perform because of the activation of this policy.

We believe that it is a fair and equitable one. In certain instances we know we are going to have some difficulty. We are going to have to look at some other sources of help.

The social workers, for instance, have petitioned us indicating that their work may be impaired by the imposition of this policy. Mr. Yeldell is examining this situation now because these are critical positions affecting many, many lives.

Senator BAYH. By the same token, if we are looking for places to tighten up our belt, maybe the additional $15 or $25 per parker could best be used to assist people that are the target of District services rather than the employees.

Mayor WASHINGTON. That's the position we are taking. I was simply pointing out that there have been some problems.

Senator BAYH. I would like to ask some specific questions at this point. Is your plan to raise this additional revenue in effect?

Mr. COPPIE. The higher parking rates have not yet been imposed, Mr. Chairman. The District's Committee on Quarters, Subsistence, and

Laundry has been given the responsibility for recommending new parking rates for 595 spaces on District-owned or operated lots in the downtown area. Information for setting the new rates, which will be closer to commercial parking fees in the area, will be provided by the Department of General Services.

We expect the new rates to go into effect July 1, 1973.

We are now considering a proposal to centralize administration of off-street parking at District facilities in the Department of General Services. This plan would strengthen our ability to monitor employee parking practices and to implement an effective Districtwide parking policy.

Senator BAYH. What is the District's general policy in regard to parking?

Mr. COPPIE. Our policy will continue to be to provide parking spaces for employees who regularly use their own cars in carrying out their official responsibilities. The legitimate interests of this group of employees will be considered in the study of overall parking polices.

At the present time, the District government is also providing a parking subsidy to some city employees. It is this policy of subsidized parking that is being revised, with special emphasis on the downtown area. In light of other District goals, such as air pollution control, the provision of subsidized employee parking, except in connection with official purposes, cannot be fully supported.

FREE EMPLOYEE AND PUBLIC PARKING

Free employee and public parking is now provided in many parking areas connected to District government facilities outside the downtown area. For example, parking is provided at public schools, libraries, police stations, correctional institutions outside the city limits, and at certain health care facilities. A longer term objective is to review the policies covering these spaces.

Senator BAYH. How many employees get free parking?

Mr. COPPIE. I can give you those figures for the downtown area. We do not have an inventory of the free parking facilities in outlying areas, including spaces provided at schools, libraries, police facilities, and other city buildings.

In downtown lots under the control of the District, about 30 city officials and employees are receiving free parking. The officials include the Mayor, the Chairman of the City Council and the eight other Council members. These spaces include 10 free spaces at the Martin Luther King Library and 8 spaces reserved for the Recorder of Deeds.

Senator BAYH. How are these employees chosen for free parking?

Mr. COPPIE. In certain cases, the incumbent of an office automatically receives free parking under our current policy. These officials include the Mayor and the Council members. The Public Library and the Recorder of Deeds select persons to use the parking spaces reserved for those agencies.

Senator BAYH. How many employees get subsidized parking?

Mr. COPPIE. There are 577 subsidized parking spaces in downtown lots owned or operated by the District government. The charge to the employee using these spaces is now $5 a month. We are planning to increase the monthly rate to $20 or $30, which will be closer to commercial parking fees. Also, we expect to charge $15 or $20 a month for 18 downtown spaces that are now provided free.

Senator BAYH. How were those employees chosen for the subsidized parking spots?

Mr. COPPIE. Employees were chosen on a first-come, first-served basis. That is, employees placed their names on a waiting list. As spaces became available, the employees at the top of the list were given the chance to use the subsidized spaces.

The same selection system will continue under the new parking policy. However, the subsidy will no longer be provided.

Senator BAYH. Thank you for the information. Please keep the committee informed as you implement the new policies.

Mr. COPPIE. Thank you, Mr. Chairman. We will certainly keep you informed.

Senator BAYH. I know this is a statistical question, but I notice, looking at page B–1 of supporting materials sent to the subcommittee, that the opening accounts payable in the general fund for fiscal 1974 is listed as $67.2 million. On the following page, on B–2, the closing accounts payable under the general funds for fiscal 1973 is said to be $68.8 million.

Now, the other funds, highway, water fund, et cetera, have the same figures for closing fiscal 1973 and opening 1974. I just wondered why there was a difference in the general fund in that one particular area.

What happened to that $1.6 million in the matter of a moment?

Mr. Coppie, can you respond?

Mayor WASHINGTON. He is smiling, so he must have the answer. [General laughter.]

That is one of those, "I'm glad you asked that."

Senator BAYH. You did not set me up, did you? [General laughter.]

DIFFERENCE IN OPENING ACCOUNTS PAYABLE

Mr. COPPIE. I have the figures in front of me, and I do have an answer. I believe the answer is one that we consciously arrived at in the formulation of the 1974 financial plan.

Mr. Chairman, a cash basis is used for the determination of the financial plan for the city. That is, to put it as simply as I possibly can, we have on hand the cash that we need to meet the obligations in the year in which we are doing business and also to pay bills that have not yet been entered into the accounting system. We have been doing an analysis of the accounts payable and the accounts receivable. We found that, in the general fund, we were saving about $1.6 million between the funds that were obligated and put in reserve and the funds that were actually disbursed. The other funds are small because of the amount of transactions that take place. What is involved here, Mr. Chairman, is a savings of $1.6 million.

We reviewed this situation very carefully. We also involved the representatives from the Office of Management and Budget in that review. We feel that this approach can be fully justified.

Senator BAYH. You know, I don't want to be a nitpicker about this, but when did you realize that savings?

Mr. COPPIE. I can appreciate the concern, and I don't consider it to be a nitpicking question whatsoever. What we are talking about is an accounting adjustment based on a very careful analysis that we've done for our accounts payable and our accounts receivable.

Senator BAYH. Could you explain the nature and timing of that accounting adjustment in a little more detail?

Mr. COPPIE. The closing accounts payable for 1973 is $68,833,000. That represents the amount obligated or held in reserve for obligations not yet entered into the central system but not yet disbursed at the end of the fiscal year. Our analysis has shown that $1.6 million of that amount will most likely never actually be disbursed. That savings is reflected here. I believe it will be reflected in future years.

Senator BAYH. Could you submit that analysis so we could look at it?

Mayor WASHINGTON. I'm not trying to add to Mr. Coppie's explanation on that subject——

Senator BAYH. All right, Mr. Mayor.

Mr. COPPIE. We think it will stand the ultimate scrutiny, Mr. Chairman.

[The information follows:]

ANALYSIS OF GENERAL FUND MONEYS RETURNED TO U.S. TREASURY, DISTRICT OF COLUMBIA GOVERNMENT

For the last four fiscal years, the District Government has returned to the U.S. Treasury an average of $3.5 million a year in moneys from the General Fund. The funds represent for the most part moneys that had been obligated before the close of the fiscal year but that were later deobligated for various reasons. The following table shows the specific amounts returned to the U.S. Treasury as surplus at the end of the fiscal year.

June 30, 1969—$3,664,262.
June 30, 1970—$3,850,914.
June 30, 1971—$2,600,815.
June 30, 1972—$3,970,015.

The history of returned funds was taken into account in developing the financial plan for Fiscal Year 1974. Taking a conservative approach because of the austerity measures that had been applied in formulating the 1974 budget, we estimated that $1.6 million from the General Fund would be returned as surplus at the end of fiscal 1974. Therefore, the opening accounts payable for 1974 was set at $1.6 million below the amount of closing accounts payable for 1973.

PROPOSED DETENTION CENTER

Senator BAYH. Let me, Mr. Mayor, try to ask another question of you here, although we do have to recess here shortly so that you can be free to go back to your duties.

Mayor WASHINGTON. To another hearing.

Senator BAYH. I wanted to take another look at the new Detention Center which we have previously discussed.

Just for the record, would you tell us again what the estimate on the current building plan, the total cost of the new facility is and how it compares with the original estimate?

Mayor WASHINGTON. Mr. Chairman, the original estimate was $38,050,000. The current cost estimate, based on the reduction to approximately 1,000 inmates with all the supporting services, is $34,750,000, a little less than $3 million difference. I think that is where our estimate stands at the present time.

As you know and as we have put into the record, we are providing all of the concrete work, all of the foundation, all of the basic underpinnings as well as all of the supportive services—kitchens, the dining facilities, and so forth—in the initial construction of the detention center. That is why, in cutting back on inmate capacity, we were not able to cut back total construction cost in the same ratio.

These cost estimates were some that I have reviewed. Based on what I have seen, Mr. Chairman, that's what we are recommending.

Senator BAYH. I notice in one of the local newspapers the figure of $28 million construction budget used in an editorial, and that never was $28 million construction budget originally, was it? It was a $38 million one.

Mayor WASHINGTON. Yes, that is $38 million. It is always the figure that we have dealt with.

Senator BAYH. Perhaps there was a typographical error, but I wanted to make the record clear that you have gone from $38 million to $34 million.

Now, give us—in essence, you are putting the chassis down for a 1,500 inmate facility.

Mayor WASHINGTON. I think that is a fair way to put it.

Senator BAYH. And you are putting construction on top for 1,000.

The last time we discussed this, I think you referred me to the Corrections Department for answers on population projections, and they referred me back to your policy when we were discussing this in the supplemental. Now, if that is the case, I would like to know the current assessment; what was your policy that determined that we ought to be prepared for an institution holding 1,500 people.

Mayor WASHINGTON. I can tell you, Mr. Chairman, that the buck stops here. The problem, as I see it, is with the erratic nature of the crime index offenses. With the support of GAO, we developed revised population estimates. It was our belief, on the basis of new figures, that we could cut the facility back to 1,000 population at this time.

I think the difficulty develops with the skittishness on the part of the Department of Corrections in looking at the population figures to determine whether or not they will hold. The population trends were erratic because of a number of factors. There was the shifting of some of the inmates to other Federal facilities; that may stop. There was the speed-up of trials as a result of court reforms and the additional judges. That was the strongest impact, in my opinion, on those population figures.

There still exists, to be very frank with you, Mr. Chairman, a feeling that something could throw off the population trends in the future. The department wanted to be prepared to say that they had told you so if it did. I can well appreciate, coming from the operating position, how they feel. They are skittish about that. But on the basis of all that I can see from the figures, I took the position that a 1,000-population detention facility would be sufficient at this time.

The reason that we put the whole chassis down, as you indicated, is that we can't, with precise accuracy, estimate that a population increase will never happen. At least we will have the foundation if that happens.

POTENTIAL FOR COST SAVINGS

Senator BAYH. I am trying to get an overall view, you know. I want to do something about that antiquated jail. I want to do something about prevention as well as detention. We are talking about a bare bones budget. So that if we can shave a bit here and do it without folly and invest it elsewhere where it might better accomplish the purpose—this is the reason I pursue this. I'll put GAO——

Mayor WASHINGTON. I think it is right to pursue. I will pursue along with you because it has been one of the problems that has concerned me. I have fought for this jail. I think we need the new Detention Center.

I think this outmoded 19th century facility that I keep showing is just incredible. What we have tried to do in dealing with population trends is to be reasonable in our assumptions. I have determined a policy that, on the basis of what we have before us, is reasonable and prudent.

Senator BAYH. We have one policy in effect now that we didn't have when the planners were originally determining total population. In our correspondence, you suggested that you were going to pursue a detention facility in Judiciary Square to house or detain between 150 and 200 people.

Where does that fit in the plan? Should that be added to the 1,000, looking at the total population, or is that——

Mayor WASHINGTON. No, that is in addition to it, Mr. Chairman. To be frank with you, I have not determined as a matter of policy that we will pursue it. It is being discussed as a further means to keep detainees close to the courts.

I am not sure that we have concluded that that is to be done.

DETENTION INTAKE FACILITIES

Senator BAYH. Mr. Mayor, in your letter here—I want to bring this up, because you say that the decision has been made to press for the development of plans for small detention intake facilities. Now I did not want to bring that up if this is moot, but let me just proceed, if I might.

Mayor WASHINGTON. We think that is an important consideration to get detainees close to the court. However, we have not made the decision that the facility is necessarily a part of the detention facility consideration.

Now there is a strong feeling in some of our staff that we ought to have it.

Senator BAYH. Then the decision has not been made?

Mayor WASHINGTON. If it had been, we would have had it in here as a budget consideration. I do not think we would press for it unless we had put some resources to build it.

Senator BAYH. Well, I bring that up because I would suppose that the 150 to 200 that would be kept in that detention facility——

Mayor WASHINGTON. That is in addition to the detention facility.

Senator BAYH. But those people are out there now; they are being arrested by the police and being brought before the court, and they are presently being kept in the existing jail, I assume.

Mayor WASHINGTON. That is right.

Senator BAYH. So that is part of the jail population now, is it not?

Mayor WASHINGTON. Those people that are detained for a short time are part of the jail population. That language might not have been as accurate as it is in my mind.

When I press for something, I ask for some money for it.

The concept, of course, is a very strong one in my staff with respect to what is needed there. I think that what we need to do is to get the Detention Center itself approved and underway, built and occupied.

Senator BAYH. I do too, Mr. Mayor. But I also think there is a close relationship between the population at the new jail or detention center

and the possible represent for another detention center at Judiciary Square for holding another 150–200 inmates. What you are perhaps overlooking is the overall jail problem. I want us to know how and what we are going to be asked to do a year from now.

I do not want to make a great deal out of this, but if you are talking about the overall change in the picture——

FACILITY NOT TO BE REQUESTED

Mayor WASHINGTON. That is March 7th; I doubt that you will see that facility in the 1975 Budget, as far as I am concerned.

Senator BAYH. I have no objection to the concept of a facility close to the Court——

Mayor WASHINGTON. I think I do, in terms of this feature. I think we have the elasticity and the flexibility in the new Detention Center to take care of their problems sufficiently. However this may have looked in March or April, my view will be that you will not see it in the 1975 Budget, at least if I am here.

Senator BAYH. I did not raise the question to oppose the construction of the——

Mayor WASHINGTON. There has been strong consideration given to that proposed facility. The idea was to acquaint you with the fact that some strong feeling existed so that a later proposal did not just drop on you. Since checking the figures and since presenting that letter, I have come to the conclusion that I would not go for an intake facility until we got the jail itself and found out whether or not it was adequate. In my own opinion, it will be adequate. I would not simply propose another facility.

Senator BAYH. I did not raise the matter to oppose a Judiciary Square facility. That might be very important as far as penology is concerned. But are talking about the overall view. I would like you to give some attention to just how many people you're going to build for. If you intend to construct another facility to house 150 to 200 people that are now presently in that population that you use to justify a 1,000 inmate detention center, then I think we need to reassess the jail population, used to justify the detention center in light of having 150 to 250 people removed from it. Shouldn't we be building a detention center for only 750–850 if you are planning this additional facility.

Mayor WASHINGTON. This is a fluid situation. It is not a static one. When we looked at the population figures for the new detention center, they ranged between 750 and 800. I was prepared to stay at that figure or 1,000 to accommodate that, even with the fluctuation. That is what made the consideration of the intake facility, as I said, there was strong staff feeling about it. In my opinion, it is not needed as a part of the total penological concept.

We are only talking about a distance between 17th and Independence to the jail itself. You were advised that there were considerations of an intake facility. The conclusion that I have reached is that I am going to stay with that detention center and get experience with it. At some subsequent time we may consider an additional facility. But I think that we need to get this detention center built now to accommodate 1,000 persons.

Senator BAYH. All right, but look——

Mayor WASHINGTON. You can just erase that proposal from your mind and your consideration.

Senator BAYH. OK. But why don't you have your people take another hard look at that overall situation. If it is going to cost $34 million for a detention facility including that extra ingredient for a foundation to protect in event of error in population projections, then I think I have the responsibility of making certain that that slice for protection from error is reasonable. Moreover, if you look at the 750 to 800 population that is now in the existing jail, and if later on we are asked to take 150 out of the population and put them in a facility at Judiciary Square, then the need at the new detention facility it down to 600 or 650. In that case you have significantly higher percentage of safety—600 to 1,500 or a 900 safety margin instead of 1,000 to 1,500 or a 500-safety margin.

Mayor WASHINGTON. I do not think, Mr. Chairman, that anybody's population projection figures are going to be any better than the figures you have. I think that you have hit the points, that these matters are fluid. I listened to some discussion about a second facility. We then got the best figures that we could get on what the ongoing population will be. In my opinion, we stayed with that figure. I think that if you are talking about the cost for the detention center, certainly we are going to look at it and continue to do so.

REVIEW OF DETENTION CENTER PROJECTIONS

Senator BAYH. No; it is more than cost and I think it is more than statistics. I think you are right in the statistics you have presented. Could you give us an assessment of those figures so we could put them in the record at this point. I am anxious to talk to Chief Wilson about this too. I think we are talking about more than merely population projections for a new detention facility. We are talking about the wisdom or lack of wisdom of constructing a 1,000-inmate facility in an overall system of penology—and its relation to the need for an additional similar type of facility closely related to a new court complex such as is proposed for Judiciary Square. Is it not valid to consider the need for both of these similar facilities which serve similar populations as we look at the future in the District of Columbia? If it is, then that is one thing; if it is not, then that is something else.

[The information follows:]

Review of Detention Center Projections

A Report by the Office of Criminal Justice Plans and Analysis (OPM)

Summary

The Office of Criminal Justice Plans and Analysis, (OPM) has undertaken a further review of the population projections used in planning the proposed new detention center for the District of Columbia.

This review included a re-examination of all currently available population projections relating to the program to replace the antiquated century-old jail with a modern detention center. It also included an examination of current day-to-day population figures at the jail.

Current projections indicating that the detention center will be called upon to provide for an expected average population of 866 for 1975 are supported by the review. The proposed 1,000 capacity for the detention center would allow for normal day-to-day population fluctuations from the 866 figure. Presently, the review found the day-to-day population may fluctuate as much as 20-40 above or below a monthly average, and has shifted as much as 91 in a one month period this year.

It should be noted that current projections reflect a dramatic change that first became evident late in 1972. Whether other similar dramatic changes up or down will occur at some future date is speculative at best. Current projections are based on the current rate of activity in the criminal justice system including the number of arrests, the number of prosecutions, current data on detention time, bail practices and time lapses between arrest and trial and before sentencing. They can be presumed to reflect the effectiveness of current levels of police activity and the impact of the city's narcotics treatment program.

The decision to reduce the total number of cell units to 1,000 from 1,500 was based on these projections. Central support service facilities for a possible population of 1,500 are being provided to allow for possible future expansion should the need arise.

Historical Background

In 1945, the D.C. Jail population was at a low of 476 against a current rated capacity of 663. The jail population rose to 1,154 in 1966 and then dropped back to 803 the following year. However, the trend was erratically upward to a high of 1265 at the end of 1971. The first six months of 1972 peaked at about 1190. A major downturn began in July, dropping to 962 in September and tapering off to 759 in November. Currently, the jail population figure has been fluctuating in the 700 to 800 range.

In 1970, following enactment of court reform, a task force composed of representatives from agencies of the criminal justice system, developed population projections to reflect the impact of court reorganization. At this same time, consultants studying proposals for a new Detention Center for the Department of Corrections also developed population projections for detainees.

The consultants compiled a series of projections for the Detention Center and the proposed diagnostic population including both men and women. Their five volume "Master Plan" for the new Detention Center presented the following as the "most likely" set of peak daily inmate population figures through 1995.

	1975	1980	1985	1990	1995
Low	986	1189	1178	1119	1116
Medium	1436	1581	1551	1476	1460
High	1661	1829	1796	1783	1764

Since the consultants' medium figures and the task force projections were of the same general order of magnitude the District Government decided at that time that a Detention Center with a capacity of 1500 should be built.

Current Program

By the Fall of 1972, it had become evident that court reorganzation and other changes in the criminal justice system would not have quite the drastic impact on the city's corrections system that had been forecast in 1970 before the new system had become operational. The District data was reevaluated based on actual data and current trends. By early February, 1973, new population projections for the detention center showed an expected average population of 866 for 1975. Our current review, based on actual data through April 30, 1973, supports that projection.

On the basis of this projection and the historical pattern, it was decided in March, 1973 that the proposed capacity of the detention center prudently could be reduced to 1,000 as long as the capability remained to go to 1,500 at a later date, should that prove necessary. The 1,000 is a rounded figure. The actual capacity now planned is 960 with 24 infirmary rooms in the auxiliary module. A further increment of 240 or 480 is possible in accordance with the modular design.

The modular design has the additional advantage of facilitating the separation of prisoners in accordance with legal requirements, court orders and good penological practice. There will be some impact on population statistics, of course, since it may not be possible to keep all the modules at their full 80 person capacity at all times if separation requirements are to be met.

During 1973, the District has closely monitored the day-to-day fluctuations in the population of the D.C. Jail. In October, 1972, a recent high of 987 was recorded. In December, 1972, a one-day low of 700 was achieved. Thus far in 1973, there has been a fluctuation between a low of 705 and a high of 798. As recently as March, 1973, there

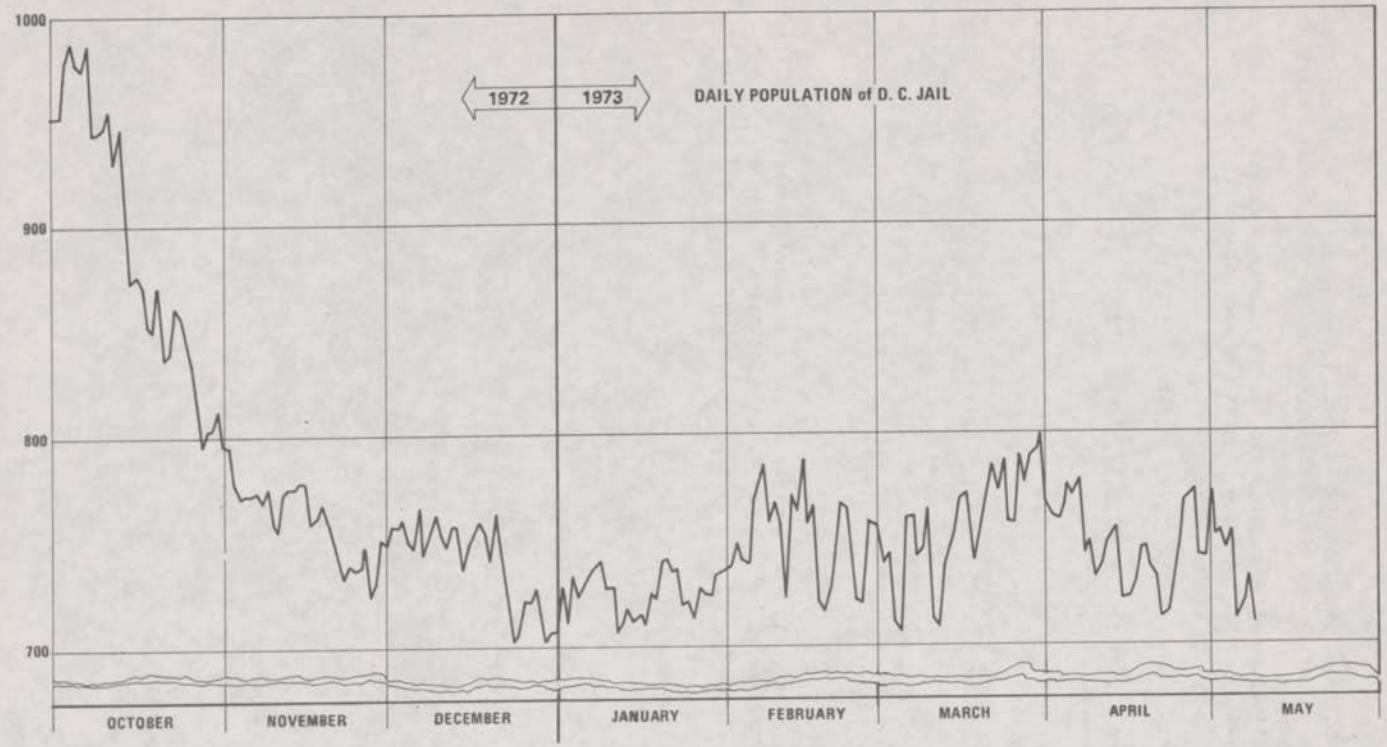
was a high-low range of 798 to 707. From one day to another, it is not uncommon to have sizeable fluctuations as the attached chart shows.

The following table presents the month by month averages since October along with the high and low figures for each month:

	10/72	11/72	12/72	1/73	2/73	3/73	4/73
Average Daily* Population	890.8	758.8	738.6	723.2	748.7	734.3	745.5
Highest Daily Population	987	794	763	739	786	798	777
Lowest Daily Population	802	722	700	705	715	707	712

Att.

* Does not include an average daily unsentenced population of forty to fifty females held at the Women's Detention Center.


1000
900
800
700
1972
1973
DAILY POPULATION of D. C. JAIL
OCTOBER
NOVEMBER
DECEMBER
JANUARY
FEBRUARY
MARCH
APRIL
MAY

Mayor WASHINGTON. Well, I think the staff has strong feeling here.

Senator BAYH. Think about it; we do not need to——

Mayor WASHINGTON. In my opinion whether it is written or not, I think that you must realize that there are strong views in the District with respect to that. In my opinion, we would be safer—and this is a conclusion that I can give you to disabuse you from thinking about anything else—if we should build the detention center and build it well, build it as we have outlined it. Then we can have experience with it. If there is another need, we ought to address ourselves to it after having experience with the new center.

I just do not see that we can go beyond that position. I have a feeling about the taxpayers' views here and about the real need for an intake facility in terms of the future. A beautiful concept, I think, to have proximity to the courts; the question is, wouldn't two or three buses do it?

Senator BAYH. Let's all think about this, you and your penal folks think about it, and my position is not——

Mayor WASHINGTON. The only thing I can advise you on, Mr. Chairman, is that you have to rely on my statement in this matter. If you call for independent views on this proposal, you are going to get some independent views.

Senator BAYH. I want the Mayor's views after he has a chance to think about this and listen to the dissenting views. But I also want to say forthrightly that if the District goes ahead and constructs a new detention center now, and then after a year or two we are approached for a Judiciary Square detention facility, then, I am going to remind you of the conversation we have had here today. I think that that had better be taken that into consideration. If we need a facility at Judiciary Square, then we should plan for it and take this into account on the impact on overall population figures. It is not very far from one place to the other, but it is not going to be any farther 2 years from now than it is right now.

Mayor WASHINGTON. I cannot say that will be the case forever; but in the foreseeable future I do not see such a facility coming into being for the purpose, as I understand it, that it will be used. It is a beautiful concept to have proximity; the question is, Whether or not in the overall penological consideration it is needed? I have not put it in any budget, and I do not expect to.

Senator BAYH. OK; the buck stops with you. I am not going to look for any other opinion; you have been very frank. I only brought it up because the opinion you have expressed now is different from the earlier opinion I have had from you, expressed last month or so. But I understand the reason behind it.

Mayor WASHINGTON. I think that is a correct observation. I suppose, Mr. Chairman, that this is precisely why you say keep looking at things, because your opinion changes as you continue to look at it.

On the first of March, I would have probably gone strongly for this as a concept. Mr. Chairman, it is another situation now. I think the record here of my expression on this ought to be the one that you regard as the official one. I hasten to add that this is a strong matter being presented very strongly. You are going to hear some, if you ask for them, some very strong views. But the buck stops here. You have

my recommendation in the record. That is a decision that you will have to rest on.

Senator BAYH. We will rest on it until we can close the record and then we will——

Mayor WASHINGTON. It is like some of my fellows. They want to tell me down the road just what I started out with. I told you it is going to happen. The only difference here is that you are not dealing with material. You are dealing with circumstances and people. People change. I say there is nobody on my staff who has changed; I am the one who has changed the position. That is, we are going to build the detention center only.

I may be wrong later on; but today, I am right.

SALARY FOR DEPUTY MAYOR AND STAFF

Senator BAYH. I notice that looking at the office of the Mayor that you seek the same funding in 1974 as in 1973, that is, $472,200, and I wondered, in light of some of the things that have happened, does this amount include funds for the salary of the Deputy Mayor and his staff? And if so, how many positions and how much money is allocated? I think the office of Deputy Mayor is vacant right now——

Mayor WASHINGTON. Right now.

Senator BAYH (continuing). And also, if that is true, are there any of the staff positions applicable to him filled, or what is the situation there in the Deputy Mayor's office? Is that a place where we could save a little money?

Mayor WASHINGTON. I do not think that we can presume on the President's prerogative here. At this juncture, the five positions are for the Deputy executive assistant, special assistant, administrative aid, and secretary.

Senator BAYH. How many are we talking about, Mr. Mayor? Are we talking about a vacancy of Deputy Mayor, his assistant——

Mayor WASHINGTON. The current incumbents have been coordinated with my office to perform such duties as they were performing there.

In other words, I have taken the whole load, and I have got that as staff support until such time as a decision is made for the appointment of a deputy or the establishment of some other system.

Now, as I said, I cannot presume to determine that, because that is a position that is set by statute.

Senator BAYH. How long has Mr. Watt been gone?

Mayor WASHINGTON. Since January, or February.

Senator BAYH. Has there been any serious decrease in efficiency in the Mayor's Office in his absence?

[General laughter.]

Mayor WASHINGTON. I would like to think, Mr. Chairman, that with the remaining staff, that I have plugged along as best I can. I think it is a little early for me to determine the exact degree of efficiency.

Senator BAYH. I think you have made your point, Mr. Mayor.

[General laughter.]

Senator BAYH. And maybe I have made mine.

Mayor WASHINGTON. I think you have, sir.

Senator BAYH. Thank you, Mr. Mayor. I appreciate your candor as usual.

Mr. Coppie, are you going to be here this afternoon?

Mr. COPPIE. Yes, sir.

ADDITIONAL QUESTIONS FROM SENATOR BAYH

Senator BAYH. Mayor Washington, I have some additional questions for you. If you do not have answers available today, please submit them for the record.

Mayor WASHINGTON. I would be happy to, Mr. Chairman.

Senator BAYH. What improvements have been made in the area of financial management since hearings on the fiscal 1973 budget request?

Mayor WASHINGTON. Considerable progress has been made in improving financial management throughout the District government.

All city agencies, including the 16 units that are not under my direct administrative control, are now under a common set of accounting standards and principles. This is an important step in unifying the city government.

Important improvements have been made in four key areas:

The first area is compliance with the Federal Antideficiency Act. Here, we have issued detailed budget execution instructions that clearly assign authority and responsibility for fiscal control to each agency. Moreover, we have installed in the central accounting system an automatic safeguard against overspending by the agencies. Along with an early warning system for detecting potential overexpenditures, this automatic check helps us insure compliance with the Antideficiency Act.

The second area is management of grant funds, in which a special mechanism was established for improving control over block grants. Overall control of grant funds was also strengthened.

Personnel management is the third area of improvement. A personnel monitoring system has been developed to help insure adherence to position authorizations and limitations.

In the fourth area, accounting structures and procedures, many improvements have been made, including revision of budget codes and structures so that we can monitor expenditures in the same terms used in appropriating funds.

The improvement program will continue through fiscal 1975, to build a fully integrated resource management system for the District government.

A complete status report has been submitted to the committee.

Senator BAYH. Can the city now insure that agencies will not spend more money than has been appropriated?

Mayor WASHINGTON. The financial management system improvements made since last April have strengthened considerably our ability to prevent overexpenditure of funds.

We now have detailed instructions for developing financial plans, obligating funds, and controlling and reporting financial transactions. Each agency head has been charged with insuring that his agency follows sound accounting practices and that overexpenditures or overobligations are not incurred. The instructions also contain detailed procedures for agencies to use in reporting financial management problems.

Also, an automatic check has been installed in the central accounting system to prevent an obligation from being recorded in the system if it would result in an overobligation of funds. We are developing a more sophisticated procedure that will permit an agency to incur an obligation only after verifying that enough money is available.

A related improvement was the development of an early warning system for detecting overobligations and overexpenditures. With this information, we can take prompt action to prevent overobligations from actually incurring and to shift surplus funds to other areas where there is a higher than expected requirement.

REVIEW OF GAO REPORTS

Senator BAYH. How have you responded to recent GAO reports on financial operations within the District government? For example, on payroll operations, District of Columbia public schools control of funds, Washington Technical Institute, antideficiency report, Federal City College?

Mayor WASHINGTON. All reports from the General Accounting Office are carefully reviewed. Where we question the conclusions or methodology of the report, we submit our comments to GAO. In all cases, we draw out the constructure recommendations of the report to guide our own financial management improvement efforts.

In reference to the report on the payroll systems of the District Government, we took exception to some of the sampling techniques used by GAO and to the broad conclusions drawn from a limited and atypical sample.

We are acting in response to the constructure recommendations of the report and are improving our payroll operations.

Senator BAYH. Is the District government complying with all limitations and directives set forth in the 1973 appropriations act and in the accompanying reports?

Mayor WASHINGTON. We submitted an interim report on our response to the committee's recommendations and comments in August 1972. As the report indicated, we moved promptly to insure adherence to the various District-wide spending and personnel limitations and to the comments relating to individual agencies.

We believe we have been fully responsive to the Congress in the implementation of the fiscal 1973 budget. A followup report is being prepared and will be submitted during the course of the hearings.

Senator BAYH. What has the city done to prepare a new proposal for a consumer affairs program in the District of Columbia?

Mayor WASHINGTON. The District government has a long-term commitment to establishing an effective consumer affairs program for the people of Washington.

In response to the recommendations and actions of this committee on the fiscal 1973 budget, we have prepared a comprehensive plan for carrying out consumer education and protection activities. The 1974 budget request contains funding for the first year's operation of the program.

To maximize visibility of the program, it will be placed in the executive office, with the director reporting to the Mayor. The central unit will coordinate the many consumer-related activities carried out by the operating agencies. The entire program will be supported and strengthened by an attorney in the Office of the Corporation Counsel, who will concentrate on consumer-related cases.

Senator BAYH. How has the District responded to committee recommendations on the consolidation of personnel and employee safety functions?

Mayor WASHINGTON. The fiscal 1974 budget reflects the transfer of personnel officers and safety personnel from several operating agencies to the Central Personnel Office. Sixteen positions will be transferred.

D.C. RESPONSE TO COMMITTEE DIRECTIVES

Senator BAYH. When can we expect a full report on the District's response to the 1973 directives of this committee?

Mayor WASHINGTON. The agencies have been requested to provide a current status report on implementation of the 1973 budget. We should be able to submit a report to you in about 2 weeks.

Senator BAYH. The 1974 President's budget includes estimates for continuation of a number of Federal programs, such as emergency employment, impact aid, and so forth. How realistic are these estimates? How does the city expect to deal with a possible short fall in "Federal funding?"

Mayor WASHINGTON. The adminisration's proposals on cutbacks of categorical grants and on special revenue sharing were announced too late in our budget cycle to be reflected in the 1974 request before this committee. We are carefully reviewing those proposals to determine their impact on the city's ability to deliver services. An interim report on our evaluation of the situation has been submitted to the committee staff.

I have requested all agency heads to look carefully at how the administration's proposals will affect their program responsibilities and to determine if any changes will be needed in their budget plans for the next year. If adjustments are required, they will have to be made by redirecting resources already available to the city. All resources that can be expected from currently authorized sources have been taken into account in balancing the 1974 budget. We don't expect to request additional resources for fiscal 1974.

If enacted, special revenue sharing will give the city greater discretion in using Federal funds now tied to categorical grant programs. As you know, the Congress will play a critical role in determining the final outcome of these proposals. We will carefully monitor their progress so that the city can respond effectively to the final plans.

Senator BAYH. Mr. Coppie, I have some questions for you.

CAPITAL IMPROVEMENT PROGRAM

I continue to be concerned about the size of the capital improvement program and the resulting drain on the city's budget. The request before us is exactly $150 million.

What is the city's long-range plan in this regard? I note the projects for fiscal year 1975 are $194 million. Are we starting down the road toward larger and larger capital improvements?

If we approve this year's request, what are we committed to in fiscal year 1975?

Mr. COPPIE. Mr. Chairman, certain projects requested in the 1974 capital improvements budget are ongoing requirements; the 1975 requirement for this group of projects would be $21.4 million.

Many projects for which funding is requested in 1974 would require additional funds in 1975, for a total of $164.6 million. Of that amount, $83.4 million would be for higher education facilities. I would like to submit an agency summary of these requirements.

FY 1975 Funding
For Continuation of FY 1974 Projects

Category I Projects requested in FY 1974 that are annual continuing projects:

Agency	FY 1975* Construction Services and Construction
General Services	9,150.0
Highways and Traffic	5,670.0
Environmental Services	6,050.0
D. C. Obligations	547.6
Total	21,417.6

Category II Projects requested in FY 1974 that require additional funding for completion in FY 1975.

Agency	FY 1975*	Construction Services and Construction	Equipment to Complete Facilities
Public Schools	24,640.6	23,219.0	1,421.6
Recreation	2,597.7	2,475.5	122.2
Police	78.0	.....	78.0
Fire	3,334.0	3,334.0	.....
Economic Development	40.0	40.0	.....
Human Resources	2,096.5	1,896.5	200.0
Corrections	2,450.0	.....	2,450.0
General Services	440.0	440.0	.....
Courts	17,500.0	17,500.0	.....
Environmental Services	5,000.0	5,000.0	.....
Washington Aqueduct	2,000.0	2,000.0	.....
METRO	16,970.0	16,970.0	.....
Highways and Traffic	3,863.0	3,863.0	.....
Total	81,009.8	76,738.0	4,271.8

Category III Higher Education projects requested in FY 1974 that require FY 1975 Funding.

Higher Education	
Federal City College	35,322.0
Washington Technical Institute	44,164.0
D. C. Teachers College	4,156.0
Total	83,642.0

*Total of funds required to continue projects in FY 1974 Capital Budget.

ACCOUNTS PAYABLE

Senator BAYH. What is your policy in planning the amount in the accounts payable account? Is it consistent with accepted accounting standards?

I am asking because accounts payable are to grow from $73.6 million to $86 million in fiscal year 1974—an increase of 16.6 percent. Operating expenses, on the other hand, will grow only 7 percent from fiscal year 1973 to fiscal year 1974.

Is this the usual course of proceeding?

Mr. COPPIE. The opening accounts payable and closing accounts payable are related to the total estimated operating budget for the fiscal year. The accepted practice in determining the levels of the accounts payable is to set the levels at approximately 10 percent of the operating budget. This practice and percentage formula have been approved by the Office of Management and Budget.

Senator BAYH. I note that the opening fiscal year 1974 cash balance is $6.6 million while the scheduled closing fiscal year 1974 cash balance is $5.7 million. Why is the cash balance allowed to fall by $900,000? Is this sound practice in view of growth of expenditures?

Mr. COPPE. Because of the tight financial situation of the District government for fiscal 1974, it was necessary to use all existing resources to balance the budget request and to provide for essential services. The alternative to having a lower closing cash balance than opening cash balance for fiscal 1974 was to cut back on the budget request even more than we had in achieving the initial balance. We felt this action would not be acceptable in light of the pressing needs for city services.

CITY OPERATING CASH

Senator BAYH. Where is the city's operating cash kept? If in private banks, please provide a list of the city's account together with amounts for the record.

Mr. COPPIE. Sections 47–309 and 47–310 of the District of Columbia Code require that all receipts from local taxes and charges, all appropriations, and all other city funds be deposited in the Treasury of the United States. Operating funds that are not immediately required to meet expenses may be invested in U.S. securities, as provided for in section 47–135 of the District of Columbia Code.

Senator BAYH. One last question on your revenue estimates. Real property tax revenues are estimated to rise from $135 million to $139.5 mililon for fiscal year 1974; an increase of $4.5 million or 3.2 percent (F–1).

I know the city plans to try to provide the elderly some tax relief—$1.5 mililon is the amount mentioned in the Mayor's budget message, page 3. The supporting materials indicate that relief is to come from individual income tax. Is that correct?

In any event, in view of rapidly rising real estate value and the city's much-commented-on reassessment program, why is the increase so small a percentage?

Mr. COPPIE. Rebates under the property tax relief program will be made through the District's individual income tax. That is why the cost of the relief program is reflected as a decrease in revenues from the individual income tax.

96-548 O - 73 - pt. 1 - 4

In analyzing the estimated increase in revenues from the real property tax, two factors must be considered. One is the effect of the regular assessment program, which will result in increased revenues when market value is increasing.

The other factor is an increase in the rate of the real property tax—that is, the amount of the tax for each $100 of assessed value. For the first time in several years, the revenue estimates do not reflect an increase in the tax rate. The rate was increased for fiscal 1972 and fiscal 1973. But no additional rate increase was proposed for fiscal 1974.

Thus, the estimated revenue increase for fiscal 1974 over 1973 reflects the effects of only one of the two relevant factors—the assessment program.

Senator BAYH. I would like to have a recess for about an hour. Maybe the next witness could get a quick sandwich and then I will be back here.

Mayor WASHINGTON. Very well. Our schedule will go right forward, Mr. Chairman; thank you very much again.

Senator BAYH. Thank you.

SUBCOMMITTEE RECESS

[Whereupon, at 1:20 p.m., a recess was taken until 2:30 p.m. the same day.]

(Afternoon Session, 2:33 O'Clock, Wednesday, May 2, 1973)

DISTRICT OF COLUMBIA

GENERAL OPERATING EXPENSES

City Council

STATEMENT OF JOHN NEVIUS, CHAIRMAN

ACCOMPANIED BY:
EDWARD B. WEBB, JR., SECRETARY
WILL R. STRATTON, EXECUTIVE ASSISTANT TO THE CHAIRMAN
ROBERT S. MOORE, ASSISTANT SECRETARY

INTRODUCTORY REMARKS

Senator Bayh. Our next witness is John Nevius, Chairman of the City Council. You are representing the entire City Council, I understand.

Chairman Nevius, please handle the testimony in any way you wish. I certainly am pleased to hear your testimony.

Mr. Nevius. Thank you, Mr. Chairman.

I would like to start by saying that our Vice Chairman, Mr. Sterling Tucker, was hoping to be with us today, and indeed was here this morning.

Senator Bayh. Let the record show he was here this morning. I had a chance to visit with him, and I regret the fact that we had that very untimely delay this morning which made it impossible for him to testify in person.

Mr. Nevius. Well, between him and the Mayor and me, two out of the three of us are necessary in order to keep that zoning hearing going that started this morning. We had a couple of hundred people there; and we just wanted to make it possible to keep it going, so he had to go back to City Hall this afternoon.

Along with me this afternoon, therefore, I have on my right Mr. Edward Webb, who is the Secretary of the City Council. That is the only statutory staff position on the City Council. And to his right, Mr. Robert Moore, who is the Assistant Secretary of the City Council. And on my left Mr. William Stratton, who is my executive assistant.

Mr. Chairman, before going into my statement, if it please the committee, I would like to make a couple of observations about the budget itself, the fiscal year 1974 budget, which we bring to you at this time before the Senate Appropriations Subcommittee.

First, I should point out that this is a joint budget in every sense of the word. It's the city government's budget, which means that it is the product of a formulation by the statutory process between the views of the executive branch and the legislative branch of the city government. And——

Senator BAYH. In holding hearings like this. I am searching for all the information I can. The subject is relatively new. I don't want to look for ways to find differences of opinion between the Council and the Mayor. I would be grateful, however, I would appreciate knowing of those instances where there are significant differences between the Council and the Mayor. I would like to have the Council position expressed independently, if you feel you can do this, so that I will have a better background of information.

Mr. NEVIUS. Well, in the statutory process which is prescribed for handling such differences of opinion, we did have some minor differences from the original budget that was proposed by the Mayor to the City Council.

After we received—we only have 30 days in which to go through that process—we did review it. We had certain differences; and we sat down with the Mayor and his representatives after our budget report was returned to him; and we were able to work out those differences to the point where there wasn't any necessity for a veto to be used this time around, nor for the issue about overriding the veto to come up.

And that is really the first point I wanted to make, Mr. Chairman. We were able to reconcile our differences in a manner so that we can bring you today a joint budget that bears the imprimatur of the City Council, as well as that of the Mayor.

That really was the first point I wanted to make, because it is the Mayor's budget, up to the point where we get involved in the procedure, and thereafter what goes to the White House and what comes to the Congress is whatever results from the joint actions of the two branches of the city government.

The second point I want to make is that in his opening remarks, the Mayor mentions a number of improved services which are the thrust in the new budget; and I simply want to point out that some of those were originated by the City Council, and most of them resulted from joint effort by the Mayor and the Council cooperatively. And we are very proud of our role in helping formulate those new thrusts in connection with the budget that is now before you.

COOPERATION BETWEEN LEGISLATIVE AND EXECUTIVE BRANCHES

Senator BAYH. I just wish we could have that kind of cooperation in the legislative process at the executive level of our Government right now, between the executive and the legislative branches.

And I say that with all the objectivity of a man who has been in the legislative process for 18 years. Let me hasten to add that.

Mr. NEVIUS. I understand that point, Mr. Chairman. It just happens in our City Hall that we try hard to resolve our differences and work together, and generally we are successful on that score.

Just to summarize, then, we do share the Mayor's goals in this budget, and the methods that he is proposing. We believe these are the methods that the Congress agrees with as well, for the betterment of our national capital and its residents, and the Federal Government and its visitors.

The Council thinks this is a good, balanced budget; and we join the Mayor in urging its adoption by the Congress.

Now, with those preliminary observations, if it please the committee, I will proceed with my statement on behalf of the particular piece of the budget that pertains to the City Council.

Is that agreeable, Mr. Chairman?

Senator BAYH. Please proceed.

Mr. NEVIUS. Thank you.

Mr. Chairman, I am pleased to present my first budget as Chairman of the D.C. Council, to your committee. This budget represents an extension of my commitment in accepting this position a year ago, to help the Council become an even more effective instrument for the discharge of its significant responsibilities as the legislative branch of the local government, principally by increasing coordination of our activities with those of the Congress and of the local government's executive branch and the independent agencies involved in the government of the District of Columbia.

The changes in our staffing pattern which are requested in the budget before you, Mr. Chairman, would make possible the achievement of those goals for the Council, which brought me back, as I say, about a year ago at considerable personal sacrifice, to this body; and it was about 5 years after being appointed by President Johnson as a member of the original City Council in 1967.

I believe that the same goals are shared by the members of this committee, and my Council colleagues are working with me to achieve them.

Your committee is already familiar with our regulative, or legislative, duties under the Reorganization Plan of 1967. Last December I transmitted to the Congress our annual report for fiscal year 1972, as required by law, along with those for the 2 previous years.

And I would like to offer for the record at this point in this hearing the same three reports, if I may, Mr. Chairman.

Senator BAYH. We'd be glad to have them.

[The information referred to can be found in the subcommittee files.]

Mr. NEVIUS. Accordingly, we feel there is no need to recapitulate for you now the internal functions of the Council that are set forth under the Reorganization Plan, due to your familiarity with those in the past years in the hearings.

LIST OF CITY COUNCIL COMMITTEES

I would like, however, to offer for the record a list of the committees into which the City Council is organized, establishing the subject matter of the jurisdiction of each of those committees, and the identity of the Chairman and the membership of each of those committees.

Senator BAYH. Without objection, we'll include them. We'll put it into the record at this time, so that there is consistency.

Mr. NEVIUS. Thank you, sir.

[The information follows:]

COMMITTEES OF THE DISTRICT OF COLUMBIA CITY COUNCIL

The Standing Committees, together with their general areas of responsibility, Committee Chairmen, and members, are as follows:

Committee of the Whole
(Legislation, Budget, Revenue and Rules)

Chairman, John A. Nevius

Economic Development, Manpower and Labor
(Economic Development, Manpower, Labor, Banking and Finance)

Chairman, Dr. Marjorie Parker
Stanley J. Anderson
Rev. Jerry A. Moore, Jr.

Education and Youth Affairs
(Education, Youth Affairs, Personnel and Office Operations)

Chairman, Stanley J. Anderson
Rev. Carlton W. Veazey
Sterling Tucker

Environment and Business Development
(Environment, Business Development)

Chairman, Rockwood H. Foster
Dr. Henry S. Robinson, Jr.
Tedson J. Meyers

Government Operations
(Government Operations, Regulations and Licenses)

Chairman, Tedson J. Meyers
Dr. Henry S. Robinson, Jr.
Sterling Tucker

Health, Welfare and the Aging
(Health and Welfare, Citizen Information and Complaints, Consumers and the Aging)

Chairman, Dr. Henry S. Robinson, Jr.
Stanley J. Anderson
Dr. Marjorie Parker

Highways and Transportation
(Highways, Subway and Transit)

Chairman, Rev. Jerry A. Moore, Jr.
Rev. Carlton W. Veazey
Rockwood H. Foster

Housing and Urban Development
(Housing and Urban Renewal)

Chairman Sterling Tucker
Rockwood H. Foster
Rev. Jerry A. Moore, Jr.

Public Safety
(Police, Fire, etc.)

Chairman, Rev. Carlton W. Veazey
Tedson J. Meyers
Dr. Marjorie Parker

EX OFFICO ROLLS OF COUNCIL MEMBERS

Mr. NEVIUS. Instead of that, today I would like to touch briefly on another very important facet of the City Council's work; that is, what we do as appointed or ex officio members of other boards, commissions, committees, agencies, and coordinating groups. These are what we think of as external responsibilities of ours and they have expanded rapidly since the Council was established in 1967. Yet, I find little reference to them in the prior testimony before your committee. I would estimate that by now those functions demand well over one-third of the time of both the Council members and of our staff.

These agencies to which I refer include the Metropolitan Washington Council of Government; the Washington Metropolitan Area Transit Authority, which only came into existence the same year that the Council did in 1967, for example; the District of Columbia Zoning Commission; the Council of Southern State Legislator; and the District of Columbia Bicentennial Commission.

But, instead of listing them all now, Mr. Chairman, I would like to offer for the record a tabulation of these external offices held by Council members, only a small fraction of which were even anticipated, let alone taken into account, when our compensation and present staffing levels were arrived at 4 or 5 years ago.

MEMBERS ON REGIONAL BODIES

I would like to offer for the record this list of these outside agencies, and boards, on which we serve, if I may, sir.

Senator BAYH. Without objection, so ordered.

[The information follows:]

MEMBERSHIPS ON REGIONAL BODIES

JOHN A. NEVIUS, Chairman, D.C. Council

President, Metropolitan Washington Council of Governments

Member, Board of Directors, Metropolitan Washington Council of Governments

Vice-Chairman, District of Columbia Zoning Commission

Member, Board of Directors, Washington Metropolitan Area Transit Authority

Member, Metropolitan Washington Waste Management Agency

Member, District of Columbia Bicentennial Commission

Member, Criminal Justice Coordinating Board

Statutory Director, Pennsylvania Avenue Redevelopment Corporation

STERLING TUCKER, Vice-Chairman, D.C. Council

Chairman, Community Resources Policy Committee, Metropolitan Washington Council of Governments

Member, District of Columbia Zoning Commission

Member, Land Use Policy Committee, Metropolitan Washington Council of Governments

Member, District of Columbia Bicentennial Commission

Member, Mayor's Economic Development Committee

STANLEY J. ANDERSON, Council Member

Chairman of the Board, Washington Metropolitan Area Transit Authority

Member, Board of Directors, Metropolitan Washington Council of Governments

Alternate member, National Capital Region Transportation Planning Board

Member, Metropolitan Washington Waste Management Agency

Member, Urban Affairs Committee, Southern Legislative Conference, Council of State Governments

HENRY S. ROBINSON, M.D., Council Member

Alternate Director, Washington Metropolitan Area Transit Authority

Member, Drug Abuse Task Force, Metropolitan Washington Council of Governments

Alternate member, D.C. Armory Board

Member, Urban Affairs Committee, Southern Legislative Conference, Council of State Governments

REV. CARLTON W. VEAZEY, Council Member

Member, Public Safety Policy Committee, Metropolitan Washington Council of Governments

Member, Criminal Justice Coordinating Board

TEDSON J. MEYERS, Council Member

Member, Criminal Justice Coordinating Committee

Alternate member, Public Safety Policy Committee, Metropolitan Washington Council of Governments

D.C. Delegate, Committee on Cable Television, Metropolitan Washington Council of Governments

REV. JERRY A. MOORE, Council Member

Member, National Capital Region Transportation Planning Board

Member, Metropolitan Washington Council of Governments

Member, Transportation Committee, Southern Legislative Conference, Council of State Governments

DR. MARJORIE R. PARKER, Council Member

Member, Metropolitan Washington Council of Governments

Member, D.C. Manpower Advisory Committee

Member, Committee on Consumer Protection, Southern Legislative Conference, Council of State Governments

ROCKWOOD H. FOSTER, Council Member

Member, National Capital Region Transportation Planning Board

Member, Health and Environmental Policy Committee, Metropolitan Washington Council of Governments

2nd Vice-Chairman, National Capital Interstate Air Quality Planning Committee

Alternate member, Board of Directors, Metropolitan Washington Council of Governments

PART-TIME STATUS OF COUNCIL MEMBERS

Mr. NEVIUS. Permit me in this connection to remind you, Mr. Chairman, that we are supposed to be only part-time officials as members of this City Council.

Now, every one of these external duties require extensive advance preparation and attendance at meetings and work sessions where major policy decisions are being formulated. Several of them require continuing consultation with staffs of the executive branch of the District of Columbia government, the staffs of the independent agencies themselves, and with the elected officials of the 14 other local governments in the Metropolitan Washington area with whom we serve on these other bodies as working members.

To illustrate the depth of our involvement in this kind of work, for example, I am the elected president of the Metropolitan Washington Council of Governments, and Councilman Anderson is statutory chairman of the WMATA Board, which now runs the entire region's bus system while building a 90-mile rapid-rail system as well.

Now, with the increased recognition that many of the problems afflicting any large metropolitan area can be effectively attacked only on a reigonwide basis, the growth of these new external Council responsibilities is hardly surprising. Clean air, adequate water, crime, public transportation, and many other issues faced by local governments must be addressed at the regional level if a coordinated, equitable metropolitanwide response is to be developed. This we do for the District as members of policy, planning and, in the case of WMATA, operating agencies on the list which I have just furnished for the record. And, an important part of our job is to constantly look out for the interests of the District of Columbia budget and its taxpayers, both local and Federal, who are affected by many such decisions which are now being formulated, at least in the first instance, at the regional level.

For example, the question came up this morning with respect to the forthcoming issue as to how any operating deficit that will be encountered by Metro with respect to the bus operation, the question of how that deficit should be apportioned among the three basic jurisdictions that are involved.

This is a matter of great significance, and it is pregnant with consequences into the future. And right now there is an indication that there will, indeed, be an operating deficit; and we have to think about the interests of the District of Columbia taxpayer; we have to think about the interests of the District of Columbia government; we have to think about the interests of the Federal taxpayer who contributes to the District of Columbia budget through the Federal contribution; and do our best to make sure that a fair bargain is struck in balancing many issues of this kind. And I just cite that one as an example.

We are the front line—our WMATA board members are the front line of the District of Columbia interest on this matter. And we have to fight it out at that level.

Especially since we also have to earn our own living, we on the Council must have support in these efforts from a staff with a professional competence and maturity to deal with major policy questions concerning land use, the environment, and transportation, to mention

just a few. And, equally importantly, we need such staff in order to communicate as equals with our counterparts in Maryland and Virginia, and the staffs upon which they must and do rely. We Council members simply cannot cover the bases individually by ourselves.

The Dictrict is at the hub of this metropolitan region. Our citizens and the citizens of the other area jurisdictions deserve to have capabilities at the policy formation level in the District government to meet the responsibilities that this entails.

Council members now perform this new work not only for ourselves, but also in some measure for the executive branch of the city government as well, now that there is no Deputy Mayor with his staff to share this load as before. For example, I personally have taken over two responsibilities in this area that were formerly discharged by, in one instance, the Mayor and in another instance, the Deputy Mayor. And I have no more staff available to me at this point than has been historically dictated for the Chairman of the City Council.

NEED FOR ADDITIONAL COUNCIL STAFF

We earnestly seek, Mr. Chairman, your support in making this required staff capability available to us by authorizing the eight new positions which are requested. If granted, this would be the first such increases for the Council since our staffing pattern of 36, which includes nine Councilmen, was established over 5 years ago, when this very significant outside part of our responsibility was genuinely unforeseen.

We are just a tiny piece of the 40,00 people involved in the operation of the District of Columbia government, Mr. Chairman, indeed, we are only 36 now. Originally there was 37. We are one less than the original staffing pattern. Yet, we are the legislative branch acting on legislative matters at the lower level, the municipal level, as opposed to the congressional level. And we are responsible for city government policy under over 400 acts of Congress spelled out in the reorganization plan, which goes all through the tissue of many of the operating departments of the city government, as well.

We are not as visible as the executive departments, but our responsibility profoundly influences the operations of many of these departments. We need the capacity to carry this workload and to do it well. And we just can't carry the new load at the staffing level that was established 5 years ago and do a proper job of it.

The Nelsen Commission study, which was an independent study involving both members of the Senate and of the House and distinguished local citizens, recommended that the City Council have one legislative clerk for each if its committees; and that is part of our request.

I assure you, as mentioned this morning about the idea of zero base budgeting, I just want to assure you, Mr. Chairman, that here is a genuine example of zero base budgeting that we bring you today. It has been worked out with the greatest of care over a year of analysis of our needs, our staffing needs.

One important part of this was contributed by my Executive Assistant, who is a former fellow in the Stanford School of Business Administration. And, he and our Secretary, Mr. Webb, and I have studied this with the greatest of care, getting assistance from professionals in the executive branch as well.

And, I might add that I personally stand on my record of having had experience as a Federal administrator for over a year in analyzing the genuine need of a department; and my own background helps on that. And I just want to assure you that there isn't a trace of Parkinson's law in what we are asking for—the business that you mentioned earlier about adding a little bit each year. There is a tendency, of course, in government for that to happen. And I simply submit that we are certain that what we bring you today on this score for the additional staff and certain supporting items that are necessary for us to get them; that there is none of that behind this request.

There are just three other things that I would like to offer for the record, Mr. Chairman, and then submit myself to questions. I would like to offer the comparative list of our present positions staffing-wise and the requested positions so that you can see it laid right out on the table.

BIOGRAPHY AND TERMS OF COUNCIL MEMBERS

Second, the biographies of the Council members who have been appoined since your committee's last hearing. And third, a list demonstrating the terms of the present members of the City Council.

Senator BAYH. Without objection, we will include all of that data at this point in the record.

[The information follows:]

TERMS OF THE DISTRICT OF COLUMBIA COUNCIL MEMBERS

Member	Date Appointed	Date Original Term Expires	Date Reappointed	Date Term Expires
John A. Nevius	April 20, 1972			February 1, 1975
Sterling Tucker	February 14, 1969	February 1, 1972	April 20, 1972	February 1, 1975
Stanley J. Anderson	November 1, 1967	February 1, 1970	April 7, 1970	February 1, 1973
*Rockwood H. Foster	October 3, 1972			February 1, 1974
*Tedson J. Meyers	January 13, 1972			February 1, 1974
Rev. Jerry A. Moore, Jr.	February 13, 1969	February 1, 1972	October 3, 1972	February 1, 1975
*Marjorie H. Parker	October 3, 1972			February 1, 1974
Dr. Henry S. Robinson, Jr.	October 16, 1969	February 1, 1970	April 7, 1970	February 1, 1973
Rev. Carlton W. Veazey	April 7, 1970			February 1, 1973

*Mr. Foster appointed to fill remaining term of former Councilman Henry K. Willard, II.

*Mr. Meyers appointed to fill remaining term of former Councilman Joseph P. Yeldell.

*Mrs. Parker appointed to fill remaining term of former Councilman Margaret A. Haywood.

Revised---October 12, 1972

DISTRICT OF COLUMBIA COUNCIL
STAFFING PATTERN PROPOSED IN FY 1974 BUDGET

APPROPRIATED POSITIONS

LEGISLATIVE STAFF

Position	Grade	
Secretary to the Council	GS 15	
Executive Assistant to the Chairman	GS 15	
Assistant Secretary to the Council (Specialist)	GS 14	
Executive Assistant to the Vice Chairman	GS 14	
Special Counsel to the Council	GS 14	
Committee Clerk	GS 14	new position
Special Assistant to the Chairman	GS 13	
Urban Planner	GS 13	new position
Committee Clerk	GS 13	
Committee Clerk	GS 12	new position
Committee Clerk	GS 12	
Committee Clerk	GS 12	
Committee Clerk	GS 11	new position
Committee Clerk	GS 11	new position
Committee Clerk	GS 11	new position
Committee Clerk	GS 11	new position

ADMINISTRATIVE STAFF

Position	Grade	
Deputy Assistant Secretary to the Council	GS 13	
Secretary to the Chairman	GS 10	
Secretary to the Vice Chairman	GS 10	
Secretary to the Secretary	GS 9	
Secretary to Council Member	GS 9	
Secretary to Council Member	GS 8	
Secretary to Council Member	GS 8	
Secretary to Council Member	GS 8	
Secretary to Council Member	GS 8	
Secretary to Council Member	GS 8	
Secretary to Council Member	GS 8	
Secretary to Staff	GS 8	new position
Secretary to Assistant Secretary	GS 7	
Secretary to Staff	GS 7	
Sergeant-At-Arms	GS 6	
Personnel Clerk	GS 6	
Receptionist	GS 5	
Clerk	GS 3	

GRANT FUNDED POSITIONS

Position	Grade
Development Counsel	GS 15
Regional Agency Liaison Officer	GS 13
Secretary	GS 8

BIOGRAPHICAL STATEMENT

Marjorie Holloman Parker
(Mrs. Barrington D. Parker)
3115 Fessenden Street, N.W.
Washington, D.C. 20008
(202) 244-1858

EDUCATION

Public Schools, Washington, D.C.

B.S., Magna Cum Laude, Miner Teachers College, Washington, D.C.

A.M. and Ph.D., The University of Chicago, Chicago, Illinois (Majoring in the History and Philosophy of Education).

Additional Study - The American University and George Washington University, Washington, D.C.

PRESENT EMPLOYMENT

Professor of History and Philosophy of Education and Chairman of the Department of Education and Psychology, District of Columbia Teachers College, Washington, D.C., 1965

Appointed to the District of Columbia City Council, October, 1972.

PROFESSIONAL EXPERIENCE

Bowie State College, Bowie, Maryland, Director of Student Teaching, 1959 to 1965.

Miner (later District of Columbia) Teachers College, Washington, D.C. Associate Professor of Education, 1949 to 1959.

Public Schools, Washington, D.C., Elementary Teacher, 1936 to 1949.

OTHER PROFESSIONAL EXPERIENCE

Howard University, Washington, D.C., Visiting Lecturer, Department of Education, 1957 to 1962.

Dumbarton College of the Holy Cross, Washington, D.C., Visiting Lecturer, Department of Education, 1964.

Head Start Program, Washington, D.C., Director of Staff Training, Summer 1969, 1968, and 1967.

Project Head Start, Bowie State College, Director, Summer 1966, 1965, and 1964.

North Carolina College, Durham, North Carolina, Visiting Professor, Department of Education, Summer 1962.

Phelps-Stokes Fund Project for the Improvement of Secondary Education, Evaluation Workshops Staff, Summer 1958.

Albany State College, Albany, Georgia, Reading Consultant Workshop Staff, Summer 1953.

Southern University, Baton Rouge, Louisiana, Visiting Professor, Department of Education, Summer 1952.

CIVIC AND COMMUNITY ACTIVITIES (Washington, D.C.)

Member, Second Baptist Church

Former member, Board of Directors, Phyllis Wheatley Branch, Y.W.C.A.

President, Board of Managers, Hospital for Sick Children (formerly Children's Convalescent Home).

Board of Trustees, National Ballety Society.

Board of Trustees of Stoddard Baptist Home; founder and first President of Women's Auxiliary to the Stoddard Baptist Home.

Former member, Executive Committee of D.C. Citizens for Better Public Education; Chairman of DCCBPE Committee on Teacher Education; Member Committee for Passow Study Implementation; DCCBPE Speakers Bureau.

Member Barristers' Wives, Inc., and Lawyers' Wives of D.C.

Former member, Board of Directors Homemaker Service of the National Capital Area, Inc.

Former member, Board of Directors, Camp Fire Girls, Potomac Area Council.

Former member, Women's Committee, Eastern Branch Boy's Club.

Former member and President, Baker's Dozen, Inc. (Teen Age Center).

OTHER ACTIVITIES

Member, National Board of Directors of the United Nations Association of the U.S.A. - 1973

Alternate Republican National Committee Woman for the District of Columbia, and Member Executive Committee, Republican Committee for the District of Columbia - 1968-1972.

Member Alpha Kappa Alpha Sorority since 1937, and General President from 1958 to 1963.

Member Pi Lambda Theta, honor society for women in Education.

Member Board of Directors and formerly National Parliamentarian of the National Council of Negro Women, Inc.

96-548 O - 73 - pt.1 - 5

PUBLICATIONS

Alpha Kappa Alpha 1900-1958; Chicago: Bankers Press, 1959.

Alpha Kappa Alpha: Sixty Years of Service; Chicago: Bankers Press, 1962.

PERSONAL

Residence . . . . . Washington, D.C. 1917 to date

Married . . . . . Barrington D. Parker, Judge, U.S. District Court for the District of Columbia; two sons, Jason, Foreign Service Officer, U.S. Department of State; Barrington, Jr., Attorney at Law, New York City.

Social Security No. . . 579-54-9145

BIOGRAPHY

ROCKWOOD HOAR FOSTER

Born	May 7, 1923, Boston, Massachusetts		
Married	June 19, 1948 Marguerite Peet Foster of Kansas City, Missouri		
Children	Name	Date of Birth	
	Reginald Candler Foster	March 30, 1950	
	Herbert Peet Foster	December 18, 1951	
	Adam Rockwood Foster	January 20, 1954	
	Charles Orin Foster	August 12, 1956	
Religion	Protestant - Episcopal--St. John's Church, Lafayette Square, Washington, D. C.		
Education	Brooks School	North Andover, Massachusetts	1941
	Harvard College	(International Gov.) AB	1945
	National Institute Public Affairs	(Internship)	1948-49
	Foreign Service Institute	(Mid Career Course)	1958
	Control Data Institute	Programmer Technician	1967
Military Service	United States Navy World War II		1943-46
Employment:			
Councilman	District of Columbia City Council City Hall 14th & E Streets, NW Washington, D. C. 20004		1972 to Present

Consultant	Rockwood H. Foster Suite 102 1050 31st Street, NW Washington, D. C. 20007	1968 to 1972
Not-For-Profit Corporation	Research Executive International Social Studies Division Institute for Defense Analyses 400 Army-Navy Drive Arlington, Virginia	1967 to 1968
Private Business:		
	General Partner Retsof Partnership	1972 to Present
	Executive Vice-President Foster and Foster, Inc. (Investment Bankers)	1963 to 1967
	President Comity Corporation	1965 to 1967
	Director New England Lumber Company	1964 to 1972
	Director Aztech Corporation	1970 to Present
	Director TLC World Inc.	1972 to Present
Department of State		
	Officer in Charge West Indian Affairs Bureau of European Affairs	1960-1963
	Executive Assistant to Ambassador American Embassy London	1958-1960
	2nd Secretary and Consul (Political Officer - Far East) American Embassy London	1956-1958

Officer in Charge Thai, Malayan, Seato Affairs Bureau of Far Eastern Affairs	1955-1956
Assistant Officer in Charge Malayan Affairs Bureau of Far Eastern Affairs	1954-1955
Assistant Officer in Charge Burmese Affairs Bureau of Far Eastern Affairs	1951-1954
Staff Assistant, Director Southeast Asian Affairs Bureau of Far Eastern Affairs	1949-1951
Internship, National Institute Public Affairs Division, Organization & Budget	1948-1949

Professional and
Community Activities

Washington Cathedral Fund Drive	General Chairman 1966 & 1967
St. John's Church Lafayette Square	Vestryman 1967-1969
St. John's Child Development Center	Trustee 1966-1971 President 1971
Health & Welfare Council	Committee on Membership & Budget 1963-1971
Foreign Policy Association	Member National Council 1967-1971
Washington Society of Investment Analysts	Member 1964-present
73rd Annual Diocesan Convention	Lay Delegate 1968
Downtown Convocation of Episcopal Diocese	1968

Citizens Association of Georgetown	Member 1960-present
Foundation for the Preservation of Historic Georgetown	1969 to present
Friends Creek Anglers Association	1968 to present
Washington Investors Partnership	1968 to present
Washington Society for the Performing Arts	Director 1968-1971 Co-chairman Annual Dinner - 1969
International Student House	Director 1968 - present
English-Speaking Union	Board of Directors 1969 - present
Washington Home Rule Committee	Board of Directors 4-22-65 to present
Travelers Aid Society	Board of Directors 1971 - present
House of Mercy	Director and Vice President 1972-present

Political

Assistant Sergeant at Arms for the District of Columbia Republicans	1964
Treasurer, Committee for Forward Looking Republicans	1964-1967
Georgetown Republican Club	Member 1965-1967 Chairman, Precinct NW-6 9-22-65 to 10-27-67
Member, Finance Committee, District of Columbia Republicans	1964
Member, Commission on the City, District of Columbia Republican Committee	October 24, 1969 to 1971
Campaign Chairman Nevius for D.C. Delegate	1970-1971
Board of Elections, District of Columbia	1971 - 1972
Metropolitan Washington Council of Governments:	
Alternate	1972 to present
Regional Air Quality Control Committee	1972 to present
Regional Transportation Planning Board	1972 to present
Metropolitan Washington Waste Management Committee	1972 to present
Health & Environmental Protection Policy Committee	1972 to present

BIOGRAPHY

JOHN A. NEVIUS

Chairman of the District of Columbia City Council
14th and E Streets, Northwest
Washington, D. C. 20004
(202) (629-3806)
Residence: 4715 Fulton Street, N. W., Washington, D. C. 20007
537-1442

Born Washington, D. C., July 15, 1920, third generation D. C. resident

Education: Princeton University, A.B., 1942
The American University, Washington, D. C.
Graduate work 1947-48 in real estate appraisal
Georgetown University L.L.B. (now J.D.) 1950

Military Service: 1943-1946, U. S. Naval Reserve, Lieutenant

Business Experience and Law Practice:

1946-1948, American Security & Trust Company, Washington, D. C.
1950-1961, General Counsel, Federal Services Finance Corporation.
1961-1967, partner law firm of Clarke & Nevius
1962-1968, General Counsel, National Independent Automobile Dealers Association, Inc.
1966-1971, Washington Counsel for Association of Mutual Fund Plan Sponsors, Inc.
1967-1969, member D. C. City Council
1969-1971, partner law firm of Clarke, Nevius & Stratton
1971-1972, Deputy Assistant Secretary for Community Development, U.S. Department of Housing and Urban Development

Bar Activities: Admitted to practice before the U. S. Supreme Court, U. S. Court of Appeals for D. C., U. S. District Court for D. C., D. C. Court of Appeals, D. C. Superior Court. Member, American Bar Association and Bar Association of the District of Columbia.

Directorships and Officerships:

Former Vestryman, St. Patrick's Episcopal Church
Former President, Princeton Club of Washington
Former Member (1952) Republican City Committee, Alexandria, Va.
Former Program Chairman and Finance Chairman, Committee for Forward Looking Republicans
Former Director and Officer, Republicans for Progress
Former Treasurer, Institute for Republican Studies
Former Member and Treasurer, District of Columbia Republican Committee
Former Vice President and Director, Washington Home Rule Committee, Inc.
Former Chairman, Woodrow Wilson House Council, National Trust for Historic Preservation
Former Vice President and Director, Community Organizations for Improvement of Neighborhoods, Inc. (COIN)
Former Chairman, Legislative Committee, D. C. Health and Welfare Council (UGF)
Former Vice Chairman, VOICE of Informed Community Expression
Republican Nominee for D. C. Delegate to U.S. House of Representatives, 19
Former Director, Y.M.C.A. of Metropolitan Washington
Former Director, D. C. Redevelopment Land Agency
Former member, D. C. Board of Higher Education
Vice Chairman of D. C. Zoning Commission

Personal: Married 1968, Sally Bet Cuningham
2 children: Katherine S. Nevius
Theodore A. Nevius

Mr. NEVIUS. Thank you, sir. I would be happy to answer any questions that you would ask of us.

Senator BAYH. Thank you, Chairman Nevius, for your presentation. I share your concern that you as members of the legislative branch have the tools necessary to function properly. I am sure you share the concern expressed by the Mayor and those of us in the Congress and the President that it is time for a tightening of our budget in those areas where we don't have a direct relationship between input and output.

I note with a great deal of interest the significant additional responsibilities that are borne by members of the Council on the regional bodies. I am trying to get some sort of perspective just how big this burden is relative to the compensation you get.

What is the salary for councilman now?

Mr. NEVIUS. Mr. Chairman, that is a point that I am awfully glad you brought up. The Council members——

Senator BAYH. Are you waiting for the supplemental for that one? [General laughter.]

Mr. NEVIUS. No, no, Mr. Chairman. It is my understanding that that would have to be acted upon by the legislative or substantive committees before we could bring it before your committee. Indeed, I was very grateful that last year the Congress did give the Chairman a substantial increase in salary. The Chairman is now compensated at $20,000, but the rest of the Council were bypassed in that legislation in spite of valiant efforts to prevent that from happening. Before and at the present time, the Vice Chairman draws a salary of $9,000 a year—I used to draw $10,000 before that act—and the other members draw $7,500 a year. And I can assure you that many of them work virtually close to full time; and in my case, for 10 months I've been working a 60-hour week, and my Vice Chairman does the same thing.

It is a so-called part-time job, and it certainly is paid at far less than even a half-time rate, for the kind of competence that we are fortunate enough to have on the Council membership. But the compensation rate is very low, and I certainly hope that the Congress will entertain favorably the bill that either has been already forwarded by the Mayor or will be shortly, that would bring the other members of the Council the same kind of equitable treatment, or treatment equitable to what the Congress did for the Chairman last year.

Senator BAYH. Do any of these other Boards or Commissions provide any compensation for the duties that they require?

Mr. NEVIUS. Our members serving on these Boards don't get a nickel for that time and effort, Mr. Chairman. Indeed, the very thing that keeps Mr. Tucker from being here today is that he and the Mayor are, as I mentioned earlier, participating in an all day hearing of one of those independenet bodies. It is the Zoning Commission in that case, which is not regional.

Now, they are not all regional. But that is just extra additional duty for the Mayor and the Chairman and the Vice Chairman on the City Council, along with the Architect of the Capitol, and an official from the Interior Department.

Senator BAYH. I don't see how you get anyone to run for City Council on that kind of salary.

Mr. NEVIUS. Well, Mr. Chairman, there are a lot of people who love our town. You'd be surprised. We have a deep stake in it, and it is an unselfish service, I am prepared to confess.

PUBLIC DISCLOSURE OF ADDITIONAL INCOME

Senator BAYH. May I ask—it is sort of a pet issue of my own—does the law require, or do the members of the City Council disclose outside incomes or net worth holdings? Do you have a disclosure process?

Mr. NEVIUS. Mr. Chairman, that information has been required by the Senate District Committe for some years now in connection with, I believe, all District of Columbia appointments which require Senate confirmation, as to the Council members and the Mayor. And as each name is submitted to the Senate District Committee, a full financial disclosure is also submitted to the Senate District Committee, on which Senator Mathias serves; and that information is available to the Senate in that regard. But I don't believe that it is published in any way.

Senator BAYH. I suppose there is not an annual public disclosure of any source of outside income. I hapepn to believe that Members of the Congress ought to make that kind of public disclosure. Apparently that requirement does not apply in the case of the District Committee.

Mr. NEVIUS. No, sir. I am not aware of any annual public disclosure.

Senator BAYH. I have a very few questions. One of them goes to testimony that you had, sir, before the House relative to the importance of a car and chauffeur.

Would you care to give this committee your thoughts on the importance of that, and whether the money for such services are included in the budget.

Do other members of the Council have similar service?

What is the status as far as transportation for the City Council now?

Mr. NEVIUS. Mr. Chairman, to answer the last part of your question first, the members of the City Council, and that includes the Chairman, use the carpool service just like other District of Columbia officials; and that is the present system.

With respect to the first part of your question, this highly publicized matter to which you referred has been so widely and so thoroughly misunderstood, Mr. Chairman, that there is no way to change that now without taking up better than a half hour of this committee's time.

Senator BAYH. You have the opportunity to present your views. If, indeed, what was in the paper did misrepresent your position, you are at liberty to clear the air. You are not required to do so.

Mr. NEVIUS. I understand, Mr. Chairman. If for no other reason, Mr. Chairman, this one car was restored on the basis of the separate but equal doctrine between the two branches of the local government.

LETTER FROM JOHN A. NEVIUS

There were many other considerations, but in my view it is strictly a detail by comparison with our all-important request for new staff and support for that staff. Accordingly, in order to avoid further distracting attention from that important staff need of ours, I am prepared to drop the car matter, and will write letters to both the cognizant subcommittees to that effect.

[The letter follows:]

GOVERNMENT OF THE DISTRICT OF COLUMBIA

CITY COUNCIL

WASHINGTON, D.C. 20004

May 8, 1973

The Honorable Birch Bayh, Chairman
Senate Appropriations Subcommittee on
the District of Columbia
United States Senate
Washington, D. C. 20510

Dear Mr. Chairman:

This letter is to withdraw the request in the District of Columbia's fiscal 1974 budget for appropriation language which would: a) authorize rental of a vehicle for use by the Chairman, b) withdraw the application of Section 16 of the Act of August 2, 1946 (60 Stat. 810) from the Chairman of the City Council, and c) authorize the use of appropriated funds to pay compensation to a driver assigned to the Chairman of the City Council, or to the driver of an automobile assigned to the Chairman.

Changes in the 1974 funding estimates of the Council or the Department of Highways and Traffic (which would have provided the service on a reimbursable basis) are not required. Costs, if any, related to the withdrawn request would have been absorbed by the Council's travel and transportation resources.

Sincerely yours,

John A. Nevius

JOHN A. NEVIUS
Chairman, City Council

COST OF LIVING LIMOUSINE

Senator BAYH. How much money are we talking about, Chairman Nevius, in the budget for that car now?

Mr. NEVIUS. Mr. Chairman, first of all this budget request never mentioned anything about a limousne. I have never mentioned anything about a limousine. If a limousine were to be procured, the cost of a limousine is $750 a year. In adidtion to that, the particular piece of transportation——

Senator BAYH. $750 a year. Would you care to tell this junior Senator from Indiana where you can get it for that much? [General laughter.]

Mr. NEVIUS. It is true.

Senator BAYH. You get the whole car for that? [General Laughter].

Mr. NEVIUS. That is right. These limousines are leased at $750 a year. You see, this is not in the Council budget. All of the vehicles for the District of Columbia government are under the Highway Department's budget, not the——

Senator MATHIAS. Mr. Chairman, we are going to have to break here to go, because that is the 5-minute warning.

Let me just comment before I do. I do not want to interrupt the chairman, but I think he has done a very sensible thing in withdrawing this particular request. And I think it is not only a sensible thing, but it is a proper thing.

Senator Proxmire, in another Appropriations Subcommittee, has made a particular point this year over the fact that there is a status prohibiting use of official automobiles, for instance, from the home of an official to his office and in certain other areas. And I suspect that the full committee is going to give a lot of particular attention to the question of official automobiles, and that there will be much more limited use of them in the future than there has been in the past.

So I think the chairman has done a sensible thing, but perhaps, as it works out, it will not be as much of a sacrifice by comparison with other officials as it has been in the past.

Senator BAYH. If you will permit us, we will recess here and return as soon as we vote.

[A brief recess was taken.]

Senator BAYH. I am sorry for the delay. I do not want to spend any more time on this subject than you want to spend on it. For our sake, as far as the budget is concerned, we are looking for places that we can collectively save money. The limousine or whatever it may be, is $750. Is that the way it is listed?

Mr. NEVIUS. Mr. Chairman, I have withdrawn any such request.

Senator BAYH. But was it in the budget when it went up?

Mr. NEVIUS. Oh, yes, yes.

Senator BAYH. I understand. You made it very clear, and that is a wise assessment on your part in light of everything else that is going on right now. But that is a judgment you must make.

Seven hundred and fifty dollars for car leasing. Did we have the cost of a chauffeur in there to drive it, so that that, too, can be added to the amount of money saved?

Mr. NEVIUS. There may be a small item somewhere in the budget reflecting overtime in connection with this request. I honestly do not

know for sure, Mr. Chairman. I will have to find out the answer to that question.

No. There is nothing in the budget request, I am informed, for extra personnel time in connection with that request that has now been withdrawn.

Senator BAYH. You presently now have a driver?

Mr. NEVIUS. No. As I testified earlier, like every other member of the council, I have access to the city car pool and car pool drivers.

Senator BAYH. Are those cars being used now, I suppose, by the members of the council, as well as by the mayor and others?

Are they being used to go back and forth to work, or official assignments, coming up to testify on the Hill?

How does one qualify to get a car out of a car pool?

CAR POOL SERVICE FOR COUNCIL MEMBERS

Mr. NEVIUS. Well, the car pool services is made available to members of the council, but none of them use it for going back and forth from home to work. For example, if I have to do something in the evening—well, let me just say this, Mr. Chairman.

The city car pool, as far as the city council people are concerned—and that is all I can speak for, the members and the staff—are not used for transportation between work and home.

Senator BAYH. All right. Fair enough.

One last thought on this. That figure of $750, is that—maybe Mr. Coppie is the one to whom I ought to address this question.

What is the source of those cars that are presently in the car pool?

Are those all $750-a-year cars, or are they purchased by the government, or what is the source?

Mr. COPPIE. Mr. Chairman, the car that is assigned to the mayor, which I believe would be classified as a limousine, was leased at the cost of $750 per year. All the other cars in the District are the traditional sedan cars, which we purchased through the regular purchasing process in the District government. They are either assigned to the central pool or assigned to operating departments throughout the District government. That would include also the police vehicles, which are the traditional cars that carry special police equipment.

Senator BAYH. I didn't anticipate this lease business, and I don't want to make any more out of it than it is. Is that the standard rate for leasing cars, or is that similar to the kind of business which Congress prohibited itself from getting involved in because it was a significantly subsidized leasing arrangement with some of the major automobile companies?

Mr. COPPIE. Mr. Chairman, I cannot answer that at this time. I believe, at the time the Department of Highways and Traffic does appear before you, they will be prepared to speak specifically to that point.

Senator BAYH. Would you advise them that I would appreciate it if they were prepared?—and I would like to know that.

Mr. COPPIE. Certainly, sir.

MOBILE TELEPHONES IN COUNCIL MEMBERS' CARS

Senator BAYH. One other little item. Do any members of the City Council, Mr. Chairman, have mobile telephones in their cars?

Mr. NEVIUS. Yes; Mr. Chairman. Several members of the Council.

Senator BAYH. Is this for their personal cars, not the motor pool cars?

Mr. NEVIUS. That is correct. Several Councilmen, four out of the nine, have in their cars which they use to get around town, have a mobile telephone; and my own automobile is one of those four.

Senator BAYH. I have eight telephones numbers. Is this an antiquated list relative to members of the Council?

Mr. NEVIUS. If you will bear with us a moment, Mr. Chairman, this document is new to me and——

Senator BAYH. It is new to me, too. I asked the question and then was given the list. It does show a telephone number of a mobile phone listed for all members of the Council. I just wondered how much that cost.

First, what is the installation cost; and then what is the operational cost? I understand that three Councilmen and the Council Chairman's car have civil defense radios as well.

Is that accurate?

Can you give us some feeling about the importance of this kind of communication facility for members of the Council, please?

Mr. NEVIUS. Yes; Mr. Chairman. There are two different categories of communication we are speaking of here. One of them is the radio telephone——

Senator BAYH. Yes, sir.

Mr. NEVIUS. And the other is a connection—it is a radio set that connects with the civil defense network. The radio telephones—it turns out that my figure of four should be corrected to read five, out of nine. One has been added in the last few months to one of the new members of the City Council; and then one of those listed on the sheet before you has been removed from his car. And then the last one on that top list, indeed, is not in his car at all. The radio telephone in his car, the last one on that list, is not of that number; and indeed, it belongs to the Washington Urban League. It is leased to a different institution entirely.

So we have to correct this on the sheet that is before you, and submit a newly corrected sheet.

Senator BAYH. Is the memorandum from Mr. Webb to Mr. Coppie, dated March 9, titled, "Subject: The number of mobile telephones and civil defense radios being used by the City Council in their jurisdiction justification," is that an accurate list, or are we talking about another list?

That list has all of the members of the City Council with their adresses and mobile phone numbers.

Mr. NEVIUS. Well, I am working from—it must be a third list. It is entitled, "monthly breakdown," and it is dated May 1, so perhaps I should shift over to—we have a copy of the memo now, to which you referred, Mr. Chairman, and that is not up to date. It is a memo dated March 9 from Mr. Webb to Mr. Coppie. It is not up to date, and we would have to correct it and submit it as corrected.

Senator BAYH. Would you do that and advise the committee, please, what the installation costs and the operational costs are, and some justificatiion for that expenditure, if you would, please.

Mr. NEVIUS. We would be happy to do that, Mr. Chairman.

Senator BAYH. We are also talking about the civil defense radios, and I would be interested to know why some Councilmen in their duties require civil defense radios, and some do not.

Mr. NEVIUS. All right.

We can cover that in a letter. Also, I could offer part of the explanation now; but if you would prefer, we will just put it in a letter for the record.

Senator BAYH. Well, any way you want to answer it would be fine.

Mr. NEVIUS. I think I could get a more comprehensive answer containing information beyond that which is personally known to me from having been involved historically at the very beginning of the City Council.

I would like to put both that and the more recent information together in a letter, if that meets with the chairman's approval.

INFORMATION ON MOBILE TELEPHONES

Senator BAYH. Fine. Please do so. And we will include it in the record.

Mr. NEVIUS. Thank you, sir.

[The information follows:]

MONTHLY BREAKDOWN OF CITY COUNCIL MOBILE PHONES
FY '73

	July		
Anderson (A)	YR7-3272	7/4/ - 8/3/72	$37.00
Nevius (N)	JS2-2909	" "	37.00
Robinson (R)	YR8-2270	" "	37.00
Veazey (V)	YS7-3532	" "	37.40
Tucker (T)	JK8-3045	" "	70.00
	August		
A		8/4 - 9/3/72	$43.10
N		" "	43.10
R		" "	43.10
T		" "	46.35
V		" "	43.10
	September		
A		9/4 - 10/3/72	$42.90
N		" "	43.75
R		" "	42.90
T		" "	46.35
V		" "	42.90
	October		
A		10/4 - 11/3/72	$42.90
Foster (F)	YR7-3323	" "	33.58
Moore (JM)	JK8-2000	" "	91.08
N		" "	42.90
R		" "	42.90
T		" "	46.35
V		" "	44.20
	November		
A		11/4 - 12/3/72	$42.90
F		" "	42.90
Meyers (TM)	JK5-3027	" "	82.59
JM		" "	56.10
N		" "	42.90
R		" "	42.90
T		" "	46.35
V		" "	43.60

December

A	12/4/72 - 1/3/73	$43.33
V	" "	43.33
R	" "	43.33
F	" "	43.33
N	" "	43.33
T	" "	46.81
TM	" "	68.88
JM	" "	51.91

January

A	1/4 - 2/3/73	$43.33
F	" "	43.33
TM	" "	66.40
JM	" "	72.01
N	" "	43.33
R	" "	43.33
T	" "	46.81
V	" "	43.33

February

A	2/4 - 3/3/73	$43.33
F	" "	43.33
TM	" "	58.48
JM	" "	52.82
R	" "	43.33
T	" "	46.81
V	" "	45.85
N	" "	43.33

March

A	3/4 - 4/3/73	$46.22
F	" "	44.63
TM	" "	57.67
JM	" "	55.25
N	" "	43.33
R	" "	43.33
T	" "	46.81
	TOTAL	$2,900.74

96-548 O - 73 - pt. 1 - 6

Mobile Phone Projection Per Councilman
Per Year - FY '74

Anderson	$552.00
Foster	"
Meyers	"
Moore	"
Nevius	"
Robinson	"
Tucker	"
Veazey	"
Total	$4,416.00

$4,600 projected figure per year, to cover contingency expenses. Yearly estimate based on expenditures of $46 per month per Councilman.

Estimated Usage Mobile Phones
April, May, June, 1973 $1,056

NEW POSITIONS REQUESTED FOR CITY COUNCIL

Senator BAYH. Let me address myself to the positions that have been requested. As I said earlier, my immediate inclination is to say right on as far as those additional staff members are concerned—you ought to have adequate staff—as well as salary requests.

As I recall, somewhere around here I have a note relative to the fact that the Nelsen committee recommended full-time senior legislative analysts for each substantive subcommittee.

Mr. NEVIUS. That is correct, sir; and that is part of our request. If our request is granted, that would be implemented. The terminology——

Senator BAYH. That would mean three additional seats then; would it not?

Mr. NEVIUS. We presently only have three committee clerks.

First of all, Mr. Chairman, to clarify this, in the appropriations legislation the terminology for the committee staff in each case is—he is referred to, or she is referred to, as the committee clerk; and these people work for the substantive committee. And we presently have in our staffing pattern three such authorized positions for what amounts to nine committees—eight substantive committees and the Budget and Revenue Committee, which I chair.

We are requesting five new ones.

Senator BAYH. Five new positions.

Mr. NEVIUS. Which would be added. These are committee clerk positions.

Senator BAYH. Let me ask about this problem that we may have jointly. It is a fair summary that your request anticipates a Federal grant under the Emergency Employment Act of $39,500?

Mr. NEVIUS. No, sir, Mr. Chairman. We do not anticipate such a grant in fiscal 1974.

Senator BAYH. That is not part of the revenue to be attributed to those new posts?

Mr. NEVIUS. Revenue sharing?

Senator BAYH. No. The Emergency Employment Act grant.

Mr. NEVIUS. No. There will be no money in fiscal 1974 for Emergency Employment Act positions, except to phase out——

Senator BAYH. I have a schedule C sheet here, agency listed as District of Columbia City Council; symbol 002; budget structure code 100, grant title agency allocation, Emergency Employment Act; source, DOL; obligation, $39,500 for both fiscal 1973 and 1974 to fund five positions. That is five different positions; is it?

PHASEOUT OF EMERGENCY EMPLOYMENT PROGRAM

Mr. NEVIUS. No; these are not different positions. Mr. Chairman, we have had working for us in the past, and still have, four such funded, grant funded, positions under the Emergency Employment Act; but they are being phased out under a directive issued by the Mayor pursuant to, I guess it is a Federal directive—a Department of Labor directive, I am told. And those four positions will be phased out before 1974 fiscal year has gotten very far started. Indeed, two of them are leaving this week.

Senator BAYH. Is that part of the 36 you mentioned in your total number of staff?

Mr. NEVIUS. No. The grant funded positions are not in the budget.

Senator BAYH. Those are in addition to the budget?

Mr. NEVIUS. Those four positions have always, since the EEA program was commenced and the Council got grants for such four people, those four positions have not been within the District of Columbia Council's budget. They have been grant funds.

Senator BAYH. The 36 staff people include how many clerks now?

Mr. NEVIUS. They include three committee clerks and 9 Councilmen in the 36 positions.

Senator BAYH. And you are asking for five more?

Mr. NEVIUS. We are asking for five additional committee clerks. That is correct. That will provide one committe clerk for each of the eight substantive committees that I mentioned earlier.

Senator BAYH. You are going to lose the four?

Mr. NEVIUS. Yes.

Senator BAYH. Why is that four instead of five?

Mr. NEVIUS. Off the record, if I may.

[Discussion off the record.]

Mr. NEVIUS. Mr. Chairman, that apparently is an error in the information about grants furnished in the budget justification. I am told that we have never had, working for the City Council, more than four committee clerks under the EEA grant programs.

Senator BAYH. That is interesting, because in addition to the fiscal 1974 line item of five grant positions, it is also listed as current fiscal year 1973, five grant positions.

Mr. NEVIUS. Mr. Chairman, it may be that what you are referring to is two high-schoolers who work for us, funded by the Neighborhood Youth Corps program.

Senator BAYH. That is not the way it is listed, and four plus two equals six.

Mr. NEVIUS. Well, I can assure you, to try to clear up this confusion, I can asure you that regardless of the grant information in the budget justification there, that the City Council has never had more than four committee clerks funded by the Emergency Employment Act grant.

Senator BAYH. Now, are we wrong or right on the amount of moneys from the Emergency Grant Act? Is it $39,500, or is that erroneous, too?

Mr. NEVIUS. That figure is how much, sir?

Senator BAYH. $39,500.

Mr. NEVIUS. $39,500? That figure is correct. It is simply that the number of individuals——

Senator BAYH. Four instead of five?

Mr. NEVIUS. Yes.

Senator BAYH. All right. Thank you.

There is a new position of urban planner anticipated. Is that accurate?

Mr. NEVIUS. Yes, Mr. Chairman.

DUPLICATION OF PLANNING CAPABILITY

Senator BAYH. Does that duplicate other planning capabilities of the District Government?

Mr. NEVIUS. No, sir. The urban planner—Mr. Chairman, this position of urban planner is a senior staffer whom we very strongly need to address the interdisciplinary or intercommittee issues that come before us, to coordinate the work of the staffers of the separate committees, each committee with one staff.

There are a number of problems that we have to wrestle with, both internally and in relation to other agencies, that require work by more than one committee staff. And this urban planner would be the senior staffer who would coordinate the work product of those committe staffers when more than one committee staffer's work is needed.

Senator BAYH. Is he an urban planner in the technical sense of the word, or is he sort of an administrative assistant, big brother organizer, to——

Mr. NEVIUS. This word planner, I have learned that it has several meanings, Mr. Chairman.

Senator BAYH. Which meaning are we using here?

Mr. NEVIUS. My first impression was that a planner was someone who drew a design of where you were going to put the buildings, and where you were going to put the roads, and where you were going to put the parks; in other words, physical planning. But I have come to learn, since being involved originally in the District of Columbia government and particularly when I was a Deputy Assistant Secretary at HUD, that this word planner means a skilled person who plans ahead and coordinates the thinking of specialists, technical specialists, and brings a comprehensive plan together in how to get something accomplished. That is basically what it means.

Senator BAYH. This urban planner then, I suppose, could just as well be called coordinator of committee clerks.

Mr. NEVIUS. Well, except that the Secretary of the Council distributes the workload among—the Secretary of the City Council's responsibility is to apportion the workloads among the committee clerks and so, part of what you described is performed by Mr. Webb. Mr. Webb doesn't work on the substantive issues and the substantive solutions. One of his functions in distributing this workload is something like an office merger.

Senator BAYH. He couldn't be called a planner, could he?

Mr. NEVIUS. No, he does not function as that. He is a lawyer by profession, and indeed, he was previously.

Senator BAYH. That would help him plan. Look, let's not pursue this. I think this is obvious that the technical definition of urban planner, as I look at it, is not the same as you——

Mr. NEVIUS. No. It is not somebody who lays out drawings and that sort of thing. And as I say, Mr. Chairman, I would like to emphasize what I said earlier. We have spent a year emphasizing this thing, and I can assure you that each one of these positions is indeed justified; and these people are going to be working like mad.

Senator BAYH. As I said, I would like to help you get whatever staff you need to compensate partially for the remuneration which is not going to put anybody in financial independence.

Gentlemen, I appreciate your help here. If we have other questions, may we submit them to you in writing?

Mr. NEVIUS. Indeed, sir.

Senator BAYH. All right. Thank you very much.

Mr. NEVIUS. Thank you, Mr. Chairman.

Senator BAYH. You will, Chairman Nevius, have that mobile phone information available for us?

Mr. NEVIUS. Yes, sir. We certainly shall.

Senator BAYH. All right. Thank you.

Office of the Commissioner

Office of the Secretariat

STATEMENT OF MARTIN K. SCHALLER, EXECUTIVE SECRETARY

REQUEST FOR BUDGET AND PERSONNEL INCREASES

Senator Bayh. The next witness is Martin K. Schaller, the executive secretary. You may proceed.

Mr. Schaller. The Office of the Secretariat, executive office of the Commissioner is requesting funding in the amount of $631,300 and 30 positions for the fiscal year 1974. The increased level of funding in the amount of $17,000 which is being requested in our budget is necessary to cover annualization of the new positions received in fiscal year 1973. The Office of the Secretariat is not requesting any additional positions in the 1974 fiscal year. The positions and funds requested are necessary to provide administrative and staff support to the Commissioner through the performance of ministerial duties and the maintenance of official records and correspondence. In carrying out these duties the Executive Secretary, District of Columbia, and the Office of the Secretariat are required to:

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

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

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

Issue notary public commissions and certifications of notary public commissions.

Administer the publication provisions of the Adminsrative Procedure Act—Public Law 90-614—including publication of the District of Columbia Register, and maintenance of the publication fund, publication, storage, and distribution of all District of Columbia codes, maps, regulations, and amendments.

Prepare for approval of the Commissioner and after approval issue orders of the Commissioner, resolutions, proclamations, letters of greeting, public service awards, directives, official notices, and memorandums to heads of departments and agencies.

Make arrangements for public hearings of the Commissioner.

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

Process applications for nomination by the Commissioner to the Merchant Marine Academy.

Serve as chairman of the special events committee, by providing the coordinated planning of arrangements and services requiring the cooperation and participation of departments and agencies of the

municipal government in connection with ceremonies, conventions, parades, festivals, and pageants.

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

Senator BAYH. The next witness is Martin K. Shaller, the Executive Secretary. You may proceed.

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

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

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

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

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

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

Early in 1972, a new effort was begun to bring together in one unified and simplified format and style all rules and regulations of the government of the District of Columbia. An outside contractor, Autocode, Inc., was given responsibility on January 31, 1972, to publish such a new compilation. The new publication will replace the 1970 compilation which had been published as required by the District of Columbia Administrative Procedure Act, Public Law 90–644. The Autocode contract called for production of a new compilation of 4,000 pages by July 31, 1973.

In the first 6 months of the contract period, certain changes were agreed upon by an advisory group consisting of the District of Columbia government officials and members of the District of Columbia Bar Association. These changes have increased the estimated number of pages from 4,000 to 7,000, necessitating negotiation of an amended contract incorporating the changes and including an extension of time from 18 months to 24 months. Completion date under the amended contract will be January 31, 1974.

It was considered desirable by the advisory group to include in the new compilation all of the materials originally incorporated by reference. These include the National Electrical Code, the Metropolitan Area Plumbing Code, and the American Standard Safety Code for Elevators. We have received permission to incorporate copyright material in the new District of Columbia compilation. As of January 15, 1973, the contractor has processed 2,702 pages for review and approval of the District government. The completed compilation will consist of 23 titles which will replace the existing 37 titles of the District of Columbia Rules and Regulations.

PROCESSING OF DOCUMENTS

Mr. BAYH. How long does it take to process various types of documents through the Secretariat —for example, regulations proposed by the City Council, routine correspondence?

Mr. SCHALLER. Proposed regulations of the City Council are published normally in biweekly issues of the District of Columbia Register. Many notices of proposed regulations are published within 2 to 3 days in supplements to regular issues of the Register.

Upon completion of the new compilation of the District of Columbia Rules and Regulations, reproduction and distribution of new, amendment, or deleted regulations for public availability should be faster as supplemental service will be provided by the outside contractor who has automated inputting and printing capability.

All correspondence received in the Office of the Secretariat is either answered by letter or referred to District departments and agencies on a daily basis.

Mr. BAYH. What improvements have been made in speeding up the activities of the Secretariat? What improvements are planned?

Mr. SCHALLER. A new logging and tickler system has been revised to control all correspondence received. A new correspondence manual is being revised to eliminate some of the old procedures. To insure that all correspondence can be located with a minimum of time, a mechanized file is under review.

Executive Office

Office of Public Affairs

STATEMENT OF SAM EASTMAN, PUBLIC AFFAIRS OFFICER

BUDGET REQUEST

Senator Bayh. The next witness is Mr. Sam Eastman, District of Columbia Public Affairs Officer.

Mr. Eastman, you may proceed.

Mr. Eastman. Mr. Chairman, no additional staff positions are being requested for the Public Affairs Office for fiscal year 1974.

The proposed budget for the office, which serves as a central public information agency for the District government, is $232,600. This amount is $2,100 less than the office's estimated budget for the current fiscal year.

The office has 12 positions. Of the $232,600 total that is being requested, $203,900 is needed for payroll costs. The $28,700 balance would be used for all other costs of operating the office.

The main responsibility of the office is to help to keep the public informed on the activities of the District Government. For the most part, this effort centers upon the channeling of information to the community through the news media.

The work of the office includes preparation of news releases, reports, and statements on city government matters and the arrangements of news conferences and interviews. The staff also supplies information in response to inquiries both from the community and from out-of-city residents. The office also provides photographic services for the executive branch.

Under congressional action in fiscal year 1972, the responsibilities and the staff of the office were expanded to provide a central press information system for the District government.

RESPONSIBILITIES OF PUBLIC AFFAIRS OFFICE

Senator Bayh. In looking at the District Government and all of its many facets, are all of these public affairs duties handled by you, your office?

Mr. Eastman. No, sir. In general, my office has that responsibility for the agencies that are under the direct operational control of the Mayor. We do not, for example, provide service to the school system or the courts.

Senator Bayh. The school system would have their own separate Public Affairs Officer?

Mr. Eastman. Yes, sir.

Senator Bayh. Mass transit, I suppose, also would have?

Mr. Eastman. Yes, sir. The police department also has a separate information office.

Senator BAYH. Is the Police Department directly responsible to the Mayor?

Mr. EASTMAN. Yes, sir.

Senator BAYH. Why do they have a separate Public Affairs Officer?

Mr. EASTMAN. Let me respond this way. The consolidation of the Public Affairs functions was initiated by this committee in the fiscal 1972 budget; and the committee designated which public information positions should be eliminated. The Police Department Information Office was not affected.

Senator BAYH. For our record, would you please provide a list showing how many different Public Affairs Officers there are; what departments they are responsible for?

Mr. EASTMAN. Yes, sir.

Senator BAYH. Do you have any specific policies relating to coordination among these varying Public Affairs Officers?

Mr. EASTMAN. Yes, sir. We attempt to maintain close and continuing coordination, and that is the case with the Police Department. I think on that point also, the very nature of the operation there lends itself to a separate office. They have a 24-hour-a-day operation, and they are out in the field; and I think there is some logic in maintaining a separate office for that department.

INFORMATION ON PUBLIC AFFAIRS OFFICERS

Senator BAYH. If you give us that information, I would appreciate it. You might put the salaries of the individuals involved down, too, so we would get some sort of overall idea down of how much money we are spending for Public Affairs and all that that encompasses.

Mr. EASTMAN. Yes, sir.

[The information follows:]

PUBLIC INFORMATION PERSONNEL

OFFICE OF PUBLIC AFFAIRS

Samuel T. Eastman Public Affairs Officer	GS-15-5	$30,486
John H. Drof Public Information Specialist	GS-14-4	25,398
Kathleen S. Ross Public Information Specialist	GS-13	19,700
Israel B. Singleton Public Information Specialist	GS-13	19,700
Jane S. Muller Public Information Specialist	GS-12	16,682
Vacant position Public Information Specialist	GS-12	16,682
Mary D. McKey Public Information Specialist	GS-11-4	15,394
James L. Holloway Photographer	GS-8-5	11,932
Marvin H. Wurts Photographer	GS-8-10	13,687
Betty A. Underdue Writer-Editor	GS-7-7	11,422
LaVerne E. Harvey Secretary	GS-6-3	9,144
Lillian E. Hawkins Secretary	GS-6-3	9,144

FEDERAL CITY COLLEGE

John Black Director of Public Affairs	A12	16,795
Joe Elam Public Information Specialist	A11-5	12,527
Carolyn Pierce Administrative Aide	A13-L5	10,675

D. C. FIRE DEPARTMENT

Chief David E. Myers Battalion Fire Chief 25% Public Information		21,560

MODEL CITIES PROGRAM*

Helen Rouce Public Information Specialist	GS-11	13,996

MANPOWER ADMINISTRATION**

Adolph Slaughter		
Public Information Specialist	GS-14-4	$25,398

METROPOLITAN POLICE DEPARTMENT

Sgt. Carolyn Charity		
Public Information Specialist		15,620
Officer William C. Miskovic		
Public Information Specialist		12,900
Officer Gary Brown		
Public Information Specialist		12,100
Officer Gary Hankins		
Public Information Specialist		10,800
Officer Charles Collins		
Public Information Specialist		10,800
Mary Ann Schor		
Public Information Specialist	GS-11-4	15,394
Josephine Moffitt		
Public Information Specialist	GS-11-3	14,928
William Jepson		
Public Information Specialist	GS-11	13,996
Yvonne Miller		
Administrative Aide	GS-5-5	8,722
Barbara Gooding		
Clerk typist	GS-2	5,432

PUBLIC SCHOOLS

Rudolph A. Pyatt		
Public Information Specialist	GS-15-2	27,795
Karon J. Neale		
Public Information Specialist	GS11-2	14,462
Boris M. Ricks		
Administrative Aide	GS-6-6	10,002
Mary M. Johnson		
Clerk-Typist	GS-4-3	7,340

WASHINGTON TECHNICAL INSTITUTE

Lloyd S. Genus		
Public Information Officer	A7-L5	15,670

*Grant funded, grant specified position
**U.S. Department of Labor funded position

INFORMATION ON GOVERNMENT SERVICES

Senator BAYH. Let me ask you about one of your specific responsibilities, a booklet on government services and budget information funded in fiscal year 1972. Did you issue such a booklet?

Mr. EASTMAN. Yes, Mr. Chairman. We did. We had printed 150,000 copies of that booklet; and as of today, we have distributed about 125,000 copies.

Senator BAYH. How is that booklet distributed?

Mr. EASTMAN. Basically through District Government installations throughout the city—the libraries, recreation centers, through the National Capital Housing Authority Office, and so forth.

Senator BAYH. What has been the response to that?

Mr. EASTMAN. We have had favorable response, Mr. Chairman. I think it was a worthwhile project.

Senator BAYH. Are you going to reissue similar pamphlets this year?

Mr. EASTMAN. Yes, sir. We are planning to publish a revised pamphlet soon after the adoption of the new budget.

Senator BAYH. You feel the budget item in your department is sufficient to do the job in the present fiscal 1974 request?

Mr. EASTMAN. Yes, sir. I do.

Senator BAYH. Mr. Eastman, unless you feel inclined to say more or respond further, I think that will do the job.

Thank you very much.

Mr. EASTMAN. Thank you very much.

Office of Budget and Financial Management

STATEMENT OF COMER S. COPPIE, DIRECTOR

ACCOMPANIED BY JOHAN RUDD, ADMINISTRATIVE OFFICER

OPENING OBSERVATIONS

Senator Bayh. The next witness or witnesses represent the Office of the Budget and Financial Management, Mr. Comer Coppie, Director, and Mr. Johan Ruud, Administrative Officer.

Gentlemen, we appreciate your being with us. If you desire, gentlemen, we would be glad to put your statement in the record and address ourselves to some questions that we might have.

Mr. Coppie. That's fine, Mr. Chairman.

I think that it might be helpful if I just said that this office was created in April of 1972, so we have just celebrated our first birthday. It was a strong effort and a strong commitment on the part of the Mayor to bring together the budget and the accounting responsibilities of the District government under one umbrella, to move forward with an improved program of financial management and resource management.

I think the record of achievement in our initial year is one in which the city can take some pride. I wanted to mention that as kind of an opening observation.

STATEMENT OF COMER S. COPPIE

Mr. Coppie. The Office of Budget and Financial Management was created April 5, 1972, by combining the Office of Budget and Program Analysis, the Central Accounting Office from the Department of Finance and Revenue and the Accounting Systems Division of the Office of Planning and Management. The Office of Budget and Financial Management's responsibilities include analysis of agency budget requirements; preparation of the annual capital and operating budgets; liaison with the City Council, Congress, and the President's Office of Management and Budget; preparation of the multiyear operating budget and 6 year capital improvements program; analysis of major legislative and program developments to determine their budgetary impact; accounting for the expenditure of funds; grant review and coordination; administration of the city's payroll and retirement systems; and administration of the city's program under the Emergency Employment Act.

In addition to carrying out the many activities necessary to prepare and implement the city's budget during the past year, the Office of Budget and Financial Management has introduced a number of important improvements in the budget and accounting processes. These include:

96-548 O - 73 - pt. 1 - 7

Development of a unified, total resources budget that shows capital and operating funds from all sources as well as important program information for each agency;

Publication of a multiyear operating budget;

Revision of accounting codes to correspond to the budget structure;

Improved grants management;

Development of Anti-Deficiency checks in processing vouchers;

Citizen review of the entire budget prior to final decisions;

Issuance of a preliminary agency budget marks prior to submission of detailed agency budgets; and

Preparation of new reports on the city's financial condition.

Formation of this office, development of a unified budget, publication of the multiyear budget, and the revisions in the accounting system are all consistent with Nelsen Commission recommendations.

Much of the work done in the past year has provided a foundation for a stronger and more effective budgeting and accounting process in the future.

During the coming year we will undertake a number of additional steps to bring about better resource management in the District government. These steps include:

A spring budget preview to provide early guidelines for the fiscal year 1975 budget;

An improved issue analysis process to focus on program evaluation;

Development of a program monitoring system designed to measure and improve productivity;

Improvements in the grants management and accounting areas to improve both the information and control potential of the system; and

Efforts to strengthen budget decisions in District agencies.

To make these improvements and to continue to meet our budgeting and accounting responsibilities, we are requesting $3,148,400 and 179 positions in the fiscal year 1974 appropriated budget. This is expected to be supplemented by some $129,900 and 15 positions from Federal grants.

This year's appropriation request represents an increase of $485,700 over our fiscal year 1973 adjusted base. No increase in positions is requested. The bulk of the increase, $300,000 is needed for fund contractual services necessary for the first year of a 2-year program designed to greatly improve the District's accounting system. During fiscal year 1974 we expect to use these funds to establish a remote inquiry capability on a pilot basis, improve the District's payroll system, further automate the position management reporting system, complete automation of the capital improvement accounting system, automate material and supply accounting and revenue accounting, and make technical improvements to improve the efficiency of the system.

The other major item of increase is $125,000 for a contract to automate the budget preparation process. This will greatly reduce the time that must be spent manually preparing the budget, reduce the possibility of errors, and allow more flexibility in the preparation of the budget.

The other increases are: $40,700,000 for the annualization of new positions approved last year and $20,000 for printing of the President's budget for the District of Columbia, which was formerly a Federal expense.

Grant funds will be utilized to improve the grants management process and develop a total resource management program that will emphasize defining and monitoring program results.

With that brief description of the Office of Budget and Financial Management request, I would be pleased to answer any of your questions at this time.

IMPROVEMENT IN FINANCIAL MANAGEMENT

Senator BAYH. Did you cover in your statement, Mr. Coppie, the improvements that have been made in financial management in the District since the function came under your jurisdiction about a year ago?

Mr. COPPIE. Mr. Chairman, I think I covered it reasonably well. I think, however, it might be helpful, to establish a full record on this. Would it be possible to have placed into the record a communication that the Mayor sent it to you on February 26, 1973, which had attached a memorandum from me to the Mayor, dated January 18, 1973. That document went into some detail concerning the progress that we have made in the last year, and the progress that we hope to make in the year that is being considered in this hearing. It also outlines very specifically the plan beyond those 2 years, Mr. Chairman.

[The information follows:]

Memorandum ● Government of the District of Columbia

TO: Mayor Walter E. Washington

Department, Agency, Office: Executive Office Budget & Financial Management

FROM: Comer S. Coppie
Director

Date: January 18, 1973

SUBJECT: Financial Management Improvement Program

In the nine months since its establishment, the Office of Budget and Financial Management has made considerable progress in its efforts to improve financial management throughout the District Government. Significant advances have been made in compliance with the Anti-Deficiency Act, personnel and grant funds management, and accounting structures and procedural improvements. This memorandum describes our achievements to date, presents our plans for the balance of Fiscal Year 1973, and outlines the longer range improvement effort. It also highlights the crucial role of the agencies in ensuring sound financial management in the District Government.

The Office of Budget and Financial Management was established in April 1972 to provide a focal point for budget, accounting, and financial management activities of the District Government. With the new office, the District would be able to take a unified and more efficient approach to financial management improvement.

Upon its creation, this office was charged with carrying out a comprehensive financial management improvement program, with the long-term goal of developing a fully integrated resource management system encompassing all District funds, personnel, equipment, and supplies. Immediate attention was to be given to correcting serious weaknesses in the present accounting system.

The following criteria were selected to guide the overall improvement effort:

1. The improved system will meet the needs of District Government officials and managers at all levels of the government and the needs of other interested parties, principally the Congress, the Office of Management and Budget, Federal agencies providing grants to the city, and the public.

2. The improved system will be based on the District Government Accounting Principles and Standards approved by the U. S. Comptroller General on February 18, 1972.

3. The improved system will provide all types of financial information required by city agencies, include cost accounting information when appropriate.

4. The improved system will use automated data processing techniques as much as possible to ensure maximum efficiency of accounting operations.

Because the approved Accounting Standards and Principles set the framework for the improvement effort, a first task was to extend those standards to all city agencies. When the Standards and Principles were approved last February, the 16 city agencies that were not under the Mayor's administrative control were therefore not covered by the approved standards.

All 16 agencies have adopted the approved standards, marking a milestone in our efforts to create a unified and well-coordinated city government. With all District agencies under the umbrella of the approved accounting standards and principles, we can focus attention on specific improvements in financial management systems and procedures.

The financial improvement effort has been divided into two phases. Phase I is aimed at correcting significant problems that have to be dealt with quickly; this phase will end June 30, 1973. Phase II, extending from July 1, 1973, to June 30, 1975, will cover the detailed design and installation of a fully integrated resource management system.

Phase I Efforts

Improvement efforts in the first phase have concentrated on four key areas:

1. Compliance with the Anti-Deficiency Act
2. Management of grant funds
3. Personnel management
4. Accounting structures and procedures.

Important improvements have been made in all areas, as described in the following sections. Other improvements are scheduled for completion by the close of this fiscal year.

Compliance with Anti-Deficiency Act

Issuance of detailed budget execution instructions and installation of an automatic safeguard against overspending in the accounting system are the most significant achievements to date in our efforts to ensure full compliance with the Anti-Deficiency Act.

The Office of Budget and Financial Management undertook as one of its key first tasks the preparation of detailed and comprehensive instructions for developing financial plans, obligating funds, and controlling and reporting financial transactions. These budget execution instructions were issued to all District agencies in June 1972, thus fulfilling a prime requirement of the Anti-Deficiency Act. The budget execution manual contained these important features:

a. Clear-cut assignment of authority and responsibility for fiscal control to each agency head. Each agency head was charged with ensuring that the agency followed sound accounting practices that were consistent with the approved Accounting Standards and Principles and with central accounting system procedures.

b. Apportionment requirement for grant funds and revolving funds. For the first time, agencies were required to develop apportionments showing the total amount of grant funds and revolving funds available for obligation during the year. The development of apportionments permits greater control over these two types of funds.

c. Explanations of terms and concepts and provisions of sample formats. The instructions contained explanations of important terms and concepts pertaining to the budget execution process. Such terms as obligations, accrued expenditures, and costs were described so that agency personnel could increase their understanding of the financial management systems. In addition, sample formats were provided for the reporting of accounting and financial management information.

d. Procedures for reporting problems. The manual provided detailed procedures for the agencies to use in reporting violations of the Anti-Deficiency Act to the Mayor and for notifying central staff of other financial management problems.

The second major improvement in this area was the installation of an automatic check of an agency obligation to ensure that enough money was available to meet that obligation. This check is performed before the obligation is entered into the central accounting system; if not enough money is available in the agency account, the obligation is automatically rejected by the system.

When this occurs, the central staff and the agency must take some action, such as a reporgramming or possibly a deobligation of other funds, to provide funding for the required obligation.

In a technical sense, this rejection test does not prevent a violation of the Anti-Deficiency Act because a violation occurs when an obligation is made in excess of available funds. However, this check is the forerunner of more effective procedures for preventing overobligations. We are developing a procedure that will permit an agency to incur an obligation only after verifying that enough money is available. This complex procedure, which will require a quasi-centralization of procurement, may be put into effect as early as July 1, 1973.

A related improvement was the development of an early warning system for potential overobligations and overexpenditures. Using data on how fast an agency has been obligating funds to date

in the fiscal year, we can project the total agency expenditures for the fiscal year and the year-end unobligated balance. If the projection shows that agency spending will exceed available funds, action can be taken to slow down the rate of expenditure or to reprogram funds from other sources. If the projection shows that a large unobligated balance may result, action can be taken to reprogram unneeded funds to other programs.

These improvements and other refinements were described in a manual on accounting system changes issued in June, 1972.

Grant Funds Management

Strengthening control over Federal and other grants awarded to District agencies is an important objective of the financial management improvement program.

As already noted, grant funds control was improved by the requirement that these funds be apportioned in a manner similar to that used for appropriated funds.

In addition, we have established a special mechanism for strengthening control over Federal block grants. A block grant is awarded to one District agency that serves as the prime recipient; that agency then distributes portions of the grants to the other city agencies, which are secondary recipients. One example is the block grant awarded by the Law Enforcement Assistance Administration of the Justice Department and administered by the Office of Criminal Justice Plans and Analysis in the District Government.

To manage these grants properly, we set up for each block grant a central account that can be divided to show the amount of funds allotted to each secondary recipient. The central accounting system provides financial reports on the total grant to the prime agency recipient, which acts as the chief administrator and financial manager for the grant. This new procedure thus establishes a focal point for control of the entire block grant and provides for greatly improved monitoring of financial transactions made by all agencies receiving some portion of the grant.

Personnel Management

Improvements have also been made in personnel management activities. A personnel monitoring system has been installed to cover all categories of city employees. The system produces reports, on request, to show personnel information for each employee category for each agency. Specifically, the report relates the number of city employees on the most recent payroll to the number of employees authorized under the personnel ceiling. Data are provided for the various personnel categories (e.g., permanent, temporary, grant funded).

The present system cannot prevent an agency from exceeding its personnel limit, but it does permit prompt action to correct any instances of excess personnel.

A more sophisticated and effective system is being developed. During this fiscal year, the District will test a position management and personnel reporting system in those city agencies that are served by the central personnel office and in the Department of General Services. This sytem will provide program and financial managers with a variety of controls over all aspects of positions management and personnel in the District Government.

Accounting Structures and Procedures

Accounting codes have been completely restructured, and a major effort is underway to strengthen and document accounting procedures.

One of the first steps in the financial management improvement program was to restructure agency accounting codes so that accounting information could be collected in the same categories used in presenting budget requests to the Congress.

The initial restructuring was done on the basis of existing budget structures. These budget structures are now being reviewed and refined as necessary; the accounting codes will then be realigned to reflect changes in budgeting structure.

This work should be completed by June 30, 1973, so that for Fiscal Year 1974 budget and accounting codes will be fully consistent and will provide information required by city officials and program managers.

Improvement of central accounting procedures and controls is a high priority goal for the current fiscal year. The accounting division of the Office of Budget and Financial Management processess all accounting transactions, including payroll transactions, for the District Government.

The primary objectives of this effort are to strengthen control over accounting documents, to clear up inconsistencies in manual procedures, to document all procedures, and to provide for increased supervisory capabilities.

We are reviewing all procedures for processing documents and informationion into or out of the accounting division. As a result of this review, we expect to streamline processing operations. The revised operations will be supported by detailed instructions for each process, a reorganization of the accounting division to reflect the procedural changes, and a training program to aid accounting personnel in carrying out the revised procedures.

The final step will be to document fully the improved accounting system to set the standards and procedures for all current and future accounting division employees. The documentation will trace all accounting documents from their origin in city agencies through all accounting procedures to final input in the computer-based central accounting system. Uses and distribution of all accounting reports will also be described.

Another improvement to be completed during Fiscal Year 1973 is the establishment of an automated system for creating and keeping up to date a District of Columbia General Ledger. The ledger will be a central information source for reports on financial condition and financial progress in the District Government.

Phase II Efforts

The second phase of the financial management improvement effort will begin about July 1, 1973, and will extend through June 1975. It will build on the advances made up to that point to establish a fully integrated resource management system.

The first key step in Phase II will get under way toward the close of this fiscal year. That will be the determination of user requirements for the system -- the information and types of financial reports District managers need to carry out their responsibilities effectively. Specifically, we will:

a. Identify precisely the financial information needed by each agency and by other users.

b. Determine what additional capability will be required in the central system to eliminate the need for existing agency systems.

c. Determine how advanced computer technology can increase the efficiency and usefulness of the central accounting system.

The answers to these inquiries will shape the integrated financial system. The system will include information on revenues earned, accounting receivable, and costs, as well as cost-based accounting data for all revolving funds.

Other improvements to be carried out during the second phase include:

1. Completion of installation of the position management and personnel reporting system in all city agencies.

2. Establishment of codes for individual grant-funded programs within grant accounts.

3. Strengthening of control over accounting transactions by the installation of more checks and balances in accounting procedures.

4. Feasibility study of use of computer terminals at the agency level for quick retrieval of information and installation of the termins if desirable.

5. Improvement and further automation of the payroll and retirement benefits systems, including development of automated time and attendance record keeping and reporting.

A detailed plan for carrying out these and other improvements, resulting in the creation of a comprehensive resource management system, will be developed as the results of the first phase become available.

Responsibilities of the Agencies

The improvements to be made in central accounting systems are essential to effective financial management in the District Government. No less essential is the development of strong financial management policies and practices at the agency level. The agencies must carry out their responsibilities effectively if the overall system is to succeed.

Financial management capabilities vary greatly at the agency level. From our work to date, we believe that many major agencies have serious deficiencies in their overall financial management policies, as well as problems in individual accounting systems. These deficiencies must be eliminated; financial management leadership must be strengthened at the agency level to ensure the successful implementation of the planned systems improvements.

Proper financial management cannot be completely superimposed from above. It must be rooted in sound practices at the lowest organizational levels and must be supported by all District officials and managers. Efforts to strengthen agency capabilities must receive special attention as we continue the financial management improvement program.

LEVEL OF PUBLIC ASSISTANCE PAYMENTS

Senator BAYH. This morning we were talking with the Mayor about welfare reform. I thought I might also ask you about this, because you used it later in your own statement. You talked about raising payments to 90 percent of the 1970 cost of living.

Why is it that here for fiscal 1974 we are still talking about 90 percent of the 1970 cost of living? Is that some sort of landmark year?

Mr. COPPIE. Mr. Chairman, we are currently making our public assistance payments based on the standard that was approved in 1970.

Ideally, we should be paying at the latest cost-of-living index. We are paying on a standard that was approved in 1970. We proopse to pay at 90 percent of that standard.

The responsibility for revising and updating that standard rests with the Department of Human Resources. I believe they can give you specific information as to what the current plan is for moving forward with the new standard; but the 1974 budget proposes to pay at 90 percent of that 1970 standard. I believe that would amount to around 75 to 80 percent of the current cost-of-living index.

Senator BAYH. I hope when those folks do come up we will have a more relevant figure, because when you look at the way the cost of living has been going up in the last 3 months, to talk about 90 percent of the 1970 figure really does not have much meaning to me as to what percentage of the budget of a needy family we are meeting.

In going through the budget, one item that sort of just jumps out at you, and I am sure you can explain, is page BC 4 where you list other services. You have an increase from adjusted base of $96,700 to over $541,000.

Now, can you tell us why you have that significant increase there in an unspecific area, please?

Mr. COPPIE. Mr. Chairman, it falls into two primary budget requests for increases to my office in the 1974 fiscal year. As I indicated in my opening remarks, this office was created in April of 1972 to bring together the accounting and budgeting responsibilities in the city under one office, and to move forward with a progressive program of financial management in the city. And we have been doing that in the last year.

In the 1974 fiscal year we do propose an increase of $300,000 for a whole series of improvements in the financial management area—improvements where we will essentially contract for the service. That service will be provided in 1974 and will allow us to move forward with the financial management improvement program in the city.

The second request is for $125,000. That is to automate the budget process in the city.

Mr. Chairman, you have before you the first volume of what are five volumes of justifications. Those five volumes of justifications of the city budget are manually prepared.

SAVINGS FROM BUDGET AUTOMATION

Senator BAYH. How much money will you save once you get automated over the present method of doing it manually?

Mr. COPPIE. We have not done that kind of a cost-benefit analysis. What we are prepared to say is that the manpower that will be saved

will be very substantial. It will be possible to redirect that manpower to what I think are higher priority purposes in the city. And it will also reduce the need for additional manpower in subsequent years.

That kind of benefit will result, rather than an actual dollar benefit that is readily identifiable. This would be a significant improvement in our budget process, Mr. Chairman.

Senator BAYH. It makes sense to me, what I know of it right now. I wish we could do that more on the Hill than we have.

CAPITAL IMPROVEMENT BUDGET

One question that I wanted to ask you this morning, Mr. Coppie, and I will pose it now since we have you here, if Mr. Ruud would just bear with us for a moment; and that is, strictly from a dollar and cents repayment standpoint. I continue to be a bit concerned about the size of the capital improvement budget. This program might result in an increasing drain on the city's budget years after we are here.

The request before us this year, as I recall, is $150 million, which is right on the limit proposed by Congress. I note that the projects for fiscal 1975 are $194 million. I just wondered where we are headed in the future?

Mr. COPPIE. Mr. Chairman, you will recall that a similar question was raised during the supplemental hearing; and I answered at that time by saying that what we are faced with is a physical plant that is outmoded and just worn out.

Before 1960 there was no significant public debt in the District of Columbia with the exception of three areas—the sewage area for sewage improvements, the water area for water improvements, and the transportation area primarily for highway improvements.

The broad areas of human, and social, and public safety needs were not addressed in any meaningful or comprehensive basis for most of the first half of this century. To the extent that it was addressed, it was paid for out of the current revenues that were available to the city, rather than with borrowing from the Treasury, which is the way we now pay for our capital programs.

I also pointed out at that time that we have gone back and reviewed the history of capital improvements in the city. There have been two major capital improvement programs that have benefited the city in the period of the history that we looked at. One was the period immediately after the Civil War, under the very strong direction of Commissioner Shepherd. The second was the comprehensive and meaningful program that has been developed under the leadership of Mayor Washington.

During Mayor Washington's administration we have capital programs that approach about $800 million, and that falls into the following areas. Twenty-seven percent or $266 million of that is in the area of public schools. We have public schools in the city, Mr. Chairman, that are more than 100 years old and are in need of replacement.

The second major area is in the area of public transportation, $231 million; and of course, that is highlighted by the Metro program, the new subway for the city.

A third major area is the whole area of the environment; and the major improvement there, other than improvements in traditional areas of water and sewage, is the Blue Plains program of expansion.

Another major area is the public safety area, $65 million; the human resources area, $28 million.

So it is in this broad area, other than the traditional areas that have received capital improvements in the city, that I have spoken to, where we are in need of very substantial attention and improvement.

We are not unmindful of the fact that it is going to cost the city a considerable amount of money. The current public debt in the city is $29 million; it will increase to $40 million in 1974. It will approach $100 million by the end of the current decade.

The benefit will be in an improved physical plant for the District of Columbia.

SIX-YEAR CAPITAL IMPROVEMENTS PROGRAM

Our 6-year program of capital improvements approved last year was based on a capital program of $150 million per year. It was based on the assumption that the permanent campuses for the Washington Technical Institute and the Federal City College would be financed by some resource other than the city's resource. Perhaps that responsibility would be assumed by the Federal Government.

We are now committed to having those two permanent facilities constructed by the city; and the difference between the $150 million and the $195 million represents approximately $45 million that is in the 1975 budget for the development of the permanent campuses for the Federal City College and Washington Technical Institute.

Mr. Chairman, these two colleges were authorized by a Public Higher Education Act that passed the Congress in 1967. With the exception of one new facility that is now underway, those colleges have been located in temporary facilities in the District of Columbia; and the city is committed to building permanent campuses for those two colleges. They are obviously indispensable to the total mission of the colleges and indispensable to their future.

But at the same time, it is going to cost substantial sums of money. The estimated total cost is probably $200 million to $300 million over the next several years.

It is in that context that I respond to your question. There will be some considerable correlation in the period ahead between the kind of commitment that we want to make in the capital area and the future of the inner city. If we are successful in making that commitment, I think we can be reasonably assured of a viable future. If we cannot be assured of making that commitment, then I think that the future could be something less than that.

Senator MATHIAS. Is there anything further that you would like to tell the committee in relation to the budget request?

Mr. COPPIE. Not at this time, Mr. Chairman.

Senator MATHIAS. Mr. Coppie, I have a few questions for you. If you do not have the answers today, please submit them for the record.

Mr. COPPIE. Mr. Chairman, I would be happy to do so.

RESPONSIBILITIES OF STAFF UNITS

Senator MATHIAS. How do the responsibilities of OBFM relate to the responsibilities of OPM and the Municipal Audit Office?

Mr. COPPIE. These central staff units have functions and responsibilities that must be closely coordinated, but we believe their missions

are sufficiently different to avoid unnecessary overlap or duplication of efforts.

OBFM has prime responsibility for developing the budget. This process, to be fully effective, must include program analysis and performance measurement activities. It must also incorporate the results of planning efforts. OPM therefore provides important information to the budget process.

OBFM has prime responsibility for carrying out central financial management functions and for overseeing agency financial management activities. In accordance with sound accounting practices, OBFM does not audit its own activities. This responsibility is carried by the Office of Municipal Audit and Inspection.

Senator MATHIAS. Are additional resources being requested to strengthen the budgeting and program analysis functions of the office? What improvements are planned in these areas?

Mr. COPPIE. We are requesting $125,000 for fiscal 1974 to automate the annual budget preparation process. The manual process now used is time consuming and uses up time and effort that could better be used in substantive analysis of District programs and activities.

With an automated budget preparation system, more staff resources can be devoted to program analysis. Ultimate benefits to the District government will be in the form of improved resource allocation and better services to District residents.

A related effort is the resource management improvement program. The program will concentrate on two areas essential for effective resource management: First better information for resource allocation decisions; and second, more systematic decision processes for establishing city priorities.

An important first step is to develop productivity indices and goals, measures of program effectiveness, and data on the short-run fiscal impact of current program decisions. We have begun work on this task.

Senator MATHIAS. What redirections and program reductions were made in developing the 1974 budget request?

Mr. COPPIE. Schedules 6 and 6A of the budget justifications identify and describe the funding redirections within and between District agencies in the development of the 1974 budget request.

Some major redirections are:

Extensive redirections throughout the agency to improve management and to insure adequate funding for high priority programs.

PROCESSING OF TRAFFIC VIOLATION NOTICES

To improve management of traffic violation notices, responsibility for the processing has been centralized in the superior court. Resources have been redirected from Corporation Counsel, Police Department, and Motor Vehicles to the court as a result of change in responsibility.

PUBLIC SCHOOLS

Reprogramings to expand special education programs and to create a management services office for the current year are made permanent through the redirection of funds in the 1974 budget request.

DEPARTMENT OF HUMAN RESOURCES

Department has been reorganized to improve management and to improve the delivery of services.

DEPARTMENT OF ENVIRONMENTAL SERVICES

Funds were redirected from throughout the Department to create an Office of Special Services, to improve coordination and cooperation with the community in carrying out departmental programs. Also funds redirected to create a Facilities Maintenance Unit.

Senator MATHIAS. How does the city determine which programs are successful and which ones are not?

Mr. COPPIE. Measuring program effectiveness, especially for programs designed to meet social goals, is an extremely difficult task but one that is vital to effective resource allocation.

We can mark the beginning of District-wide efforts to measure program effectiveness with the introduction of planning, programing, and budgeting (PPB) concepts about 5 years ago. The PPB process requires agencies to identify goals and objectives and to describe agency activities and programs in terms of how they attempt to meet those goals. The identification and quantification of program indicators (need/demand indicators, output indicators, and effectiveness indicators are also part of the PPB process.

We recognize that our ability to measure program effectiveness must be significantly strengthened. Our request to automate the budget preparation process will help in this area by freeing staff time to devote to substantive program analysis. Also, the resource management program now under way is aimed at significantly improving our capability to measure program performance and effectiveness.

The Mayor has made a commitment to the Congress and to the people of Washington to insure that available resources are used as effectively and efficiently as possible. The effectiveness measurement program is being given high priority, and we expect to see results in the near future.

Senator MATHIAS. All right. Fine.

Thank you very much.

Mr. BAYH. One last question, Mr. Coppie. How much did it cost to print this year's budget compared with last year's? How many hard cover copies did you request this year as compared with last year?

Mr. COPPIE. The 1974 budget for the Office of Budget and Financial Management includes an increase of $20,000 for printing the President's budget for the District. Of that amount, $10,000 is to cover the

cost of printing the fiscal 1974 budget request and $10,000 is for printing the 1975 budget.

The cost of printing 5,000 copies of the 1972 budget was $12,000. The printing cost for 5,000 of the 1973 budget request for the city was also $12,000. For 1974, the District of Columbia printed 3,000 copies of the budget at a cost of $8,000, including a lesser number of hard cover copies as compared with last year.

Office of Personnel

STATEMENT OF DONALD H. WEINBERG, PERSONNEL OFFICER ACCOMPANIED BY OSCAR MAYS, ADMINISTRATIVE OFFICER

PREPARED STATEMENT

Senator Mathias. We will now call Mr. Donald H. Weinberg of the Office of Personnel.

Mr. Weinberg, in addition to the fact that we are working against our own clock, we are working against the activities on the floor. If it is agreeable to you, the subcommittee will be happy to receive your statement in full and you could summarize it briefly for us.

Mr. Weinberg. Thank you, Mr. Chairman. That would be perfectly agreeable with me. And I will be pleased if you have some questions that I could answer. I have Mr. Oscar Mays, who is my administrative officer with me here also.

[The statement follows:]

(111)

96-548 O - 73 - pt. 1 - 8

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE, LET ME START BY EXPRESSING MY APPRECIATION FOR THE OPPORTUNITY TO APPEAR BEFORE YOU TODAY.

AS THE DISTRICT'S NEW DIRECTOR OF PERSONNEL, I COME BEFORE THIS DISTINGUISHED BODY WITH A NEW VITALITY TO MAKE THIS CITY GOVERNMENT A BETTER PLACE TO WORK. WE ARE NOW IN THE PROCESS OF DEVELOPING NEW AND EXCITING PROGRAMS IN THE AREAS OF EXPANDED RECRUITMENT AND PLACEMENT OF WOMEN, THE ESTABLISHMENT OF SATELLITE RECRUITING OFFICES IN VARIOUS AREAS OF THE CITY SO THAT WE MAY PROVIDE A BETTER SERVICE TO THE COMMUNITY, AN EMPLOYEE NEWSPAPER SHOULD HAVE ITS FIRST PRINTING IN MID-APRIL, AN OUTREACH PROGRAM FOR THE SELECTION OF EXECUTIVES AS WELL AS OUR OWN MANAGEMENT INSTITUTE TO PROVIDE A VEHICLE FOR YOUNG PEOPLE, BLACKS AND OTHER MINORITIES TO BE DEVELOPED FOR OUR TOP LINE POSITIONS.

MR. CHAIRMAN I DO NOT BELIEVE THAT THE PERSONNEL FUNCTION IS EITHER STERILE OR BANKRUPT. I BELIEVE THAT ITS OBJECTIVE AS A CONCEPT OF MANAGEMENT IS TO MAKE THE MOST OF OUR TALENTS, NOT ONLY IN WHAT WE ARE NOW DOING, BUT IN FORESEEING AND PREPARING FOR THE FUTURE. OUR ATTITUDE IS ONE OF "CAN DO". THE MAYOR, THE CONGRESS AND THE NELSEN COMMISSION SUPPORT A STRONG CENTRAL PERSONNEL OFFICE WHICH WILL PROVIDE DIRECTION AND GUIDANCE TO OUR DEPARTMENTS AND AGENCIES AND IT IS MY INTENTION TO CARRY-OUT THAT MANDATE.

I BELIEVE THAT THE PERSONNEL PROGRAM MUST BE AN OPEN PROGRAM RESPONSIVE TO THE NEEDS OF A GREAT CITY, YET PROTECTIVE OF THE RIGHTS OF ITS EMPLOYEES.

THE POINT THAT I AM TRYING TO MAKE IS THAT OUR GOALS TO BUILD A VIGOROUS PERSONNEL PROGRAM ARE NOT WISHFUL FANCY NOR ARE THEY SPECULATION. THEY ARE PERFECTLY CLEAR STATEMENTS THAT WE ARE GOING TO DO SOMETHING AND THAT SOMETHING IS POSITIVE AS OUTLINED IN OUR "PROGRAM OBJECTIVES" STATEMENT FOR 1973.

NELSEN COMMISSION RECOMMENDATIONS

A KEY TO THE DIRECTION THAT THE PERSONNEL OFFICE MUST TAKE PARALLELS THE REPORT AND RECOMMENDATIONS MADE BY THE NELSEN COMMISSION. THIS DOES NOT MEAN THAT I AGREE WITH ALL OF THE RECOMMENDATIONS, HOWEVER WE HAVE ALREADY IMPLEMENTED MANY; WE ARE ON THE THRESHOLD OF IMPLEMENTING OTHERS, AND HAVE A NUMBER UNDER STUDY. THE THRUST OF THE COMMISSION REPORT HAS MOTIVATED US TO CONTINUE THE MOMENTUM BY CONSIDERING PROPOSALS BEYOND THE REPORT TO ASSURE THAT WE ARE NEVER AGAIN ACCUSED OF INEFFECTIVENESS.

IT ONLY SEEMS PRUDENT THEREFORE TO GET AN EARLY JUMP ON THE FUTURE WHILE THERE ARE MANY COURSES OF ACTION AVAILABLE, INSTEAD OF WAITING UNTIL EVENTS FORCE OUR HAND IN A MANNER WHERE WE DEPEND ON REACTING RATHER THAN TAKING ALL POSSIBLE INITIATIVE.

THE THINGS WE WANT TO ACCOMPLISH MUST BE TRANSLATED FROM DESIRE TO ACTUALITY AND IT WILL REQUIRE A STRONG COMMITMENT OF SUPPORT TO MOVE THE PERSONNEL PROGRAM IN THE DIRECTION THAT THE MAYOR WISHES IT TO TAKE.

MY APPEARANCE BEFORE YOU TODAY IS TO SUPPORT THE FIRST STAGE OR REDIRECTION NECESSARY TO BRING ABOUT A BALANCE BETWEEN THE NEED TO CENTRALIZE CERTAIN FUNCTIONS AND TO HAVE THE CAPABILITY TO DECENTRALIZE OTHERS. WE WILL BE ASKING FOR MORE OF THIS MANNER OF FUNDING IN THE NEAR FUTURE AND IT IS MY OBJECTIVE TO UTILIZE THE PERSONNEL RESOURCES CURRENTLY AVAILABLE IN THE DISTRICT GOVERNMENT BEFORE ASKING FOR ANY ADDITIONAL PERSONNEL POSITIONS AND RELATED RESOURCES FROM THE CONGRESS.

DISTRICT-WIDE AUTOMATED POSITION MANAGEMENT SYSTEMS

THE REDIRECTION OF FOUR POSITIONS FOR OUR POSITION MANAGEMENT AND PERSONNEL REPORTING SYSTEM ALLOWS US THE ABILITY TO CONTINUE THE MOVEMENT AWAY FROM THE STONE AGE TO THE SPACE AGE.

PAST REQUIREMENTS FOR THE COMPILATION OF DATA FOR POSITION MANAGEMENT, PERSONNEL REPORTING AND BUDGET FORMULATION GREATLY OVERTAXED THE EXISTING MANUAL REPORTING SYSTEM OF THE D.C. GOVERNMENT. IN ORDER TO RESPOND TO REQUESTS FROM THE MAYOR AND CONGRESS, EACH DISTRICT AGENCY MANUALLY CONSOLIDATED ALL DATA RECEIVED BEFORE RELEASING THE FINAL REPORTS. IN SOME INSTANCES, THE AGENCIES WERE UNABLE TO LOCATE AND RECONSTRUCT THE REQUIRED INFORMATION. AS A RESULT, NO REPORT COULD BE ISSUED. EVEN WHEN SUCH INFORMATION DID EXIST, IT WAS UNAVAILABLE ON A TIMELY BASIS, AND DELAY COMBINED WITH HUMAN ERROR MADE QUESTIONABLE THE RELIABILITY OF THE INFORMATION. BECAUSE OF THE DISTRICT OF COLUMBIA'S UNIQUE PERSONNEL REGULATIONS AND ITS VARIETY OF PAY AND RETIREMENT SYSTEMS, NO FEDERAL AGENCY POSSESSED

A PERSONNEL ADP SYSTEM WHICH COULD BE READILY ADAPTED FOR DISTRICT GOVERNMENT NEEDS. THEREFORE, EACH DISTRICT OF COLUMBIA AGENCY WHICH HAD STARTED AN AUTOMATED PERSONNEL SYSTEM HAD DEVELOPED IT TO FIT SPECIFIC NEEDS AND AS A RESULT, ALL FOUR EXISTING AGENCY ADP SYSTEMS WERE EXTREMELY LIMITED. (MOREOVER, EACH SYSTEM HAD A DIFFERENT METHOD OF ENTERING INPUT DATA, HAD DIFFERENT DATA ELEMENTS AND CODING SCHEMES, AND PRODUCED DIFFERENT TYPES OF REPORTS OR VARIATIONS OF THE SAME REPORTS. THEY WERE NOT COMPATIBLE AND COULD NOT BE MADE COMPATIBLE.)

FOR THESE REASONS, THE D.C. PERSONNEL OFFICE, IN COOPERATION WITH THE OFFICE OF BUDGET AND FINANCIAL MANAGEMENT, DECIDED IN 1970 TO DEVELOP AND IMPLEMENT A STANDARDIZED ADP RECORD PROCESSING AND REPORTING SYSTEM WHICH INCORPORATED PERSONNEL DATA FROM ALL D.C. DEPARTMENTS AND AGENCIES. THE LACK OF AN EFFECTIVE AND EFFICIENT PERSONNEL MANAGEMENT INFORMATION SYSTEM WAS OF GREAT CONCERN TO BOTH OF THESE OFFICES, AS APPROXIMATELY 75% OF THE DISTRICT'S MONIES ARE EXPENDED FOR PERSONAL SERVICES. THEREFORE, THE D.C. PERSONNEL OFFICE AND THE OFFICE OF BUDGET AND FINANCIAL MANAGEMENT POOLED THEIR RESPECTIVE EXPERTISE IN ORDER TO CONSTRUCT A SYSTEM WHICH WOULD BE READILY AVAILABLE AND RESPOND TO INQUIRIES RECEIVED FROM THE CONGRESS, THE MAYOR, AND OTHER SOURCES AND WHICH WOULD ANSWER INTERNAL MANAGEMENT'S NEED FOR INFORMATION WHICH IS READILY ACCESSIBLE AND HIGHLY RELIABLE. I WOULD LIKE TO INTERJECT THAT THESE TWO OFFICES ARE MOVING ON OTHER JOINT

PROGRAMS IN SUCH AREAS AS FUNDING FOR POLICE, FIRE AND TEACHERS RETIREMENT SYSTEMS, COST ANALYSIS OF PAY SYSTEMS AND IMPROVING PRODUCTIVITY AND QUALITY OF WORK PERFORMANCE. THIS UTILIZES THE STRENGTHS OF BOTH OFFICES IN REACHING COMMON OBJECTIVES.

IN SEPTEMBER 1970, A TEAM OF D.C. GOVERNMENT EMPLOYEES CONSISTING OF THREE SYSTEM ANALYSTS, A PERSONNEL MANAGEMENT SPECIALIST AND A BUDGET ANALYST WAS ESTABLISHED FOR THE PURPOSE OF DESIGNING A DISTRICT-WIDE ADP SYSTEM WHICH WOULD MEET THE BASIC MANAGEMENT NEED FOR COMPREHENSIVE INFORMATION REGARDING BUDGET, PERSONNEL AND POSITION DATA. BY OCTOBER OF 1971, BASIC SYSTEMS DESIGN HAD BEEN COMPLETED. FULL-TIME D.C. POSITIONS WERE NOT AVAILABLE TO BEGIN IMPLEMENTATION OF THE SYSTEM, SO APPLICATION WAS MADE TO THE U.S. CIVIL SERVICE COMMISSION FOR AN INTERGOVERNMENTAL PERSONNEL ACT GRANT IN ORDER TO FURTHER DEVELOP THE SPECIFIC DETAILS OF THE NEW SYSTEM AND THEN IMPLEMENT IT ON A PILOT PROJECT BASIS. THE GRANT WAS APPROVED, AND A SOMEWHAT EXPANDED SCOPE OF OPERATIONS BECAME POSSIBLE.

THE SHORT-RANGE OBJECTIVES OF THE SYSTEM HAVE BEEN ACHIEVED. THE STATISTICAL REPORTS NEEDED TO PROPERLY ADMINISTER A POSITION MANAGEMENT PROGRAM IN THE D.C. GOVERNMENT FOR THOSE POSTIONS CONVERTED TO THE AUTOMATED SYSTEM ARE NOW AVAILABLE. UNFORTUNATELY, EXTREMELY LIMITED MANPOWER HAS PRECLUDED CONVERTING ALL AGENCIES TO THE DISTRICT-WIDE SYSTEM ON A TIMELY BASIS.

AMONG THE KINDS OF INFORMATION WHICH CAN BE PROVIDED BY THE SYSTEM AT THIS TIME ARE THE FOLLOWING:

A. NUMBER OF POSITIONS.

B. NUMBER OF EMPLOYEES.

C. ORGANIZATIONAL STAFFING PATTERNS.

D. THE STATUS OF POSITION: VACANT, FILLED, OBLIGATED, FROZEN.

E. AVERAGE GRADE OF VACANT AND FILLED POSITIONS.

F. TYPE OF POSITION: TEMPORARY OR PERMANENT.

G. SOURCE OF FUNDING FOR ANY POSITION.

H. STEP-INCREASE ELIGIBILITY.

I. DISTRICT-WIDE REPORTS ON AVERAGE GRADE.

OUR INTERMEDIATE GOALS ARE TO CONVERT ALL POSITIONS IN THE DISTRICT OF COLUMBIA GOVERNMENT TO THE AUTOMATED SYSTEM AND EXPAND THE DATA BASE TO ITS FULL 108 DATA FIELDS. WHEN DISTRICT-WIDE IMPLEMENTATION OF THE SYSTEM IS ACCOMPLISHED, PROGRAMS NOW BEING DEVELOPED WILL EXPAND THE DATA BASE TO INCLUDE SUCH OTHER PERSONNEL MANAGEMENT INFORMATION AS TRAINING DATA, SKILLS INVENTORY, ETC. IN ADDITION, THE PMPR SYSTEM WILL ULTIMATELY BE INTEGRATED WITH THE EXISTING AUTOMATED PAYROLL SYSTEM, THEREBY PROVIDING THE D.C. GOVERNMENT WITH A COMPREHENSIVE PERSONNEL MANAGEMENT INFORMATION SYSTEM.

IN THE NOT TOO DISTANT FUTURE THIS CITY WILL HAVE A SYSTEM THAT WILL PROVIDE MORE EXPEDITIOUS, MORE ACCURATE, MORE ECONOMICAL AND MORE COMPLETE PERSONNEL AND BUDGET DATA

TO CONGRESS AND TO THE OFFICIALS OF THE DISTRICT OF COLUMBIA GOVERNMENT THAN HAS EVER BEFORE BEEN POSSIBLE.

CENTRALIZATION OF THE SAFETY MANAGEMENT PROGRAM

THE EIGHT POSITIONS BEING REDIRECTED IN FY 1974 WILL CREATE THE CENTRALIZED SAFETY MANAGEMENT PROGRAM FOR THE DISTRICT GOVERNMENT AS RECOMMENDED BY THE NELSEN COMMISSION AND ORDERED BY THE MAYOR THEREBY CREATING A SAFETY SECTION OF TEN AUTHORIZED POSITIONS WHERE THERE HAD BEEN TWO BEFORE.

THE CENTRALIZATION OF DEPARTMENT SAFETY OFFICERS WILL PROVIDE AN INCREASE IN PRODUCTIVITY TO EFFECTIVELY STRUCTURE AND ADMINISTER AN ACCIDENT PREVENTION PROGRAM THAT WILL IMPROVE WORKING CONDITIONS, MEET THE NEW STRINGENT OCCUPATIONAL SAFETY AND HEALTH STANDARDS, AND STABILIZE THE RAPID SPIRALING COSTS OF ACCIDENTS. PRESENTLY, ONLY SEVEN OF THE DISTRICT'S DEPARTMENTS AND AGENCIES HAVE FULL TIME SAFETY OFFICERS. THESE DEPARTMENTS EMPLOY APPROXIMATELY 20,000 PERSONS WHICH MEANS PROFESSIONAL SAFETY SERVICES ARE NOT READILY AVAILABLE TO COVER HALF OF THE DISTRICT'S EMPLOYEES. THIS PROBLEM WILL BE COMPOUNDED WHEN THESE AGENCIES WITHOUT SAFETY OFFICERS, SUCH AS THE DEPARTMENT OF MOTOR VEHICLES, RECREATION, AND FINANCE AND REVENUE, WILL BE REQUIRED TO MEET THE NEW OCCUPATIONAL SAFETY AND HEALTH REQUIREMENTS INCLUDING D.C. INDUSTRIAL SAFETY BOARD COMPLIANCE INSPECTIONS.

UNDER A CENTRALIZED PROGRAM, SAFETY SERVICES WILL BE AVAILABLE TO ALL DISTRICT DEPARTMENTS AND AGENCIES. ADDITIONALLY, CENTRALIZING THE SAFETY STAFF WILL PROVIDE

INCREASED PRODUCTIVITY, SPECIALIZATION, AND THE FLEXIBILITY TO SHIFT PERSONNEL TO MEET EMERGENCY SITUATIONS.

AN INSPECTION PROGRAM WILL SOON BE IMPLEMENTED WHEREBY MOST FACILITIES AND OPERATIONS OF THE DISTRICT OF COLUMBIA GOVERNMENT WILL BE INSPECTED ANNUALLY. HIGH HAZARD OPERATIONS WILL BE INSPECTED MORE FREQUENTLY, BASED UPON DEGREE OF RISK. THE INSPECTION PROGRAM WILL INCLUDE PROVISIONS FOR AN AUTHORIZED EMPLOYEE REPRESENTATIVE TO ACCOMPANY OFFICIALS DURING THE PHYSICAL INSPECTION OF THE WORK PLACE; A PROCEDURE FOR EMPLOYEES, DEPARTMENT AND UNION OFFICIALS TO REQUEST A SPECIAL INSPECTION BY THE D. C. PERSONNEL OFFICE; ISSUANCE OF WRITTEN NOTICES TO DEPARTMENT HEADS FOR VIOLATIONS OF ANY STANDARD OR SAFETY PROGRAM REQUIREMENTS; POSTING OF THESE NOTICES AT THE WORKPLACE UNTIL THE VIOLATIONS ARE CORRECTED; DEVELOPMENT OF INCENTIVE MEASURES TO ASSURE THAT DEPARTMENT OFFICIALS TAKE PROMPT ACTION TO CORRECT VIOLATIONS; AND DEVELOPMENT OF SELF-INSPECTION PROGRAMS BY LINE OFFICIALS.

I WILL NOT GO INTO THE PLANNED PROGRAMS IN ACCIDENT REPORTING AND ANALYSIS, SAFETY EDUCATION AND TRAINING, OR THE CONTRACTOR SAFETY PROGRAM ONLY TO THE EXTENT THAT THE REDIRECTION ALLOWS US TO BE A MORE EFFECTIVE FORCE IN PREVENTING ACCIDENTS AND POTENTIAL TRAGEDY RATHER THAN REACTING TO INJURY AND OCCUPATIONAL ILLNESS AFTER THE FACT.

CONSOLIDATION OF THE LABOR RELATIONS PROGRAM

AWARENESS OF THE IMPACT OF LABOR RELATIONS ON THE DISTRICT GOVERNMENT IS INESCAPABLE. ANYONE WHO READS NEWSPAPERS, WATCHES TELEVISION, LISTENS TO THE RADIO, OR WHO HAS CHILDREN IN THE PUBLIC SCHOOLS, OR HAS HIS TRASH REMOVED BY CITY EMPLOYEES, OR HAS IN ANY WAY COME INTO CONTACT WITH THE CORRECTIONAL SYSTEM, HAS BEEN BRUTALLY MADE AWARE RECENTLY THAT THE DISTRICT GOVERNMENT HAS BEEN FACED WITH SERIOUS LABOR PROBLEMS.

IT DOES NOT MATTER WHO IS RESPONSIBLE FOR ANY PARTICULAR LABOR DISPUTE. THE IMPORTANT CONSIDERATION IS THAT THE DISTRICT GOVERNMENT MUST BE PREPARED TO MANAGE ITS DELIVERY OF SERVICES EFFICIENTLY AND WITH DUE REGARD FOR THE RIGHTS OF EMPLOYEES AND LABOR ORGANIZATIONS THEY HAVE CHOSEN TO REPRESENT THEM. APPROXIMATELY 15,000 D.C. GOVERNMENT EMPLOYEES ARE CURRENTLY PAYING DUES TO LABOR UNIONS, AND AN ESTIMATED 18,000 ARE IN BARGAINING UNITS REPRESENTED BY UNIONS. AS UNIONS HAVE GROWN IN SIZE, THEY HAVE DEMANDED A LARGER VOICE IN WORK-RELATED MATTERS AFFECTING THEIR MEMBERS, AND HAVE BECOME BOTH MORE MILITANT AND MORE SOPHISTICATED IN THEIR METHODS OF OPERATION.

CONSEQUENTLY, THE TIME, ENERGY AND RESOURCES EXPENDED ON COLLECTIVE BARGAINING MATTERS AND OTHER ASPECTS OF LABOR RELATIONS HAS GROWN SUBSTANTIALLY, YET THERE HAS BEEN NO INCREASE IN STAFF TO MEET THE INCREASING WORKLOAD.

THE MAYOR HAS RECENTLY EFFECTUATED A MAJOR RECOMMENDATION OF THE NELSEN COMMISSION THAT THE DISTRICT GOVERNMENT'S

COLLECTIVE BARGAINING FUNCTIONS BE CENTRALIZED UNDER THE DIRECTOR OF PERSONNEL. THE COMMISSION HAD FOUND THAT BARGAINING WAS FRAGMENTED BETWEEN AND WITHIN D.C. AGENCIES AND THERE WAS NO CLEARLY IDENTIFIABLE AUTHORITY TO COORDINATE NEGOTIATIONS. THE POTENTIAL FOR WHIPSAWING BY UNIONS TRYING TO CAPITALIZE UPON AGREEMENTS MADE WITH THE VARIOUS AGENCIES WAS THUS VERY REAL AND COULD BE RESOLVED BY A REORGANIZATION TO ESTABLISH A CHIEF NEGOTIATOR WITH AUTHORITY TO ADMINISTER A CENTRALLY-DIRECTED COLLECTIVE BARGAINING PROGRAM.

THE ANTICIPATED RESULT OF THIS RESTRUCTURING IS A MORE SOPHISTICATED MANAGEMENT ORIENTED APPROACH TO LABOR RELATIONS. THE ADDITIONAL LABOR RELATIONS SUPPORT UNDER THE CENTRALIZED AUTHORITY WILL BE USED TO PROVIDE CLOSER SUPPORT AND ADVICE TO AGENCY MANAGEMENT IN CONTRACT ADMINISTRATION AND TO PROVIDE EXPERTISE IN THE BARGAINING PROCESS.

ALSO, BECAUSE OF THE EMERGENCE OF THE D.C. BOARD OF LABOR RELATIONS AS A NEUTRAL DISPUTE SETTLEMENT MECHANISM IN ADMINISTERING THE LABOR PROGRAM, THE CENTRAL STAFF WILL BE DIRECTLY INVOLVED IN PREPARING AND PRESENTING REPRESENTATION AND UNFAIR LABOR PRACTICE CASES BEFORE THE BOARD.

THESE EXPANDED SERVICES BY THE DIVISION ARE NECESSARY ELEMENTS OF A MATURE LABOR RELATIONS PROGRAM.

PAY AND RETIREMENT ADMINISTRATION

IN THE AREA OF PAY AND RETIREMENT ADMINISTRATION, WE ARE CONCENTRATING OUR MAJOR EMPHASIS ON POLICE AND FIRE RETIREMENT SYSTEM REFORM AND IMPROVING OUR RESEARCH AND COST ANALYSIS CAPABILITY.

THE PERSONNEL OFFICE, IN COOPERATION WITH THE OFFICE OF BUDGET AND FINANCIAL MANAGEMENT, IS IN THE PROCESS OF DEVELOPING A LEGISLATIVE PROPOSAL THAT WOULD ESTABLISH AN ACTUARIALLY SOUND ALTERNATIVE FINANCING MECHANISM TO REPLACE THE PRESENT, EXTREMELY INEFFICIENT "PAY-AS-YOU-GO" METHOD OF FUNDING THE POLICE AND FIRE RETIREMENT SYSTEM. (A SIMILAR PROPOSAL IS ALSO PLANNED FOR THE TEACHERS' RETIREMENT SYSTEM.) SIMULTANEOUSLY, WE ARE IN THE PROCESS OF PREPARING PROPOSALS AND RELATED ADMINISTRATIVE ISSUANCES CHANGING THE METHOD OF COMPUTING AND DETERMINING ELIGIBILITY FOR POLICE AND FIRE SERVICE-CONNECTED DISABILITY RETIREMENT ANNUITIES. THE PURPOSE OF THIS PROJECT IS TO SUBSTANTIALLY REDUCE THE LARGE PERCENTAGE OF SERVICE-CONNECTED DISABILITY RETIREMENTS UNDER THE SYSTEM AND THEIR ATTENDANT HIGH COST TO THE DISTRICT. BASICALLY, DISABILITY ANNUITIES WILL REFLECT THE RETIREE'S WAGE-EARNING CAPACITY: AND THE POLICE AND FIREMEN'S RETIREMENT AND RELIEF BOARD WILL BE REPLACED BY A DISABILITY DETERMINATIONS UNIT WITHIN THE PERSONNEL OFFICE, STAFFED BY RETIREMENT AND DISABILITY SPECIALISTS WHO WILL ACT ON DISABILITY RETIREMENT CASES.

WE ARE IMPROVING OUR RESEARCH AND COST ANALYSIS CAPABILITY TO MORE EFFECTIVELY PROVIDE THE SUPPORTIVE DATA NECESSARY FOR ANNUAL PAY AND FRINGE BENEFITS COST PROJECTIONS AND CONTRACT NEGOTIATIONS WITH LABOR ORGANIZATIONS. WE EXPECT TO BE ABLE TO ACCURATELY REFLECT THE IMPACT OF INCREASES IN SALARIES AND FRINGE BENEFITS ON TOTAL COMPENSATION EXPENDITURES AND REFINE OUR PRESENT COMPENSATION SURVEY SCHEDULE OF 15 COMPREHENSIVE NATIONAL AND LOCAL SURVEYS.

TWO OF THE THREE PROFESSIONAL POSITIONS WILL BE REDIRECTED FOR PAY AND RETIREMENT ADMINISTRATION AS FOLLOWS -- PERSONNEL MANAGEMENT SPECIALIST, GS-12, AND THE STATISTICAL AND RESEARCH ASSISTANT, GS-12, REPRESENT THE ADDITIONAL MANPOWER NEEDED TO SUCCESSFULLY ACCOMPLISH THESE PROJECTS. THE RETIREMENT SYSTEMS SPECIALIST, GS-13, REPRESENTS A REQUEST FOR PERMANENT FUNDING OF A TEMPORARY POSITION ASSIGNED IN THE AREA OF PAY AND RETIREMENT ADMINISTRATION, WHO WILL CONTINUE TO BE, ACTIVELY INVOLVED IN CARRYING OUT THE PLANNED PROGRAMS CONCERNING THE POLICE AND FIRE RETIREMENT SYSTEMS.

BECAUSE OF THE SUBSTANTIAL COST IMPACT SALARIES, WAGES AND POLICE AND FIRE RETIREMENT BENEFITS HAS ON THE DISTRICT'S FISCAL POSTURE, PROPER STAFFING OF THE PERSONNEL OFFICE'S PAY AND RETIREMENT ADMINISTRATION FUNCTION IS CRITICAL. AT PRESENT, WE HAVE JUST THREE PERMANENT PROFESSIONAL POSITIONS INVOLVED IN THESE ACTIVITIES, IN ADDITION TO THE TEMPORARY JOB MENTIONED EARLIER. I AM CONFIDENT THAT THE

REDIRECTED POSITIONS WILL CONTRIBUTE CONSIDERABLY TO EFFICIENCY OF OPERATION, IMPROVED DATA BACKUP FOR OUR LABOR RELATIONS ACTIVITIES AND LONG-RANGE BUDGETARY SAVINGS.

CONCLUSION

MR. CHAIRMAN, I WOULD LIKE TO SAY IN CONCLUSION THAT WE MUST EXPECT THE STRUCTURE OF PUBLIC PERSONNEL MANAGEMENT TO GROW BOTH DE JURE AND DE FACTO BECAUSE PERSONNEL ADMINISTRATION IS AS DYNAMIC AS ITS LEADERSHIP IS ABLE TO PROVIDE, AND AS THE EMPLOYEES IT SERVES, AND THE COMMUNITY TO WHICH IT RESPONDS IS WILLING TO ACCEPT.

THE MAYOR HAS CHARGED ME WITH THE RESPONSIBILITY TO BUILD IN THIS CITY'S WORKFORCE MOTIVATION TO DO THEIR JOBS AND HENCE MORE EFFICIENT GOVERNMENT WILL RESULT. A STRONGLY PATERNALISTIC APPROACH TO PERSONNEL MANAGEMENT IS AS OUTMODED AS THE CONCEPT THAT GOVERNMENT EMPLOYMENT IS A SINECURE AND A HAVEN FOR THOSE WHO ARE UNABLE TO "MAKE IT" ELSEWHERE.

I BELIEVE THAT AN INCREASED PERSONNEL BUDGET NECESSARY TO ACCOMPLISH NEW PROGRAMS PRESENTLY EXISTS WITHIN THE DISTRICT GOVERNMENT BY BETTER UTILIZING CAPABILITIES IN OUR DEPARTMENTS AND AGENCIES.

WE HAVE SET AN AMBITIOUS PROGRAM FOR OURSELVES HOWEVER, I SUBSCRIBE TO A STATEMENT MADE BY FREDERICK KAPPEL, FORMER PRESIDENT OF AT&T, WHEN HE DEFINED THE GOAL-SETTER AS HAVING THE ABILITY TO DISTINGUISH BETWEEN THE POSSIBLE

AND IMPOSSIBLE - BUT WILLING TO GET VERY CLOSE TO THE LATTER.

MR. CHAIRMAN, I WOULD LIKE TO DISCUSS AND CLARIFY THE FEDERAL GRANT FUNDED PROGRAMS CURRENTLY ESTIMATED AT $6,681.5 THOUSAND DOLLARS IN OUR F.Y. 1974 BUDGET SUBMISSION. AT THE TIME OF THE BUDGET FORMULATION, ANTICIPATED FUNDING ESTIMATES FOR SUCH PROGRAMS AS THE NEIGHBORHOOD YOUTH CORPS IN-SCHOOL AND SUMMER PROGRAMS AND THE NEIGHBORHOOD YOUTH CORPS OUT-OF-SCHOOL PROGRAMS AS WELL AS THE MANAGEMENT INTERN TRAINING PROGRAM AND THE PUBLIC SERVICE CAREER PROGRAM WERE MADE ON THE BASIS OF PAST YEARS FUNDING EXPERIENCE. HOWEVER, AS A RESULT OF THE ADMINISTRATION'S POLICY WITH REGARD TO THE METHODS BY WHICH SUCH FUNDS WOULD BE AVAILABLE IN F.Y. 1974, THERE MAY BE A SIGNIFICANT REVISION IN THIS OVERALL ESTIMATE. WE DO NOT KNOW AT THIS TIME THE FULL IMPACT - HOWEVER, IT COULD BE HALF OF THE AMOUNT CURRENTLY ESTIMATED FOR F.Y. 1974. MR. CHAIRMAN, WE BELIEVE THAT THESE PROGRAMS HAVE PROVIDED SIGNIFICANT STABILITY FOR YOUTH DURING THE SUMMER AS WELL AS PROVIDING OPPORTUNITIES THAT AT ONE TIME DID NOT EXIST FOR THE DISADVANTAGED IN OUR COMMUNITY. WE ANTICIPATE THAT IF FUNDING LEVELS ARE DRASTICALLY REDUCED, WE WILL TRY AND PROGRAM AVAILABLE FUNDS TO THE EXTENT THAT WE CAN PROVIDE THE GREATEST BENEFIT FOR THE GREATEST NUMBER.

THANK YOU AGAIN FOR THIS OPPORTUNITY, AND I OR MY STAFF WILL BE PLEASED TO ANSWER SUCH QUESTIONS AS YOU MAY HAVE.

REDIRECTION OF PERSONNEL POSITIONS

Senator MATHIAS. If you could just summarize it briefly.

Mr. WEINBERG. Our basis for being here, Mr. Chairman, is not to request additional positions, but to request from the committee approval for the redirection of some 16 positions to the Personnel Office from other agencies in the District government.

The purpose of this is to carry out part of the intent of the Nelsen Commission recommendations in several key areas. These positions will be redirected to our office in the Division of Personnel Reporting. We have eight positions to be redirected to the Division of Safety; three in our pay systems area; and one position to increase the staff of our labor relations force.

Senator MATHIAS. And the total impact of that, the number of new positions?

Mr. WEINBERG. That would be 16, Mr. Chairman, with an increase to the overall base of $250,000.

Senator MATHIAS. Can you tell the subcommittee what the relationship is between the womens program in the Personnel Office, and the programs in the Office of Human Rights, and the Commission on the Status of Women?

What I am getting at is the question of duplication.

Mr. WEINBERG. There is no overlap or duplication, Mr. Chairman. We have a responsibility to assure that promotional opportunities are available for women.

As opposed to affirmative action plans for women and other minorities that was in the Office of Human Rights, the Commission on Women is a coordinator of not only programs within the District government, but coordinator for programs outside the District government.

We feel that the coordination of such programs between Mr. Baldwins office, the Office of Human Rights, and the program that we have to assure promotional opportunities do not overlap. It is a meshing of responsibilities.

Senator MATHIAS. And you have not, therefore, recommended that there be any consolidation of these separate functions?

Mr. WEINBERG. Mr. Baldwin's responsibility involves discrimination and the equal employment opportunities. Our program involves to assure that women have the same right of being promoted as other employees in the District government.

Basically, what we are saying is that we are establishing a file of eligible women who are qualified for jobs that generally go to men. Our program makes available to these agencies the occupational areas where such women are qualified.

Now, if a woman feels that she has been discriminated against them it goes to Mr. Baldwin.

Senator MATHIAS. Within the District government?

Mr. WEINBERG. That is correct, sir.

Senator MATHIAS. Whereas the Office of Human Rights is an activity of general application?

Mr. WEINBERG. That is correct. Mr. Baldwin, who is here, could be more specific where I am not, sir.

Senator MATHIAS. Can you tell the subcommittee what steps should be taken to centralize labor relations activities within the municipal government?

Mr. WEINBERG. Yes. Mr. Chairman, last year the Mayor issued a Commissioner's order which centralized the responsibility for labor relations under me, as Director of Personnel.

We believe that in order to have uniform treatment within this very sensitive area, it required that there be a central control. This does not mean that we have all the labor relations representatives in our office, but it does mean that we have a central control and central authority. And we can become involved in bargaining and other areas that generally the city of New York would have, or Los Angeles.

FUNDING OF PAY RAISES

Senator MATHIAS. How do the pay systems in the Labor Relations Division work with the Office of Budget and Financial Management in ensuring that the employer pay raises can be funded, and that the pay agreements reflect the agreed performance objectives and standards?

Mr. WEINBERG. Mr. Chairman, any increases in pay submitted to the Mayor go through the Office of Budget and Financial Management. Before we go into the areas of collective bargaining, we generally know the parameters with regard to the paysetting part of it. We do an extensive survey and generally know pretty much, both within the budget context and within what we feel would be the ranges of bargaining, where we can go. We know we cannot exceed that. But it is closely coordinated. It goes through Mr. Coppie before it goes to the Mayor.

Senator MATHIAS. Can you tell me what is the status of efforts that have been underway for some time to revise the disability-retirement systems for police officers and firemen?

Mr. WEINBERG. Yes, sir. Mr. Chairman, we have drafted a policy for a revision in the statute, which would change the method of disability designation for policemen and firemen. We would not change total disability, but we would have what we would call partial disability which would, by formula, provide the difference in annuity between the ability of the policeman or fireman to earn.

Now, at this time we are meeting with the police and fire associations, as well as other groups. And we have a proposal from Police Chief Wilson which we are trying to integrate into our plan. It is pretty far down the road. We would like to have this proposal submitted it to the Mayor—but as soon as we can. I hope to finish or conclude our discussions which the various associations shortly, and then it will go to the Mayor. Hopefully, it will have significant impact in reducing the disproportionate numbers of disability retirement.

Senator MATHIAS. I think the committee would like to be advised of it when it reaches the proper stage of development.

Mr. WEINBERG. We would be pleased to do that, Mr. Chairman.

Senator MATHIAS. One final question. We have a vote pending on the floor. What are your plans for centralizing personnel functions in the District?

Mr. WEINBERG. Mr. Chairman, we have done some centralization as part of this redirection of centralization. There are two areas of centralization. One has to do with centralizing authority. The other has to do with analyzing the various personnel strengths now in the de-

partments and agencies to indicate whether or not we are going to ask for further redirection in the future.

Senator BAYH. Thank you, gentlemen.

ADDITIONAL QUESTIONS

I have several other questions to address to you to complete our record, if you would, please.

Senator BAYH. You expect to have 76 grant positions in fiscal year 1974. Is that estimate still realistic in view of proposed Federal budget cutbacks?

Mr. WEINBERG. Mr. Chairman, 68 of the grant positions shown for the Manpower Development Division of the Personnel Office are funded entirely by grants from the Department of Labor and the United Planning Organization, the city's community action agency. As far as we can determine from available information, these positions will be affected by elimination of the categorical grants involved unless manpower revenue sharing funds are made available to continue the positions of some of them. The total elimination of the Neighborhood Youth Corps program would affect about 60 percent of the 68 positions assigned to the Manpower Development Division.

Senator BAYH. From which offices are the 16 positions and $262,800 being transferred? I take it each of these offices shows a decrease in positions for fiscal year 1974.

Mr. WEINBERG. The 16 positions and $262,800 are proposed for transfer to the personnel office as indicated in the following table:

Agency	Positions	Amounts
Environmental services	4	74.5
Human resources	6	101.4
Highways and traffic	3	48.4
Metropolitan police	1	8.8
Corrections	2	29.7
Total	16	262.8

Note: Appropriate decreases in positions and funds are reflected in the fiscal year 1974 budget documents of the affected agencies.

COORDINATION BETWEEN OFFICES

Senator BAYH. Is there any coordination between the safety section which is proposed to be increased by 8 positions to a total of 10 and the Corporation Counsel's office, which, we found out at the supplemental hearings, is responsible for handling suits which result from accidents? In other words, the Corporation Counsel's office can tell you where the greatest problems are because of its responsibilities. What coordination is there?

Mr. WEINBERG. The Mayor/Commissioner has issued regulations that all accidents be reported to and processed by the District of Columbia Personnel Office. The safety management division has established requirements for reporting and investigating all accidents.

The District of Columbia Personnel Office coordinates and cooperates with the Corporation Counsel by screening and processing their vehicle accident report form, District of Columbia Vehicle Accident Report (C.C. No. 3). This report is used by the Corporation Counsel to protect the District by determining liability on the part of District

employees or an outside party involved in a vehicle accident with a District of Columbia employee. Corporation Counsel provides us information on the cost of tort claims and judgments related to accidents.

Senator BAYH. Exactly what do the 2 persons in the safety section do now? What will the additional 8 persons do? You can supply that for the record.

Thank you, gentlemen. That will be all.

Mr. WEINBERG. Thank you, sir.

[The information follows:]

POSITION RESPONSIBILITIES

The two positions allocated to Safety in the Personnel Office devote their time to the following:

(1) Planning and developing a comprehensive accident prevention program which includes the following activities:

(*a*) Accident Reporting and Analysis.
(*b*) Training Requirements.
(*c*) Safety Standards and Inspection Requirements.
(*d*) Fire Safety.
(*e*) Motor Vehicle Safety.
(*f*) Safety Awards.
(*g*) Contractor Safety.
(*h*) Program Evaluations.

(2) Reviewing and analysis of accident reports and feedback of information to departments.

The transfer of the eight people from the departments will provide an increase in coverage, productivity, and control to effectively structure and administer an accident prevention program that will improve working conditions, meet the new stringent occupational safety and health standards, and stabilize the rapid spiraling cost of accidents.

The additional staff will provide the capability to develop a comprehensive, in depth accident reporting and analysis system which requires the reporting of all accidents regardless of the degree of injury or property damage and covers all areas of loss, including fire and motor vehicles.

The eight safety positions transferred will service the departments by tailoring the safety program, developed on D.C. Personnel Office level, to the department needs. Their duties will be as follows:

1. Evaluation of rules, procedure, work practices and physical conditions of departments in order to recommend corrective action which will improve the safety performance.
2. Analyzing accident reports for completeness and accuracy.
3. Maintaining records and statistics concerning accident hazards, trends and causes.
4. Assisting supervisors in the investigation of major accidents to determine causes and recommend corrective action.
5. Assisting management by providing technical service and program structure in meeting Occupational Safety and Health Act (Public Law 91-596) requirements.
6. Providing consultation on practices and techniques to eliminate accidents.
7. Providing instructions, safety training, and direction to liaison safety staff.
8. Providing consultation concerning departmental facilities such as new construction, renovation of existing facilities, and change in function.
9. Providing reports relating to accident experience, program plans, progress and problems.
10. Evaluation of Safety and Health programs involving study of the organizational components in the departments such as Personnel, Procurement, Training, and Maintenance Services for the purpose of recommending safety health related program improvements.

Compensation Funds

STATEMENT OF DONALD H. WEINBERG, PERSONNEL OFFICER ACCOMPANIED BY ARNOLD MAYS, ADMINISTRATIVE OFFICER

PREPARED STATEMENT

Senator Bayh. Our next witness will be Mr. Donald Weinberg, who will be speaking on Compensation Funds. He is accompanied by Mr. Arnold Mays. Please proceed.

Mr. Weinberg. Thank you, Mr. Chairman.

Mr. Chairman, the budget documents of the Office of Personnel for fiscal year 1974 contain requests for funding for the workmen's compensation program, the employee's disability compensation program and the District of Columbia unemployment compensation program.

WORKMEN'S COMPENSATION PROGRAM

As you know, the workmen's compensation program is an extension of the Longshoremen's and Harbor Worker's Compensation Act to private employment in the District of Columbia, providing disability compensation, medical care and related cost to workers—or their survivors—who incur disability or death in job performance. The program is administered by the Office of Workmen's Compensation program of the U.S. Department of Labor. Administrative expenses of the program are included in the District Government appropriation, even though actual administration and disbursement of expense funds rests with the department of labor. Reimbursement for these expenditures is accomplished by transfer of funds from the District Account to the Labor Department.

The fiscal year 1974 budget request of $549,200 includes an increase of $19,500 to cover the cost of within-grade salary advancements only for the 44 Department of Labor employees who administer this program.

EMPLOYEE'S DISABILITY COMPENSATION PROGRAM

The Employee's Disability Compensation program, a mandatory program established by the Federal Employee's Compensation Act of September 7, 1916, as amended, provides for employees injured on the job: Medical care (including hospitalization, doctors, nursing care, and medical supplies) compensation to surviving dependents, and where practicable, vocational rehabilitation.

The fiscal year 1974 budget request of $2,475,000 includes an increase of $475,000 to meeet the anticipated cost of services of doctors and nurses, hospital charges, medical supplies and materials, travel and transportation of persons, as well as increased amounts expected to be expended for compensation and death cases.

UNEMPLOYMENT COMPENSATION PROGRAM

The District of Columbia employees' unemployment compensation program is a stautory program established by Public Law 83–721 and subsequent amendments, providing compensation to eligible former District government employees during periods of unemployment. Funding for this program is provided through District appropriations, which are subsequently transferred to the District of Columbia Unemployment Compensation Board for costs precipitated by former District government employees.

The fiscal year 1974 budget request of $2,470,000 was developed in December 1972 on the basis of information available through only the first quarter of 1973. This request is an estimate of the amounts required and may well be conservative. I am not satisfied that the data available for budgeting purposes for this program has been the most satisfactory, and in the coming year, I intend to examine the methods of computation, data base information, et cetera, to develop a more comprehensive means of cost estimating that will more accurately project program requirements.

DEFICIT IN UNEMPLOYMENT COMPENSATION

Senator BAYH. We were told during hearings on the supplemental that this account—even if the requested supplemental funds were appropriated—would run a deficit in fiscal year 1973. Is this still your prediction? If so, how much will the deficit be assuming the supplemental request is granted? How will it be met? Is the fiscal year 1974 request sufficient to cover it?

Mr. WEINBERG. Current estimates for the unemployment compensation program for fiscal year 1973 indicate deficit funding above requested supplemental funds in the amount of $956,840. An official request for reprograming of available District funds has been forwarded to the Office of Budget and Financial Management to meet this estimated deficit. The fiscal year 1974 request is probably insufficient to meet the needs of the fiscal year 1974 unemployment compensation program.

Senator BAYH. What assurances can you give us that the amount requested in fiscal year 1974 will be closer to the mark?

Mr. WEINBERG. The fiscal year 1974 budget request of $2,470,000 was based on actual experience through the first quarter of fiscal year 1973—based on information provided by the District Unemployment Compensation Board—and estimated costs for the remainder of the year were based on prior year trends and the possibility of reduced unemployment in fiscal year 1974. Based on current actual experience and projected costs through the fourth quarter—$3,356,840—it now appears that the fiscal year 1974 budget request may be insufficient. However, in lieu of requesting additional funding for fiscal year 1974 at this time, we are hopeful that actual experience in early fiscal year 1974 and District efforts to develop a computer-based estimating system for the program, will provide a method of more accurate forecasting than is presently available. Should it then become evident that the fiscal year 1974 appropriation is insufficient, we plan to request re-

programing of available District funds, or supplemental or deficit appropriation funding as appropriate.

Senator BAYH. The justifications—page BH–6—show your computations are based on an estimate of fiscal year 1974 city employment the same as 1973. Yet the request before us shows a scheduled increase of 2,100 positions. Why are your figures based on no increase in employment? Does this throw your estimate off? Why and why not?

Mr. WEINBERG. At the time of formulation of the fiscal year 1974 budget request, it was assumed that no increases in District positions would be requested. However, if the additional 2,100 positions requested are allowed, there should be no impact on the unemployment compensation program, since we assume that the positions would be encumbered in fiscal year 1974 and therefore ineligible for unemployment compensation.

EMPLOYEES' DISABILITY COMPENSATION

Senator BAYH. If the number of employees is reduced below the fiscal year 1974 estimate of 42,600, by how much should the employees' disability compensation fund be reduced? Would the cut be proportional to the number of employees cut?

Mr. WEINBERG. Although there were fewer total District employees in fiscal year 1973 than in fiscal year 1972, it is estimated that disability compensation expenditures in fiscal year 1973 will exceed those in fiscal year 1972 by more than $300,000. Increasing costs of medical care and higher employee compensation payments resulting from pay raises and cost-of-living adjustments account for the rise in expenditures. Because these same factors will impact on disability compensation expenditures in fiscal year 1974, a further reduction in the number of District employees would not be expected to reduce such expenditures. Lower disability compensation costs can result, however, by reducing the number of lost-time injuries that occur as well as the number of employees on the compensation payroll. Efforts to achieve these objectives are reflected in: (1) The recent centralization of the District's safety management program in the D.C. Personnel Office to assure more effective compliance with established safety practices; (2) the development of a State plan for District participation under the Occupational Safety and Health Act, which provides highly stringent requirements for carrying out occupational safety and health programs; and (3) a program to rehabilitate employees receiving total disability compensation, for reemployment.

COMPENSATION FUNDS

Senator BAYH. For the employees' disability compensation program, what efforts are made to provide vocational rehabilitation services so that the injured employee can become self-supporting, or partially self-supporting, once more? What savings could be achieved by this type of program?

Mr. WEINBERG. The District is currently involved in an intensive program to provide vocational rehabilitation for employees receiving total disability compensation. Under this program, each total disability compensation case is evaluated to identify those employees who can be

trained and rehabilitated for restoration to suitable employment. After receiving appropriate training, rehabilitated employees are returned to work and removed from the disability compensation rolls. Since this program has only been in operation since March 1973, it is difficult to accurately predict its impact at this early stage. We can provide the committee the results of our experience after the program has been operational for 6 to 8 months.

ELIMINATION OF ABUSES IN PROGRAM

Senator BAYH. For the unemployment compensation program, have there been any abuses of the program? What is being done to eliminate the abuses, if any?

Mr. WEINBERG. There is no information available regarding whether there have been any abuses of the unemployment compensation program. However, we would like to point out that by request of the Office of Personnel, representatives of the District of Columbia Office of Municipal Audits are currently investigating the records and operations of the District Unemployment Compensation Board to determine any impropriety in methods or payments, reasons for spiraling costs in the program and will make any appropriate recommendations for revised methods, recommend new programs, et cetera, to reduce total program costs. In addition, a computer-based method of determining categories of employment, propriety, and duration of claims and/or erroneous payments to claimants is under study by the Office of Personnel and the Office of Budget and Financial Management in order to develop more accurate and reliable projections of cost for this program.

Senator BAYH. For the workmen's compensation program, what is the status of legislation to authorize an independent program for the District? What are the cost implications of establishing a separate program.

Mr. WEINBERG. Information received from the Office of Budget and Financial Management indicates that legislation to establish a workmen's compensation program for the District is part of the city's 1973 legislative program; the city hopes to be able to transmit the proposed bill to the Congress within the next month or so and that the proposal will provide for recovering much of administrative costs from the insurers participating in the program.

Office of Municipal Audits and Inspection

STATEMENT OF DAVID LEGGE, ACTING DIRECTOR

ACCOMPANIED BY DANIEL R. DAMBRAUSKAS, ACTING ASSOCIATE DIRECTOR

INTRODUCTION OF ASSOCIATE

Senator Bayh. Our next witness will be Mr. David Legge, the Acting Director of the Office of Municipal Audits and Inspection.

Mr. Legge, I hate to do this to you, but I am going to have to run on over there and vote; and then I will be right back. I think about 10 minutes is my track record.

Mr. Legge. All right. Fine.

[A brief recess was taken.]

Senator Bayh. Mr. Legge, thank you, sir.

Now, your colleague there——

Mr. Legge. This is Daniel Dambrauskas, one of my assistants.

Senator Bayh. Mr. Dambrauskas, we are glad to have you with us here. Please proceed.

PREPARED STATEMENT

Mr. Legge. Mr. Chairman and members of the subcommittee, my name is David Legge. I am the Acting Director of the Office of Municipal Audit and Inspection. I am pleased to be here to present a brief statement concerning this office.

The Office of Municipal Audit and Inspection is responsible for designing and administering for the District of Columbia government and related agencies an effective audit and inspection service. As a part of the service, this office makes recommendations to the Mayor-Commissioner for the improvement of the financial, accounting, and management practices and procedures of the District of Columbia government and related agencies, and advises the Mayor-Commissioner of compliance with such recommendations.

In keeping with his continuing efforts to improve the District's financial management and in recognition of the need for a stronger audit function, the Mayor-Commissioner placed the Office of Municipal Audit and Inspection under his direct control and gave it expanded duties, effective August 1, 1972. The management auditing function was added to the financial and compliance auditing functions of the office for the purpose of providing information on the efficiency and effectiveness of management operations and making recommendations to the Mayor-Commissioner for the improvement of such operations. This change also is in accordance with recommendations of the Nelsen Commission and the General Accounting Office. In order to determine the best means of carrying out these expanded responsibilities and to facilitate implementation, the Mayor-Commissioner retained a highly qualified consultant to make a study of our audit operations. The study was recently completed and furnished to us for review. It contains a number of conclusions and proposed actions con-

cerning organizational structure, staffing needs, procedures for selection of areas to be audited and other related matters. Many of these proposals require further review and consideration before a decision can be reached as to the best course of action for the District to pursue. However, the need to proceed with a plan for achieving an effective management auditing capability has been recognized in this budget request. Accordingly, we have developed a plan setting forth our estimated manpower needs.

In estimating these needs we also considered the recommendation of the Nelsen Commission to the effect that the central internal auditing organization should be provided with additional personnel qualified to perform program evaluation and management effectiveness audits. We determined that to effectively carry out the mandate of the Mayor-Commissioner and the recommendations of the Nelsen Commission would require a total staff of 75 positions for this office. This would require an increase of 39 positions over our current authorization. We have developed a time-phased plan for achieving the necessary staff level over a period of 3 years. Our request for fiscal year 1974 is the initial phase of this plan.

The Office of Municipal Audit and Inspection has an important role in the Mayor-Commissioner's commitment to improved financial management along with the Office of Budget and Financial Management, and the Office of Planning and Management. In order to assure that the efforts of these offices are properly coordinated, memorandums of understanding were prepared to clearly describe our related roles in the performance of management reviews and audits. We also formalized the areas of our responsibility in regard to the coordination and followup on external and internal audit reports. Our working relationship also provides for joint planning, and in some cases, joint participation in management audits and other reviews or studies. We are making every effort to insure that we achieve the maximum benefit from our available resources.

We are also working with the heads of various departments and agencies in an effort to determine the areas in which audit services are most urgently needed. Due to the limited size of our staff we cannot provide all of the audit services desired, however, we are making every effort to meet the most urgent needs on a priority basis.

REDIRECTION OF AUDIT PROGRAM

Our audit program is being redirected to the extent possible within existing resources, to provide more emphasis on management auditing. However, the volume of our current audit workload leaves very little time for planning and implementing new concepts with present staff size. Highly qualified staff is required to prepare new procedures and carry out staff training programs. There is an immediate need for additional experienced staff in this office to insure that all important functions are periodically reviewed including the necessary increased emphasis on management auditing. For fiscal year 1974, we are requesting six positions at a cost of $118,200 as the first phase of our plan to strengthen audit capability in the District of Columbia government. The increase of $118,200 would provide us with a total operating budget of $667,200 from District appropriations.

I hope this brief statement is useful to the committee as it considers our budget request and that the committee will see fit to give our request its support.

If there are any questions about this office, I will be glad to try to answer them.

ADDED POSITIONS FOR AUDIT FUNCTION

Senator BAYH. You are asking for some additional positions there. Is that accurate?

Mr. LEGGE. Yes, sir. That is right. We are asking for six.

Senator BAYH. Could you be specific as to why you need those additional positions, please?

Mr. LEGGE. Yes; Mr. Chairman. We feel that these six positions are an essential first step in our program to implement management auditing in the District of Columbia government. We have an immediate need for employees with the skills requested in order to broaden our audit coverage and provide additional coverage in areas of District-wide service functions, and also, in evaluating the efficiency and effectiveness of the District's programs.

Many of the modern auditing staffs, including the General Accounting Office, use the type of personnel that we are requesting. In fact, the General Accounting Office and the Nelsen Commission have recommended that we expand our staff in this way.

We have been working toward a reorganization in our office as a result of the consultant who came in very shortly after we were reorganized, August 1, and presented the Mayor with a report fairly recently.

That report does call for additional staffing for our office. And this request is just one phase in our efforts to implement this.

Senator BAYH. By the time you are through with the various phases, how many additional staff people will you have?

Mr. LEGGE. We hope, within the next 3 years, to add about 39 additional staff people.

Senator BAYH. What is your present staff now, sir?

Mr. LEGGE. Our present staff is 33, plus 3 paid out of grant funds. Not all of the 39 additional positions that we are hoping to get in the next 3 years would come from appropriated funds. We would hope that some of those would come from grant funds.

Senator BAYH. You are not going to spend that money before you get it, are you?

Mr. LEGGE. No. I believe it would be an important investment, though, for the District.

PHASED PROGRAM FOR STRENGTHENING AUDIT OFFICE

Senator BAYH. I am not disagreeing with you on that at all. I am suggesting that grant funds have not been treated too kindly in the past few months.

Would you do this for us, please, sir, so we will know where we are headed now, in trying to give you the capacity you need to do a better job. Would you give us a year by year progression of the number of staff people, and what their responsibilities will be, and appraise the competence of your overall effort, as you go along from phase to phase.

Could you do that for us, please?

Mr. LEGGE. I would be glad to do that, sir.

[The information follows:]

Executive Office
Office of Municipal Audit and Inspection

Introduction

The plan for increasing staff and providing more effective audit service for fiscal years 1974, 1975 and 1976 is attached. The plan was developed with the realization that to request all required positions in one fiscal year would be impractical. A comprehensive program of management audits cannot be implemented and carried out effectively without considerable planning and developing of guidelines, procedures and policies. This is necessarily the first phase of a successful program.

We cannot hope to achieve any degree of success in this important area unless additional staff is provided at relatively high grade levels. The Nelsen Commission Report stated that there is an immediate need for the addition of several well qualified professional auditors with management experience to insure that all important functions are reviewed periodically. The positions and grades must be sufficiently high to attract persons with the necessary qualifications.

We believe that the costs of the requested new positions will be recovered many times over through the adoption of audit recommendations involving improvements in efficiency, economy and effectiveness. A review of reports produced by other audit organizations performing management audits has shown that substantial savings frequently result from such audits.

We are confident that under our new mandate from the Mayor-Commissioner and with the support of the Congress of the United States, through the budgetary process, we can provide a more effective service to management and ultimately to the taxpayer.

Plan for Increasing Staff and Providing More Effective Audit Service During Fiscal Years 1974, 1975 and 1976.

	Operating Expense Positions	Grant Funded Positions	Total
Planned for F.Y. 1974	6	5	11
Planned for F.Y. 1975	11	2	13
Planned for F.Y. 1976	13	2	15
Total Increases	30	9	39
Currently authorized	33	3	36
Total	63	12	75

F.Y. 1974 - Operating Expenses

The following positions are requested in the F.Y. 1974 budget:

1 GS-13	Management Analyst
1 GS-13	ADP Systems Analyst
1 GS-13	Investigator
1 GS-13	Deputy Associate Director (Policies and Plans)
1 GS-13	Executive Assistant for Administration
1 GS-12	Auditor

Our main objectives in F.Y. 1974 are to implement a program of broader scope audits to determine efficiency and economy of operations; determine whether programs or activities are meeting established objectives; and perform investigations as required. The positions requested will assist us in developing policies, procedures and guidelines for a broad audit program to perform management audits and investigations. We have requested the positions at a relatively high grade level in order to recruit well qualified persons with the experience necessary to immediately provide the assistance required for prompt implementation of the expanded audit program.

F.Y. 1974 - Grants

Audit costs of Federal Grant Programs are reimbursable under Federal grant regulations through a cost allocation plan. In Fiscal Year 1974, we plan to request one GS-12 auditor and four GS-11 auditors through the District's cost allocation plan for central service costs. These positions will assist us in meeting the unmet needs for audit of Federal grant programs.

At the present time, only three positions are fully funded for this purpose. These three audit positions perform audits of LEAA and HUD grants exclusively. Audits of other grant programs are performed by our regular staff when an urgent need for such audits is brought to our attention or when it is feasible to perform grant audits along with the audit of regular District funds.

F.Y. 1975 - Operating Expenses

The eleven positions to be requested in F.Y. 1975 are:

1	GS-14	Supervisory Auditor
1	GS-13	Investigator
1	GS-13	Supervisory Auditor
3	GS-12	Auditors
1	GS-12	ADP Specialist
2	GS-11	Auditors
1	GS-11	Administrative Assistant
1	GS-6	Administrative Aid

The GS-14, Supervisory Auditor, position is requested to establish and maintain a significant disclosure system, analyze intelligence from other sources for information and leads, and serve as liaison for release of audit and investigative reports.

Seven of the requested audit positions are planned for expanding our efforts by providing more audit coverage in the District's central support services and evaluating program results.

The one GS-13, Investigator, is planned to assist in performing investigations of the various matters as requested by the Mayor-Commissioner or other District Officials. Two administrative positions would be required to support the increase in professional staff by F.Y. 1975.

F.Y. 1975 - Grants

One GS-13 supervisory auditor and GS-11 auditor will be requested through the cost allocation plan. These positions will be used to increase audit coverage in the area of Federal grant-in-aid programs.

F.Y. 1976 - Operating Expenses

Thirteen positions are planned to be requested in F.Y. 1976 as follows:

1 GS-14	Supervisory Auditor
1 GS-13	Supervisory Auditor
4 GS-12	Auditors
5 GS-11	Auditors
2 GS-5	Administrative Aids

One GS-14 position is to be requested to assist the Director in the overall management and direction of OMAI. A top level assistant would be required to relieve the Director of the day-to-day supervisory tasks and permit him to devote more time to top level policy matters, decisions, and discussions with District Officials.

One GS-12, Auditor, and two GS-5 Administrative Aids will be necessary to provide additional administrative support to the expanded staff. The GS-12, auditor, will assist in preparing audit policy statements, guidelines and programs. The Administrative Aids will perform typing, filing and other administrative duties.

Nine auditor positions will be used to fully implement our planned program for performance of financial/compliance and management type audits.

F.Y. 1976 - Grants

One Supervisory Auditor and one GS-11 Auditor will be requested in Fiscal Year 1976 from federal grants.

The GS-14, Supervisory Auditor will be necessary to direct a staff of eleven auditors specializing in audits of federal grant programs.

The GS-11 auditor will be needed to assist in meeting the overall workload of Federal Grant Audits.

RESPONSIBILITIES OF AUDIT OFFICE

Senator BAYH. Now, could you give us an oversight as to where your Office's responsibilities relate to the responsibilities of the other two agencies, we have just heard from—the Office of Budget and Financial Management, and the Office of Planning and Management?

Mr. LEGGE. Yes, sir. Our mission is to provide an independent objective service to management involving auditing and investigation services. In some respects, our missions are similar to some of the missions of the Office of Planning and Management with respect to management analysis; and in an effort to avoid completely any possible duplication, we have developed with them a memorandum of understanding, which provides for very close coordination and some joint planning for the type of work that we will be doing. And in some cases we may be conducting joint projects of management analysis or management auditing.

The Office of Budget and Financial Management has the accounting functions, and of course, the budget review functions; and we provide them with information concerning the reviews that we make. We coordinate with them at various stages of our audits and provide them with copies of our reports.

Senator BAYH. If I might interrupt, Mr. Coppie, could I pose a question to you, please, sir.

In the various studies that have been made as to how we can make the Nation's capital government function more efficiently, has any study been made, or do you have any facts, or what is your personal opinion or composite of all those questions relative to putting together in one general agency the duties and responsibilities of the Office of Budget and Financial Management, the Office of Planning and Management, and the Office of Municipal Audits and Inspection?

Mr. COPPIE. No. My office has the responsibility under the Mayor for the formulation of the budget and for the execution of the budget. For that reason, my responsibility should not inclued the audit responsibility, which is primarily a post-expenditure responsibility.

In the area of planning and management, you will be hearing more from Mr. Ben Gilbert on Friday concerning that office. I think that there is a strong justification for the separation of the two offices. Assuming that the planning responsibility is well defined, it falls into areas that primarily involve the development of the long-range master plan for the city, as distinguished from the short-range program and financial plan. And I think that the management responsibilities can also be justified as being independent of the ongoing budget process, particularly in a time when we are moving toward, perhaps, home rule. There is a great need to improve the organizational management of the city. Consistent with that need is the effort that we are trying to implement the Nelsen Commission Report.

I think there is a close relationship between all three. I think that the relationship in terms of specific ongoing responsibilities is perhaps closer between my office and the Office of Planning and Management than with the audit function.

RELATIONSHIP BETWEEN STAFF FUNCTIONS

Senator BAYH. You might think on that.

Now, I do not know enough about it. You are in the inner circles of seeing these agencies operate.

Just think about that. If you have any additional ideas, why, let me know, will you, please?

Mr. COPPIE. I certainly will, Mr. Chairman.

[The information follows:]

RELATIONSHIP BETWEEN STAFF UNITS

The Office of Budget and Financial Management has close working relationships with the Office of Planning and Management and the Office of Municipal Audit and Inspection. While the responsibilities of the three staff units are clearly interdependent, there is ample justification for their organization as separate units.

In the financial management area, the Office of Budget and Financial Management is responsible for providing direct accounting and payroll services as well as for monitoring the expenditure of funds throughout the District Government. It would not be appropriate for this office to audit the functions for which it has direct responsibility. An independent audit agency, reporting directly to the Mayor, is an essential component of a strong financial management system.

The budget formulation process is the primary link between the Office of Budget and Financial Management and the Office of Planning and Management. There is a two-way flow of information between the units. Planning information is fed into the budget formulation process; and, during the course of budget analysis and formulation, program analysts may identify opportunities for strengthening management practices in ways that can produce operating economies and savings.

The necessary coordination can be provided between two separate units, and it is therefore not necessary to have these activities under one director. The missions of the two offices are different and can be effectively carried out in separate organizational entities.

NEED FOR STRONG AUDIT CAPABILITY

Senator BAYH. Do you have any further thoughts, Mr. Legge?

Mr. LEGGE. Yes. The only thing I would like to add, Mr. Chairman, is that I believe that the District, and any organization, needs a strong, independent audit operation which has a reporting level which can reach the top of the organization and disclose any deficiencies that might exist throughout the organization. It should not be a part of any component of the organization which it in fact audits.

That would be one of the justifications I would make for having it separate.

Senator BAYH. You report directly to the Mayor himself?

Mr. LEGEE. Yes, sir; I do. That is a new organizational level, I might add, since August 1.

Senator BAYH. Mr. Legge, I have a few questions for you. If you do not have the answers available today, please submit them for the record.

Mr. LEGGE. I would be happy to do so.

Senator BAYH. How has your office responded to recent reports by the General Accounting Office on city operations and financial management?

Mr. LEGGE. We make a careful review of every General Accounting Office (GAO) report relating to the District of Columbia government

as soon as a copy is made available to us. We then try to assess the reported conditions in terms of any immediate action we should take and also in terms of long-range action required by this office. In the past year we have worked closely with the GAO in connection with a number of audits in the District government. We have exchanged information needed to determine the causes of problems and we have carried out additional audits, in some instances, as a result of information received from GAO either directly or in reports. At the present time we are conducting a payroll audit, using information concerning specific problem areas, which was included in a recent GAO report. In addition to these efforts, as a general procedure, our audit staff always determines whether a recent GAO report has been issued on any area we are preparing to audit. If there has been a recent GAO report, we review it, and as we conduct our audit, we determine the extent and the effectiveness of actions taken in response to the report. Our evaluation of these actions is included in our audit report.

Senator BAYH. What additional resources will be needed in future years to carry out the duties of the Municipal Audit Office?

What improvements are anticipated when extra resources are available?

Mr. LEGGE. As noted previously, there is an immediate need for additional staff to expand the audit function in order to make the more effective management-type audits. Our 3-year plan for expanding and improving the audit function is included in this hearing record. This plan provides for important and urgently needed improvements in the audit function not only in terms of expansion into management-type auditing but also in terms of providing for unmet needs for audit coverage. The end result of the expansion of the audit function could reasonably be expected to include improved financial management in the District government and more efficient, effective, and economical operation of city programs.

Senator BAYH. Thank you very much, gentlemen. I appreciate having your thoughts on the new budget.

Mr. LEGGE. Thank you, sir.

96-548 O - 73 - pt. 1 - 10

Office of Civil Defense

STATEMENT OF GEORGE R. RODERICKS, DIRECTOR OF CIVIL DEFENSE

PRIMARY GOALS OF OFFICE

Senator Bayh. Our next witness is George R. Rodericks, Director of Civil Defense, please proceed.

Mr. Rodericks. Mr. Chairman and gentlemen, I have only one statement for this committee as I have no request for capital improvement funding.

We in the Office of Civil Defense have two primary goals:

(1) To maintain the national civil preparedness programs within the city as prescribed under public law and executive orders of the Commissioner.

(2) To strengthen a dimension to our office that makes us an effective staff arm, within the Office of the Commissioner, to assist in the solution of both normal and emergency problems of the city.

In the national program areas, I can report to you that we have been successful. These national civil preparedness programs involving communications and warning, a public fallout shelter system, radiological defense capabilities, emergency operations capabilities, civil preparedness training, emergency planning and emergency information systems are at an acceptable level of readiness despite an absence of maintenance funding in some program element areas.

It is in the second goal area of everyday usefulness to the city that we feel we have made the most significant progress, Our methodology here has been to utilize the resources and capabilities developed through Federal program requirements as support vehicles to assist in solving normal and emergency city problems. Following are specific examples of these dual use resources.

COMMUNICATIONS

The radio, telephone, and Teletype warning systems developed in our offices over the years to meet the threat of enemy attack upon the United States are now used daily to support normal administrative and operational interagency requirements of the city. This daily use keeps these systems in readiness for immediate turnover into an effective command and control vehicle in support of the Mayor and the government executives during any type of emergency—whether it be local or national in scope. The two warning systems, which we operate, the national warning system (NAWAS) and the Washington area warning system (WAWAS) are both available to support local as well as national communications needs. The NAWAS is available to the Mayor when there is a need to communicate with other State capitols and chief executives. The WAWAS, which connects all police, fire, civil defense, major military headquarters and additional selected agencies in the Washington metropolitan area is used 24 hours a day

to coordinate metro area problems or emergencies. The WAWAS is the most effective local mutual support system in the Nation for rapid coordination of interjurisdictional emergency actions. It was through the WAWAS that assistance to the District from Maryland and Virginia, during the fires that accompanied the 1968 riots, was coordinated. WAWAS was used 24 hours a day to receive weather and flood warnings and information from the National Weather Service and to coordinate actions when Hurricane Agnes effects hit the metro area in 1972. It was through WAWAS, on March 2, 1973, that police, fire, ambulance, rescue, and even military helicopter support was rapidly assembled at the site of the building collapse in Arlington, Va.

The D.C. Civil Defense radio system has been deployed so that it interconnects the operations centers of major departments and agencies of the District Government and affiliated Federal and military locations. This network provides the Mayor with a ready direction and control system whereby he can bring the resources of his government to bear on any problem affecting the city and he can also direct the response of the government to any situation from his emergency position in the command center. Complementing the radio system is a small dedicated telephone hotline system that assures him instant communications with his cabinet level officials, the White House and major Federal Government Command Posts.

OPERATIONAL CAPABILITY

In 1968, the Commissioner took the first step to establish what has evolved into the Mayor's command center. Resolved not to suffer the deficiencies encountered by lack of communications, emergency and operational staff capability encountered in the 1968 riots, the Mayor assigned the responsibility for establishment and development of the Mayor's command center to the Office of Civil Defense, because of its existing emergency operational staff and communications capability. This unique command center concept provides emergency support and information to the Mayor, other officials of the District government and key officials and agencies of the Federal Establishment. The center provides a highly flexible and rapid capability to provide the Mayor with realtime field reports during disorders or major protest demonstrations affecting the city and the metropolitan area. Operating from, or through this center, the Mayor and other key officials have been successful in preventing serious situations from developing.

THE PUBLIC FALLOUT SHELTER SYSTEM

President Kennedy initiated this program in 1962. The D.C. Office of Civil Defense did develop and has maintained this network of protective building and emergency supplies for the past 10 years. As they became excess to the needs of the system, we have utilized selected shelter stocks to support local needs. Excess first aid supplies have been used to (1) support Red Cross, church and school first aid training programs; (2) support the Department of Human Resources and American Red Cross field medical stations and ambulances during major demonstrations in the city; and (3) support free neighborhood clinics, which had adequate paramedical personnel assigned.

Shelter sanitation kits (portable chemical toilets) and water barrels were used to provide sanitary facilities and water sources at holding areas following the mass arrests of "Mayday" 1971.

EMERGENCY OPERATIONAL CAPABILITY

The trained staff and established communications and information systems at our Emergency Operations Center in Lorton, Va., and the Mayor's Command Center in Washington, can be mobilized rapidly to 24-hour support of the Mayor and other officials or agencies when emergency situations develop.

EMERGENCY PLANNING AND INFORMATION

In addition to planning, dealing with wartime operations, management of resources, radiological defense, communications and warning and shelter for the public, our small planning group prepares city-wide plans for local emergency situations. We developed the emergency power plan to cope with the effects of power shortages or outages, which can occur in the city. We coordinated the development of the demonstration contingency plan to assure coordinated commitment of resources during major demonstrations and to solve some of the problems encountered in the logistics requirements of "Mayday." We are currently updating the disaster plan for the city in concert with the Office of Emergency Preparedness and the Defense Civil Preparedness Agency. We have prepared written plans and procedures to deal with advance warning and dissemination of information to the Government and the public in severe weather situations. We have emergency information dissemination plans and procedures in event of civil disturbances, major accidents involving chemical or radioactive material carriers, large scale construction accidents, bomb threats and actual explosions, major fires, aircraft and train accidents, et cetera.

INTERAGENCY RELATIONSHIPS

Not all of our time is spent in development of an adequate emergency capability for the city government. We are involved daily in developmental activities having to do with other District departments and programs. Our office chaired and participated in a seventeen agency task force this year to examine the status and requirements of telecommunications systems now used and needed to support city requirements. I and my staff have been working for 3 years with the National Academy of Engineering studying new concepts of urban communications systems. Through the Metropolitan Washington Council of Governments, we participate constantly in the examination and development of plans, systems and agreements, which will improve interjurisdictional coordination and relationships. Last year we were able to acquire desperately needed temporary housing units in the form of hospital train cars, excess to the needs of the Department of Defense, which assisted in solving the overcrowded situation at the Department of Corrections facilities, Lorton, Va. Two months ago we diverted to the Department of Corrections use a Civil Defense siren to alert local residents to escapes from the correctional institutions at Lorton.

Many operational concepts developed in the Mayor's command center have been accepted as models by other cities. I think the most significant of these concepts is the good office role with major protest organizations in the United States. Those organizations, who have established leadership and plan peaceful demonstrations in Washington, almost always seek the advice and counsel of the command center staff. Through this relationship, there are generally no surprises on the part of officials or participants when the demonstration occurs and the best interests of both parties are served. A recent example in recognition of this concept was demonstrated when Chief Pomerance of Miami Beach and key Dade County officials sought our guidance on how to handle the demonstrations scheduled in July and August of 1972. As a result of the discussion with Chief Pomerance and representatives of the Dade County manager, Mr. Goode, Governor Askew of Florida requested Mayor Washington to allow me to act as a consultant prior to and during both the Democratic and Republican Conventions. The details of this experience are too extensive to cover here, but the point I make is that the Mayor's command center concept was as successful in Miami Beach as it has been in Washington over the past several years. Negotiations with the demonstration leadership were fruitful, there were no surprises, the demonstrators had their day, relationships were essentially friendly between officials and the unofficial delegates and there was no overreaction on the part of police organizations involved.

I have presented what I feel are the highlights of the actions governing the varied programs assigned to the Office of Civil Defense, our accomplishments in the performance of the programs for which we are charged and a little of the background which led us into the posture and position we hold within the District government. We feel that our programs do provide direct support to the mayor and his government and service to the people of the city.

For fiscal year 1974, I am requesting $152,700, which is $2,000 less than the allotment for our office in fiscal year 1973. This amount will provide the salary money for 8 of the 16 full-time staff positions assigned to my office and will also sustain our other operating costs.

VALUE OF FALLOUT SHELTER SYSTEM

Senator BAYH. Is the fallout shelter system still considered an effective means of protecting the citizenry in case of nuclear attack?

Mr. RODERICKS. The nationwide fallout shelter system is still considered an effective means of protecting population against the radiological effects of a nuclear attack.

Senator BAYH. What is the Federal Government's policy on fallout shelters?

Mr. RODERICKS. The Federal Government's policy calls for continued maintenance of the fallout shelter system. This is done by at least an annual physical inspection of each shelter building to inventory emergency supplies and periodic technical analysis of medical items.

Senator BAYH. What is being done with existing shelters?

Mr. RODERICKS. In addition to their wartime protective role, certain compatible fallout shelters are being included in plans to provide emergency shelter during natural disasters or other local emergency situations.

IMPROVEMENT OF OPERATING EFFICIENCY

Senator BAYH. What steps have been made to improve operating efficiency?

Mr. RODERICKS. Continued improvement in operating efficiency is being achieved through: Coordinated planning involving key D.C. and Federal agencies; increased information exchange prior to and during emergency situations; improvement of communications systems linking agencies with operational responsibilities and continuous training and indoctrination of operational staffs.

Senator BAYH. What further improvements are planned?

Mr. RODERICKS. During fiscal year 1974, the emphasis will be on incorporation of operational experiences over the past 5 years, into a new emergency operations plan for the District of Columbia. This plan will delineate agency responsibilities during local emergency, natural disaster or nuclear attack situations.

Senator BAYH. Thank you, Mr. Rodericks. That will be all.

Mr. RODERICKS. Thank you, Mr. Chairman.

Office of Human Rights

STATEMENT OF JAMES BALDWIN, EXECUTIVE DIRECTOR

ACCOMPANIED BY:
A. FRANKLIN ANDERSON, DEPUTY DIRECTOR
MARION JACKSON, ADMINISTRATIVE OFFICER

INTRODUCTION OF ASSOCIATES

Senator Bayh. Mr. Baldwin.

Mr. Baldwin. I have with me Mr. A. Franklin Anderson, Deputy Director, and Ms. Jackson, the Administrative Officer of the Office of Human Rights.

Senator Bayh. Please proceed.

Mr. Baldwin. Mr. Chairman, and members of the Subcommittee on Appropriations for the District of Columbia, I am pleased to have this opportunity to present to you the fiscal year 1974 budget request of the Office of Human Rights.

OBJECTIVES OF OFFICE

The Office of Human Rights works to eliminate and prevent illegal discrimination based on race, creed, color, sex, age, and national origin. The office further seeks to bring an end to activities which may lead to interracial tension, discord, and conflict in the city. These two broad responsibilities require a program which includes law enforcement, community relations activities, education and research.

The objectives of the Office of Human Rights are to:

(1) Insure that all persons seeking or engaged in employment in the government of the District of Columbia, or under D.C. Government contracts, are accorded equal employment opportunities regardless of race, creed, color, national origin, sex, or age;

(2) Insure that all persons within the District of Columbia are accorded an equal opportunity to seek or engage in employment regardless of race, religion, color, national origin, or sex;

(3) Insure that all persons within the District of Columbia are accorded an equal opportunity to seek and utilize housing units regardless of race, color, religion, or national origin;

(4) Secure an end to discrimination in employment and in the utilization of housing and public accommodations or services within the District of Columbia by reason of race, color, religion, national origin, or sex;

(5) Insure that all persons within the District of Columbia are accorded an equal opportunity to seek and utilize all public accommodations, services and District government facilities;

(6) Secure an end to practices of discrimination and other efforts or activities of individuals, or groups, which may lead to incite interracial tension, discord or conflict within the District of Columbia.

For the most efficient use of its resources, the Office of Human Rights is divided into three divisions: Enforcement and Compliance Division;

Community Relations Divison; and Research and Statistics Division.

There are 34 appropriated staff positions in the Office.

ENFORCEMENT AND COMPLIANCE DIVISION

The Enforcement and Compliance Division investigates and disposes of complaints of discrimination lodged against District of Columbia government, private sector employees, housing realtors, operators, and managers of public accommodations.

The Enforcement and Compliance Division is also responsible for establishing within each District of Columbia government agency an affirmative action program, designed to insure equal employment opportunity for all employees, regardless of age, race, sex, religion, or national origin. Among other things, the program calls for the appointment of EEO officers and counselors within each agency.

Another activity of this Division is the administration of the District government contract compliance program, whereby contractors with the District government are required to take affirmative steps in eliminating discriminatory barriers to employment on their work forces. This Division will monitor all compliance activities and assume jurisdiction over any case when necessary to carry out the contract compliance order.

During fiscal year 1972, this Division received 174 individual complaints, initiated 25 systematic investigations, received 56 affirmative action plans, and closed 202 cases.

RESEARCH AND STATISTICS DIVISION

The responsibility of the Research Division is to generate and make available, on a timely basis, accurate and comprehensive information identifying the locus, nature, and extent of illegal discrimination in all areas within the jurisdiction of the Office of Human Rights.

During fiscal year 1972, this Division generated periodic reports used by the Director to measure progress, establish priorities and plan for the future. This division also gathered data on the age, sex, race, and organizational location of each full-time employee who was employed by the District of Columbia government in December 1971. These data were used to generate the 1971 staffing patterns report.

COMMUNITY RELATIONS DIVISION

The second basic responsibility of the Office of Human Rights is fostering communication and mutual respect among all racial and ethnic segments of the community, and between the citizenry and the Government. These responsibilities are the province of the Community Relations Division.

Some of the activities of the Community Relations Division during fiscal year 1972, were: (a) mediated 27 neighborhood disputes; (b) held or participated in 315 community meetings; (c) referred 119 citizens to social agencies; (d) participated in 25 police-community relations seminars; and (e) served as a conduit for approximately 98 alleged complaints of police brutality.

MAJOR OBJECTIVES

The major objectives for fiscal year 1974 are as follows:

(1) reduce caseload and expedite processing of individual complaints;

(2) strengthen women's action program;

(3) strengthen and increase scope of contract compliance program;

(4) expand programs for Spanish-speaking and other minorities;

(5) monitor more stringently the affirmative action plans of District government agencies.

The fiscal year 1974 budget request for the Office of Human Rights is $565,300 and 39 positions, an increase of $54,100 and five positions.

The increased budget request for fiscal year 1974 reflects a concentration of effort in two areas: a strengthening of the affirmative action program of the District of Columbia government and strengthening the women's action program of the District government.

I. AFFIRMATIVE ACTION PROGRAM

For improved monitoring of the affirmative action plans of District government agencies, we request:

1 equal opportunity specialist, GS–11	$14,414
1 equal opportunity specialist, GS–09	11,963
1 equal opportunity specialist, GS–07	9,804
Total	36,181
6-month funding	18,000

This request for three positions will materially affect the caliber of agency affirmative action plans by providing for an increased level of technical assistance to agencies and for stricter monitoring and reviewing of agency plans. Agency progress toward achievement of planning goals will be measured and monitored closely. The policy adopted by the District government, as stated by Commissioner's Order 71–77, is to promote the full realization of equal employment opportunity through a continuing affirmative action program in the District of Columbia government, and in each department and agency thereof. If these requested positions are allowed the execution of this policy will proceed in an accelerated fashion.

II. PUBLIC HEARINGS

When public hearings are held, whether the parties are private companies or District Government agencies, the costs of taking verbatim public testimony should be charged to the parties of the hearing. This is the case with agencies of District of Columbia. When private companies are involved, these costs cannot be charged back without amending the fair housing and fair employment regulations. One position of Hearing Reporter is recommended with the provision that the salary be paid from reimbursements. The Office of Human Rights should initiate a request for amendment to the pertinent regulations.

One hearing reporter, GS–11—No funds.

III. WOMEN'S PROGRAM COORDINATOR

The goal of an affirmative action plan is to encourage equal employment opportunities for all in the District Government, regardless of race, creed, color, national origin, sex, or age. The special problems attached to employment of women by District Government merit special attention. The number of women in middle or top management ranks of the District Government agencies is proportionately small compared to males.

To more adequately monitor this area of affirmative action programing, a request is made for:

One women's program coordinator, GS–13—$10,200 for 6 months funding.

Thank you.

GRADE LEVEL IN OFFICE

Senator BAYH. What is the estimated average general schedule grade level of the Office in fiscal year 1973 and 1974? And how does this compare with comparable agencies in other cities, States, or the Federal Government itself?

Mr. BALDWIN. The average grade as of last quarter, March 31, 1973, was 9.71. Due to our budgetary constraints, the average general service grade in fiscal year 1974 cannot exceed 9.8. The majority of the Commission do not operate on the general schedule pay scale but salarywise, it would be between $11,000, and $12,000.

Senator BAYH. I noticed that last year the committee reduced the Commission by $50,000 on the grounds that its average level of GS 10.5 was higher than comparable agencies.

Mr. BALDWIN. Their definition of comparable agencies that time was the staff on the Hill and the FBI. We felt at that time, and we still feel, that is not a valid comparison.

Senator BAYH. What is?

Mr. BALDWIN. As far as the District of Columbia agencies are concerned, it would be any agency where the majority of the staff are professional. An example would be the Corporation Counsel's Office where the standard says that a person must be an attorney, must have a degree. And our standard requires that investigators must have a B.S. degree, in social science and 3 or more years of experience. This comparison was not accepted by the Senate as a comparable example.

Senator BAYH. Do we have figures on places like Baltimore, Boston, places in this part of the country, in your estimation comparable?

Mr. BALDWIN. I do not have any with me, but I could supply the information.

STAFFING AT COMPARABLE RIGHTS UNITS

Senator BAYH. Would you get that for us, so we could have that again this year?

Mr. BALDWIN. Sure. I would be very glad to do it.

[The information follows:]

We have been advised that the average salary for the Maryland Commission on Human Rights is $11,357, which is approximately equivalent to a GS–9 grade. For the Connecticut Commission on Human Rights and Opportunities the average salary is $12,775 or approximately equivalent to a GS–10 grade.

In the D.C. Government, the average grade level for the Office of Corporation Counsel is 9.7, and for the Minimum Wage and Industrial Safety Board is 9.9.

Furthermore, the latest available information from the U.S. Civil Service Commission on Federal employee occupational categories shows that for "General Investigators" the average grade in 1970 figured out to GS–12 for the D.C. Metropolitan Area and GS–11 for all other areas of the country.

CASELOAD OF DOCUMENTATION COMPLAINTS

Senator BAYH. One of your goals, which very frankly I applaud, is to reduce the caseload of individual complaints. What is the present backlog in this area? And how long does a person have to wait until his case is heard? And exactly how have staffing increases helped the situation?

Mr. BALDWIN. The present caseload in the Office is approximately 220. Some of them date back as far as 7 months and even a year. Very few of them, though, date back as far as 1 year. It does not mean that the investigation has not been completed, but it could mean that the cases are waiting public hearing. The investigative process begins when a complaint is filed with the Office of Human Rights. We investigate it, and depending upon the findings, it may move into public hearing, or perhaps into the courts. We have some cases in the court of appeals now. These cases would be recorded as open and not resolved.

Senator BAYH. I notice in looking through some of the language of the budget, you are requesting four new positions. Is that accurate?

Mr. BALDWIN. Four funded positions and one unfunded position.

Senator BAYH. Would that position be funded by grant funds, or how?

Mr. BALDWIN. Appropriated position. We are asking for four permanent positions.

Senator BAYH. Where does the one unappropriated position come in?

Mr. BALDWIN. Funds for the one unfunded position would come from hearing costs assessed to the respondent in private sector complaints. We have asked the City Council to amend the regulations to allow us to pass expenses of public hearing on to a respondent found in violation of the law.

An example would be in the District government, if a case reaches public hearing, then the agency is responsible for all expenses of the hearing.

In the private sector this is not true. My office is responsible for all expenses that would arise out of a public hearing.

Senator BAYH. You are not concerned that maybe we are short-cutting the just complaints of people, that this type of client might be ready to settle for less than they really deserve?

Mr. BALDWIN. No. We are not. Expenses of hearings would not go to the complainant, but the respondent.

Mr. Anderson, my deputy who is an attorney, could probably speak to this also.

Mr. ANDERSON. Yes. We have proposed legislation before the City Council right now. Hearings will begin May 10, I believe, on this, which will allow us to assess the cost of hearings, including transcript costs, to a respondent who is found in violation of the equal opportunity laws.

Senator BAYH. In looking at the budget explanation, I point out the top priority for 1974 is said to be receiving and investigating complaints so that immediate, individual relief can be provided.

Is that accurate?

Mr. BALDWIN. Yes. It is.

AREAS STRENGTHENED BY 1974 BUDGET REQUEST

Senator BAYH. Then we go on over—I guess it is on page 13—where you say the increased budget request for fiscal year 1974 reflects a concentration of efforts in two areas—a strengthening of the affirmative action program with the District of Columbia government, and a strengthening of the women's action program for District of Columbia government.

Isn't that a bit inconsistent?

Mr. BALDWIN. Yes it does. It is because both of these areas are high priorities for our office. We have had to detail from three to four positions from the investigative unit to the affirmative action unit, so if you do this, then naturally the complaints—and we refer to them as one on one, an individual coming in—you have less resources, less personnel to handle the individual complaints because you have designated some people from the investigative unit to the affirmative action.

We have a Commissioners order 71–77 which gives us the responsibility for implementing the affirmative action program for each District agency. We have approximately 48 agencies, and somewhere in excess of 42,000 employees.

Senator BAYH. You had around 300 complaints last year? How many of those have been successfully conciliated?

Mr. BALDWIN. Frank, do you want to explain that?

Mr. ANDERSON. There were 324 cases docketed in 1972 and 20.3 percent of the cases closed were satisfactory adjustments. For 1973—through April 15—34.8 percent of cases closed have been closed as satisfactory adjustments.

NUMBER OF COMPLAINTS CONCILIATED

Senator BAYH. I would like to have, if we could, for the record how many complaints last year were conciliated.

[The information follows:]

In 1972, 54 of 266 closings were closed with satisfactory adjustment (20.3%). For 1973 (through April 15), 31 of 89 closings were closed with satisfactory adjustment (34.8%).

PUBLIC HEARINGS ON COMPLAINTS

Senator BAYH. Now, it is my understanding that if a complaint is not successfully conciliated, that then you go to public hearings?

Mr. BALDWIN. Yes. That is right, Mr. Chairman.

Senator BAYH. Is it true that there were only 13 public hearings held in the last 2 years? If so, there seems to be quite a disparity between the number of cases conciliated and the remainder, which——

Mr. BALDWIN. That is probably true. In fiscal year 1972, approximately five cases went to public hearings and approximately eight in fiscal year 1973. We also have about 20 cases scheduled for hearing.

Now, if in fact—and you have to understand the hearing process—if in fact we were able to come up with a panel and schedule all of these 20 cases that we have as a backlog, we would not have money to hold hearings.

The process, as far as holding hearings is concerned, is that the Human Rights Commission—and these are citizens, an advisory group to the Mayor—must sit as a panel and hear cases. The regulation requires that it be a panel of three. Recently we asked, and were given authority, to reduce this to one hearing examiner because it is rather difficult to get three people together at any one time, when you are talking about people who are not being compensated for their time.

So we were able to get our rules changed to allow one person now to sit and hear a complaint of discrimination.

Senator BAYH. Maybe I am not totally conversant with the way a complaint is processed. You say you have 300 complaints last year. We do not know exactly what the percentage was, but assume it is a 30-percent figure, as you mentioned, Mr. Anderson.

Mr. BALDWIN. You have to take into consideration no probable cause; you would have to take into consideration those cases that were closed out by administrative procedures, those cases that were not conciliated. And then the balance would be, I guess, those that were scheduled for a hearing.

Senator BAYH. Then the majority of the cases fall into that middle category—are thrown out because of no probable cause, or administrated out?

What happens to those that do not fall into the two categories, hearings or conciliations?

Mr. ANDERSON. Yes. Probably close to 40 percent of the cases are no probable cause cases where we are not able to establish legal basis for discrimination.

Senator BAYH. Who makes that assessment?

Mr. ANDERSON. That is made by the Director, Mr. Baldwin, on the advice of staff.

Then there are a number of cases in which we lose jurisdiction because the complainant leaves no address, declines to pursue the case, or for some reason like that. Then, of course, some cases are administratively closed, when they are combined with other cases, or consolidated with systemic investigations that the Office is conducting.

Senator BAYH. How many investigators do you have working on the complaints?

Mr. BALDWIN. We have seven.

Senator BAYH. Are some of these detailed over on occasion for Affirmative Action as well?

Mr. BALDWIN. That does not include the three that were detailed over to Affirmative Action. We have seven that are actively involved in investigating complaints of discrimination. We have three that are detailed to the Affirmative Action program. We have a unit, that is referred to as Community Relations; consisting of five staff people.

ADDITIONAL QUESTIONS

Senator BAYH. I have a few additional questions to ask you. If you do not have the answers today, you may submit them for the record.

Please explain your Office's relationship to the Advisory Commission on Human Rights.

Mr. BALDWIN. The Office of Human Rights has the responsibility for receiving and investigating complaints of discrimination in housing, employment, and public accommodations in accordance with District of Columbia government regulations. The Commission on Human Rights provides hearing examiners and makes the final determination on cases which are referred to it by the Office of Human Rights for hearing. The Office of Human Rights provides necessary staff services to the Commission and may authorize appropriate expenditures for the Commission from funds designated for this purpose.

In all other respects, the Office and the Commission perform independent roles. The Office is responsible for executing the policies of the Mayor and the laws of the District with respect to human rights and human relations. The Commission, a group of 15 unpaid citizens, supplies advice to the Mayor and to the Office on needs and policies which affects the efficiency of the District's equal opportunity effort.

Senator BAYH. Is the Commisison an agency which receives funds from the city?

Mr. BALDWIN. No. In accordance with Commissioner's Order No. 71-224, promulgated on July 8, 1971, the Commission receives staff services and appropriate funds through myself, the Director, from the Office of Human Rights resources.

WOMEN'S PROGRAM IN HUMAN RIGHTS AND PERSONNEL OFFICES

Senator BAYH. How does the women's program in the Office of Human Rights relate to the Women's program in the Personnel Office, and the programs of the Commisison on the Status of Women?

Mr. BALDWIN. I will supply that for the record.

[The information follows:]

There is a close working relationship between the Women's Program in the Office of Human Rights and the Commission on the Status of Women. We have also cooperated and shared information with the Women's Program in the Personnel Office.

The Director of the Office of Human Rights is also the Director of Equal Employment Opportunity for the District of Columbia Government. It is the responsibility of the Director of Equal Employment Opportunity, reporting to the Mayor, to be personally responsible for providing leadership to the government's program for assuring equal opportunity to women as well as persons of different racial, religious and national backgrounds.

The Federal Personnel Manual Letter No. 713-15 states in part:

"At the same time we recognize there are unique concerns involving equal opportunity for women which require special attention. The Director of Equal Employment Opportunity, therefore, should have on his staff either a coordinator for the Federal Women's Program (part-time or full-time as the situation demands) or a Federal Women's Program Committee, to advise him on the special concerns of women and to assure that necessary specific actions are taken regarding equal opportunity for women."

The Commission on the Status of Women was established by Executive Order 67-38 on January 10, 1967. The Commission is an advisory group to the Mayor. Its major responsibilities are: to conduct studies, review progress and develop and recommend constructive action directed toward improving the status of women in the District of Columbia. Also to give advice in the following areas:

(*a*) Elimination of discrimination based on sex.

(*b*) Public and private employment practices, including matters pertaining to hours, wages, and working conditions.

(*c*) Education at every stage of life.

(*d*) Equality of rights and responsibilities of men and women under the law in regard to political, civil and property rights as well as family relations.

(e) New and expanded services for women to facilitate their optimum functioning as homemakers, breadwinners, and citizens.

The women's program in the Personnel Office, as I understand it, deals with one area and that is the "recruitment and training of women for executive level positions (GS–12 and above)".

DUPLICATION OF EFFORT

Senator BAYH. Is there duplication of effort?

Mr. BALDWIN. I have briefly reviewed the three programs and I do not see duplication of efforts.

In summary, the Office of Human Rights is responsible for assuring equal employment rights for women in the District government as well as the private sector. The Commission on the Status of Women is an advisory group to the Mayor on the status of women in the District of Columbia. The women's program in the Personnel Office is concerned chiefly with recruitment and training of women for executive level positions.

Senator BAYH. Please provide for the record a breakdown, if available, of District of Columbia government employment by ethnic background at the various pay levels.

Mr. BALDWIN. Our latest data indicate that though there has been considerable improvement in the past 5 years. Blacks and women are not represented in reasonable proportions at the higher grade and salary levels. For example, although our most recent figures show blacks to be 65.2 percent of all District of Columbia employees, they are only 50.3 percent of employees with annual salaries equivalent to GS–9, step 1 level, or above and only 34.3 percent of employees with annual salaries equivalent to GS–13, step 1, or above.

Spanish-surnamed employees represent less than 1 percent of all District of Columbia government employees which also points to the need to increase their representation in District of Columbia government agencies.

[The information follows:]

General Schedule Employees by Grade Level, Race and Sex -- December 12, 1971

Grade Level	Male			Female			Total		
	Black	Other	Total	Black	Other	Total	Black	Other	Total
1-4	1,341	322	1,663	3,015	371	3,386	4,356	693	5,049
5-8	1,904	1,384	3,288	3,222	1,318	4,540	5,126	2,702	7,828
9-11	816	1,276	2,092	901	946	1,847	1,717	2,222	3,939
12-13	302	832	1,134	147	244	391	449	1,076	1,525
14-15	137	402	539	29	71	100	166	473	639
16-18	14	41	55	1	3	4	15	44	59
Total	4,514	4,257	8,771	7,315	2,953	10,268	11,829	7,210	19,039

TABLE III

D.C. GOVERNMENT EMPLOYEES BY SALARY, RACE AND SEX -- DECEMBER 12, 1971

Annual salary in dollars	Male						Female						Total					
	Black		Other		Total		Black		Other		Total		Black		Other		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Under $5,000	114	0.8	12	0.1	126	0.5	697	4.8	36	0.8	733	3.8	811	2.9	48	0.3	859	2.0
$5,000 - 7,999	5,323	38.5	676	6.3	5,999	24.5	5,290	36.3	702	15.7	5,992	31.5	10,613	37.4	1,378	9.1	11,991	27.6
$8,000 - 10,999	5,941	43.0	4,820	45.2	10,761	44.0	4,784	32.8	2,034	45.5	6,818	35.8	10,725	37.8	6,854	45.3	17,579	40.4
$11,000 - 13,999	1,431	10.4	3,130	29.4	4,561	18.6	2,569	17.6	1,049	23.5	3,618	19.0	4,000	14.1	4,179	27.6	8,179	18.8
$14,000 - 16,999	499	3.6	879	8.2	1,378	5.6	997	6.8	398	8.9	1,395	7.3	1,496	5.3	1,277	8.4	2,773	6.4
$17,000 - 19,999	255	1.8	488	4.6	743	3.0	158	1.1	133	3.0	291	1.5	413	1.5	621	4.1	1,034	2.4
$20,000 - 22,999	124	0.9	278	2.6	402	1.6	57	0.4	56	1.3	113	0.6	181	0.6	334	2.2	515	1.2
$23,000 - 25,999	59	0.4	152	1.4	211	0.9	8	0.0	22	0.5	30	0.2	67	0.2	174	1.2	241	0.6
$26,000 - 28,999	32	0.2	101	0.9	133	0.5	7	0.0	23	0.5	30	0.2	39	0.1	124	0.8	163	0.4
$29,000 and over	40	0.3	123	1.2	163	0.7	7	0.0	13	0.3	20	0.1	47	0.2	136	0.9	183	0.4
Total	13,818	100.0	10,659	100.0	24,477	100.0	14,574	100.0	4,466	100.0	19,040	100.0	28,392	100.0	15,125	100.0	43,517	100.0
Median	$8,743		$10,888		$9,704		$8,815		$10,205		$9,229		$8,775		$10,685		$9,520	

TABLE IV

D.C. GOVERNMENT EMPLOYEES BY SALARY AND MINORITY GROUP STATUS -- DECEMBER 12, 1971

Annual salary in dollars	Black		Spanish-Surnamed		American Indian		Oriental		Other		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Under $5,000	811	2.9	3	1.1	0	0.0	1	0.4	44	0.3	859	2.0
$5,000 - 7,999	10,613	37.4	63	23.2	11	20.8	22	8.9	1,282	8.8	11,991	27.6
$8,000 - 10,999	10,725	37.8	112	41.2	23	43.4	65	26.4	6,654	45.7	17,579	40.4
$11,000 - 13,999	4,000	14.1	51	18.8	17	32.1	69	28.0	4,042	27.8	8,179	18.8
$14,000 - 16,999	1,496	5.3	19	7.0	2	3.8	34	13.8	1,222	8.4	2,773	6.4
$17,000 - 19,999	413	1.5	6	2.2	0	0.0	11	4.5	604	4.2	1,034	2.4
$20,000 - 22,999	181	0.6	4	1.5	0	0.0	5	2.0	325	2.2	515	1.2
$23,000 - 25,999	67	0.2	4	1.5	0	0.0	24	9.8	146	1.0	241	0.6
$26,000 - 28,999	39	0.1	7	2.6	0	0.0	10	4.1	107	0.7	163	0.4
$29,000 and over	47	0.2	3	1.1	0	0.0	5	2.0	128	0.9	183	0.4
Total	28,392	100.0	272	100.0	53	100.0	246	100.0	14,554	100.0	43,517	100.0
Median	$8,775		$9,875		$10,021		$12,521		$10,683		$9,520	

STENOGRAPHIC REPORTER FUNDS

Senator BAYH. I note your explanation, page BR–13a, of the request for a stenographic reporter with no funds needed, and I commend your thinking on this. My question is whether requiring the parties to a dispute to save or share the costs, would discourage litigation of valid complaints by poor persons? What is your view? What will the funds used last year to pay for stenographers and transcripts be used for?

Mr. BALDWIN. In answer to your first question: A complaint is not required to pay any costs of a proceeding before the Office or the Commission. Although a complainant may engage his own attorney if he chooses, his case is presented to the hearing tribunal by the Office of Human Rights staff. Of course, we agree that if there were any cost assessed to complainants, many valid complaints would never be brought to our office.

In answer to your second question: We have had approximately $5,000 available for stenographic transcripts and other hearing expenses in our present budget. The cost of funding a GS–11 hearing reporter is $15,157. We expect our hearing costs will equal or exceed $15,000. Even if we are able to assess hearing costs against a respondent found in violation of our law, we will have to absorb the cost ourselves in those cases where the respondent prevails. In addition, we will need to pay out per diem costs for hearing examiners during the next fiscal year which will have to be absorbed by our budget when not reimbursed by a respondent.

Senator BAYH. Mr. Baldwin, is there anything else you would like to tell us at this time?

Mr. BALDWIN. No. I thank you for the opportunity to appear before this committee.

Senator BAYH. I am going to have to now vote. I appreciate it. I am sorry this has been such a hectic day.

[A brief recess was taken.]

Office of Consumer Affairs

STATEMENT OF COMER S. COPPIE, SPECIAL ASSISTANT TO THE MAYOR-COMMISSIONER FOR BUDGET AND FINANCIAL MANAGEMENT

ACCOMPANIED BY HAROLD WALKER, JR., PROGRAM ANALYST

BUDGET FOR COMPREHENSIVE PROGRAM

Senator Bayh. Our last witness today will be Comer Coppie once again, Special Assistant to the Mayor-Commissioner, budget fiscal 1974, presenting the budget for the Office of Consumer Affairs.

Mr. Coppie.

Mr. Coppie. Mr. Chairman, I am pleased to have this opportunity to present the city's request to establish an Office of Consumer Affairs which will be located in the Executive Office of the Mayor. The proposal is consistent with the recommendations of the Nelsen Commission. It is a request for a comprehensive program to provide a full range of consumer protection services and activities.

District residents, service area community groups, consumer groups and governmental bodies have continually affirmed and reaffirmed the need to establish an Office of Consumer Affairs. By contrast, many States have addressed and responded to similar needs to the extent that only three State level jurisdictions still lack visible consumer protection offices. The District is one of those without an office. The creation of this office will move the District to the positive side of this ledger. It will also be a means of making more effective the existing efforts being carried on by the city while seeking additional ways of giving consumers in the District the protection they need and deserve.

The Office of Consumer Affairs will provide comprehensive consumer protection to citizens in the District. Programmatic activities will enable the office:

To increase coordination of current regulatory activities for effective consumer protection.

To provide increased consumer protection through additional investigative and enforcement activities.

To develop consumer research and educational programs for long term consumer protection.

The Office of Consumer Affairs will engage in a number of specific duties and responsibilities toward achievement of its goals. Some of the major examples are:

To administer and enforce the D.C. consumer retail credit regulations.

To work with the corporation counsel on the prosecution of violators of consumer protection laws and regulations and when appropriate to advise, consult, and assist other city government enforcement and investigative activities in the consumer protection field.

To serve as the focal point for the processing of consumer complaints directed to the District government and to reslove such complaitns expeditiously without duplication of effort.

To provide advisory and monitoring services to consumers and to serve as a clearinghouse for consumer information and consumer educational materials.

To advise, consult, and cooperate in the implementation of consumer protection policies throughout the District government and to serve as an advocate of consumer interests with governmental agencies and before regulatory and rate-setting bodies.

To work with the business community to promote fair business practices, voluntary self-regulation, the extension of reasonable credit, and to assist in resolving disputes between consumers and businesses.

To have primary responsibility for the development of a comprehensive consumer protection plan for the District of Columbia cooperating with other agencies of the city government concerned with consumer problems, including enforcement and education activities conducted by public, quasi-public, and private agencies.

In conjunction with establishing an Office of Consumer Affairs, two additional considerations merit notice. First, an additional legal position is being requested in the Office of the Corporation Counsel which will enable the Office of Consumer Affairs to have immediate access to legal support. Second, the Mayor is creating an Interagency Coordinating Committee on Consumer Affairs made up of representatives of city agencies now engaged in consumer protection activities and an Advisory Council on Consumer Affairs which will represent public, business and consumer interest.

I believe establishing an Office of Consumer Affairs as set forth here is in the best interests of the District government and consumers in the District, and an efficient and effective use of our resources.

To facilitate the implementation of the policies and procedures I have outlined above, 14 positions and a budget of $186,700 is requested to establish the Office of Consumer Affairs.

HISTORY OF CONSUMERS AFFAIRS REQUEST

Mr. COPPIE. There is a brief legislative history that I think is relevant to this request in the 1974 budget. I refer specifically to pages 14 and 15 of the Senate report on our 1973 appropriation bill; and I will not quote in full from that, but I think there is one part here that I would speak to:

> The present situation is the antithesis of the support needed, and the committee feels that the only way to rectify this is to take a step backwards. In doing so, the committee directs the District of Columbia officials to study the needs of the city in this regard; to look to other communities for guidance; and to formulate a source of action that will result in a strong, reflective Consumer Affairs Office in fiscal year 1974.
>
> The committee had extensive testimony on this subject from people who presently serve as volunteers and private organizations. It is hoped that whatever plan the city officials decide upon, it will be one that will make maximum use of this vital resource of interested citizens.

Mr. COPPIE. Mr. Chairman, the 1972 appropriation bill for the District of Columbia government appropriated approximately $30,000 to support this office for the first time. It was to be located in the Department of Economic Development.

Last year, in an action that originated in the Senate and was sustained in the ultimate appropriation bill for the District of Columbia, that entire office was eliminated. And I point that out, and also call to your attention the specific quote from page 15 of the Senate Appropriations Committee report on our 1973 bill, because I think it is relevant.

Mr. Chairman, in the last year the city has spent a considerable amount of time thinking through what the responsibility of the city is with regard to consumer affairs programs. Only after very careful reflection and careful consideration of information that has come to us from the community, have we come forward with the request for 1974 in the amount of $186,000 which will be $235,000 for the full year in fiscal year 1975.

Mr. Chairman, I believe the request is fully consistent with the directive that was given to us by this committee last year. I also believe that the amount requested is modest. This request represents a very high priority in 1974. And it is one to which the Mayor and City Council have given their unqualified endorsement.

Mr. Chairman, the goals of the Office of Consumer Affairs will fall essentially into three areas. No. 1, to provide increased consumer protection for District consumers through enforcement activities; No. 2, to increase coordination of current regulatory activities for additional protection; and three, to develop consumer research and educational programs for long-term consumer protection.

Mr. Chairman, we have consumer protection activities in the District of Columbia government. It falls into the traditional areas such as weights and measures; the traditional responsibilities of the Public Service Commission; the Transit Commission; responsibilities of the Department of Human Resources and the Department of Environmental Services for health inspections and restaurant and food inspections, food inspections in the areas of cafeterias other than restaurants, and other kinds of facilities.

We have no central office in the District that is concerned with providing a focal point for ongoing consumer thrust of coordination. That is essentially what this office is all about—to provide a focal point that addresses the consumer need generally, rather than getting involved in a traditional responsibility of consumer enforcement that falls under the responsibility of an operating department of the city.

With those brief remarks, Mr. Chairman, I am prepared to be responsive to your questions.

FUNDING FOR CONSUMER PROTECTION ACTIVITIES

Senator BAYH. The other agencies that you mentioned involved in consumer protection activities, I trust there have been or are budgetary amounts to pursue this type of consumer-oriented activity.

With the establishment of this new agency, or the funding of this agency, will the funding for those other agencies be decreased?

Mr. COPPIE. Mr. Chairman, the Department of Economic Development is currently implementing the consumer credit regulations, which were approved by the City Council in August 1971. The staff to implement those regulations is a temporary staff that was authorized through the Emergency Employment Act of 1971, eight positions in all.

If this request is approved, this office will assume responsibility for the implementation of the consumer credit regulations. And while the Emergency Employment Act positions are scheduled to be terminated, the incumbents in these positions will be given consideration for permanent employment in this office.

On a continuing basis, this new office will be responsible for coordinating consumer work with the operating departments that are involved. It is possible there will be a redirection of resources, but it is premature to say today what positions and funds would later be redirected.

I am prepared to justify this request as being a high priority need of the city. If it is approved, the new office will have an important responsibility to monitor and coordinate all consumer programs in the city. But I am not prepared to say that there will be a redirection of resources from current operating departments, since we are not assuming any additional redirection of consumer operations beyond that.

Senator BAYH. So you are asking for 14 new positions, at $186,700?

Mr. COPPIE. That is ocrrect, Mr. Chairman.

Senator BAYH. Where does that fit? I note here in last year's District of Columbia appropriations bill on the bottom of page 14 it says, "Yet, the District of Columbia budget request includes a request for 19 positions and $171,600 to increase the effectiveness of this office."

Now, that is Department of Economic Development, Office of Consumer Affairs. Did something happen to that in conference?

The direction of my question—I stopped too soon. That was the request last year that was denied.

Mr. COPPIE. That is correct.

Senator BAYH. I wondered why this year you are asking for five fewer positions and some $15,000 more?

LAST YEAR'S ACTION ON CONSUMER AFFAIRS

Mr. COPPIE. Mr. Chairman, with regard to the request that was before the committee for consideration last year, there were 3 positions that were in the base and 16 positions that were requested as an increase for the implementation of the retail credit regulations. All 19 positions were eliminated in the final action of the Congress.

An objective and comprehensive review has been undertaken in the last year. As a result, we have come forward with the request for 14 positions. This proposal has been developed independently of the request that was before you last year and the previous year. In other words, we have started from a zero base, Mr. Chairman, and have built the request and the reprograming based on what we considered to be essential at this time.

Senator BAYH. What would be the average GS level of the Office?

Mr. COPPIE. GS–8.8, Mr. Chairman.

Senator BAYH. Is the intention to fund all 14 of these positions at one time, or phase it in during the year?

What is your planning there, Mr. Coppie?

Mr. COPPIE. Mr. Chairman, the positions are requested for 9 months. If it is approved and the appropriations made by July 1, it would take approximately 90 days for use to have staff onboard and to allow the Office to become operational.

Senator BAYH. But the $186,700 is for 14 positions for 9 months.

Mr. COPPIE. It is possible, Mr. Chairman, that some of those positions would be onboard for 10 or 11 months, others would be onboard for 6 months. But the average is 9 months. That is the way is was projected out.

COMMUNICATIONS FROM SENATORS MAGNUSON AND EAGLETON

Senator BAYH. Well, gentlemen, I think that is all we need to discuss here. If we have other questions, we will ask you to respond in writing, if you would, please. I have letters from Senators Magnuson and Eagleton supporting the request for the Office of Consumer Affairs, which will be put in the record at this particular point.

[The information follows:]

United States Senate

COMMITTEE ON COMMERCE
WASHINGTON, D.C. 20510

February 12, 1973

Honorable Thomas F. Eagleton
Chairman
District of Columbia Committee
6222 New Senate Office Building
Washington, D.C. 20510

Dear Mr. Eagleton:

It has come to my attention that the Government of the District of Columbia will be submitting a budget to Congress which will include a request for the funding of a Consumer Affairs Office for the District. I want to take this opportunity to urge your Committee to approve this request, and do everything possible to assure that these funds are in fact appropriated and that the District in fact gets a Consumer Affairs Office.

As one who helped establish the Washington, D.C. Consumer Affairs Office in 1965 through the Federal Trade Commission, I can assure you that there is a great need for such an office here in the District and that the reestablishment of this office could make a great contribution to the quality of life here. Furthermore, the District Government has seen fit to request the funding of this office, and it would be highly inappropriate for Congress to deny this particular request.

I might add, in view of the President's recent actions in abolishing the Office of Consumer Affairs in the White House, that it is a particularly appropriate time for all of us who are concerned with the plight of the American consumer to reassert our commitment to fair play in the marketplace. One good way in which this can be done is to see that we do not fail in our efforts to help the residents of the District of Columbia secure the services of this office, which they so badly need.

Sincerely yours,

Warren G. Magnuson

WARREN G. MAGNUSON
Chairman

MAGNUSON, SEN. WARREN G.
DC FILES
CONSUMER PROTECTION

February 16, 1973

The Honorable Warren G. Magnuson
Chairman
Committee on Commerce
United States Senate
Washington, D. C.

Dear Senator Magnuson:

Thank you very much for your recent letter urging the funding of a Consumer Affairs Office for the District of Columbia.

I share your feeling that a Consumer Affairs Office for the District is badly needed and I shall, of course, do all that I can to obtain Congressional approval of the necessary funds. I am taking the liberty of sending a copy of your letter to Senator Birch Bayh, Chairman of the Subcommittee on District of Columbia Appropriations, so that he may have the benefit of your thinking during Subcommittee consideration of the District budget.

Sincerely,

Thomas F. Eagleton
Chairman

SUBCOMMITTEE RECESS

Senator BAYH. If you gentlemen have no further expressions, we will recess until 10 a.m., Friday, May 4, when we will meet in room 1224 to continue with the 1974 fiscal year District of Columbia appropriations.

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

Senator BAYH. Thank you, Mr. Coppie.

[Whereupon, at 5:19 p.m., Wednesday, May 2, the subcommittee was recessed, to reconvene at 10 a.m., Friday, May 4.]

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1974

FRIDAY, MAY 4, 1973

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

The subcommittee met at 10:10 a.m., in room 1224, Everett McKinley Dirksen Office Building, Hon. Birch Bayr [chairman] presiding.

Present: Senator Bayh.

DISTRICT OF COLUMBIA

OFFICE OF PLANNING AND MANAGEMENT

STATEMENT OF BEN W. GILBERT, ACTING DIRECTOR

ACCOMPANIED BY:
JOHAN RUUD, ADMINISTRATIVE OFFICER
GEORGE JENKINS, ORGANIZATION AND MANAGEMENT DIVISION

ZERO-BASED BUDGETING

Senator BAYH. We will reconvene our hearing. The first witness this morning is Mr. Ben Gilbert, Acting Director of the Office of Planning and Management, who will testify in support of the budget request of $1,239,400 and 90 positions for the District of Columbia central management and planning staff.

As Mr. Gilbert is aware, his Agency is one which we have chosen to do some zero-based budgeting on, which at first glance, as well as in practicality, is a pain in the neck, I am sure. We did not make this request in order to add to his already considerable problems, but rather he could probably consider it a compliment. We feel that that Agency is important enough that this kind of treatment is merited and yet it is small enough that we hope we can get a handle on it to just see what is happening and maybe you can set an example for others.

Mr. Gilbert, why not go ahead and because of the new concept here, present your statement.

Mr. GILBERT. Thank you, Mr. Chairman.

Senator BAYH. Before you proceed, I think I should add to my opening remarks, that as chairman of the subcommittee, we are indebted to you for your cooperation with us in this effort. I know it involves a great deal of detail and has not been easy.

I want the record to show that Mr. Gilbert and his staff and others involved in the Mayor's office have been very cooperative in our zero-

based budget idea in all three departments, but Mr. Gilbert has been particularly helpful.

I may say for your information as well as others who may be interested that the questions asked here, because of our time problem, will not indicate the full scope of the challenges to zero-based budgeting, but there may be questions we will want to direct in writing to fill out the record. This will continue until we have made a final decision on the budget in the markup session. Our staffs and your individuals can communicate back and forth on this.

USEFULNESS OF ZERO-BASED REVIEW

Mr. GILBERT. If I may comment, Mr. Chairman, on that point, actually, I welcome the zero-based budget review, because as the new head of this Agency, this is exactly what I needed to do to acquaint myself with the details of the Agency and it has been a very useful exercise for me. I would like to note that on May 1, the Mayor designated me as the regular Director of the Office of Planning and Management, I believe no longer to be acting, because I think that by having the assignment on a regular and continuing basis, I am able to move a little more effectively.

I would like to note that I have been with the District government, primarily in the Office of Mayor Washington, for approximately 16 months. On February 20, of this year, Mayor Washington asked me to take over as Director of Planning and Management, while retaining the title of General Assistant to the Mayor to indicate some of the additional functions he wants this Office to perform for him. Prior to coming to the District government, I was a newsman for 32 years, more than 30 of them in the city of Washington.

The Office of Planning and Management is a unique staff agency in the District government. It has four major divisions including:

(1) The Planning Division with the developing responsibility of coordinating the planning that goes on throughout the District government. Components include the Office of Criminal Justice Plans and Analysis, the Physical Planning Section, and the Research and Statistics Unit.

(2) The Organization and Management Division which is focusing on the implementation of the Nelsen Commission recommendations and also on various management improvement activities.

(3) We have Community Services which endeavors to coordinate the activities of the government in the field, providing a vital link between the citizen and his government.

(4) Systems Development and Computer Services which monitors the utilization of the city's data processing resources and operates the SHARE system.

I expect that the coordination role of OPM will get increased attention in the year ahead to meet Mayor Washington's request to me that OPM function as his staff arm to strengthen capability of this government. We already have a great number of coordinative responsibilities. For example:

General administration and coordination of the Eisenhower Civic Center project is located in the Director's Office to insure smooth workflow and guidance in the implementation of this complex effort.

The Bicentennial planning, inaugural coordination, Nelsen Commission implementation and oversight of management consultant contracts is administered and coordinated by the management staff to insure appropriate management controls for these interagency projects and to reduce delays in achieving action.

Elements of the Planning Division are engaged in coordinating plans and actions in the areas of population projections for correctional facilities, certain transportation activities such as METRO development, and utilization of census data. This is to insure that agreement is achieved on basic planning factors and that data is available for sound decision-making. We are also beginning a citywide parking study, looking to the development of a parking policy for the District government.

Significant realinement of the District's ADP systems and users is being coordinated by the Systems Development and Computer Services Division to bring related users together on common systems and increase our systems capability.

The Community Services Division is coordinating a realinement of responsibility for improving city service in disposing of abandoned automobiles. We are about to assist in the transfer of this function from the police department to the Department of Environmental Services.

Looking at the Office of Planning and Management as an organization, one is tempted to suggest that it is a collection of unrelated functions and that was the impression I had when I first took over. But in the 10 short weeks that I have had in OPM, I have learned some important facts about the way the various units of OPM can strengthen and reinforce each other in the interest of providing the people of this city with more effective government.

GOOD PLANNING IS PART OF GOOD MANAGEMENT

When you start to look at it, you realize that planning and management reinforce each other and that good management is an essential part of good planning and also that good planning is an essential part of good management. Community Service can and should and will assist both the planning and management processes and the systems (ADP) units obviously are needed to provide data and information support.

Take, for example, our development impact studies around METRO stops. The real property data bank maintained by our statistics group provides information stored in the SHARE computer for our physical planners who in turn utilize the community services unit in coordinating community reviews of proposed development.

From my initial review of the resources and activities wtihin the Office of Planning and Management I see this reinforcing potential as very substantial, but only partially tapped. I am striving to develop in each unit a sense of discovery—looking for situations in which they can contribute to effective government through interaction with the other units. We will be linking statistics and statistical analysis to planning and management actions.

An example is our development of a system of social indicators to identify areas of the city which require priority attention by public

and private action. Planning—the conceptualizing tool—will be tied into management—the implementing tool. As an example here I would mention the Bicentennial in which very real deadlines require that plans be realistic and implementable and that we pave the way for implementation as we plan. Automatic data processing will be tapped for greater support of planning, communications, and analytic uses, in addition to the "bread and butter" production applications. And all of these need input from, and should respond to, citizen needs and the impact of government services at the neighborhood level.

We have already begun to achieve this reinforcement and interaction through a variety of steps including joint project assignments, intensified communications between the units in terms of each others current plans and activities, and other efforts to expose staff members to the skills and activities present throughout OPM.

Overall the Office of Planning and Management is requesting approximately $1,300,400 in District of Columbia appropriated funds and 81 appropriated positions.

If I may pause a second here, I list 81 appropriated positions. There is some problem in how we classify the positions. I think we can look at it as 81 or as 90, depending on how you count some reimbursable positions which our SHARE computer operations bases on information from other agencies.

The Office is also supported through reimbursements for managing the SHARE computer center in the amount of $904,800 with 27 reimbursable positions. I think upon calculation, some of those positions are listed under the appropriating account.

During this coming fiscal year, we expect also to receive $649,700 in grant funds supporting 22 positions. Included also are funds for within-grade advancements throughout OPM.

OPM WORK FOR FISCAL YEAR 1974

In support of this request for funds, the Office expects to continue and improve the significant work program now in progress. Briefly, this encompasses the following activities:

1. Planning Division: (*a*) reviewing METRO routes and station designs; (*b*) preparing plans for areas surrounding METRO stops; (*c*) developing the city's annual criminal justice plan for submission to LEAA; (*d*) developing a criminal justice information system; and (*e*) preparing demographic estimates and providing professional statistical services for planning and management.

2. Organization and Management Division: (*a*) special management assignments for the Mayor such as inaugural coordination which we performed, Bicentennial coordination, and support of interdepartmental work groups; (*b*) planning and coordinating implementation of proposed directives of the Mayor; an aside here, that sometimes, the goal is to achieve a directive and get the Mayor to sign it, but then the real problem occurs and that is putting it into effect. It is at that point most particularly where OPM comes into play; (*c*) maintaining record of the organization and functions of all District agencies (Organization Handbook); which is this red volume which we have here, which has become a very important resource of the city government; (*d*) coordinating overall Districtwide action on Nelsen Commission Report; (*e*) upgrading quality of contracted manage-

ment studies; (*f*) providing professional management assistance to agencies at their request; (*g*) promoting the application of a new technology.

3. Systems Development and Computer Services: (*a*) managing the central computer service operation (SHARE) and provide technical support; (*b*) providing central staff services for District-wide ADP activity, including development, planning and budgeting for resources, preparing for use of new technology, developing standards, assisting agencies with major changes, training and contract liaison.

4. Community Services: (*a*) providing secretariat support to service area system; (*b*) assisting with community meetings on budget and other public matters; (*c*) helping with planning and coordination of improved city service at the neighborhood level; (*d*) assisting in resolution of community crises; and (*e*) conducting indepth studies of government operations and community conditions.

A key to the effective operation of Office of Planning and Management as it is now envisaged is the strengthening of its planning function, including the central planning coordination responsibility.

NEED FOR CENTRAL PLANNING CAPABILITY

The need of the Mayor-Commissioner for a central, coordinative planning capability has long been recognized. The report of the Nelsen Commission emphasized that the need exists and pointed out that the creation of our current Planning Division was only a first step in that direction. To move toward providing that capability, 12 additional positions and $100,000 to fund them are requested in this budget.

The 12 new positions requested would provide the Mayor with resources to monitor existing planning efforts in the District government and mold them into a coordinated program responsive to the Mayor's direction and leadership. Functional planning concerned with economic development, manpower, education, recreation, transportation, and telecommunication would be coordinated and released to one another to support the central objectives of the District government.

Our second request for additional resources is in the Community Services Division. This request is to assist the Mayor-Commissioner to identify deficiencies and evaluate the effectiveness of government services. It is a mechanism through which planning is linked to action and the needs of District residents functioning through the nine geographic areas into which the city is divided.

The staff of the Division consists of six positions supported by appropriated funds, a number of positions under the Emergency Employment Act and five other positions which had been funded under title IV–A of the 1967 Social Security Act. Mr. Chairman, I know you are aware of the title IV–A problem and the five positions that we are asking full appropriated support for are these five title IV–A positions which otherwise, because of the limitations on title IV–A funding, will have to be eliminated.

This level of staffing provides a division chief, three service area representatives to assist and coordinate the activities of the committees, two professionals to undertake the staff work involved in the problems or activities the committee cannot take care of directly, and five positions for clerical support. Temporary Emergency Em-

ployment Act funds are also used to provide an aide for each service area. We are going to be losing most of those as the EEA program is phased out.

During the past year, the units within the Office of Planning and Management accomplished a considerable number of actions of significant benefit to effective government of the District. Among many others, it is worth noting the following.

Leadership in revamping the population estimates for the Lorton Complex and Detention Center and coordinating the preparation of revised facilities plans for both institutions. That activity is a continuing one of monitoring shifts in the population at the two institutions and analyzing the implications for the Mayor. And responsive to your request, Mr. Chairman, of the other day, we are again reviewing our detailed population estimates for the Detention Center and we will be having a further report for you before long.

Special management assistance is provided in planning for the District's role in the National Bicentennial, and I will be dealing with this separately when the Bicentennial request comes up, we are asking to have a separate unit to deal with that, including: (*a*) joint planning with OMB and GSA for the President's program presented to Congress in February 1973; and (*b*) establishment of a District commission and assembly to provide for citizen participation in preparing for the observance in Washington of the Nation's 200th birthday. This, too, is a continuing effort.

Special management assistance was provided in planning and coordinating District government support services to the Presidential inaugural activities and the Bicentennial in many respects is like an inaugural program that is going to run all year, instead of 4 or 5 days.

Leadership was provided in coordinating district-wide action on the Nelsen Commission report, including development of action plans, monitoring of agency actions, and timely reporting to the Mayor-Commissioner and Congress, and a special 2-day workshop, where representatives of the 40-odd citizens organizations came together and did some special study work and gave us their reactions on the Nelsen report.

We have taken management actions in the areas of automatic data processing, motor vehicles, and telephones resulting in projected annual savings of approximately $636,000 and one-time cost avoidance of $815,000. We have just begun a special study of paperwork management and we expect to achieve additional savings as a result.

Assisted in the development and installation of the TRACE program which tracks all adult offenders from the date of their first adult offense to their current status which should lessen the possibility of human error that sometimes results in stories of offenders who are lost within the criminal justice system.

Management assistance was provided to the Department of Environmental Services in the selection of performance and productivity measures and the design and implementation of the reporting system.

The system, now implemented in three of the four administrations, is expected to significantly improve budget presentations, allocation of resources, setting of target achievements, and assessment of executive performance.

Under existing resource constraints, I believe these are examples of a pretty good track record. I can say that because I have only had something to do with it in the last 2 months and before that, it was in other hands.

PART OF MAYOR'S EXECUTIVE TEAM

But I believe the really important matter is where we are going in the future—this is my focus and my challenge. The key to success in the future will involve working as part of a Mayor-Commissioner's executive team to help him realize more effective government. On a district-wide basis the resources of the Office of Planning and Management must relate to the requirements of the Mayor-Commissioner while recognizing the very significant need for coordination with operating and other staff agencies. It is my assessment that OPM as an entity is a sound concept and that the Office will acquire increasing strength as the units are effectively welded together.

I take on this new responsibility with a very real sense of enthusiasm and with great optimism. The challenge I see is to make sure that the Office of Planning and Management does its part in providing effective management of District of Columbia affairs. This is what I believe OPM is about—not a particular technique or ideology or approach, but identifications of the job to be done so that the means can be provided to achieve it.

Detailed backup material follows for the use of the committee and possible inclusion in the record.

I want to thank you, Mr. Chairman, for giving me this opportunity to make my presentation.

Senator BAYH. Thank you, Mr. Gilbert, for that thoughtful presentation. We may have a few general questions and then intend to go through it division by division. Some of these questions will be technical. Talking about zero-based budgeting, you have to get pretty technical. We will try to weed out some of the technical questions that can be answered in writing, to conserve your time as well as the time of the committee's.

When Mr. Coppie was here earlier, testifying in support of OBFM, and when the gentleman from the Audit Department—Mr. Legge, I think it was.

Mr. GILBERT. Mr. Legge is Director of Municipal Audits.

Senator BAYH. I posed a question which, as I look back on it, was posed at the wrong time. The audit should be separate. But I am a bit concerned about perhaps some overlapping between OBFM and OPM. For example, I notice that in the Nelsen Commission, there has been an administrative overlap with respect to reorganization within the city government. In September of 1971, the Mayor issued an order which requires your agency to agree to any significant proposed reorganization within the city parks. Is that still in effect?

Mr. GILBERT. That is still in effect, Mr. Chairman.

Senator BAYH. But then, because Congress wanted to be notified of such reorganization or reprograming, OBFM circulated a memorandum on January 22 of 1972 stating that it had to approve all reorganizations, and not mentioning in that particular memorandum the role of OPM. Now, I would think that as a result of those two

memorandums, the Department and Agency heads are faced with overlapping responsibilities. Perhaps you have resolved this. Has anything been done to correct the situation and avoid duplication? How are reviews of proposed reorganization handled now? Do you have a formal order from the Mayor or one of understanding from OBFM? Could you sort of show us how that apparent conflict is resolved?

Mr. GILBERT. Mr. Chairman, I can discuss it. Actually, there may be what appears to be a conflict on paper. In actual operation, there was very little conflict. It is really a functional difference. Perhaps the two orders are not as explicit as they ought to be about the different functional responsibilities. But in terms of the organization of all but the financial agencies, the lead agency is generally OPM. Of the purely financial agencies, it is a natural thing for the lead agency to be the Budget Office.

In any event, the budget review of all reorganization orders is quite vital, because we have to insure compatibility with what is going forward in the budget, and also at some point, it usually involves the transfer of budget resources. But that usually gets to the budget at some point in the process after the organizational and management aspects have been worked out.

Senator BAYH. Do both agencies have to sign off before ultimate approval is given?

Mr. GILBERT. Normally, on a reorganization order, the Mayor insists on a signoff from the Corporation Counsel, from the Budget Office, and from OPM, as well as any other agencies of the government that may be concerned. He wants to do this in the interest of orderly process and to make sure that nothing is overlooked in sometimes delicate arrangements for the transfer of functions from one agency to another.

CONSULTANT CONTRACTS ISSUED

Senator BAYH. All right, let us move on. I would like to explore a little bit the role and the extent of consultant contracts. You have given a listing to the committee, and we appreciate your cooperation, of consultant contracts issued by the city in fiscal year 1973, which I will ask the staff to place in the record at this time.

[The information follows:]

ANALYSIS OF CONSULTANT CONTRACTS

OFFICE OF PLANNING AND MANAGEMENT

DISTRICT GOVERNMENT

The Office of Planning and Management, pursuant to Commissioner's Administrative Instructions 2620-A - Consultant Contract Review, dated March 20, 1972, is charged with review of contracts of $2,500 or over which have fiscal, organizational, management, planning, or training implications for the entire District Government. In this regard, the Office of Planning and Management is continuing in its effort to reduce costs, create efficiency and avoid duplication to the fullest possible extent.

The proposed contract must:

a. envolve around an issue having priority to the agency as well as the District Government;

b. avoid duplication of completed or on-going studies;

c. seek to achieve dollar savings, increased services or improved managerial efficiency; and

d. be a study that cannot be performed by District Government personnel as a part of their on-going mission.

CONSULTANT CONTRACTS FY 1973

AGENCY	CONTRACTOR	DATE	CURRENT AMOUNT	RESULTS
Department of Human Resources	Fund for Neighborhood Development	8/24/72	$184,256.	Examined the utilization of the reimbursement procedures set forth under the service provisions of the Social Security Act.

AGENCY	CONTRACTOR	DATE	CURRENT AMOUNT	RESULTS
Department of Human Resources	Jack Wain	7/10/72	8,000.	Development of a plan for implementing an integrated cooperating production project aimed at the aged.
--	Medical Quality Assurance System	12/7/72	4,400.	Provided consultant services to the District's Health maintenance organization for approximately 2,000 medicaid eligibles.
--	George Washington University Health Plan, Inc.	12/7/72	15,050.	Provided a medical quality assurance system to about 2,000 D.C. medicaid enrollees in specified medical areas. OPM recommended that the Contractor refine the scope of his work so that it could readily be determined that he had in fact completed the contractual task. The four specific areas studied in the 2,000 medicaid enrollees were: diseases of the female reproductive tract, injuries in children leading to school absenteeism, hypertensia, and mental health.

AGENCY	CONTRACTOR	DATE	CURRENT AMOUNT	RESULTS
Department of Human Resources	Bosley and Alexander Associates	1/29/73	19,000.	Evaluation of Joint Agency Truancy Project (JATP). As a result of our review, the scope of work to be done was revised. The contract price was reduced from 25,000 to 19,000.
--	Arthur D. Little, Inc.	4/73	250,000.	Plan developed for a single public university system in the District of Columbia. Review is in progress.
Federal City College	International Institutes for Educational Technology, Inc.	8/21/73	27,890.	Identification and preparation of learning materials for the nursing program of Federal City College.
--	Lonnie E. Mitchell Company (LEM-CO)	8/4/72	6,344.	Evaluation of the Science Van Project.
--	Training, Research and Development, Inc.	7/7/72	15,621.	Evaluation of Instructional Management Plan designed for the Nursing Program.

AGENCY	CONTRACTOR	DATE	CURRENT AMOUNT	RESULTS
--	Taylor, Lieberfeld and Heldman	11/13/72	10,500.	Provided an empirically derived model designed to study specified undergraduate degree program completion rates.
Federal City College	Fund for Neighborhood Development	2/27/73	10,000.	The development of effective strategy and protocol to assure continuity programs over the life of the Solid Waste Management Project.
--	Sandran and Murtha Inc.	2/26/73	25,000.	The development of market surveys and analysis to determine the level of participation which can be expected from the retailer, packaging industry, distributor in a Solid-Waste Management Program.
--	TOR Inc.	3/29/73		Performed environmental noise research. Scope of work was revised and contract cancelled. Funds returned to Environmental Protection Agency. The price of the work performed has not yet been determined.

AGENCY	CONTRACTOR	DATE	CURRENT AMOUNT	RESULTS
Washington Technical Institute	Optimum Computer Systems, Inc.	9/15/72	45,000.	Designed, developed and implemented an academic budget control system.
Department of Economic Development	Lillia B. Robbins	11/15/72	7,800.	Made a comprehensive management study of the Department's permit and certificate issuance and related fee assessment systems. Produced a system that will result in a more equitable fee assessment system, and provide methods for effectively implementing recommendations made by the Nelsen Commission in this area of responsibility.
Board of Elections	Donna E. Dreschel	9/27/72	1,875.	Served as an advisor to the Board on matters concerning automated election tabulation system. Office of Planning and Management reviewed the scope of work set forth in this contract and modified it so that there would be no duplication of work performed by District employees

AGENCY	CONTRACTOR	DATE	CURRENT AMOUNT	RESULTS
Model Cities	Training, Research and Development Inc.	7/7/72	35,495.	Evaluation of D.C. Model Cities Summer Youth Program.
D.C. Public Schools	University of Virginia	9/7/72	34,680.	Evaluation of the District of Columbia Center for Educational Advancement.
--	George R. Taylor	9/1/72	3,350.	Evaluation of a teacher behavioral change training program.
--	Dr. Walter E. Hewick	3/26/73	5,000.	Evaluation of "Students and Teachers Developing English Curriculum Program."
--	The Service Corporation of America	3/23/73	5,800.	Evaluation of the "School without Walls" Program. Coordinated with D.C. Government Community Services Programs.
--	Educational Research and Development Associates	3/29/73	5,750.	Evaluation of the Urban Environmental Education Program.

AGENCY	CONTRACTOR	DATE	CURRENT AMOUNT	RESULTS
D.C. Public Schools	International Institute of Education Auditing	2/5/73	10,006	Developed curriculum for students and in-service education for teachers to make education more relevant to students.
--	BLK Group, Inc.	11/27/73	74,998.35	Evaluated the Anacostia Community School Project. The contractor recommended minor changes in administrative management and acknowledged the beneficial aspects of the project to the community.
Office of Budget and Financial Management	J. William Howell	7/14/72	2,560.	Development of organization requirements in order to staff the Office of Municipal Audits and Inspection.
--	Computer Usage Development Corporation	11/6/72	18,520.	Provided assistance to the District Grants Coordinator in the development and verification of a grants data base.

AGENCY	CONTRACTOR	DATE	CURRENT AMOUNT	RESULTS
Office of Housing Programs	Harold Sanders	11/10/72	7,550.	Conducted a feasibility study of the Parkside site in Northeast Washington.
--	Hammer, Greene, Siler Associates	4/24/73	30,000.	Analysis of past and present housing market patterns in the District and Metropolitan area.
--	McManis Associates	4/5/73	33,000.	Implementation of a new organization structure and the development of operating policies and procedures for the model cities program
--	Urban Pathfinders Incorporated	4/24/73	15,000.	Analysis of the existing network for the delivery of private housing under current contraints.
Metropolitan Police Department	Educational Systems for the Future	9/29/72	63,500.	Designed an implementation plan for an improved training system for law enforcement officers at the D.C. Police Academy.
--	The MITRE Corporation	8/22/72	49,000.	Designed and developed a flexible, long-range, cost effective, Television Master Plan.

AGENCY	CONTRACTOR	DATE	CURRENT AMOUNT	RESULTS
Department of Motor Vehicles	Centers for Study	7/24/72	8,651.05	Developed procedure for evaluating the annual work program of the Department of Motor Vehicles.
Office of Planning and Management	Bill Williams	3/26/73	2,250.	Evaluation of D.C. Government Data Processing activities.
Minimum Wage and Industrial Safety Board	Decisions Sciences Corp.	12/14/72	6,500.	Conducted a feasibility study on the establishment of an Occupational Safety and Health Act Management Information System for use in the District of Columbia.

TOTAL FY 1973 CONSULTANT CONTRACT EXPENDITURES $ 1,042,346.40

CONTRACTS REVIEWED BY OPM

Senator BAYH. It states that the total amount is for $1,042,346. Is that the actual figure?

Mr. GILBERT. That is the contracts that have been reviewed by OPM. We reviewed the consultant contracts for personal services, organization management, planning, with training implications, for the entire District government.

Senator BAYH. That is for the whole city?

Mr. GILBERT. That is for the whole city. But there are other types of consultant contracts. For instance, there might be a consultant contract on a construction project, and that would be handled through the Director of General Services. So the figure here is the figure for, a million-dollar figure of the consultant contracts that we have reviewed.

There are some additional consultant contracts, and that list is being furnished, but we were only able in the time allotted to prepare the list of the consultant contracts where we have exercised a review oversight.

Senator BAYH. You will give us the other information?

Mr. GILBERT. That is in the process of being prepared at this time.

Senator BAYH. So we can have a picture of the total amount of consultant—that is a study of the existing system, the whole works, is it not?

Mr. GILBERT. That is right.

SURVEY OF CONSULTANT SERVICES

Senator BAYH. Can you give us or do you have with you—perhaps I should ask it the other way around for the record—a breakdown of how these services and studies are provided or appropriated or funded through appropriated or grant funds? Can you give us that information?

Mr. GILBERT. I do not think we have the information broken down this way.

REVIEW PROCESS

Senator BAYH. You state that under the order of the Mayor, that your office is charged with review of consultant contracts in excess of $2,500. Mr. Gilbert, does this mean that OPM must approve a contract before it is let? If not, what are the restrictions on letting such contracts, and is there a central review of how much of your personal resources or time is taken on this particular job?

Mr. GILBERT. Mr. Chairman, if I may, I would like to ask Mr. George Jenkins, of our Organization and Management Division, who has been directly responsible for this activity, to explain how it works, to answer.

Mr. JENKINS. Mr. Chairman, for the record, we in the Office of OPM are involved in the review process of any contemplated contractual actions, and we get into it at the proposal stage, when the work is initially proposed. In our review, we look at it to make sure that it is an actual need, and that it does not duplicate something that we have

going on already. We actually take a look at the work that is proposed, as opposed to what we are doing ourselves.

Then, when the proposal is reviewed, we send it back to the activity; and when the contract is prepared, we go over the contract with them before it actually begins.

Senator BAYH. I suppose one of the things you consider is whether you or other contracting agencies have the capacity to do this job yourself, is it not?

Mr. JENKINS. Yes, sir.

Senator BAYH. Can you give us some examples now or for the record of instances when such a request has been made for this type of outside consulting services which have been turned down because of in-house capacity?

Mr. JENKINS. Well, one such example is a review of our truancy program for the District, school truancy. We had a request for a contract in the amount of $25,000, and in making this particular review, we found that some of these services were being provided already by our community services, and that the people in the community could assist in this. We reduced the scope of work for the contractor to only include those services that were needed, and we involved the community support for the other, which they were willing to do free of charge.

Another example would be one in which there was a noise abatement survey which was set forth by Federal City College. This particular contract, we looked at and felt that it would be best to coordinate with work already being done by our Department of Environmental Services. Hence, we did not actually go into this work, and the funds that were set aside for this were withdrawn, to be returned for other uses in EPA.

Senator BAYH. Then you do provide a central review for all of these varying outside services or requests?

Mr. JENKINS. Yes, sir.

Senator BAYH. And you make the final determination as to whether not only your agency, but others, goes ahead and signs a consultant contract?

Mr. JENKINS. We make the final recommendation and the final contracting action is taken by the Department of General Services to whom the Mayor has delegated as contracting authority.

Senator BAYH. But you make the final recommendation?

Mr. JENKINS. Yes sir.

Senator BAYH. If I were General Manager Graham, at WMWTA, before I could go ahead and sign for outside consulting contracts, I would have to get OPM agreement, then?

Mr. JENKINS. Yes sir.

Mr. GILBERT. A point of clarification, if I may, Mr. Chairman, I am not sure that WMATA is subject to our jurisdiction, but if it were one of ——

Senator BAYH. It is not a regional matter?

Mr. GILBERT. Yes sir.

Senator BAYH. I understand.

Mr. GILBERT. But any of the agencies that are funded through the District budget, the Mayor requires that they submit the contracts within this area of our review.

96-548 O - 73 - pt.1 - 13

I would like to comment, if I may, that we believe that the number of consultant contracts for personal services submitted to us has diminished as a result of this review process. In other words, there are some contracts that are not even being submitted because of the awareness the Department had that the contract will go through the type of scrutiny we have just talked about.

CONSULTANT STUDY FOR HIGHER EDUCATION

Senator BAYH. Well, more power to you.

Let me ask a couple or three specifics to try to get a better feel for where the outside consultants services fit in and the kind of attention you are giving them. I notice that on page 3 of your submission, the Department of Human Resources paid $250,000 to Arthur D. Little to develop a plan for a single public university system in the District of Columbia. Did your agency approve this?

Mr. GILBERT. I think that the contract was let initially before this review process was put into effect; the final product was submitted to us for review.

Senator BAYH. I am trying to see if we might have a duplication here. I notice that in the Nelsen Commission report, it is page 435 of the second volume, that a report is referred to and I wonder if this is the same report, being granted on March 29, 1971, for a comprehensive study of public higher education in the District. That report was due in November 1971. Is that the same report? When was it submitted? Or is it a different report?

Mr. GILBERT. I believe it is a different report, Mr. Chairman, but I would like to furnish that detail for the record.

Senator BAYH. Would you, please? If that is the same report, all right. We would like to know when it is submitted. If not, we would like to know why there are two reports in the same period.

Mr. GILBERT. There was some delay in the delivery of the report, so I think that explains the discrepancy in the dates.

Senator BAYH. All right. If you could provide that, we would appreciate it.

You might also—a quarter of a million dollars is a significant amount of money for that kind of report. Did not the city have any in-house resources to do this job at all in the institution involved?

Mr. GILBERT. Well, this report was requested by the Board of Higher Education under the then chairman, Mr. Horsky, who was confronted with the overview of a developing institution, where they were bringing people on very rapidly and they wanted to have the assistance of outside consultants to assure them that they were moving in the right direction and to give them the additional insight such that an outside consultant would be able to provide.

Senator BAYH. Could you give us for the record when the report was submitted and if you could, please, make available the number of people who had been employed by that time by the institution that you referred to?

Mr. GILBERT. Surely.

INFORMATION ON HIGHER EDUCATION STUDY

Senator BAYH. Because there was a delay in the report, it seems to me possible that some of the purpose of the report might have been lost there. If you could provide that, I would appreciate it.

[The information follows:]

NUMBER OF PUBLIC EDUCATION PERSONNEL IN THE DISTRICT FISCAL YEAR 1971

Washington Technical Institute	413
Federal City College	968
D.C. Teachers College	194
D.C. Board of Higher Education	4
	1,579

D.C. SCHOOLS CONTRACT

Senator BAYH. Let me look at one other specific contract. Did your agency approve the consultant contract granted by the D.C. schools to the BLK group for about $75,000 to evaluate the Anacostia community school project?

Mr. JENKINS. I can take that, Senator. Yes sir, we did. It was a part of the grant that was given to the school to study the Anacostia project and it was the last phase of the grant that came over from the Office of Education to report back on that project.

Senator BAYH. Mr. Jenkins, as you look at it now, the recommendations were for minor changes in administrative management, knowledge of the beneficial aspects of the project to the community. Is that kind of consultant fee necessary to get that kind of advice?

Mr. JENKINS. That is a summary which probably does not reflect the complete type of involvement that the contractor had. The amount of money that was paid for the contract would probably be more readily understood if we were to indicate that the content did include a number of surveys of the community, of pupils, a great deal of computer-type runs, and a repiod of the 1 year wherein all of the programs were looked at to determine their effectiveness. This is where most of the money was used.

Senator BAYH. Well, let me—it should not be necessary, but let me just ease your mind and suggest that you can contract for outside consulting services or, as I might, embark on a legislative project and then say, wait a minute, hindsight is a lot better than foresight. I ask these questions not to second guess the decision but to ask you as those responsible for this planning, looking at the expenditure of over a million and a third dollars, if one might learn for the future from past contracts like those two particular contracts.

Now, you have had a chance to look at it. Did you feel that that money was well spent?

Mr. JENKINS. Yes, sir, I do.

Senator BAYH. Could you submit copies of both of those reports for us to examine, please?

Mr. JENKINS. Yes sir.

Senator BAYH. Thank you.

[The documents were supplied for the subcommittee files.]

TRAVEL ACCOUNT

Senator BAYH. Let me ask some specific questions about expenses that I admit they are rather picayunish, but ask because it relates to zero-based budget. What was the $15,000 in the travel account used for?

Mr. GILBERT. If I may, Mr. Chairman, ask Mr. Ruud, our administrative officer, to reply to that.

Senator BAYH. Please.

Mr. RUUD. Mr. Chairman, I did not hear the question.

Senator BAYH. You list $15,000 in the travel account. Just what was that used for, Mr. Ruud?

Mr. RUUD. This is 1.5, $15,000, sir.

Are you referring to the amounts at the agency level, sir?

Senator BAYH. Yes, travel and transportation for persons. Schedule III, page BD5.

Mr. RUUD. Mr. Chairman, these figures are at the agency level and they include appropriated funds as well as grant funds.

Senator BAYH. That is right.

Mr. RUUD. The bulk of the money is shown under the grants funds, in fact.

Senator BAYH. Well, let me say that does not make any difference to me. I would just like to know how the money was spent. If it was spent wisely, fine; if not, let us find another way to spend grant money. You are asking for about $4,000 more, which is about a third increase. I would just like to define that.

Mr. RUUD. Mr. Chairman, I think we will have to submit the details for the record.

Senator BAYH. Fine. Please do that, if you would.

I would like to know, if this is out-of-town travel—I suppose it is.

Mr. RUUD. It is a combination of out-of-town travel, yes, sir, and local travel.

Senator BAYH. What is the criterion for being able to be reimbursed for local travel?

Mr. RUUD. Well, in terms of local travel, most of the funds are spent for tokens—we are trying to use the bus service as much as possible—in addition to, of course, using the motor pools. At times, we reimburse staff members who have been using taxis in emergencies to get them—well, normally, Government buildings—on official business.

Senator BAYH. Do you reimburse for home to office travel?

Mr. RUUD. Never, sir.

OUT-OF-STATE TRAVEL

Senator BAYH. If on out-of-State travel, airlines are used, is it a policy to use tourist class, or is first class used?

Mr. RUUD. To the best of my knowledge, we have never issued a TR for first class.

Senator BAYH. You might check that out and give us the information for the record, please.

Mr. RUUD. Yes sir.

[The information follows:]

Travel and Transportation of Persons

In discussing the manner in which the Office of Planning and Management travel allotment was spent in F/Y 1973, your attention is called to the fact that the figure referred to during the F/Y 1974 budget hearings, $15.1 thousand, includes an adjustment of $3.4 thousand over the F/Y 1973 allotment of $11.7 thousand. This adjustment which reflects District funds only, was made in anticipation of increased activities in F/Y 1974. Similar adjustments within our appropriated funds were made for all object classes under other operating expenses and they are discussed in detail in narrative and statistical presentation in a rather extensive document submitted to the Committee. These adjustments present a more realistic picture in terms of funding for other operating expenses in F/Y 1974. Such funds were severely cut in F/Y 1973 because of the base reduction mandated by Congress .

Actual obligations for this object class are shown through April 30, 1973, with additional estimated expenditures for the remainder of the fiscal year. Assuming that special attention will focus on out-of-city travel, a detailed listing of such obligations is attached. Local travel includes bus tokens, cab fares and occasional petty cash purchases and reimbursements from our Imprest Fund.

Requested increases for F/Y 1974 are also shown. They represent $1.5 thousand associated with augmented staff and $2.5 thousand in support of activities in the areas of criminal justice and urban planning.

In response to the question raised about first-class travel authorization, a thorough check of our records has revealed that this office never issued a transportation request authorizing first-class accomodations.

Travel and Transportation of Persons

	Obligations thru 04-30-73	Estimated Additional Obligations	Estimated Total F/Y 1973	1973 Adjusted (1974 Base)	Increases	1974 Budget Request
District Funds:						
21.10 Local Travel and Imprest Fund	$ 847	$200	$ 1,047	$ 2,500	$ 700	$ 3,200
21.14 Out-of-city travel	3,478	...	3,478	4,600	800	5,400
21.00 Total Travel	$ 4,325	$200	$ 4,525	$ 7,100	$1,500	$ 8,600
Federal Grants:						
21.10 Local travel and Imprest Fund	$ 922	$ 50	$ 972	$ 1,400	$ 700	$ 2,100
21.14 Out-of-city travel	5,460	500	5,960	6,600	1,800	8,400
21.00 Total Travel	$ 6,382	$550	$ 6,932	$ 8,000	$2,500	$10,500
Total Resources:						
21.10 Local travel and Imprest Fund	$ 1,769	$250	$ 2,019	$ 3,900	$1,400	$ 5,300
21.14 Out-of-city travel	8,938	500	9,438	11,200	2,600	13,800
21.00 Grand Total Travel	$10,707	$750	$11,457	$15,100	$4,000	$19,100

Itemization of Out-of-City Travel F/Y 1973
(07-01-72 thru 04-30-73)

District Funds:

Title of Conference/Meeting/Training	Location	Cost	Remarks
1. Annual Convention of the American Statistical Association	Montreal, Canada	$ 459	Attendance of two staff members of the Research and Statistical Unit. The senior of the two organized conferences on current statistical developments in small areas and the junior presented a detailed paper on the social indicator system now being developed by the D.C. Government. (The pioneer work of the District of Columbia Government in this field is nationally recognized).
2. Urban and Regional Information Systems Association Convention	San Francisco, Calif.	413	Discussion on computerized information systems in state and local governments. (The D.C. Government was among the first local governments to develop such a system for statistical purposes).
3. International City Management Association Conference	Minneapolis, Minn.	378	OPM Assistant Director attended as representative for the District of Columbia Government.
4. HUD Comprehensive Planning Assistance Conference	Philadelphia, Pa.	61	Designated "grantee" agency for the Department of Housing and Urban Development 701 Comprehensive Planning Assistance Program, the attendance of two OPM staff members was required for the purpose of discussing 701 programs in general and to outline plans and policies for 701-supported programs in the Nation's Capital in particular.
5. Guide 35 Conference	Montreal, Canada	604	Attendance required to keep abreast of developments in the field of ADP. IBM made major new announcements relative to S/370 Virtual Storage, Virtual Memory/370 and the System 370 models 125, 158 and 168 computers. It is imperative to the District to obtain the most advanced technical data in its efforts to improve and centralize computer operations. Two staff members attended.
6. Metro Information Exchange Conference	Pougkeepsie, N.Y.	92	Discussion on sound data processing management with respect to the design and installation of ADP Systems.

District Funds:

Title of Conference/Meeting/Training	Location	Cost	Remarks
7. Control Data Institute Seminar	New York City, N.Y.	$ 478	Attendance authorized for the purpose of gaining knowledge of vital data base software management principles prior to selecting a data base package to be used for the District's new accounting system.
8. Conference on Improving White Collar Productivity	New York City, N.Y.	677	In support of District manpower activities, the objective was to gain the latest information in and knowledge of the area of Work Measurement Programs in our efforts to increase employee productivity.
9. Urban Information Systems Inter-agency Committee	Chattanooga, Tenn.	168	To enhance the development of management information systems in the District Government, senior management analyst participated in the evaluation of such systems proposed by various municipal entities.
10. Productivity Conference	New York City, N.Y.	148	To determine what techniques used and results obtained in the New York City productivity program can be applied to a similar program in the District.
Total Out-of-City Travel, District Funds.....		$3,478	.....

Federal Grants:

Title of Conference/Meeting/Training	Location	Cost	Remarks
1. Southern States Conference	Mobile, Ala.	$ 70	Criminal Justice Committee information exchange in reference to Law Enforcement Assistance Administration (LEAA) programs.
2. Southern Governors' State Planning Agency Conference	Atlanta, Ga.	217	LEAA sponsored meeting on the subject of current information on existing LEAA programs, as well as plans for the future.
3. Systems Analysis for Criminal Justice Planning	Pittsburgh, Pa.	150	Computerized Criminal Justice System model training.
4. Management Supervisory Training	Bethel, Maine	464	Training in the field of management analysis for employees engaged in planning and programming LEAA activities.
5. New York Criminal Justice Meeting	New York City, N.Y.	95	An on-the-site visit to and discussion of the New York City Criminal Justice Coordinating Board.
6. Regional Office Meeting	Philadelphia, Pa.	140	Required meeting in reference to the District's Comprehensive Plan and various sub-grants.
7. Federal Bureau of Prisons	Alderson, W. Va.	125	A visit to this institution for the purpose of interviewing inmates for possible job placement when on parole.
8. National Conference of Criminal Justice Administrators	Boston, Mass.	1,296	LEAA sponsored annual meeting of all 55 national State Planning Agencies for the specific purpose of discussing mutual problems in the criminal justice area and, furthermore, to identify and outline future LEAA plans, policies and guidelines.
9. Environmental Protection Agency Conference	Philadelphia, Pa.	75	Meeting on the subject of the impact of the environment on crime.
10. Management Executive Development Program	Denver, Colo.	317	LEAA sponsored orientation for staff engaged in and responsible for LEAA fiscal matters, e.g., accounting, auditing and related financial functions.

Federal Grants:

Title of Conference/Meeting/Training	Location	Cost	Remarks
11. Appellate Judges Seminar	San Diego, Calif.	$ 498	Training seminar for Judges of D.C. Court of Appeals.
12. Sentencing Institute Conference	Warrenton, Va.	17	Meeting in reference to the sentencing of criminals.
13. LEAA Management Training School	Annapolis, Md.	271	LEAA sponsored orientation for staff engaged in and responsible for LEAA fiscal matters, e.g., accounting, auditing and related financial functions.
14. National Conference of Criminal Justice Administrators	Las Vegas, Nev.	396	LEAA sponsored national meeting of all 55 State Planning Agencies to discuss the wide range of problems in the criminal justice area and to outline future LEAA plans, policies and guidelines.
15. Appellate Judges Seminar	Reno, Nev.	969	Training seminar for Judges of D.C. Court of Appeals.
16. Institute of Planners Conference	Boston, Mass.	360	Discussion of transportation and parking problems in urban areas, with special emphasis on joint efforts to resolve same.
Total Out-of-City Travel, Federal Grants		$5,460	

The following conferences/meetings/training sessions were attended by more than one staff member: No. 3: Three staff members
No. 6: Four staff members
No. 8: Eight staff members
No. 13: Two staff members

Out-of-City Travel, Total Resources $8,938

CONTRACTUAL AND TRAINING SERVICES

Senator BAYH. What does the "other services" provide for? I notice in fiscal 1974, that is going up to $62,000. I just wondered what that was for, please?

Mr. RUUD. Well, Mr. Chairman, it is a combination of contractural services and training services provided by other District of Columbia agencies, such as renovation of office space, et cetera.

Senator BAYH. Could you give us an itemization, please, of how that was spent this last year, so we will have an idea, please?

Mr. RUUD. For fiscal 1973, sir?

Senator BAYH. Yes, please.

Mr. RUUD. Yes, sir.

Senator BAYH. Can you anticipate in advance what that is going to be spent for next year?

Mr. RUUD. Mr. Chairman, by law, we have to set up a training program, for example. That is an item under "other services." In terms of needed contractual services, that is difficult to predict.

PAST-YEAR SPENDING

Senator BAYH. All right, if you could just give us a picture of how that was spent last year, that would be helpful.

[The information follows:]

Other Services

The object class identified as "other services" includes a variety of items, such as fees and dues; employee training; contractual services; miscellaneous repairs; services performed by other District agencies; etc. The Office of Planning and Management F/Y 1973 allotment for this object class is $41.1 thousand, $2.1 in District funds and $39.0 thousand in Federal grants.

As a result of the F/Y 1973 base reduction, District funds for this object class were severely reduced compared to activities in past fiscal years. Anticipating increased activities in F/Y 1974, the F/Y 1973 District funds allotment has been adjusted by $16.8 thousand to show a F/Y 1974 base of $18.9 thousand. This adjustment reflects, for example, $3.7 thousand in support of employee training and $14.5 thousand for contractual services. We are proposing to engage consultants for the purpose of improving the Offender Data System and developing a Criminal Justice Management System. - The requested increases in F/Y 1974 are associated with new personnel ($1.5 thousand) and $2.6 thousand for evaluation of expanded programs in the criminal justice system.

Actual obligations for this object class are shown through April 30, 1973, with additional estimated expenditures for the remainder of the fiscal year. The major items under this object class, employee training and contractual services, are discussed in detail.

Other Services

	Obligations thru 04-30-73	Estimated Additional Obligations	Estimated Total F/Y 1973	1973 Adjusted (1974 Base)	Increases	1974 Budget Request
District Funds:						
25.39 Fees, miscellaneous	$ 370	$	$ 370	$	$	$ .....
25.43 Emergency expenses	93	....	93	.....	.....	.....
25.48 Employee training	1,440	500	1,940	3,700	1,500	5,200
25.54 Contractual services	2,500	500	3,000	14,500	.....	14,500
25.69 Repairs, miscellaneous	1,630	200	1,830	700	.....	700
25.71 Dues subject to limitation	25	....	25	.....	.....	.....
25.99 Services performed by other District agencies	47	1,000	1,047	.....	.....	.....
25.00 Total Other Services	$ 6,105	$2,200	$ 8,305	$18,900	$ 1,500	$20,400
Federal Grants:						
25.48 Employee training	$ 3,313	$ 300	$ 3,613	$ 5,700	$	$ 5,700
25.52 Film processing	3	....	3	.....	.....	.....
25.54 Contractual services	26,000	....	26,000	32,000	2,600	34,600
25.69 Repairs, miscellaneous	128	200	328	1,300	.....	1,300
25.00 Total Other Services	$29,444	$ 500	$29,944	$39,000	$ 2,600	$41,600
Total Resources:						
25.39 Fees, miscellaneous	$ 370	$	$ 370	$	$	$ .....
25.43 Emergency expenses	93	....	93	.....	.....	.....
25.48 Employee training	4,753	800	5,553	9,400	1,500	10,900
25.52 Film processing	3	....	3	.....	.....	.....
25.54 Contractual services	28,500	500	29,000	46,500	2,600	49,100
25.69 Repairs, miscellaneous	1,758	400	2,158	2,000	.....	2,000
25.71 Dues subject to limitation	25	....	25	.....	.....	.....
25.99 Services performed by other District agencies	47	1,000	1,047	.....	.....	.....
25.00 Grand Total Other Services	$35,549	$2,700	$38,249	$57,900	$ 4,100	$62,000

Itemization of Employee Training F/Y 1973
(07-01-72 thru 04-30-73)

District Funds:

Position Title of Employee Involved	Course Attended	Cost	Remarks
1. Management Analyst	Manager's Program at the National Training and Development Center	$ 425	Course authorized for the purpose of acquiring insight into the requirements for developing a new executive management training program in the District, a joint effort between OPM and the city's personnel office.
2. Management Analyst	Productivity Management at the Civil Service Commission	225	Course provided instructions and workshop experience in the development and use of techniques in work measurement and statistical manpower estimating; productivity measures and their use along with work force production methods, etc., involving both repetitive and non-repetitive tasks.
3. Legislative Analyst	Legislative Theory and Behavior Economic Policy Analysis at George Washington University	387	Employee assists in the development of D.C. legislative programs, regulations and recommendations on proposed, pending and enrolled legislation affecting the District. These courses will insure a high degree of awareness and understanding of legislative and related matters.
4. Secretary	Personnel Psychology American National Government U.S. Department of Agriculture Graduate School	203	Serving as the personal assistant to the OPM Director, skills derived from these courses will offset increasing demands placed on this employee, who is presently enrolled in the upward mobility program.
5. Secretary	Executive Secretary Seminar U.S. Department of Agriculture Graduate School	95	Skills derived from this seminar are essential for the daily performance of this employee who serves as personal assistant to the Assistant Director, OPM.
6. Personnel Clerk	Personnel Staffing Assistant Functions at the Civil Service Commission	105	Course directly related to employee's functions in providing personnel assistance to OPM/OBFM.
Total, District Funds.....		$1,440	.....

Federal Grants:

Position Title of Employee Involved	Course Attended	Cost	Remarks
1. Program Analyst	Computer Programming (FORTRAN) at the American University	$ 198	Individual reviews the computerized accounting systems of sub-grantees. This course serves to insure a high degree of expertise and currency in grants management activities.
2. Program Analyst and Operating Accountant	Interagency Auditor Training School for the Development of Indirect Rate Allocation	180	Staff members are involved in the accounting and auditing of sub-grantees, including verifying the legality of indirect cost allocations claimed by the sub-grantees.
3. Computer Systems Analyst	Computer Programming (FORTRAN IV) at the Civil Service Commission	250	Course required in support of the design and development of a central automated information and analysis system encompassing all agencies engaged in the administration of criminal justice in the District.
4. Program Analyst	Statistics at the American University	251	Statistical skills required for the performance of individual who is engaged in identifying and formulating problems, needs, objectives and priorities of certain aspects of the criminal justice system and developing strategies to meet such needs.
5. Fiscal Assistant	Seminar for Career Women at the Civil Service Commission	105	Attendance authorized for the purpose of clarifying upward mobility matters questioned by individual.
6. Program Analyst	Criminal Justice Workshop at the Aspen Law Center	235	Workshop directly related to staff member's functions as they relate to the development of program and project data for the annual Comprehensive Plan.
7. Program Analysis Officer	Base Human Laboratory at the National Training Laboratory	260	Course focused on supervisor/employee relationship and provided staff member with additional skills in handling supervisory responsibilities and related problems.
8. Fiscal Assistant	Practice Problems in Gov't. Accounting at the Civil Service Commission	250	Course directly related to employee's functions in providing fiscal assistance to professional staff.

Federal Grants:

Position Title of Employee Involved	Course Attended	Cost	Remarks
9. Program Analysis Officer	Readings and Research in Public Administration at George Washington University	$ 250	Employee develops and prepares the annual Comprehensive Plan used by the city to set policy and program goals, objectives and priorities for future action. This course serves to insure a high degree of currency in inter-agency planning and development activities.
10. Program Analysis Officer	Trends in Public Administration Theory at George Washington University	250	see above
11. Program Analyst	Police and Prosecution Relations at the National District Attorney's Association	110	Course focused on the relations between police and prosecution as they relate to and impact the entire criminal justice system.
12. Several Staff Members	Miscellaneous Registration Fees	161	.....
13. Program Analyst	Administrative Officers Seminar at the Civil Service Commission	140	Course directly related to employee's functions in the area of general office administration.
14. Urban Planner	Land Development Planning at George Washington University	267	Engaged in urban planning activities in the District in general, this course will afford a certain degree of expertise in land development planning in particular.
15. Urban Planner	Real Estate Appraisal at American University	240	This course will provide better knowledge of real estate values in making analysis of proposed developments, public and private, in the urban planning process.
16. Secretary	Essentials of Good Office Management U.S. Department of Agriculture Graduate School	66	This course was authorized to improve the employee's performance in general.
17. Clerk (Typing)	Advanced Typing at the Civil Service Commission	100	This course was authorized to improve the quality and to increase the speed of the employee's typing.
Total, Federal Grants.....		$3,313	.....
Employee Training, Total Resources.....		$4,753	.....

District Funds:

Contractor	Services to be Performed	Cost	Justification
1. Bill Williams	Evaluation of D.C. Government Data Processing activities	$2,250	OPM's efforts to improve and centralize ADP activities were greatly curtailed during F/Y 1973 because of the base budget reduction. Contractor's expertise in ADP matters required for special project.
2. Research and Statistics	Statistical services for Community Services Division	250	Statistical information needed in support of the Service Area System.
Total, District Funds.....		$2,500	.....

Federal Grants:

Contractor	Services to be Performed	Cost	Justification
1. Edward L. O'Brien	To provide assistance to staff members engaged in the study of the problem of prostitution as it relates to the criminal justice system.	$ 1,500	Special one-time study requiring augmented staff capabilities.
2. Edward L. O'Brien	Evaluation of the implementation by D.C. agencies involved in criminal justice matters of the report on alternatives to incarceration since Sept. of 1971.	1,444	as above
3. Edward L. O'Brien	To prepare and finalize the Executive Branch Status Report on alternatives to incarceration.	1,100	as above
4. ICF, Inc.	To evaluate LEAA block grants supporting bail bond projects.	2,000	Technical capabilities of consultant not presently available on staff.
5. Leonard Zeitz	Evaluation of LEAA block grants authorized for the "Roving Leaders-Secondary School Project".	1,100	as above

Federal Grants:

Contractor	Services to be Performed	Cost	Justification
6. Charles R. Schneider	To undertake an initial survey of the fourteen community correction centers in D.C. in order to prepare a study design.	$ 2,500	Contractor's expertise in correctional and related matters.
7. William A. Hamilton Associates	Develop general systems design for juvenile offender tracking system.	2,500	In-depth familiarity with tracking scheme of offenders within the District.
8. Davon Management Company	To review with and assist the Director, Criminal Justice Planning, in constructing an overall work plan for the office.	2,400	To obtain an outside and objective perspective of agency operations and recommendations for desired improvements.
9. University of Delaware	Analysis of victimization study data.	3,000	Contractor was initially responsible for this study.
10. Bosley & Alexander Associates	To develop evaluation procedures and instruments, and to strengthen the program evaluation dimension of the office.	1,000	To enhance the capabilities of staff members in the performance of evaluating programs in the criminal justice system.
11. Dr. Roy Jones	To evaluate LEAA block grants relative to "Adult Courtesy Patrol" and "Youth Courtesy Patrol".	2,500	Immediate need for an evaluation of said projects prohibited the utilization of own staff resources engaged in other functions.
12. Ellen McCartney	To render assistance to the Sub-Committee on Employment for the Ex-Offender.	1,920	Immediate need for collection of data and advisory services in the area of adult rehabilitation.
13. Tyler Gates	Accounting services relating to certain discretionary grants.	1,000	Regular office staff unable to handle workload generated by these discretionary grants.
14. Alfred Collins	Assessment of action grants.	768	Regular office staff unable to handle workload generated by these action grants.
15. Miscellaneous	Various minor consultative services.	1,268	Special minor, yet important tasks which required immediate action.
Total Federal Grants		$26,000	
Contractual Services, Total Resources		$28,500	

RENT, COMMUNICATIONS, AND UTILITIES

Senator BAYH. Could you tell us why rent, communications, and utilities is going up $14,800?

Mr. RUUD. Mr. Chairman, I believe the bulk of that money, if you will bear with me a second, please——

Senator BAYH. If you would rather supply this for the record, that will be all right, too.

Mr. RUUD. I will be happy to.

Mr. GILBERT. Perhaps it would be better for these detailed questions, Mr. Chairman, if it is all right with you, to supply the questions for the record.

Senator BAYH. All right, let me ask you, do you have any mobile phones in that communications?

Mr. RUUD. No sir, not at all.

[The information follows:]

Rent, Communications and Utilities

The increases in this object class, $14.2 thousand, are discussed in detail on the following page. $8.0 thousand are associated with the seventeen new positions requested in F/Y 1974 and the balance, $6.2 thousand, is needed in support of our grants funded programs. The major portion of the increase, $10.5 thousand, is for rental of office space.

Increases:

District Funds:	Amount	Explanation
23.11 Rental of office space	$ 5,000	This amount is requested to rent office space for 12 new positions in the Planning Division which cannot be housed in District-owned facilities.
23.21 Postage	400	Other operating expense in connection with and support of the 12 new positions.
23.23 Telephone services	2,600	Installation of telephone instruments and funding for telephone services associated with the 17 new positions requested in F/Y 1974.
23.00 Total Increase	$ 8,000	
Federal Grants:		
23.11 Rental of office space	$ 5,500	Annualization of office rental for the Comprehensive Physical Planning Unit supported by Department of Transportation grant funds ($4.0 thousand) and estimated additional cost of space for LEAA funded activities ($1.5 thousand)
23.23 Telephone services	700	Anticipated annualization of F/Y 1973 cost of telephone services for the Comprehensive Physical Planning Unit.
23.00 Total Increase	$ 6,200	
Total Resources:		
23.11 Rental of office space	$10,500	
23.21 Postage	400	
23.23 Telephone services	3,300	
23.00 Grand Total Increase	$14,200	

PRINTING AND REPRODUCTION COSTS

Senator BAYH. I would also like to know why printing and reproduction costs are going up $19,000.

[The information follows:]

PRINTING AND REPRODUCTION

The increases in this object class, $19.0 thousand, are discussed in some detail on the following page. All increases are requested in anticipation of augmented staff and additional demands placed on the office. $6.5 thousand are associated with the seventeen new positions requested in F/Y 1974 and the balance, $12.5 thousand, is needed to support our grants funded programs.

Printing and Reproduction

Increases:

District Funds:	Total Amount	Planning Division Amount and Explanation	Community Services Division Amount and Explanation
24.14 Printing, miscellaneous	$ 3,000	$ 2,000 - Printing of reports and related matters generated by increased activities in the area of urban planning in the Nation's Capital.	$ 1,000 - Printing of reports, minutes, etc., generated by activities in support of the Service Area System.
24.41 Photostating and blueprinting	2,500	$ 2,500 - Services in support of the urban planners and draftsmen whose functions require extensive use of maps, charts, site plans, etc.	$ ..... - .....
24.51 Printing and reproduction, miscellaneous	1,000	$ 500 - Miscellaneous reproduction services other than item 24.41.	$ 500 - Letterheads, envelopes and memoranda for extensive correspondence in connection with and support of the Service Area System.
24.00 Total	$ 6,500	$ 5,000	$ 1,500 .....

Federal Grants:	Total Amount	Planning Division/Criminal Justice Plans and Analysis Amount and Explanation	Planning Division/Comprehensive Physical Planning Amount and Explanation
24.14 Printing, miscellaneous	$ 8,500	$ 1,500 - Printing of reports and related matters generated by increased activities in the area of criminal justice, as required by LEAA.	$ 7,000 - As activities associated with the comprehensive short-range transit development study for the Washington Metropolitan Area move forward with increasing thrust, the printing of reports on such activities is expected to be extremely voluminous. These reports are required by the grantor, Department of Transportation.
24.41 Photostating and blueprinting	2,000	$ ..... -	$ 2,000 - Additional services in support of grants funded staff positions, urban planners and draftsmen, whose functions require extensive use of maps, charts, site plans, etc.
24.51 Printing and reproduction, miscellaneous	2,000	$ ..... -	Letterheads, envelopes, memoranda, etc., plus miscellaneous reproduction services other than item 24.41.
24.00 Total	$12,500	$ 1,500	$11,000 .....

Total Resources:

24.14 Printing, miscellaneous	$11,500	.....
24.41 Photostating and blueprinting	4,500	.....
24.51 Printing and reproduction, miscellaneous	3,000	.....
24.00 Grand Total Increase	$19,000	.....

INCREASES ASSOCIATED WITH NEW POSITIONS

Senator BAYH. You made an application for 12 new positions in planning and 5 new positions in community services. Could you give us an idea of how much of the increase in travel, rent, et cetera, is applicable to those 17 new positions, please?

Mr. RUUD. We will be happy to submit that for the record, too, yes, sir.

[The information follows:]

OTHER OPERATING EXPENSES ASSOCIATED WITH 17 REQUESTED POSITIONS

The Office of Planning and Management is requesting seventeen new positions in F/Y 1974, twelve for Planning Division and five for Community Services Division. Other operating expenses to support these positions total $28.2 thousand and they are discussed in detail on the following page.

Other Operating Expenses Associated with 17 Requested Positions
(All District Funds)

Object Class by Amounts:	Office Total 17 Positions	Planning Division 12 Positions	Community Services 5 Positions	Remarks
21.00 Travel and Transportation of Persons.....	$ 1,500	$ 1,000	$ 500	Activities associated with augmented staff resources.
23.00 Rent, Communications and Utilities.....	8,000	7,000	1,000	Aside from $6.4 thousand for equipment, a non-recurring item, the major increases are for objects 23
24.00 Printing and Reproduction.....	6,500	5,000	1,500	and 24, both discussed separately. Object 26 is re-
25.00 Other Services.....	1,500	1,000	500	latively high because of special supplies required
26.00 Supplies and Materials.....	3,500	3,000	500	for the urban planners and draftsmen.
31.00 Equipment to be Capitalized.....	6,400	6,000	400	
32.00 Equipment not to be Capitalized.....	800	600	200	
Total Other Operating Expenses.....	$ 28,200	$ 23,600	$ 4,600	.....
Itemization by Sub-Object:				
21.10 Local travel and Imprest Fund.....	$ 700	$ 200	$ 500	Bus tokens, cab fares and petty cash.
21.14 Out-of-city travel.....	800	800	.....	Trips to cities with active urban development programs.
21.00 Total.....	$ 1,500	$ 1,000	$ 500	.....
23.11 Rental of office space.....	$ 5,000	$ 5,000	$	Cost of lease with the National Theatre Building.
23.21 Postage.....	400	400	.....	Increased correspondence.
23.23 Telephone services.....	2,600	1,600	1,000	Additional telephone instruments and annual services.
23.00 Total.....	$ 8,000	$ 7,000	$ 1,000	.....
24.14 Printing, miscellaneous.....	$ 3,000	$ 2,000	$ 1,000	Miscellaneous reports.
24.41 Photostating and blueprinting.....	2,500	2,500	.....	Reproduction of maps and charts.
24.51 Printing and reproduction, miscellaneous..	1,000	500	500	Letterheads, envelopes, memoranda, etc.
24.00 Total.....	$ 6,500	$ 5,000	$ 1,500	.....
25.48 Employee training.....	$ 1,500	$ 1,000	$ 500	Training of new staff members, as required.
25.00 Total.....	$ 1,500	$ 1,000	$ 500	.....
26.23 Educational material.....	$ 200	$ 200	$	Books and professional journals, as needed.
26.24 Photographic material.....	800	800	.....	Material for physical planning activities.
26.99 Supplies and materials, miscellaneous.....	2,500	2,000	500	General office supplies.
26.00 Total.....	$ 3,500	$ 3,000	$ 500	.....
31.20 Office, general.....	$ 400	$ 300	$ 100	Items other than those to be capitalized.
31.29 Equipment to be capitalized.....	6,000	5,700	300	Office machines and furniture.
31.00 Total.....	$ 6,400	$ 6,000	$ 400	.....
32.56 Furnishings and fixtures, office.....	$ 200	$ 100	$ 100	Desk lamps, chairs, etc.
32.57 Subscriptions, books.....	600	500	100	Reference tools and annual publications.
32.00 Total.....	$ 800	$ 600	$ 200	.....

APPROPRIATED FUNDS REQUESTED FROM GENERAL FUND

Senator BAYH. Are all of the appropriated funds, Mr. Gilbert, requested from the general fund?

Mr. GILBERT. Yes, sir, I believe they are.

There are no revenue-sharing funds?

Mr. RUUD. None at all.

Senator BAYH. Are there any highway funds or other type of funds in there?

Mr. GILBERT. No.

Senator BAYH. Still trying to get clear in my own mind the breakdown between OBFM and OPM. I notice that on page B14, the justification says that administrative support to the office is provided by a unit which services the need of both this office and OBFM.

What does that justification mean? How do you break that down?

Mr. GILBERT. Sir, you are looking at the administrative support for OBFM and OPM, Mr. Ruud, and he has an assistant, and he functions for both agencies.

Senator BAYH. Can we put Mr. Rudd in the record, then, as an example of what that justification means?

Mr. GILBERT. I think he is a very, very hard working, very vital employee to both agencies, sir.

Senator BAYH. Every report we have had is to that effect.

Could you tell us exactly, gentlemen, what does a legislative unit do?

Mr. GILBERT. The legislative unit is the unit that keeps tabs on our entire legislative program. It develops the legislative program. In cooperation with the Corporation Counsel, it does the legislative drafting that is required to implement our legislative program.

Senator BAYH. You have three people in the legislative unit?

Mr. GILBERT. Three people in the legislative unit.

Senator BAYH. What is its relationship, Mr. Gilbert, to the Mayor's immediate office and his staff people?

Mr. GILBERT. Well, the legislative unit receives its administrative support from OPM. The head of the legislative unit reports to the Mayor, generally through me. But Mrs. Rogers, the head of the legislative unit, does report on occasion directly to the Mayor, because this is a matter of very important District policy consideration, and she has direct access to the Mayor. She also deals with the Mayor through me.

Senator BAYH. Do the two professionals there work full time on legislative matters?

Mr. GILBERT. They work full time on legislative matters, yes, sir.

Senator BAYH. All year round?

Mr. GILBERT. All year round. This includes about, I guess, 40-odd pieces of legislation that need to be developed in connection with the implementation of the Nelsen Commission report.

Senator BAYH. I just wondered, inasmuch as they do report directly to the Mayor, why are they a function of your agency?

Mr. GILBERT. Well, this relates in part to the——

Senator BAYH. This seems more like executive of—well, please go ahead.

Mr. GILBERT. The Mayor looks at OPM as a staff agency of his office, and this has been a developing concept of the past year. I

spent my initial year working directly in the Mayor's office as his General Assistant and identifying staff areas where he needed further assistance and at the end of that period, he concluded that he had the choice of either providing a separate staff for the general assistance that he was requiring or to use an existing agency to provide that assistance. He felt that OPM was providing this, and it has a rather detailed relationship with him. That is why I carry the title of General Assistant as well as Director of OPM.

Senator BAYH. Pardon me. We are discussing another matter. The Nelsen Commission suggested that the legislative responsibilities be given to a newly created city administrator roughly comparable to the Deputy Mayor, as you know, which we do not have now.

I was just inquiring of my staff whether that would have an effect on the efficiency, which has nothing to do with the questions I am asking. I am sorry.

EISENHOWER CIVIC CENTER PROPOSAL

Let me just ask you briefly here. You said that OPM is responsible for general administration and coordination of the Eisenhower Civic Center. I have expressed some concern about the financing mechanism used in this project. Has your staff analyzed the financing arrangement the city has proposed, the fact that the interest involved is several million dollars higher than if the proposed alternative of appropriated funds were utilized?

Mr. GILBERT. Mr. Chairman, that grows out of a legislative decision, that this legislation was projected initially as a unique one-shot lease-purchase arrangement. I believe the thinking of the Congress was that this would enable us to move somewhat more rapidly and that we are preparing to go into the market probably late this year. This is a similar program that the Federal Government has used for 60-odd projects. We feel that because of the time constraints, it would not be practical at this stage to come in for a full apropriation. Our desire is to complete this project by July 4, 1976, and that is going to be a very close time schedule. Our feeling was that if we want into the market and got the financing, we would be able to move more rapidly.

I am really not prepared to answer the detailed question in terms of the interest cost, comparative interest costs. Those studies were made by OBFM, along with OMB, about a year ago.

Senator BAYH. The Appropriations Committee staff estimates that by using a lease-purchase marketplace cost of interest, it is going to cost us about $20 million more than by going the appropriations route. I just wonder in my own mind whether the July 4 day, which is a very optimistic date, I think, in the light of everything that has happened, if that is worth $20 million.

Second, I wonder if one of the major reasons behind this is not the capital expenditure limitation that was put on by the conference committee before I became a member of the Appropriations Committee, which put a limit on capital expenditures of $150 million per year. Of course, this exceeds this; technically it does not, but realistically it does. It does increase the construction burden placed on the District of Columbia as far as repayment is concerned. And frankly, I am impressed with many of the arguments relative to the merits of this

Center, but I am a little bit reluctant to accomplish a legitimate purchase by going through the backdoor.

If it is a good service, then we ought to reassess the $150 million limitation, or fit it in it, and we ought to build it as cheaply as we possibly can.

Now, I reserve final judgment on that, but I would like to point out—well, first, you may rebut or add any comments you care to relative to what I just said, but I would also like to point out or ask your opinion. As I recall, now, you really cannot go into the marketplace until a plan has been approved by the respective committees of both Houses of Congress. Is that accurate?

Mr. GILBERT. That is correct, Mr. Chairman.

Senator BAYH. I would also like to point out that the authorizing legislation makes lease-purchase optional, not mandatory.

Mr. GILBERT. I believe that is correct, also, sir.

Senator BAYH. So it is still possible for the affected agency of the District Government to pursue other means of financing, is it not?

Mr. GILBERT. I think it would be possible. I think we would have a somewhat different time schedule.

REACTION TO COMMENTS ON INTEREST COSTS

Mr. Chairman, if I may, I would like to have submitted for the record a reaction to the comments on the interest costs, which I think should be prepared by someone more expert than I am in the field of interest charges. On the more substantive question of whether we should go by the budget route or through the lease-purchase area, I would respectfully suggest that this is a policy decision that the Mayor has made and I would be glad to call your comments to his attention, or any reaction that he would like to authorize.

Senator BAYH. All right. We will want to discuss this further when we take up the capital improvement section of the District budget.

Mr. GILBERT. Thank you, Mr. Chairman. We will have something ready for you at that time.

[The information appears in the appendix on p. 1491.]

EISENHOWER CIVIC CENTER

Senator BAYH. Is your agency the prime mover—I notice in your statement, you talk about general administration and coordination of the Eisenhower Civic Center. Are you the man who has that responsibility on your shoulders?

Mr. GILBERT. I would say the answer to that is in the negative, sir. How we got into it was in part, really, in terms of staff support for the Mayor while he was trying to develop the mechanism for going forward with the civic center. At the point that the mechanism is fully developed and underway, the prime mover will be the contractor and the architects and engineers and the project manager will be selected. We have borrowed from the Federal City Council the services of Mr. Yates Cook, the vice president of the council and we have set up a special——

Senator BAYH. Is that——

Mr. GILBERT. Mr. Cook. We have set up a special staff unit which is securing administrative suport from the Office of OPH. They are proceeding now with the selection process, are in the initial stages of a selection process to select an architect-engineer and a construction manager. They will develop the initial design plans and cost estimates that are required to secure the approvals that the legislation requires.

We have also arranged, and Mr. Cook was the prime mover in this, though all of us were involved, to go to the banking community and borrow $800,000 to pay the front end costs of hiring an architect-engineer and a construction manager.

Senator BAYH. I will be glad to talk with either you or Mr. Cook or, of course, the Mayor about this whole process and trust we will have a chance to do so perhaps at a more appropriate time. I only brought it up now because you did list this in the statement. This is, from what I have heard, a very worthwhile project, but I take a dim view of administrative practices that are used to try to give us a different picture from what is happening and what has happened. I understand the Mayor's Office, as well as other branches of the District government, are under extreme pressure to give the impression that expenses are being cut down. But for the Federal Government to go out and lease-purchase on 64 different buildings and then try to pretend that the Federal Government is not really spending that money is a direct lie perpetrated upon the American people, in my judgment. I did not have any opportunity to keep that kind of thing from happening earlier, but I would like us to know above board just exactly what is happening here.

We will have a chance to discuss that in the future. As I say, I hope you can go ahead and build that.

Mr. GILBERT. Mr. Chairman, I will be glad to furnish a report responsive to your detailed questions.

RESPONSIBILITIES FOR BICENTENNIAL PLANNING

Senator BAYH. It is just that we are all under pressure to get as much out of each dollar we spend as we can. I know you feel that responsibility heavily on your shoulders. I hate to put off to a later day payment of additional expenses when we can have you do it cheaper right now.

In your statement, you say OPM has coordinative responsibilities for Bicentennial planning. How much of your time is spent on this and will you continue to have this responsibility, the funding of $350,000 and four positions as granted to the Bicentennial Commission?

Mr. GILBERT. I will continue to have this responsibility, Mr. Chairman, but this is in the role of general assistant to the Mayor supervising a small unit that will be directly in the mayor's office, an executive office. We have at this point the full-time services of one management analyst devoted to bicentennial coordination, and in addition, a portion of my time is devoted to this project.

Senator BAYH. I trust care is being taken so that there is not duplication of services and responsibility here?

Mr. GILBERT. I do not believe that there is this duplication problem. This is liaison with the two citizen organizations that have been created, liaison from them through the OPM and the Mayor's office

through to the operative agencies of the Government which are involved in specific projects with bicentennial implications.

Senator BAYH. I know this is an unsolicited remark and I do not want you to feel that you need to respond to it, but from what I know of your capabilities and your track record and what I know about those who are presently working for the Bicentennial Commission, I think we would have a better job done and save a lot of money if you did it instead of them. But that is not relevant to the District of Columbia's budget.

Let me move on to the planning division, if I might. We had some detailed questions here where it appears that there may be a little breakdown in addition, but we can get that cleared for the record, as far as number of staff positions and this kind of thing.

CORRECTION OF ARITHMETIC ERROR

Mr. GILBERT. I think there was an arithmetic error in the original presentation, which we will be glad to correct.

[The information follows:]

PLANNING DIVISION STAFF COMPOSITION AND SOURCES OF FUNDING

To correct the arithmetic error on page BD–20 (Rev.) of the Office of Planning and Management F/Y 1974 budget request and to clarify the nature of funding of the 25 positions listed in the Office of Criminal Justice Plans and Analysis, the section of the first paragraph of that page which deals with such items should read as follows:

The Division has a staff of 51 positions; 15 in the Physical Planning Section, one funded by District funds and 14 financed by a Department of Transportation grant; 11 in the Research and Statistics Unit, nine funded by District funds and two under the Emergency Employment Act Program; and 25 positions in the Office of Criminal Justice Plans and Analysis, 17 funded by District appropriations, eight fully funded and nine with 10% District funding as matching for 90% support under the Department of Justice Law Enforcement Assistance Administration (LEAA), and eight positions with 100% LEAA funding.

DISTRICT GOVERNMENT PERSONNEL ENGAGED IN PLANNING

Senator BAYH. There is a discrepancy in the numbers of the posts, but I think that can be worked out. Let me look at more important substantive matters.

I would like to know either now or have it submitted for the record later the total number of persons engaged in planning in the District Government and the total amount spent on planning by the District. If we can get that number and amount broken down by agency, can you supply that for the record, please?

Mr. GILBERT. I will be able to supply that information, Mr. Chairman. There is one problem with it. That is that different agencies define planner in different fashions. In some of the agencies, they have individuals who are working in the planning area and in other areas, but we will try to sort it out the best way we can and give you a responsive reply. I believe we can come pretty well in the ballpark.

NUMBER OF DISTRICT GOVERNMENT PLANNERS

Senator BAYH. We would just like to know what we are appropriating these moneys for. I note that in the information we already have

and that you have very thoughtfully supplied, there are about 330 planners in the city government and this does not include the 60 in NCPC and the 26 at WMATA and various other agencies, and if we can put that together, we will have the total effort being made in the District as far as planning is concerned.

Mr. GILBERT. We will be glad to furnish that, Mr. Chairman.

[The information follows:]

Current Planning Positions in the District Government

On April 25, 1973, a background paper on planning in the District of Columbia was submitted to the Subcommittee on Appropriations for the District of Columbia. This report represents a further revision and refinement of that paper insofar as it attempted to deal with the planning resources now in existence in the city government.

A major problem in attempting to define these planning resources in the manner in which planning as a term is used in individual departments. It is sometimes used to refer to the collection of data which is utilized by planners. The term is also used to refer to planning and analysis relating to specific departmental programs and projects. It is further used to refer to budget support activities and to administration and management improvement activities, rather than as planning in the sense generally accepted professionally.

For purposes of this report, planning will be used as a term to refer to departmental planning - physical, social or economic - with functional relationships to the community. The attached survey isolates 94 positions which fall into this category. Excluded from this definition of planning will be departmental services that are essentially clerical, administrative, or which provide budget or management functions; and program and project-oriented analyses not performed as an element of a community planning system. We would estimate that around 200 of these "excluded" positions are presently in the District; because of difficulties associated with precisely defining these functions, an exact numerical representation is not possible.

Also excluded are planning positions in Federal and regional agencies - and agencies with essentially fiscal or statutory relationship - which are administratively beyond the control of the city government. The Federal and regional agencies generally have missions which go well beyond purely local or municipal concern.

The April 25 report indicated that there are 330 positions in the city government that are labeled planning positions. That paper was not designed to give a picture of the resources actually committed to the planning function; rather, it was designed to numerically reflect the many kinds of activities that are on-going in the city government which relate to the planning function. That report was pertinent to a discussion of the need for central coordination of such activities in the Executive Office of the Mayor. It was prepared on the basis of information gathered from the various departments and relied substantially on the definitions that these departments employed. Because of its necessarily generalized nature, it did not provide an answer to the specific inquiry that is addressed within.

This report attempts to apply a professionally accepted definition of the term planning in a uniform manner in an effort to find out more precisely the use made by the city government of professional planning resources.

SURVEY OF DEPARTMENTAL PLANNING POSITIONS

May 18, 1973

AGENCY	NATURE OF PLANNING	PLANNING POSITION	PRESENT SALARY LEVEL	SOURCE OF* FUNDS
Corrections	Combination	Chief of Program Planning and Analysis	$15,759 (3/4)	A
	Social	Research Sociologist	18,350	A
	Physical (CIP)	Program Analyst	13,996	A
	Physical (CIP)	Program Analyst	14,928	A
	Social	Social Service Analyst	9,520	G
	Physical	General Engineer	11,492 (1/2)	A
Environmental Services	Combination	Environmental Planning Director	34,074	A
	Physical	Sanitary Engineer	23,858	A
	Physical	Urban Planner	21,014	50/50
	Physical	Urban Planner	23,088	A
	Physical	Supervisory General Engineer	27,708	A
	Physical	Civil Engineer	18,350	A

* A -- Appropriated
G -- Grant

AGENCY	NATURE OF PLANNING	PLANNING POSITION	PRESENT SALARY LEVEL	SOURCE OF FUNDS
Fire	Physical	Chief, Planning Section	$21,560	A
General Services	Physical	Urban Planner	19,700	A
Highways & Traffic *	Physical	Supervisory Highway Engineer	26,938	85/15 Grant/DC
	Physical	Supervisory Highway Engineer	22,985	85/15 Grant/DC
	Physical	Highway Engineer	17,238	85/15 Grant/DC
	Physical	Highway Engineer	13,996	85/15 Grant/DC
	Physical	Asst. Director, Office of Planning and Programming	15,243 (1/2)	85/15 Grant/DC
	Physical	Deputy Asst. Dir., Office of Planning and Programming	12,699 (1/2)	85/15 Grant/DC
	Physical	Supervisory Civil Engineer	6,350 (1/4)	85/15 Grant/DC

* In addition to the above, the remainder of prorated costs for the above positions plus 15 other positions comprise the resources devoted to project and research-oriented activities, comprising a separate total cost of $336,919.

AGENCY	NATURE OF PLANNING	PLANNING POSITION	PRESENT SALARY LEVEL	SOURCE OF FUNDS
Housing Programs	Physical	Urban Planner	$24,628	G
	Planning Staff*	Urban Planner	23,858	G
		Urban Planner	21,014	G
		Urban Planner	19,700	G
		Urban Planner	16,682	A
		Urban Planner	16,682	A
		Urban Planner	11,614	A
		Urban Planner	11,614	G
		Urban Planner	11,614	G
		Urban Planner	9,520	A

* A significant orientation of this staff is toward neighborhood, rather than citywide, planning, however, housing policy is addressed on a citywide basis.

	Model Cities**	Planning Officer	24,628	G
	Social and Physical	Planning Coordinator	22,328	G
	Social and Physical	Planning Coordinator	20,357	G
		Sociological Planner	21,014	G
		Urban Planner	17,794	G

** Program in process of phasing out

AGENCY	NATURE OF PLANNING	PLANNING POSITION	PRESENT SALARY LEVEL	SOURCE OF FUNDS
Human Resources*	Social	Human Resources Specialist	$12,001**	A
	Social	Program Analyst (3)	51,714**	A
	Social	Program Analyst (2)	40,714**	A
	Social	Program Analyst	12,001**	A
	Social	Social Science Program Specialist	27,795**	A
	Social	Social Worker Program Analyst	17,238**	A
	Social	Management Analyst	20,357**	A
	Social	Planning Specialist	17,238**	A

*The above positions represent only those presently in the Office of Planning, and which receive appropriated funds; information has not been obtained on grant positions in that office. The Office of Planning indicated that it could not provide an accounting of positions in other DHR Administrations, although centralization of planning for all Administrations is being programmed into the Office of Planning in the near future.

**Averaged; the second step of the present grade level was assumed.

AGENCY	NATURE OF PLANNING	PLANNING POSITION	PRESENT SALARY LEVEL	SOURCE OF FUNDS
MEDCO	Economic	Staff Director	$29,589	A
	Economic	Economic Development Project Officer	26,898	A
	Economic	Community Relations Officer	9,850(1/2)	A
	Economic	Financial Economist	20,357	A
OBFM	Physical (CIP)	Budget Analyst	5,598(2/5)	A
OPM	Criminal Justice	Director	13,449(1/2)	A
		Crime Information Officer	4,925(1/5)	A
		Law Enforcement Program Spec.	13,854(1/2)	A
		Social Science Analyst	17,895(3/4)	A
		Program Analysis Officer	21,014	A
		Program Analyst	5,807(1/2)	A
		Program Analyst	4,338(3/10)	G
		Program Analyst	5,807(1/2)	G

AGENCY	NATURE OF PLANNING	PLANNING POSITION	PRESENT SALARY LEVEL	SOURCE OF FUNDS
OPM	Community Services	Program Analysis Officer	$25,398	A
	Comprehensive* Physical Planning	Supervisory Urban Planner	25,398	A
		Supervisory Urban Planner	20,357	G
		Urban Planner	20,357	G
		Urban Planner	16,682	G
		Urban Planner	16,682	G
		Urban Planner	16,682	
		Urban Planner	14,462	G
		Urban Planner	12,775	G
		Urban Planner	12,388	G

* A significant portion of total time of the 7 urban planning positions is presently devoted to development surrounding transit locations.

AGENCY	NATURE OF PLANNING	PLANNING POSITION	PRESENT SALARY LEVEL	SOURCE OF FUNDS
Personnel	Social/ Economic	Project Director, Manpower Analysis	$29,589	C
Police	Physical (CIP)	Supervisory Management Analyst	22,328	A
	Social (Criminal Justice)	Supervisory Management Analyst	22,985	A
	Combination	Supervisory Management Analyst	23,642	A
Recreation	Physical	Director, Div. of Design and Development	27,708	A
	Physical	Asst. Director, Div. of Design and Development	24,299	A
	Physical	Urban Planner	11,614	A
	Physical	Urban Planner	13,996	A
	Physical	Recreation Analyst	11,614	A
	Physical	Director of Planning and Research	24,628	A

AGENCY	NATURE OF PLANNING	PLANNING POSITION	PRESENT SALARY LEVEL	SOURCE OF FUNDS
Youth Opp. Services	Juvenile Delinquency	Program Analysis Officer	$10,835 (1/2)	A
	Juvenile Delinquency	Program Analysis Officer	8,897 (1/2)	A
	Juvenile Delinquency	Social Service Analyst	4,665 (1/2)	A
	Junvenile Delinquecy	Program Analyst	6,000 (1/2)	A
	Youth Programs	Education Specialist	8,619 (1/2)	A
Zoning Commission (Office of)	Physical	Supervisory Urban Planner	$32,280	A
	Physical	Architectural Urban Planner	25,398	A
	Physical	Urban Planner	19,700	A
	Physical	Urban Planner	17,794	A
	Physical	Urban Planner	14,462	G
	Physical	Urban Planner	14,462	A

AGENCY	NATURE OF PLANNING	PLANNING POSITION	PRESENT SALARY LEVEL	SOURCE OF FUNDS
Zoning Commission	Physical	Urban Planner	16,682	A
(Office of)	Physical	Urban Planner	17,784	G (reimb.)
		Planning Technician	9,520	G

REEXAMINATION OF AGENCY'S PLANNING RESOURCES

Senator BAYH. I notice that in response to the City Council, the Mayor said that after the new planners were approved, he would reexamine the agency's planning resources to determine if any should be transferred to the central planning staff.

Is that what the Mayor said?

Mr. GILBERT. That is an accurate report on the commitment the Mayor made to the City Council. The City Council had asked to transfer six positions from individual departments, I believe two from Economic Development, two from Highways and Traffic, and two from Environmental Services, to initiate a central planning unit, or, rather, to strengthen the central planning unit. The Mayor did not feel that the individual transfers were suitable.

He also felt that there was a problem of whether this should be done more appropriately by the Council or by the Executive. He asked that that issue be deferred and the Council agreed to this until after we had a better picture of just how far the Congress was going to be able to respond to our request to start this whole planning effort, which we have requested before. It is the Mayor's intention, and with that in mind, we have started taking this inventory, and having that inventory made it somewhat easier to answer the initial questions of your staff on what were the various planning units around the city government. We find that there are many individual planning units that have functional responsibilities for their individual departments. Some of these responsibilities relate to requirements in relation to grant funding and the greater part of these planning units are funded from specific sources and they are tied in to the Federal budget. We are not in a position to move very many of those. I do not envisage a wholesale movement of departmental planning positions to the central unit, but rather, see the Mayor trying to identify those that more appropriately should be moved into the central unit rather than remain in a department.

Senator BAYH. We are really not talking about a wholesale movement, are we? We are talking about 12. Three hundred and thirty that you have identified already. With all due respect to you and the Mayor, I wonder if maybe it does not make more sense to complete the review and see if there are resources presently available, instead of saying, well, we are not going to make that assessment until we already have the staff and appropriated funds for new slots which by its very nature does not tend to lessen the objective to see if we cannot get people more efficient.

Mr. GILBERT. I think the real thrust of the Mayor's effort in this regard is toward coordination. We start on the premise that the departmental planners have specific departmental roles and that we can better utilize them on behalf of the central planning objectives of the city if we have a coordinating mechanism that will make sure that when a particular planning thrust that may be required because of the needs of that department, that it also serves the broader need of the city government, too, or of other departments that might have similar planning interests.

For instance, there is a very close relationship between some of the planning now being done by the Department of Environmental Serv-

ices and the Department of Highways and Traffic in the field of—with respect to the issue of air quality control, because the Environmental Services recommendations from a planning standpoint have an immediate impact on street utilization.

Well, it is not our feeling that it would make sense to take specialists in street utilization, to know where you can put reserve buslines and how you have to deal with curb cuts and a lot of other technical problems, to take them out of the departmental planning unit because they also have to relate to the air quality control studies of the Department of Environmental Services. We would rather see that they not duplicate or track over each others feet, that they coordinate their efforts, that we wind up at the end of the process with a unified, coordinated city plan that makes sense.

Senator BAYH. I think that is certainly what we are after. The question is how best to accomplish it.

Is the ultimate goal to have the OPM as a central planning facility with a few central planners that can call on the resources that the line agency will have when you need it, or do you want to have that expertise within the central planning agency of OPM in order to worry about curbs, too?

DIVISION OF PLANNING FUNCTIONS

Mr. GILBERT. I do not think we would ever get down to that kind of detail, but there are certain types of planning that, in our judgment, is best done from a central planning unit. One whole area is in the comprehensive physical planning area of the city, as distinct from the planning for the departmental organizations. This involves relationships with the very complicated planning structure of this city, which, as you mention, we have NCPC with a particular role and you have the Zoning Commission set up by statute with another role, and so forth. Yet there is a need to express the city's desires with respect to comprehensive physical planning. That is one whole area that we believe can best be done from a central point.

Senator BAYH. Since you mentioned the NCPC, perhaps the most basic question of all here is do you really, in the city today, have the authority that you need to do meaningful central planning and coordination? The NCPC, as I recall, is by law the planning agency, for both the Federal areas within the region and for the city. Do you really have the authority yourself to do the job, particularly moving toward home rule? Do you need more authority now possessed by NCPC and if so, have you asked for it or are you going to ask for it?

Mr. GILBERT. We feel very strongly, and I believe I am correctly representing the position of the Mayor, that the local planning functions of the NCPC should be transferred to the city government. This is also in accord with the recommendations of the Nelsen Commission.

Senator BAYH. That was in the Nelsen Commission report and as I recall, it would require a statute, would it not?

Mr. GILBERT. It would require a statute, or as I recall, it is also possible that it might be done by Presidential Executive order. A year or two ago, it had been contemplated for a brief period that those functions would be moved by a Presidential Executive order.

Senator BAYH. Has any request been made or do you anticipate making any request of the legislative committee to change that aspect at all?

Mr. GILBERT. This is one of those questions involving the District in its relationship to the executive branch of the Federal Government, where we must deal through and obtain clearance from the Office of Management and Budget.

Senator BAYH. Why is that? It does not require any money, does it? Cannot you make that assessment through the Mayor and yourself as the man in OPM where the legislative section resides? Can you not make that recommendation without clearing it with the Office of Budget?

Mr. GILBERT. Well, we have made that assessment, and this is our position, Mr. Chairman. The problem is that what we are asking for is that the functions of a Federal agency be changed, and that is an executive prerogative. The OMB is aware of our desires in this area and I think that, really, it is a matter of working out the mechanics of it so that legislation could go forward.

Senator BAYH. When did you make that request of OMB?

Mr. GILBERT. This is a longstanding position and in the review of our legislative program this past year with the OMB, this was one of the items that was listed.

Senator BAYH. Have you received any correspondence, any feel for where they are on it?

Mr. GILBERT. Mr. Chairman, this was done across the table.

Senator BAYH. Has anything been done back across the table, or under it?

Mr. GILBERT. I have not heard, sir. No, we do not deal under the table, sir.

Senator BAYH. I was not addressing that question coming from your direction.

So you have not heard?

Mr. GILBERT. No, we have not heard. But I do not think it is a moot question, however, Mr. Chairman.

CURRENT PLANNING REVIEW

Senator BAYH. When was the last time that a review such as now is taking place in the planning area, when was that last undertaken, do you know?

Mr. GILBERT. You mean the current review?

Senator BAYH. Yes, prior to that time, when was there one?

Mr. GILBERT. I would have to find that out, sir.

Senator BAYH. Would you please, sir, so we will know how long we have been operating without that?

[The information follows:]

LAST PLANNING REVIEW IN DISTRICT GOVERNMENT

The Commission on the Organization of the Government of the District of Columbia (Nelsen Commission), as part of its investigation, included a subchapter on a Municipal Planning Office. (Report of the Commission on the Organization of the Government of the District of Columbia, Vol. II, pp. 117–138, August 17, 1972).

The Institute of Public Administration also conducted an in-depth review of the planning function. (IPA, Planning and Decision-Making in the District of Columbia, September 15, 1970).

NEW POSITIONS PROVIDE ASSISTANCE TO MAYOR

Senator BAYH. I notice that in your statement, you say the 12 new positions and the $100,000 will provide the mayor assistance to monitor existing planning efforts in the District government and mold them into a coordinated program responsive to the mayor's direction and leadership.

Does the office do any monitoring now?

Mr. GILBERT. Probably not. I think that we would be stretching the word a little bit to call what we are doing now monitoring.

Senator BAYH. You do try to coordinate now?

Mr. GILBERT. We do try to coordinate and that is done with a very limited staff. We have actually one appropriated position in the physical planning office.

Senator BAYH. Do you do any actual planning yourself now?

Mr. GILBERT. Oh, yes sir. We do a considerable amount of planning.

Maybe I should back up a moment and point out that there are several units in the planning office as it is now created. There was the Office of Criminal Justice Plans and Analysis, which does monitoring, does considerable forward planning in the criminal justice system, and we have the statistical, research and statistics unit, which is gathering the data, the statistical data that is available in the city. They have been responsible for developing the real property data bank and providing us with a better data base than we had earlier for planning.

In the physical planning division itself, we are primarily looking at subway stops and the impact of the creation of these subway stops in the areas immediately adjacent to the stops. They are drawing on the data base provided by the statistics unit and they are coordinating with WMATA and with the City Council, which has a special role with respect to WMATA, and they are going forward with neighborhood development plans in the areas around the subway stops, and some of them have already reached the publication stage.

WMATA PLANNING

Senator BAYH. You mentioned the WMATA planning. Could you give us a list of the various plans that you have produced, we would like to have those for our record.

Mr. GILBERT. I will be glad to do that, sir.

[The information follows:]

Metro Impact Studies

Metro Plans

In addressing the impact of Metro on the District, OPM has been involved in preparing two kinds of plans 1) station design plans, and 2) station area plans.

Station Design Planning

Station design planning involves working with the WMATA staff in the planning of station location and design, to insure that the final station design is related in the best way to the surrounding community. This planning has been done for all the 43 stations in the District, and has resulted in the modification of designs for a number of stations.

In one case, a full printed report was prepared (Far Northeast-Metro impact). In most cases, the work has taken the form of internal reports and memoranda to the District WMATA Board members.

Station Area Planning

A major concern is preparing plans for areas around the 43 Metro stations in the District. Since several stations are double stations (where two lines cross), there are 40 station areas in the District. Our work program calls for preparation of plans for all these station areas. The plans will vary in scope, depending on the complexity of the development issues. The size of the study areas vary. A downtown study area, where stations are close together, may involve an area of three or four blocks around a station. In outlying areas,

the study area may extend one-half mile or more around the station.

Work is underway on a number of station areas.

A concept plan, New Town for the West End, was completed last year. A final plan is near completion and will be published shortly The West End is part of the Foggy Bottom - GWU Station area.

A draft plan for the Friendship Heights Station area has been completed, and is now under review.

A report was prepared for Mount Vernon East, part of the Gallery Place Station area.

Work is now underway on plans for the following station areas:

Metro Center

Dupont Circle

Van Ness-WTI

Tenley Circle

Gallery Place

Rhode Island Avenue

Takoma

Foggy Bottom-GWU

McPherson Square

Federal Triangle

Smithsonian

L'Enfant Plaza

Federal Center-SW

Potomac Avenue

PLANNING DUPLICATION

Senator BAYH. In looking at—I am just trying to get the total impact of this and since this is the first time I have been down this track, if this is duplicative, I trust you will say so. But I am trying to find out why it is necessary for your agency to do the kind of planning that apparently is going on around Metro stops when WMATA, an organization to which the District belongs, has a planning division of 26 persons which are engaged in, and I quote from your submission to the committee, specific project development activities, including site plans and coordination with local regions and planning agencies, public utilities, and other affected individuals, agencies, and groups.

Mr. GILBERT. Well, WMATA, as you know, is an interstate compact agency that has been given the charge by the Congress to construct and operate the Metro system. They developed an engineering plan, a route, a whole program for the subway which, by agreement of the compact representatives, was frozen from the standpoint of WMATA in 1971. At that time, it was agreed that if any of the individual jurisdictions felt that a particular subway stop or Metro stop needed to be developed and elaborated further, the planning for that and the request for that would come from the jurisdiction concerned, and that if there were any add-on costs they would be absorbed by the jurisdiction concerned unless it was found that this represented something that appropriately should be charged to the whole system.

The District of Columbia has a very vital stake in making sure that these individual stops provide all the service that we feel is required. It also is quite evident that as a result of the development of these stops, some great changes are going to occur in the development in the city around the stops. That is clearly a local responsibility.

In other words, two blocks, three blocks, four blocks away, it may be necessary to change the zoning. We are operating on the premise that zoning should provide more intense development immediately adjacent to the subway stops and a somewhat less intense development as you go away from the stops, and also that parking should be adjusted accordingly and that we feel that the parking policy should be tied in very closely to the transportation policy. This involves a great many city inputs.

Senator BAYH. Is there an effort made by your agency to make a distinction between the planning immediately around and immediately adjacent to the stops, which would be WMATA and yours and the kind that you just mentioned here, which seems to me to be a legitimate and logical distinction?

Mr. GILBERT. Well, I think at this point, what WMATA is doing is building a system and that their planning, I think, is directed at the operation of that system—how many people they expect to service through a particular entrance and so forth. Our planning is related to what is happening in the city as a result of the successful operation of WMATA, and that we get into very complicated zoning questions, whether it is desirable to have a building of a certain density within the block next to WMATA and how many parking spaces should be allowed in that particular building, which WMATA—I mean WMATA would be upset, I would suspect, if we were to authorize unlimited parking in the areas immediately adjacent to the subway stops, because it would look like we were fighting the effort to move mass

transportation on to the Metro. We are certainly not going to do anything of that sort. And they would have an interest in our plans to that extent.

But beyond that, it is the concern of the city that the city be planned and developed and that it grow in an orderly way in relation to the objectives of the city.

Senator BAYH. I do not question that as a very important and logical responsibility for your agency, as you explain it that way. I am wondering just what those 26 people are doing who are listed that way by WMATA. But let us not spend more time on that.

Do I understand correctly that you are presently undertaking a new assessment of the jail population? When will that assessment be forthcoming if that is accurate?

STUDY OF D.C. JAIL POPULATION TRENDS

Mr. GILBERT. Well, we are monitoring on a continuing basis and following the last hearing, I requested the team that had produced the initial report to review it and to come back as quickly as possible, and I would expect within 2 weeks.

Senator BAYH. Is that study going on now in your office or were the original projections for the new center, were those compiled in your office? Where does the Department of Corrections fit into this? How do you bring in a related agency like that?

Mr. GILBERT. The study is being headed up by the Office of Criminal Justice Plans and Analysis, which secures its data from the Corrections Department, because obviously, they collect the population figures from day to day.

Senator BAYH. That is part of your office, Criminal——

Mr. GILBERT. Office of Criminal Justice Plans and Analysis is part of my office and they function—it is an LEAA grant, primarily LEAA grant funded operation and it works, it functions through the Criminal Justice Coordinating Board, which is the State level coordinating apparatus set up under the LEAA statutes. Representatives of all the components of the criminal justice system meet at this board level and the office provides staff support to that effort. Specifically, they have been asked by the Mayor—I conveyed the request—to monitor the whole population development. This was an assignment that was ongoing before I came on to the District government, but we focused it much more sharply when we discovered that there was a dramatice change in the population situation about the middle of last summer.

Senator BAYH. The problem with trying to zero-base budget an agency like yours and looking at the other requests of the District is that there are so many planners listed. Apparently, the textbook definition for planner is not necessarily always used. We were told the other day that a planner really is going to serve as sort of an administrative assistant in the Department, coordinating among the departments. There are 18 planners at the Department of Corrections, the Department of General Services has 65 planners, and between the Physical Planning and Highway Department, there are 14 planners. And your biggest single planning effort in terms of staff is in the criminal justice area, as pointed out. There are 50 planners in the Police Department.

Inasmuch as we are being asked to spend all this money for this detention center, and I think it is important that we do something out there and we will do something, I want to be sure that we are going in the right direction—that the quantitative effort is as accurate as human beings can make it. That is why I am trying to pin down just who is responsible for telling me as a layman in the area of law enforcement whether we should have a thousand-man detention center, or a 1,500 center.

If we are talking about long-range planning, has anyone told you, Mr. Gilbert, are we talking about that 1,500 figure as maybe being in 1990, the year 2000, the year 2050, or are we just saying, OK, we are going to put up the facilities now for a thousand, although not too long ago, the plan was to go the full 1,500 now. Because of some questions which have already been raised, the scope of the project is now 1,000. But has anybody said, but we might need 1,500 because of these statistics that will exist at this date or this date? Or is the figure 1,500 just a 50 percent safety factor, a sort of seat of the pants safety factor?

Can you give me your thoughts, if you have them, on that, or has anybody else expressed that kind of concern to you?

CHANGE IN OPERATION OF CRIMINAL JUSTICE SYSTEM

Mr. GILBERT. Mr. Chairman, if I can respond in a general way initially, and then go into the specific, I think that the problem here is that a dramatic change, in our judgment, has occurred within the operation of the criminal justice system. That change started occurring about the midpoint of last year. We have presented the charts which show that. That change is reflected both in Lorton and in the jail population.

Until that change had occurred, all the statistical information that was available—and this is not really a matter of anybody guessing on what is going to happen in the future, but rather it is a matter of evaluating what was occurring in the past. Each week and each month that had gone by up to June or July or last year, the corrections system was asked to accommodate an additional population beyond what it had been asked to accommodate before. It was being called upon to accommodate this additional population with facilities that were already antiquated and inadequate for the population they were serving. It was considered prudent at the time to assume that that trend was going to continue for a period and they made the best estimates on what was really a very short-time frame.

The reason it was a short-time frame is we have created a new court system, we had created a new Bail Reform Act, we had added 22,000 policemen to the city streets, and all of these elements were taking hold simultaneously.

Initially, it was thought that the impact of all of this was going to be a great increase in the volume that would be going through the criminal justice system. Also, the more U.S. attorneys added, and so forth. Something different has happened and when you go back and look at what has happened, you discover that the additional judges have worked to shorten the pretrial detention time. That has made a very dramatic change in the jail population situation.

We feel that the additional policemen have not resulted in more arrests, but rather, in a reduction of crime. That has changed some of the reference points.

Our statisticians say that they are not yet ready to say with complete assurance that the downturn that has occurred is going to be permanent. There is some uneasiness on the part of some of the officials of the Department of Corrections, who had the experience before of having had their populations balance out and then suddenly have a great surge upward. But it is our best judgment at this point in time that a thousand will accommodate our needs in terms of jail population. However, we feel it is prudent to go ahead with the plan to have foundations laid for 1,500.

Senator BAYH. I am trying to make a distinction between the need to project for increases that can be seen on one side and a reasonable safety factor on the other. I do not think they are the same. They may result in the same number of additional standby detention spaces out here.

Mr. GILBERT. Well, we have two safety levels. We feel the 1,000 is a safe level for the reasonable short-range future. We feel it is prudent to build a 1,500 foundation as an additional safety level, but it is our hope and desire that we never go above providing more than a thousand spaces. If we were to determine that we are only going to build to a thousand, our Department of General Services tells us that they will then have to redesign the entire core unit and the foundation underpinning and that they would possibly lose as much as a year and all the work that has gone into the present design to do that, and we do not think that is a prudent thing to do. Then to turn around and perhaps find out that it was not really a thousand but we needed 1,200 or some other figure.

Senator BAYH. Now, that makes sense. What you said before, really, I do not buy that logic. I have been down that track with the detention people.

Facts change and we hope they will continue to change in that direction. But to assume that if facts change, we will have to go ahead and rationalize the original plans and to use as an excuse that we will have to delay the plan for the new contingency—my goodness, if your agency developed that kind of a philosophy, you would really always be looking back over your shoulder, would you not?

Mr. GILBERT. Well, I guess we are expected to look back over our shoulder and to look ahead and to look around and hope that we have looked in enough places to make the best judgments that are available to us.

USE OF EXISTING JAIL AND WOMEN'S DETENTION CENTER

Senator BAYH. Let me ask you, do you have any plans in OPM, considering how you might utilize the existing jail and women's detention center after the new facility is constructed? Have you gotten that far in your planning?

Mr. GILBERT. I think it is the Mayor's hope that the existing jail will be abandoned. I do not know what the program is for the women's detention center space.

Senator BAYH. When did you say the new projection of your review would be forthcoming?

Mr. GILBERT. I think we could give you a meaningful report within 2 weeks.

Senator BAYH. Thank you. I am most anxious to have that as soon as you can get it.

Looking at the research and statistics area, from another direction, how many reports were prepared by this division last year?

Mr. GILBERT. I would be glad to furnish that information, Mr. Chairman.

[The information follows:]

The Statistical Systems Group (research and statistics), OPM does not operate by preparing reports. It operates primarily by providing a central professional statistical service to the District Government. In several broad areas, the following 26 major projects carried out in FY 1973 can be distinctly identified (aside from the social indicator system).

A. A computerized statistical information system -- includes developing and maintaining a property data bank, improving operating files for better statistical usability, and providing professional statistical assistance in using the computerized data. Major activities during FY 1973:

(1) Produced several printouts of property values, ownership, zoning, and other data for the Redevelopment Land Agency (RLA) for several urban renewal areas. Used by RLA to update property maps, document applications to the Department of Housing and Urban Development, provide requested information to the National Capital Planning Commission and D. C. City Council, analyze trends, and other purposes.

(2) Produced printouts of property data for Washington Center for Metropolitan Studies for a homeseekers guide.

(3) Gave entire computerized data bank to Metropolitan Washington Council of Governments (COG) to use in its program of generating subway stop area profiles for planning in these areas.

(4) Provided entire computerized data bank to Rufus S. Lusk and Son, Inc. for production of its D. C. Assessment Directory. This is used by government agencies, realtors, building contractors, etc., as a primary source reference on individual properties.

(5) Provided printouts of assessed values, unemployment compensation recipients, and other data for Division of Community Services, OPM, for use in its extended analysis of neighborhood needs and services.

(6) Provided computer maps for use by the Office of Criminal Justice Plans and Analysis.

(7) Provided the information on apartment houses that constituted the sampling frame for the rent change survey conducted by the Statistical Systems Group (see below).

(8) Provided the vehicle for the new automated population estimating procedure (see below).

(9) Carried out some of the computerized aspects of the social indicator system (see below).

(10) Entered census blocks into the D. C. computerized data bank. These were used by COG in its subway area profiles, and by the Police Department.

(11) Provided census tracts and blocks for Police Department mechanized records to be used to improve the Department's management capability.

(12) Participated closely with the Department of Finance and Revenue in its major reassessment program, in order to improve substantially the usefulness of assessment records for other agency planning and management. This included special procedures, new items, and quality control designs.

(13) Analyzed various business tax files to determine which are the most useful for other agency and general planning and management purposes if mechanized.

(14) Evaluated accuracy of addresses in the D. C. assessment records.

(15) Evaluated address formats in various mechanized operating files in order to determine how best to build bridges between files so that needed information about the same location can readily be drawn from separate files.

(16) Identified and corrected numerous zoning errors in D. C. property files.

B. A professional demographic service

(17) Each year the demographic unit of the Statistical Systems Group prepares population estimates of the city by age, sex and color.

(18) It also prepares estimates by age and color for census tracts. These have been partially prepared for 1971, but the completion of this part of the demographic program has been delayed by the phasing in of automation of the estimation procedure.

(19) Automated major parts of the estimating procedure. This effort is not yet complete. It will substantially expedite the estimating work in the future, but, as often happens, preparing and debugging the automated procedure has temporarily slowed down the final product.

(20) Is developing population projections for future years.

(21) Has given substantial assistance to the neighborhood needs and services analysis work of the Division of Community Services, OPM.

C. Statistical surveys

(22) For the Board of Elections, designed a sample to estimate the number of valid signatures on nominating petitions.

(23) Together with the Office of Criminal Justice Plans and Analysis, is designing a sample survey of citizen knowledge of and attitudes about the criminal justice system. This project is using the new social indicator system as part of the survey design.

(24) For the Office of the Mayor, designed and carried out a sample survey on recent rent changes in the city.

D. Statistical housekeeping and central reference service -- The Group, while primarily providing professional statistical services, secondarily is a focal point for statistical information about the city.

(25) Published a comprehensive "Directory of Public Data Sources Below the City Level". This lists all below-city-level items known to the Statistical Systems Group that exist in publications, non-published documents, or on mechanized records of the Federal Government, regional public bodies, and District Government.

(26) The Group is called on continuously to provide statistical information. Examples are data for budget hearings, for the D. C. Financial-Statistical Report, inter-city comparisons for the Mayor's Office. In the first nine months of FY 1973 the Group responded to 1,150 requests for information, advice or assistance.

SOCIAL INDICATOR SYSTEM

Senator BAYH. I am particularly interested in this social indicator system. What is the status of the work there?

Mr. GILBERT. I think a report has been prepared on the design of the system. I have, I believe, Mr. Mindlin is here. He is the one who originated the social indicator concept and if you like, he can respond more specifically.

Senator BAYH. If you could submit that for the record, I would appreciate that.

Mr. GILBERT. OK.

Senator BAYH. I also would like to know how much has been spent on this project in total—fiscal 1973 and 1974, if you can put that in the record.

ADDITIONAL CAPABILITY IN SOCIAL INDICATOR SYSTEM

Senator BAYH. I would also then like to know what additional capability you have in the social indicator system that is not already available from other statistics such as the crime rate, housing violations, truancy rates, et cetera, to know where social services are needed.

Mr. GILBERT. We would be glad to furnish that, because that is the heart of the social indicator concept, that it enables you to pinpoint these areas quite specifically in terms of census tracts.

[The information follows:]

THE DISTRICT OF COLUMBIA INDICATOR SYSTEM

D.C. is pioneering the development of a social indicator system for local government. We define a social indicator as a quantitative measure of the quality of community life. Since community life exists in several dimensions, e.g., health, welfare, housing, etc., there are several social indicators. In each dimension there are usually several statistical series, each one measuring some special aspect. (For example, birthweight, pre-natal care, age of mother, are all measures of aspects of health-at-birth). We bring together into a single composite indicator those separate series that logically measure a single dimension. This composite indicator is given a numerical value for each census tract, called its index number. By means of these index numbers neighborhoods can be compared, different dimensions of life can be compared, and time trends developed. The entire process is similar conceptually (but not methodologically) to the Federal Consumer Price Index.

The system does not obtain new basic data. It takes available but separate data that seem to apply to a single dimension of life. By objective statistical mathematics it determines if the data really belongs together; and if so, it

integrates the data in a logical way to create a composite index. This index is a far more sensitive quantiative measure of the quality of life in a single dimension than the component data handled separately.

The system is just emerging from pilot project status. A comprehensive report of the pilot project is currently in review by District officials and is herewith submitted for the Committee files. It has not yet been publicly released. The report constructs four social indicators, and analyzes one of them in detail to demonstrate the power of the system to pinpoint in a highly refined way small geographic areas that are significantly poorer or better than other areas, or are poorer or better in one dimension than in another, where special problems seem to exist or services are needed. It includes maps, tables, charts, and statistical methodology. In addition, we have developed a time trend methodology which is not included in the report.

Beyond the pilot project, the methodology is being applied in work for the Office of Criminal Justice Plans and Analysis, and in the neighborhood needs and services work of the Division of Community Services, OPM. We hope to embed it in the operating departments as a regular on-going tool for planning, programming and evaluation. This innovative effort of the District Government is widely known around the country.

It is estimated that during FY 1973 salaries of appropriated staff in OPM attributable to this work amounted to about $29,000, plus about $1,000 out-of-pocket cost for computer work, maps, and pilot project report publication.

The Social Indicator System will provide OPM, as well as other District agencies, specific socio-economic data pinpointed within any given census tract. Such information will be invaluable in the executive decision making process vis a vis problem identification and program formulation.

As the Social Indicator System is further refined, District programs will become more sensitive and responsive to the residents of the City.

PHASED BUILDUP OF PLANNING RESOURCES

Senator BAYH. I notice in the justification for the new requests, you specify that this is part of a phased buildup of planning resources. Now, just so that either I or whoever might be sitting here can have some idea next year or the year after that or 4 or 5 years from now, if this request for the new staff authority is granted, where are we going? How many people are we going to have as a result of this phased buildup of planning resources, say 2, 3, 4, 5 years from now?

Mr. GILBERT. I think, Mr. Chairman, if I may, that the term "phased buildup" there referred to the way the 12 positions had been appraised on the payroll, because all 12 would not be hired at the beginning of the fiscal year, but phased over the year.

Senator BAYH. Fine. Could you give us for the record what the plan is for the phased hiring of these?

Mr. GILBERT. Certainly.

[The information follows:]

Proposed Hiring Schedule for 12 Positions Requested for Planning Division

The Office of Planning and Management is requesting 12 new positions and $100.0 thousand for Planning Division in F/Y 1974, $76.4 thousand for personnel compensation and benefits and $23.6 thousand for other operating expenses. As full-year funding for these positions in terms of personnel compensation and benefits totals $176.1 thousand, the positions are requested with partial annual funding only. The annualization of the 12 positions, $99.7 thousand, will be requested in F/Y 1975. - The following schedule is proposed for the hiring of new staff members:

Date	Grade/Position	Personnel Compensation	Personnel Benefits	Total Personal Services	Other Operating Expenses	Total Cost F/Y 1974
10-01-73	GS-15 Planning Director	$ 19.2	$ 1.6	$ 20.8	$ .9	$ 21.7
10-01-73	GS-07 Secretary	6.8	.6	7.4	.9	8.3
01-01-74	GS-12 Urban Planner	7.9	.7	8.6	.9	9.5
01-01-74	GS-11 Urban Planner	6.6	.6	7.2	.9	8.1
01-01-74	GS-09 Urban Planner	5.5	.5	6.0	.9	6.9
01-01-74	GS-08 Draftsman	5.0	.4	5.4	1.3	6.7
04-01-74	GS-14 Sr. Urban Planner	5.5	.4	5.9	.9	6.8
04-01-74	GS-12 Urban Planner	4.0	.3	4.3	.9	5.2
04-01-74	GS-11 Urban Planner	3.3	.3	3.6	.9	4.5
04-01-74	GS-09 Urban Planner	2.8	.2	3.0	.9	3.9
04-01-74	GS-06 Draftsman	2.0	.2	2.2	1.3	3.5
04-01-74	GS-05 Clerk-Typist	1.8	.2	2.0	.9	2.9
.....	....	...	....	12.0 *	12.0 *	
Total	12 Positions.....	$ 70.4	$ 6.0	$ 76.4	$ 23.6	$ 100.0

* Rent, Communications and Utilities.....	$ 7.0	$ 7.0
Printing and Reproduction.....	5.0	5.0

MAY BE ADDITIONAL PLANNING REQUIREMENTS

Senator BAYH. In other words, as you see it right now, this is not a several-shot deal in which we are going to have 12 more next year and the year after that, or another 6, as far as you can see it now?

Mr. GILBERT. Mr. Chairman, we do not have any such plan, but I would not want to preclude the possibility that some other requirements will develop in a future year.

Senator BAYH. But you cannot see those requirements now?

Mr. GILBERT. Well, I think before I give a definitive answer to that question, I would like to get the 12 on board and complete the review of the existing planning resources within the city government.

Senator BAYH. I am sure you will have more information then than you do now because you will have 12 more professionals doing the job, but as you see it now, making this request to the committee, do you feel that these new positions will permit you to do the planning necessary in the District the way you think it ought to be done as you see it now, or is this phase one in which we are going to have phase II and phase III in the next couple or three years for additional planning staff?

Mr. GILBERT. Mr. Chairman, I do not want to appear unresponsive, but you raised the question earlier about the NCPC and the city's relationship to it. If we were to get the clearances from the executive branch and from the Congress to shift the local planning functions of the NCPC over to the District government, we would have a substantial increase in our staffing to meet that requirement. Similarly, if we are given larger responsibilities in the zoning area, we would need to staff that. But I think any additional staffing would be of a nature that would be specifically identified in that manner.

Senator BAYH. I want to tell you, I am going to keep asking that question in different ways until I get an answer that is responsive. I understand that you do not want to foreclose additional requests for circumstances that arise that you cannot foresee or circumstances which might arise that you can foresee. The example that you just mentioned is one of those that perhaps you cannot foresee. But those are new circumstances. I am talking about the status quo as we have it now, no new organization, no new responsibilities, but just doing a better, more effective job. Will the new post be sufficient to do that for the foreseeable future as you see it now, or do you envision this as part of a multiphased step to increase the capacity of the planning of OPM over the next several years?

Mr. GILBERT. We do not have a multiphased program to increase the staff in the manner that you have described, Mr. Chairman. Also, we have stated in the additional documents that we have submitted that we do not envisage a large, enormous central planning complex pulling in all the planning units—we do not envisage a great planning bureaucracy, central planning bureaucracy. That is one of the reasons for the design that we are talking about, particularly in the functional planning areas of coordinating. Now, whether 12 is the right number or 11 or 13 or 15. I would hesitate to answer at this point. But I am not really talking in any other magnitude.

Senator BAYH. But you think as of now that 12 is the right magnitude?

Mr. GILBERT. Twelve is our judgment of what is required to perform that function.

PAPER MANAGEMENT PROJECT UNDERWAY

Senator BAYH. I might just ask one more question about this particular division. In the criminal justice plans and analysis section, you have a GS–14 management analyst who develops overall plans and priorities for the creation of an integrated and uniforms paperwork management system in the criminal justice area. Now, this seems like a worthwhile project. I would like to know when you feel it will be completed, what is its present status, and when it is completed, will the position be abolished and the fund used for other services?

Mr. GILBERT. I will be glad to furnish that, Mr. Chairman.

Senator BAYH. Will you supply that for the record?

Mr. GILBERT. Yes.

Senator BAYH. And if the position is not going to be abolished, I would like to know after that job is completed why it is not.

[The information follows:]

GS-14 Paperwork Management Position

The incumbent management analyst (GS-14) is currently developing reporting forms and procedures that will emcompass the spectrum of the criminal jsutice system. It is anticipated that such a reporting system will provide valuable information in the several phases of the criminal justice process:

1. Police Department
2. Prosecuter
3. Court
4. Bail Agency
5. Corrections
6. Probation
7. Parole

The assignment of this analyst supports an effort to develop an improved system of reporting in the criminal justice system which is a continuing on-going assignment of great importance. He also is charged with effecting economies and improved techniques of information management, relating to the mission of the Office of Criminal Justice Plans and Analysis, in the following areas:

1. The utilization of reproduction equipment and materials
2. The utilization of computer hardware and software
3. Retention and disposal of documents
4. Utilization of microfilm retrieval systems
5. Filing systems
6. Mail management (internal to D.C. Government)
7. Forms, creation, utilization and elimination

When this assignment is completed the incumbent analyst will be reassigned to other top-priority projects in addition to his on-going duties with respect to the Criminal Justice information reporting system.

ORGANIZATION OF MANAGEMENT DIVISION

Senator BAYH. I have a question or two or three about the organization of the Management Division. I think we were told the other day that there is a memorandum of understanding between OPM and the Audit Agency. I would like to know a little bit more about how the organization and management responsibility of OPM relate to those of OBFM and the Office of Municipal Audit and Inspection. Mr. Coppie gave us his assessment; I would like to have yours. I understand there is this memorandum of understanding. If that is the case, could you describe its contents briefly to us?

Mr. GILBERT. I will be glad to submit the text of it—it is a very brief memorandum—for the record.

Senator BAYH. One last thought——

Mr. GILBERT. This was developed at my insistence because part of the charge of the Audit Agency as it is now constituted—and this was something that the Mayor did. I worked on the development of it for the Mayor at the instance of the Comptroller General, that the audit capability of the city government was focused primarily on financial and fiscal auditing. As you know, the General Accounting Office is now moving into the field of management auditing, looking at management systems, looking at the effectiveness and efficiency of Government operations, and the Comptroller General encouraged us, partly at the instance of this committee, to go into looking at the management processes. Now, we have two agencies that have a relationship to the management of the city government. Organization and Management has the responsibility to develop and improve management systems and audit has the independent responsibility of looking at them to see how they are functioning, and perhaps to feed back into the Manage-

ment Office the necessary indicators of something that might be improved so that we can go forward and take care of the improvements. So I felt it was necessary for the two offices to have a closer relationship. All that the memorandum of understanding does is put the directors of the two offices on record as favoring a close working relationship in what is a developing concept. We are not doing much management auditing at this point. We are hoping to do a great deal more. I believe the Audit Office has asked for some additional resources to enable them to start in this area.

Senator BAYH. I notice the Nelsen Commission suggested that the Audit Office and the Management Section be folded in together. Have you given any thought to that?

Mr. GILBERT. Mr. Chairman, if I may, I have indeed. I would like to respond generally to that question and to the earlier question about the relationships of OBFM and OPM.

RELATIONSHIP OF OBFM AND OPM

Senator BAYH. I tell you, why do not we put that down in writing for us to study after you have a chance to think about that and put that in the record. That will save you the time of describing it right now.

Mr. GILBERT. Surely, I will be glad to.

Senator BAYH. I would like to go over that to see where one starts and the other stops.

Mr. GILBERT. I have done a great deal of thinking about this, sir I would be glad to.

Senator BAYH. I am sure you have.

[The information follows:]

RELATIONSHIPS OF THE OFFICE OF PLANNING AND MANAGEMENT WITH OTHER UNITS OF THE EXECUTIVE OFFICE, PARTICULARLY THE OFFICE OF MUNICIPAL AUDIT AND INSPECTION AND THE OFFICE OF BUDGET AND FINANCIAL MANAGEMENT

Initially it should be observed that the organizational relationships are characterized less by overlapping than by gaps in coverage stemming primarily from limitation of resources. The Commission on the Organization of the Government of the District of Columbia made particular note of some of these "gaps" in their recommendations.

A number of Commission recommendations are pertinent to this response:

- To strengthen the executive processes of the District of Columbia Government, particularly its planning and management functions.
- To expand the internal audit function to include examination of management effectiveness and efficiency.
- To improve financial management and accounting.

Organizational actions to carry out these recommendations have been or are being taken. Requests for resources to put certain commission recommendations into effect are included in the current budget.

Within resource limitations, some functions are accomplished by sharing of responsibilities and by coordination and liaison. The approach is to avoid duplication and overlapping, luxuries which cannot be afforded. In some cases, task force arrangements are made to give government-wide problems the broadest possible attention.

A working agreement has been developed to coordinate the management inspection functions of the Office of Municipal Audit and Inspection with the management improvement functions of the Office of Planning and Management. Under the agreement, OMAI alerts OPM to management improvement issues. Similar liaison is maintained between OMAI and OBFM with respect to fiscal and accounting matters.

The operations of the Office of Budget and Financial Management necessarily are geared to the various budget cycles. The operations of the Office of Planning and Management are geared to the time requirements of its projects in both the planning and management fields. In dealing with problems requiring immediate action including "troubleshooting," OPM also considers itself charged to examine the long-range implications of proposed actions.

OPM looks to the budget process for the implementation of short-range recommendations and for the eventual acceptance of longer-range recommendations. For instance, OPM is involved along with other executive agencies in the Capital Improvements Technical Advisory Committee (CIP-TAC) to help arrange for community reaction (through Community Services) and to evaluate relationships between physical planning and proposed public works (through representation by OPM's Comprehensive Physical Planning Unit). OPM also supports the fiscal and accounting operations of OBFM through SHARE, OPM's data processing service function.

The precise organizational arrangements of audit, budget, management and planning functions in a sense may be less important than the ability of the components to work together as a team to carry out the city's program and to support the Mayor's executive functions. It should be noted that the present arrangement evolved out of the old Office of Budget and Executive Management which had management and budget functions grouped together. That arrangement was regarded as an unsatisfactory one, particularly since it tended to subordinate the budget process. Audit was similarly subordinated in the Department of Finance and Revenue.

The role of planning as an executive function has received a great deal of attention recently. In a report to the city government dated September 15, 1970, the Institute of Public Administration suggested that planning be viewed "as a tool of management that enables executives and legislators to reach better decisions." The present arrangement provides an opportunity to strengthen planning in relation to management. Other alternatives including those recommended by the Commission will continue to be examined.

As a practical matter, the organizational arrangement selected must relate to the priorities of the Executive and his need to be informed about government operations. The present arrangement evolved from the 1967 reorganization of the city government. That evolution continues. The Office of Planning and Management has specific and important responsibilities to help the District Government evolve creatively and constructively.

MANAGEMENT IMPROVEMENT STUDIES

Senator BAYH. I wonder if you could also provide a list of the management improvement studies now under way under the direction of OPM, what studies have been completed in the last year, what have been the results of those studies, what tangible benefits have been provided as a result, for the record, if we could, please.

Mr. GILBERT. I will be glad to do that.

[The information follows:]

MANAGEMENT IMPROVEMENT IN D.C. GOVERNMENT

° BOARD OF APPEALS AND REVIEW

City Council abolished the Board of Appeals and Review due to excessive delays in adjudicating contested cases. As a result of an organization and management review, City Council is now considering amending its regulations to change the caseload of the Board and requested its re-establishment in the FY 1974 Budget request.

° OCCUPATIONAL SAFETY AND HEALTH ACT OF 1970

The costs of accidents and injuries to District Government employees increased by 241% between 1966 and 1972. An analysis of this problem resulted in the establishment of a centralized safety program in the D. C. Personnel Office with responsibility for developing, implementing and monitoring a stronger District-wide employee safety program.

° MANAGEMENT ASSISTANCE TO THE DEPARTMENT OF CORRECTIONS

A series of well publicized incidents lead to an organization and management review of the Department of Corrections. As well as to an "on-site" management review of the Lorton Facility. As a result, recommendations were presented to the Director, many of which have already been implemented, and are included as items in the FY 74 Budget Request.

° PROPOSED DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT

The Nelsen Commission recommended the integration of housing and community development functions into a single District agency. Recommendations to accomplish this objective are under consideration at this time.

° ASSISTANCE TO THE DIRECTOR OF THE ENVIRONMENTAL HEALTH ADMINISTRATION, DEPARTMENT OF ENVIRONMENTAL SERVICES

At the request of the Director of the newly created Environmental Health Administration of the Department of Environmental Services,

assistance was provided for defining functional areas of responsibilities and improving staff services.

° ESTABLISHMENT OF AN OFFICE OF MUNICIPAL AUDIT AND INSPECTIONS

A Commissioner's Order establishing a new Office of Municipal Audit and Inspection was signed July 14, 1972. The new audit office was made responsibile for management auditing as well as fiscal auditing. This action centralizing audit responsibilities in the Executive Office of the Mayor implements recommendations by the Comptroller General and the Nelsen Commission.

° POSITION MANAGEMENT PROGRAM

There was a need to have a rapid information retrieval system concerning status of all positions in the D.C. Government for purposes of management control. A fully automated pilot system was installed for selected District agencies. Full extension is proposed for July 1974.

° CITIZEN PARTICIPATION IN OPERATING BUDGET PROCESS

The success of the Office of Community Services format for gathering citizen views on the Capital Improvements Program led to its extension in the operating budget. The new Citizen review was implemented in FY 74.

° TRANSFER OF DISTRICT OF COLUMBIA MANPOWER ADMINISTRATION FUNCTIONS AND RESOURCES TO THE DISTRICT GOVERNMENT

The Federal Government is regearing its manpower program to provide that State and local governments play a greater role in manpower training. The Mayor needs to have the capacity to plan and deliver manpower services if he is to exercise the increased responsibilities being given to him and other state and local executives. Actions to be taken to accomplish these objectives are being developed.

° REORGANIZATION OF THE ALCOHOLIC BEVERAGE CONTROL BOARD

An organization review was undertaken to determine the need for three full-time members in accordance with a Congressional request. The results of this review lead to the reconstitution of the Board

under the Department of Economic Development, carrying out a recommendation of the Nelsen Commission.

° SUPPLY MANAGEMENT

The current procurement and supply management system is undergoing examination by a task force. Commodity managerships in four commodity groups were established by a Commissioner's Memorandum 73-63 dated April 19, 1973.

° EMERGENCY AMBULANCE SERVICE

The Fire Department operated Emergency Ambulance Service suffers somewhat from lack of resources, overwork and a possible conflict with the stated fire fighting goals of personnel. The private purveyor suffers from lack of uniform training and equipment standards. The FY 74 Proposed Budget includes items for partically "civilianizing" the Fire Department Emergency Ambulance Service and upgrading the training. A Commissioner's Order implementing Council Regulation 72-29 is in review.

° STAFF ASSISTANCE TO THE GOALS SUBCOMMITTEE OF COMMUNITY SERVICES ADVISORY COMMITTEE FOR THE DEVELOPMENT OF PROPOSED GOALS FOR THE CITY.

In order to improve the effectiveness of the D.C. Government and make it responsive to citizen needs, a Goals Setting Program was establish. A subcommittee of CSAC was established to initiate this program. A draft document on D. C. Government Goals was the initial input.

° ORGANIZATIONAL HANDBOOK

There has been no Handbook on the organization of the D.C. Government issued since 1964. As a consequence of this task, an accurate record now exists of the powers granted and functions assigned to District agencies.

° MOTOR VEHICLES UTILIZATION

This project was initiated to study the utilization of most of the passenger carrying vehicles in the D.C. Fleet and to develop

more efficient alternatives for transporting D.C. Employees on official business. As a result, an expanded motor pool service was established featuring a limited shuttle service, a central U-drive pool and an expand taxi service. Additionally, the D.C. Fleet was reduced and many vehicles are being transferred to higher use assignments.

° DEPARTMENT OF ENVIRONMENTAL SERVICES PERFORMANCE MEASURES

The Office of Planning and Management provided technical assistance to the Department of Environmental Services in developing productivity measures designed to significantly improve budget presentations, allocation of resources, setting of target achievements and assessment of executive performance.

° AIR RIGHTS LEASING

There was a need to have developed, within the city government, a coordinated mechanism for processing applications for leasing public air space. This action was predicated by the "Woodies" Bill utilizing public air space.

° EMPLOYEE PARKING

A review of District-owned or leased parking spaces highlighted the existence of fragmented authority and limited policy in regard to the management and control of D.C. Government Employee Parking, both on-street and off-street. A newly enacted Commissioner's Order is designed to remove these deficiencies.

° SPACE MANAGEMENT

The Office of Planning and Management with the staff assistance of the Department of General Services developed a Commissioner's Order outlining policy and authority with regard to space management. DGS has established standards for office space utilization and is preparing a space survey for all agencies to complete.

° TELECOMMUNICATIONS TASK FORCE

A consultant study which pointed out deficiencies in District Government telecommunications management led to the establishment of the Interagency Telecommunications Task Force. The Task Force has considered 911 systems, the District's telephone and radio systems, and CATV. Consistent with the recommendation of the consultant study, the Task Force has recommended the establishment of a Telecommunications Office, which recommendation is now under study.

° BICENTENNIAL COMMISSION AND ASSEMBLY

During 1972, the Commission and assembly developed a full time staff cadre to focus on self-government, economic development, renewal and public works, human resources, national support and logistical responsibilities. The FY 1974 proposed budget increase will permit the Commission to utilize more fully resources of local foundations, the business community, universities, and civic and professional associations.

° DISTRICT GOVERNMENT GASOLINE UTILIZATION ISSUE PAPER

An issue paper revealed that no District-wide system or procedure exists to permit one department to obtain gasoline from the pumps of another department. In addition, no central operational or administrative controls exist for gasoline fuel. Subject to a study of fuel demand for all District agencies (excluding Police and Fire Departments), the following alternatives are recommended: 1) establishment of commodity managership No. 91 Gasoline, Oil and Lubricants, 2) modifications of present system, 3) maintain present system.

An in-depth management study of fuel demand is expected to be conducted in the first quarter of FY 1974.

EFFICIENCY PLANNING USING SYSTEMS ANALYSIS

Senator BAYH. I also would like to ask you if you would, please—I notice you have a GS-15 position at $32,280 for a person who plans and supervises projects to increase efficiency and effectiveness of District agencies through use of systems analysis and related methods. I would like to know what sort of projects this person plans, which of them have been carried out, how much it cost to carry out these projects.

Mr. GILBERT. Yes.

[The information follows:]

Responsibilities of GS-15 Systems Analyst

The incumbent has held his present position three years and has an authorized staff of two senior analysts. During late FY 1970 and FY 1971 and 1972, the incumbent and his staff had responsibility for recommending projects for the Mayor's Management Improvement Account, and for closely supervising and guiding the resultant contracted studies. All but one of the ten projects (and all but $5,700 of the $200,000) for the two years of its existence were under his direct control. The Committee has been provided with documentation elsewhere on the cost-effectiveness of those projects.

During this time, the incumbent also conducted several in-house studies, such as a review of the inmate classification and inmate accounting systems in the Department of Corrections.

When the Management Improvement Account was eliminated, the incumbent shifted to direction of a number of internal projects which included:

1. Establishment of the Office of Motor Fleet Management, and of the shuttle bus, taxi pool, and U-Drive-It pool, in accordance with recommendations of the Motor Vehicle Utilization Survey.
2. Design and implementation of the telephone equipment inventory.
3. Selection of performance measures, and implementation of performance reporting in the Department of Environmental Services.
4. Consultant contracts review.
5. Assistance to the Board of Elections.
6. Policy guidance for emergency ambulance services.

At present, the incumbent is beginning work with the D.C. Police and Fire Departments on performance measurement, and working with the Department of General Services in the implementation of Nelsen Commission recommendations in the areas of supply management, motor vehicles, space management, building maintenance, paperwork management, and facilities planning.

Finally, the incumbent serves as science and technology liaison with outside scientific organizations. In this capacity, he developed a proposal, still in process, to the National Science Foundation to develop a science and technology function in the Mayor's Office. He also provides liaison with Public Technology, Inc., which has used the District Government to test several of its prototypes of new technology.

SHARE COMPUTER CENTER

Senator BAYH. On the Systems Development and Computer Services Division, could you tell us, please, how the SHARE computer center works and what the cost system is, whether it is greater or lower than fiscal year 1974, please?

Mr. GILBERT. Mr. Chairman, Mr. Dan Walton, who is head of the SHARE computer systems, if I may introduce him, I would like him to respond to that question.

CONTRACT COORDINATION

Senator BAYH. Fine. I would like to ask one that is perhaps more specific and not as generalized.

Are all computer operations in the city handled by this division?

STATEMENT OF DANIEL WALTON, SHARE COMPUTER CENTER

Mr. WALTON. We coordinate on all contracts for computers that are acquired by the city in our central staff office. We have four employees and myself who handle this coordination.

Now, the SHARE computer center is also under our direct supervision and within that center there are two major computers. These are two large systems and we expect to have about 75 percent of our administrative work for the District in this center.

Senator BAYH. Do you contract computing services?

Mr. WALTON. Yes, sir, not exactly. That is not a proper answer. We have had legislation, not specific legislation but general legislation, to attempt to set this operation up on a revolving-fund-type basis. That has been something that I think has been here for about 3 years. However, we have gone forward with special permission and special decision by the financial management in the city to pool our resources and share computers. This was really in our response under the Brooks bill, Public Law 89–306, to share systems rather than duplicate or have too many of them.

Now, we have about 80 percent or 75 percent, I think, of our investment in data processing that are serviced out of this center.

Senator BAYH. Seventy-five percent of the computer work, data processing work, is done by the SHARE Center?

COST REPORT

Mr. WALTON. Yes, sir, the administrative processing support. I have for the record a cost report that I can furnish projected through the end of fiscal year 1974 that lists the computers and a brief discussion about their utilization and cost.

Senator BAYH. All right, I wish you would.

[The information follows:]

Report of Computers Installed in D.C. Government Projected for FY-74

A total of thirteen general purpose computer systems are projected as installed in FY-74 as shown in the attached table. There are four very small mini-computers of which two are attached as remote entry stations to the two larger computers in the SHARE Center. The SHARE Computer Center houses two very large computers that services 53% of the District's investment in ADP for 8 major D.C. agencies and other small agencies. Additionally one of the large systems will service all Administrative systems that are District-wide in scope in areas of Personnel, Payroll, Financial and Materiel Management. It is estimated that about 75% of the Districts administrative workload will be serviced within this center. There are seven small to medium size computers in six separate installations. Further discussion follows below to highlight concepts, costs, utilization and progression within major program areas.

A general concept is being followed that groups highly related or similar agencies on a major computer system to achieve a reasonable degree of centralization for ADP management purposes. Other important objectives are achieved by sharing of resources to reduce costs, attain higher inter-relation of common data files and technical support services, and attain compatibility, efficiency across a mix of very complex technical resources within progressive stages of use of the technology. For agencies under the line authority of the Mayor-Commissioner representing 73% of the Districts ADP Budget, conversions are underway to achieve 100% compatibility.

Within the SHARE Computer Center two major agency groupings are serviced by the two large IBM 370-155 Computers. These two computers are utilized at a combined average of 95% of available time out of 640 hours per 30 day month, 22 hour per day basis. One is referred to as the WALES Computer (Washington Area Law Enforcement System) and services Metropolitan Police Department, Department of Motor Vehicles, Department of Corrections, the U.S. Attorney's Office, and as requirements grow the Fire Department will use the system. One high speed remote entry mini-computer is connected from

another building for services to Corrections and Fire Departments. The computer also interconnects to the FBI National Crime Information Center computers and the Maryland State systems as well as servicing a network of small remote terminals for the immediate D.C. and Metro area. The other large computer will service the Office of Budget and Financial Management, Department of Finance and Revenue, Department of Highways and Traffic, Department of Environmental Services, a number of small agencies as required, and serves as a full BACK-UP system for the WALES Computer. Technical preparations are underway to achieve greater cross utilization of the two systems and to achieve BACK-UP both ways as new remote terminal systems are developed to service the important Financial Management related systems. All of the aforementioned agencies and systems funded from D.C. Government resources comprise about 53% ($6,720,979) of the total budget for ADP in D.C. Government.

The third major grouping planned evolves out of formerly separate departments and agencies now grouped under the Department of Human Resources and reorganized into major administrations. The D. C. General Computer Center will be expanded to accommodate the major Medicaid Terminal System to be transferred from SHARE, the Narcotics Treatment system now out on commercial contract services, Vocational Rehabilitation systems from SHARE and a growth capability in the many health areas as well as the potential impact of St.Elizabeth's Hospital support. This large super agency represents a complex integration of related systems across a wide variety of social services programs affecting persons, families and partial families. About 20% of the District's ADP budget is in support of DHR. The computer will operate at about 100% of the time available (640 hours) on a 22 hour 7 day week basis.

The Department of Economic Development maintains a small mini-computer and at this time no requirement exists to integrate the system with other D. C. computers. It is not internally machine compatible, however, in the event a requirement exists the system can be connected via communications

link to the SHARE computer system for remote entry or compatibility can be achieved through magnetic tape or punch cards. The ADP budget is less than 2% of the Districts overall ADP budget. A utilization level of 95% is achieved on a one shift five day week basis for the computer.

Within the Education areas of the District, five computers are installed to support the four agencies in education programs and administration. Public Schools have an RCA Spectra 7035 (small) and an RCA Spectra 7046 (medium) computer which is used extensively in on-line student education for 13 high schools via terminals and both are used for all major student records, class scheduling, and or related administration. The Federal City College maintains a mini-computer (DEC 15) and a medium size computer (IBM 370-145) with both systems principally dedicated to direct student training in a wide variety of offerings in science and business administration curriculum. Also administrative subsystems are in use to support FCC and to a limited degree, D.C. Teachers College. Washington Technical Institute maintains a small to medium size computer (IBM 370-145) and an Electric Accounting Machine (EAM) laboratory, both of which are principally dedicated to student education. WTI has also developed extensive subsystems in support of administration.

The rate of utilization in the higher educational institution varies with student demand schedules, however the systems are made available and are used extensively about 2 shifts per day and on a limited basis on weekends. The Public Schools computers are reported at about 85% utilization average based on log records. The educational system comprise about 17% of the overall ADP Budget of the D.C. Government. The agencies are attached to the D.C. Government for fiscal reasons receiving all general policy directions from boards in matters of program management.

The Superior Court of the District of Columbia maintains a medium size IBM 370-145 computer in a wide variety of on-line terminal based subsystems. The courts total investment in ADP represents about 8% of the Districts ADP budget, under fully independent authority. Utilization

of about 95% is achieved on a 2 shift 5 day week basis. Considerable additional utilization could be scheduled on a 7 day, 22 hour day week basis in the event it is required.

The District's Unemployment Compensation Board operates outside of the District budget process and will upgrade to an IBM 360-50 Computer by August 1973. The system is funded under direct federal appropriations under the policy and procedures of the Federal Manpower Administration. An 82% rate is achieved on a 2 shift five day week basis. A 45% rate is achieved versus the 640 hour standard, therefore considerable capacity exists to add expanding programs.

Submitted by the Office of Planning and Management to Subcommittee on Appropriations for the District of Columbia.

Prepared by Systems Development and Computer Services Division, Office of Planning and Management, May 29, 1973.

FY-74 PROJECTED INVENTORY OF COMPUTER SYSTEMS

Agency	Computer System(s)
Superior Courts	IBM 370-145 **
Metropolitan Police Department (WALES)	IBM 370-155
Motor Vehicles	(s/a above)
Corrections	(s/a above) +RJE S3 *
Fire	(S S-3 above)
OPM (SHARE)	IBM 370-155
OBFM	(s/a above)
Finance & Revenue	(s/a above) +RJE S20 *
Environmental Services	(s/a above) +RJE S2780
General Services	(s/a above)
Highways & Traffic	(s/a above) +RJE D-100
Human Resources	IBM 370-145 ** +RJE 2780
Economic Development	Singer 20 *
Public Schools	RCA 7035 ** & 7046 **
Federal City College	IBM 370-145 ** + DEC-15 *
Washington Technical Institute	IBM 370-145 **
DUC Board (Federal)	IBM 360-50 ** (Tentative Decision for Transfer from SHARE Center - F&R)

* TOTAL MINIS	= 4
** TOTAL SMALL TO MEDIUM	= 7
TOTAL LARGE	= 2
TOTAL	13

The above include all general purpose computers used in administrative or teaching functions. Other special purpose computers or owned equipment not considered appropriate for general use are not reported such as those used in traffic signal controls or sewage treatment plant controls.

Senator BAYH. Does that mean that the other 25 percent of the computer capacity is contained by the individual agencies, or is it contracted out, or where does that other 25 percent come from?

Mr. WALTON. Yes, sir. Altogether, we will have 13 computers. We have two large ones and seven small and medium computers and four mini computers, we call them. These are very small systems.

Within the SHARE center, we group these two large computers and temporarily also have a medium-sized computer that we are preparing to release at the end of this fiscal year. By consolidation, that will reduce us down to the 13 computers.

Now, we have a computer in Washington Technical Institute that is used directly on student training. We also have one in Federal City College. These are new computers and they are substantial computers. They are used under special contract where we get educational discounts and they are used approximately two shifts per day and sometimes on weekends, Saturdays and so on. Students are allowed to come in.

We have over the years planned to keep the public school systems decentralized and in the public school systems, we have two computers, rather older vintage systems, that we were able to acquire at very low cost, although they have substantial power. They are primarily used in student administration and also to teach. In other words, advance methods within the public schools, some 14 schools, are using this system on a daily basis.

Senator BAYH. I am not too sure I understand you thoroughly. Let me just ask that you put this all in the record so that you can give some thought to it and I can have a chance to study it and know what you are talking about.

Mr. WALTON. All right, sir.

Senator BAYH. You said 75 percent of the computer operation is handled by the SHARE computer center, which by further description, are the two large computers and the one medium-sized computer that are going to be merged in the operation, is that right, sir?

Mr. WALTON. Yes, sir. We are actually going to transfer a medium-sized computer that has been a transitional machine, so we can make a conversion. There are some 400 programs in the Financial and Revenue Management area. We will be able to release this machine. It will actually be shifted to the District under the Employment Compensation Board, which is a Federal funded agency. However, they have expansion over there and because we were able to acquire this computer at much less cost than would normally be available, to meet their expansion, we will release another computer.

Now, we do not, of course, fund that activity through the appropriation. That is independent and through the Federal side.

Senator BAYH. I would like to know which agencies have their own computer capacity, and why you feel that is important.

Mr. WALTON. All right, sir.

COMPUTER UTILIZATION

Senator BAYH. I would like to know the utilization, if I may, please, sir, of those computers as well as your SHARE computer, how you are utilizing them. Do we contract any outside computer services?

Mr. WALTON. Yes, sir.

Senator BAYH. I would like to know how much we have involved there and in what areas.

[The information follows:]

CREATIVE SOCIO-MEDICS CORP.

Contract 73215 for $209,100 for Computer Services of Narcotic Treatment Adm. of Department of Human Resources. This system is planned for conversion to in house facilities in the first quarter of FY-74.

SERVICE BUREAU CORP.

Contract 73282, $8,500. Time Sharing for Department of General Services. Will expire October 31, 1973.

COMPUTER SCIENCE CORP.

Contract 73281 for $5,000. Time Sharing Services for the Department of General Services. Expires December 31, 1973.

SYSTEMS ENGINEERING CORP.

Contract 73284 for $13,625. Software Services for the Wage and Industrial Safety Board. Expires June 30, 1973.

COMPATIBILITY OF COMPUTERS

Senator BAYH. Perhaps I could ask a question that you could answer right now. It is, I think, rather important. Are all these computers compatible with one another?

Mr. WALTON. We have one computer that is not compatible. It is a small computer in the economic development.

Senator BAYH. Is that the mini computer?

Mr. WALTON. Yes, sir.

Now, when we get into compatibility, there is actually incompatibility in the programing of support and levels of programing that you utilize with a computer on the large system. We do not attempt to make those and all of the smaller systems totally compatible. We are about 90 percent, I would say, compatible.

We are, for example, in the conversion of some 400-odd programs, onto the SHARE system now, which we hope to finish by July 1. Each program has to be converted, by 10 percent of the work within that program has to be changed to take advantage of the larger, more powerful machine.

Senator BAYH. Are you developing a master plan for the whole District?

Mr. WALTON. Yes, sir.

Senator BAYH. How long have you been working on it?

Mr. WALTON. We are also moving forward now with a measured realinement of agencies and moving toward a more common software program so that compatibility will be less of a problem.

Senator BAYH. How long have you been working on that? When will it be completed?

Mr. WALTON. Well, the planning activity is something that we really cannot get into this next year within my specific office.

Senator BAYH. Why?

Mr. WALTON. Because of our lack of resources. There are 4 of us now attempting to coordinate this large program, some 400 pieces of hardware and some 600 personnel in the data processing segment of the city. We are presenting, have prepared, and are presenting proposals, working with Mr. Gilbert, to the Mayor within this next year that we feel will bring about the ability to plan, and I am talking about technical planning and systems planning as opposed to the other planning that was discussed this morning. We will develop proposals for consideration. We have already done considerable work in order to respond to the Nelsen Commission findings in this particular area.

We feel—it is my judgment—that we can accomplish this stronger controlled, better controlled, technically controlled, planning, and also bring the capability to use these systems, which I think is very important. We feel that we can do this within existing District resources just by better putting together what we have and constantly conducting coordination.

For example, in the one area, we have gotten the Department of Motor Vehicles, the Department of Corrections, the Metropolitan Police Department, and also the U.S. attorney's office to move their systems together into an integrated, shared system, on what is called the large wales computer, which is part of the SHARE center operation.

So we are moving ahead, I would say, within the general scheme of things.

Senator BAYH. Within the general scheme of things——

Mr. WALTON. Yes, sir.

Senator BAYH. I guess, maybe, that is what I am trying to find out. Computers are here to stay.

Mr. WALTON. They are.

LONG-RANGE GOAL OF COMPUTER OPERATIONS

Senator BAYH. I would like to know what your ultimate goal is, how long you think it is going to take to accomplish that goal, how much money or resources are going to be required to do it, and I suppose maybe, why are you not asking for some of those resources now inasmuch as you said a moment ago that you cannot do any more than you are doing now with your allocated resources?

Mr. WALTON. Well, sir, there are priorities, of course, for funds and we have studied this. Mr. Gilbert has come into our office, I have made presentations there. Within our judgment, we have decided that this year—I think I am speaking correctly—it is our judgment that we can reprogram resources, some minimal resources, and that over this next year, we can begin to manage this important area better. I have already developed the figures, the kind of people, but there is nothing we can do at a very fast pace; it is something that we have to move at very deliberately because of the technical complexities.

I am going to make those proposals, I think we can handle it within the city at the District Building and I hope that we do move forward in this area. I think this is an area that we have somewhat neglected over the years.

96-548 O - 73 - pt.1 - 18

Senator BAYH. Well, give me, when you have come up with it, an answer to those questions that I raised about what your plans are and when they are going to be completed and what it is going to cost. You talked about reprograming. I suppose you will be asking us about that.

Mr. WALTON. Yes, sir.

Senator BAYH. I would like to know now and I would urge you to move with as much haste as you can responsibly to try to implement these efficiencies.

Mr. GILBERT. Mr. Chairman, I think it is worth noting that the budget for OPM for fiscal year 1974 was prepared under very great fiscal restraints. The OPM staffing levels for 1973 have been cut back by the Congress and it was within that framework that the OPM request for 1974 was sent forward. I think that really explains why Mr. Walton was not in a position to ask for the additional positions which he needs. There is an awareness at the Government that they are needed. It is just a question of timing and fiscal availability before we will have that all put together and be able go forward with it.

Mr. Walton did make the point that he believes at this point that this can be done within existing resources.

COMMUNITY RESOURCES

Senator BAYH. Let us just touch quickly on community resources. I would like to ask you to submit for the record, please, how many positions you did have in fiscal 1973 and what the source of these positions is. There is some confusion, looking at the figures listed in the budget, and I would like to have a chance to get that cleared up, if you please. The numbers do not all match there.

[The information follows:]

Community Services Division Staff Composition and Sources of Funding

In addressing this subject, we believe some confusion arose at the time the Office of Planning and Management personal services schedule was submitted to the Committee Staff as per request. First of all, in listing the Emergency Employment Act participants assigned to the Community Services Division, page BD-12, five participants were deleted who, since the initial preparation of our F/Y 1974 budget request took place, had been placed in permanent positions. This reduction, however, was erroneously omitted from the activity and agency totals in terms of the actual number of positions at the grant funds and total resources levels. Secondly, whereas our F/Y 1974 budget request shows salaries in effect prior to the general salary increase in early January of this year, the personal services schedule reflects current rates.

The Office of Planning and Management personal services schedule has been corrected to include a total of seven EEA participants deleted from our initial submission. Page BD-12 has been revised and an addendum is attached showing these seven positions with partial annual funding. Likewise, the agency totals have been corrected to reflect the above. This revised personal services schedule has been submitted to the Office of Budget and Financial Management for transmittal to the Committee Staff.

Showing the current salary rates in terms of support under the Emergency Employment Act of 1971, the following breakdown lists resources in the Community Services Division in F/Y 1973:

Source of Funding	Amounts	Positions
District Funds	$ 110.4	6
Federal Grants:		
Emergency Employment Act of 1971	95.7	14 *
Title IV-A of the Social Security Act	33.9	5 **
Grand Total	$240.0	25

* Partial annual funding for five positions
** Funding for six months only

Senator BAYH. I would also like for the staff to have a chance to study several of the in-depth studies of Government operations and community conditions which have been completed by the Community Services Division.

If you care to make any observation now about specific tangible improvements in city services which have resulted from the operation of this Division and the service area system, I would certainly be glad to have them.

Mr. GILBERT. I would like to comment in general and reserve the privilege of submitting the specifics for the record. The Community Services Division, as one of its major responsibilities, directs itself to the delivery of service at the community service area level. There are a whole host of adjustments in the delivery of services at that level that are made through the community service process. As you know, representatives of affected agencies in a particular service area meet together on a weekly basis and if a school coordinator is concerned about a traffic light, that is directed to the attention of the Highway and Traffic Division representative at the group meeting and then goes forward to the agency to be done.

Now, we are concerned about how quickly some of these things get done and it is part of the service area committee charge to move in that area.

One particular example of that is the Brookland houses which had been a matter of neighborhood concern in the Brookland area for a long period. These were a group of houses that had been taken by the city for a freeway alinement and then the freeway program was changed, but the houses were in the possession of the city. They had been acquired under Department of Transportation 80-percent funding and initially, it was thought that there was nothing that could be done about it until the whole freeway issue had been resolved, because there were Federal funds involved. Meanwhile, the houses became the subject of vandalization and it became a matter of great neighborhood concern. A nice, stable neighborhood in the

Brookland area was being threatened by the vandalization of houses that had been acquired by the city for a purpose that was no longer needed.

The service area system directed themselves to this problem. They focused on it. They told us about the depth of community concern and the threat that the continued existence of these houses represented. Then we were able, negotiating with the Department of Transportation, to get them to release the houses.

Then we went to the City Council and we have just secured City Council approval for the private sale of these houses and they will be remodeled and redeveloped and made available to private individuals who would like to more or less homestead them.

This program was initiated at the neighborhood level and was developed and followed through and the Community Services staff people pursued it. It was one of these very complex, very difficult programs. It had to thread through the Department of Transportation, had to thread through the highway and traffic process, we had to involve the Corporation Counsel because legal title was involved, and we had to go to General Services, which had the custody of the houses while they were in city hands. We are hopeful that, before long, we will be able to have improved these houses and put them back into private use.

Now, that is the type of thing that the Community Services endeavors to do, to spot these problems and to go to work on them. Most of them are not as dramatic as the Brookland houses.

HIGHLIGHTS OF OFFICE OF COMMUNITY SERVICES

Senator BAYH. Any other specifics that you have, we will be glad to have them for the record, please.

Mr. GILBERT. Surely.

Senator BAYH. I think that is all the time we will take here. We appreciate your cooperation as far as the OPM is concerned.

[The comments follow:]

A Highlight of the
Office of Community Services
Activities for FY 1973

I. Task Force on Truancy Prevention

Citizens complained about large numbers of school age children observed on the streets during school hours.

*SAC organized city-wide task force of public schools, youth organizations, City Council, Criminal Justice System, parents and teachers, civic organizations, ministers, universities and business communities.

Research disclosed 8,000 to 10,000 children were absent from school daily. Twenty-five percent sampling of school population revealed children's dissatisfaction with school life. Over 350 programs operate to serve children. Current laws governing youth behavior need review.

Task Force developed community sensitivity to problem and recommended improvements in attendance reporting system.

Result: Schools report a 2.5% decrease in truancy rate from April of 1972 to April of 1973. Police Department reports substantiate school report.

SAC system will continue this vital effort.

II. Service Area Committee Activities - General

Civic Associations requested adequate recreational facilities for their children. With the assistance of SAC, Recreation Department will place staff where there are no recreational buildings. The Department will also deploy mobile recreation programs in such areas.

Civic Associations requested curbs, gutters, speed breakers, trees at curbs, street name signs, stop signs and slow signs for children. SAC assisted citizens to prepare necessary petitions to Highways and Traffic to have necessary items included in Capital Improvement Budget.

SAC assisted citizens to get rodent control services and housing code violations inspected by Department of Economic Development.

Builder-developer found guilty of open burning of trees on property and responsible for erosion control. SAC intervened to have these matters corrected.

SAC intervened to get school gymnasiums open after hours for community use.

III. Improvement of Solid Waste Collection

Citizens complained about unequal distribution of solid waste collection services in general area. In addition, eight public

* Service Area Committees

housing developments located in the area did not receive city services. Private trash collections in public housing was unsatisfactory.

SAC identified probable causes of poor service to general area. Then met with Department of Environmental Services and Public Housing to negotiate the provision of city service for trash collection. An agreement was signed and trash collection days were standardized for two service areas, resulting in more efficient use of men and equipment throughout the areas.

IV. Development of Two "Street Scenes"

Several service areas lacked adequate land space for recreational use in high density residential areas.

SAC, working with area citizens, identified a vacant lot owned by the public housing authority and an inner city cul-de-sac for development as recreational space. Federal Department of Interior's Project Street Scenes supported D.C. Department of Recreation and a volunteer VISTA architect to design and construct innovative play areas on the two streets.

V. Employment Opportunities for Ex-Offenders

Offender and ex-offender groups expressed concern that public service jobs were not open to persons with criminal records. Fewer than one percent of 500 ex-offenders who sought public employment were hired in FY 1972.

Community Service Advisory Committee (CSAC) assembled representatives from Manpower, Corrections, Human Rights, and Recreation. Met with agency personnel directors, D.C. Personnel Director, reviewed personnel manual and interviewed sample of ex-offenders.

Result: Recommendations forwarded to Central Personnel on changes needed in personnel manual to permit hiring of ex-offenders have been accepted. A sensitivity training program for supervisors of ex-offenders will be conducted. SAC will follow up with department heads to assure continued cooperation.

VI. Benning-Stoddert Recreation Center Development

SAC assisted city to utilize grant from Department of Commerce and Economic Development Administration to enlarge and improve a proposed Recreation Department project included in Capitol Improvement Budget.

Working with a neighborhood organization, three federal agencies and four local agencies, SAC coordinated the development of a gymatorium with a commitment for hiring from the neighborhood to construct and operate project.

VII. Restoration of Postal Services

Residents of a public housing authority brought to the attention of SAC the termination of mail delivery services to two buildings.

Direct services were terminated because numerous mail boxes had been vandalized.

SAC was able to effect the opening of a secured mail room within the public housing development resulting in the restoration of direct mail delivery to residents.

VIII. Exodus of Major Chain Food Stores

Thirty percent of neighborhood stores of major food chains have been closed. Remaining chain stores are now open on Sunday to meet their increased demand. Result: reduction in convenience of location and quality of service to area residents.

There has also been a side effect spin-off. Small ghetto grocery stores are being adversely affected by Sunday opening of large chain store.

SAC is attempting to work with citizens on community problems which encourage exodus of stores from area. SAC is also working with public and private interest groups to develop improved food service and transportation to food service outlets.

IX. The People of the District of Columbia -- A Narrative Report

CSD is developing a narrative report of the demographic, social, economic and physical characteristics of the city and its nine service areas, utilizing the Social Indicator System of the Division of Research and Statistics, as well as general and specific census data. The report is being developed as a planning tool for use in developing coordinated public service delivery. The document will provide an informed appraisal of where the community is, and what it might undertake, to move public programs toward a more effective level.

Service Area inventories will be designed to measure effectiveness of distribution of services. (Program goals, objectives and priorities will be reassessed based on these measures.)

Detailed area profiles by neighborhood census tract clusters will be developed by subject area, including an analysis of housing structure conditions.

FINANCIAL ANALYSIS OF THE OFFICE OF PLANNING AND MANAGEMENT

Mr. GILBERT. Mr. Chairman, I would like to submit for the record a copy of a financial analysis of the Office of Planning and Management for the current fiscal year and the fiscal year starting July 1, 1973. It was based on the office's budget submission and may be of value since it pulls together pertinent data about the office and its component units.

Senator BAYH. Without objection, it will be placed in the record.

[The information follows:]

INTRODUCTION

The attached document shows a complete and detailed analysis of funding sources and categories for the Office of Planning and Management. The analysis reflects three different levels which are discussed in accordance with the organizational structure of the office. These levels are: (1) total resources; (2) total District funds; and (3) total Federal grants support. To bring the analysis up to date, the annual funding requirement now shows the salaries that went into effect on January 7, 1973, and our position lapses have been recomputed to include the new rates. Likewise, the 1973 budget allowance column under total resources and Federal grants has been reduced by $4.4 thousand to reflect a reduction in grants support following the placement of seven Emergency Employment Act participants in permanent positions since the initial preparation of the OPM budget request took place. Otherwise, and pending a few minor corrections to or clarifications of certain figures in our F/Y 1974 budget request and in the personal services schedule submitted to the Committee in early May, this document is in agreement with both.

In order to better understand the financial situation of the Office of Planning and Management in terms of appropriated funds, it is important to look at the detailed financial analysis of such funds at the total resources and District funds levels. This analysis shows in some detail the impact of reductions mandated by Congress which were commented on in the Committee Reports and it is reviewed below.

FINANCIAL REVIEW

During the F/Y 1973 budget hearings before the U.S. Congress, the Office of Planning and Management suffered a reduction in the fiscal year 1973 appropriated base budget of $190.0 thousand. In addition, mandatory increases for F/Y 1973, within-grade advancements and the annualization of the general salary increase of January, 1972 totaling $79.4 thousand, were denied. Unfunded requirements for F/Y 1973, therefore, amounted to $269.4 thousand.

The manner in which to absorb the reductions was left to OPM. In this regard, every possible effort was made to avoid a reduction in force. The financial plan for the year was based on retaining the staff on our payroll as of July 1, 1972, and funds were redirected internally from other operating expenses to personal services to meet our payroll requirements. As a result, available funds for other operating expenses were reduced from $113.7 thousand to $43.1 thousand, a total of $70.6 thousand. The $43.1 thousand are shown only at the agency level and in the Director's Office for control purposes. To show a more realistic picture in terms of funding for other operating expenses in F/Y 1974, certain adjustments were made and the amount was increased from $43.1 thousand to $102.6 thousand, roughly 9% of the total appropriated budget (see columns showing adjustments and 1973 adjusted [1974 Base] on page BD-3). This increase, $59.5 thousand, was accomplished at the expense of personal services with a net result of staggering position lapses in some of OPM's components. With a reasonable amount

for other operating expenses for F/Y 1974, such funds are again distributed throughout the office in accordance with actual needs.

To stay within available resources, vacancies were frozen and two positions without funding were transferred from the Administrative Unit, Office of Planning and Management, to the Office of Budget and Financial Management.

Furthermore, by agreement between OPM and OBFM and to ease the strain on OPM's payroll, two OPM staff members engaged in the design, implementation and installation of the District-wide Financial Management Information System were charged to the Office of Budget and Financial Management as of September 3, 1972.

The attached tables show the impact of OPM's unfunded requirements in terms of appropriated funds. The base reduction of $190.0 thousand was absorbed between funds allotted for personal services ($119.4 thousand) and other operating expenses ($70.6 thousand). The OPM 1973 base less the total reduction equals our F/Y 1973 budget which is identical to our financial plan. The denied mandatory increases represent the additional unfunded requirements. In absorbing the unfunded requirements, we have curtailed office activities, reduced program assignments and implemented other strong austerity measures.

It is our feeling that we have established a good performance record in dealing with this situation and for dealing with the problems in the coming year. This record would earn us the right to call for restoration. However, because of fund limitations and the austerity of the F/Y 1974 budget, Mayor Washington made two decisions. First, that funds be found to restore the approximate level of funding of the previous year. Second, that this funding be redirected to better identify the forward missions of this office -- namely planning, community services, and management improvement. This latter item is reflected in the Management Improvement Account which was presented separately but will be administered by OPM.

We pledge to use the same ingenuity and tight budgetary procedures as we have in the past year to make use of new funds in F/Y 1974.

FEDERAL GRANTS

The analysis of Federal grants begins with the 1973 budget allowance. Figures shown in the adjustment column reflect programs being phased out.

OFFICE OF PLANNING AND MANAGEMENT

ORGANIZATIONAL COMPONENT: GRAND TOTAL, OFFICE OF PLANNING AND MANAGEMENT

SOURCE OF FUNDING: TOTAL RESOURCES

Object Classes	1972 Adjusted (1973 Base)	Base Reduction	Denied Mandatory Increases	Total Unfunded Requirements	1973 Budget Allowance	Adjust-ments	1973 Adjusted (1974 Base)	INCREASES			1974 Budget Request
								Step inc.	New Programs	Total Inc.	
Positions Available (Annual Funding Requirement)	1,074.5	....	....	....	1,662.8	- 177.1	1,485.7	....	....	....	1,731.9
Positions Funded	1,034.1	108.4	72.6	181.0	1,494.2	- 204.9	1,289.3	58.3	150.8	209.1	1,498.4
Personnel Benefits	86.6	11.0	6.8	17.8	122.3	- 15.9	106.4	4.7	12.6	17.3	123.7
Total Personal Services	1,120.7	119.4	79.4	198.8	1,616.5	- 220.8	1,395.7	63.0	163.4	226.4	1,622.1
Travel and Transportation of Persons	4.9	1.2	....	1.2	11.7	+ 3.4	15.1	....	4.0	4.0	19.1
Rent, Communications and Utilities	38.7	13.4	....	13.4	51.7	+ 18.1	69.8	....	14.2	14.2	84.0
Printing and Reproduction	17.5	11.2	....	11.2	30.3	+ 13.2	43.5	....	19.0	19.0	62.5
Other Services	39.2	37.1	....	37.1	41.1	+ 16.8	57.9	....	4.1	4.1	62.0
Supplies and Materials	6.8	2.3	....	2.3	13.3	+ 5.5	18.8	....	5.7	5.7	24.5
Equipment (Capitalized)	4.9	4.1	....	4.1	4.4	+ 1.9	6.3	....	6.8	6.8	13.1
Equipment (non-Capitalized)	1.7	1.3	....	1.3	.4	+ .6	1.0	....	.8	.8	1.8
Total Other Operating	113.7	70.6	....	70.6	152.9	+ 59.5	212.4	....	54.6	54.6	267.0
Total Operating	1,234.4	190.0	79.4	269.4	1,769.4	- 161.3	1,608.1	63.0	218.0	281.0	1,889.1
Positions	75	....	....	....	120	- 25	95	....	17	17	112
Position Lapse	3.8	....	....	....	10.1	....	13.2	....	....	....	13.5

Other operating expenses are discussed in detail on the following page

Itemization:		1973 Budget Allowance	Adjust-ments	1973 Adjusted (1974 Base)	INCREASES			1974 Budget Request
					Step inc.	New Programs	Total Inc.	
21 - Travel and Transportation of Persons:	Local travel and Imprest Fund	2.0	+ 1.9	3.9	....	1.4	1.4	5.3
	Out-of City travel	9.7	+ 1.5	11.2	....	2.6	2.6	13.8
	Total Item 21	11.7	+ 3.4	15.1	....	4.0	4.0	19.1
23 - Rent, Communications and Utilities:	Rental of office space	20.0	....	20.0	....	10.5	10.5	30.5
	Rental of office machines	6.4	....	6.4	....	....	....	6.4
	Computer rental	2.5	+ 17.5	20.0	....	....	....	20.0
	Postage	.8	+ 2.0	2.8	....	.4	.4	3.2
	Telephone services	22.0	- 1.4	20.6	....	3.3	3.3	23.9
	Total Item 23	51.7	+ 18.1	69.8	....	14.2	14.2	84.0
24 - Printing and Reproduction:	Various reports	24.3	+ 9.0	33.3	....	11.5	11.5	44.8
	Various maps	1.5	+ .8	2.3	....	4.5	4.5	6.8
	Office letterheads and envelopes	1.5	+ 1.1	2.6	....	.2	.2	2.8
	Duplicating services	3.0	+ 2.3	5.3	....	2.8	2.8	8.1
	Total Item 24	30.3	+ 13.2	43.5	....	19.0	19.0	62.5
25 - Other Services:	Contractual services	32.0	+ 14.5	46.5	....	2.6	2.6	49.1
	Training of staff	6.2	+ 3.2	9.4	....	1.5	1.5	10.9
	Repairs and renovation	2.9	- .9	2.0	....	....	....	2.0
	Total Item 25	41.1	+ 16.8	57.9	....	4.1	4.1	62.0
26 - Supplies and Materials:	General office supplies	11.1	+ 5.4	16.5	....	4.5	4.5	21.0
	Special office supplies	2.2	+ .1	2.3	....	1.2	1.2	3.5
	Total Item 26	13.3	+ 5.5	18.8	....	5.7	5.7	24.5
31 - Equipment to be Capitalized:	Office furniture and/or equipment	4.4	+ 1.9	6.3	....	6.8	6.8	13.1
	Total Item 31	4.4	+ 1.9	6.3	....	6.8	6.8	13.1
32 - Equipment not to be Capitalized:	Books, subscriptions, etc	.4	+ .6	1.0	....	.8	.8	1.8
	Total Item 32	.4	+ .6	1.0	....	.8	.8	1.8

ORGANIZATIONAL COMPONENT: TOTAL, OFFICE OF PLANNING AND MANAGEMENT

SOURCE OF FUNDING: DISTRICT FUNDS

Object Classes	1972 Adjusted (1973 Base)	Base Reduction	Denied Mandatory Increases	Total Unfunded Requirements	1973 Budget Allowance	Adjustments	1973 Adjusted (1974 Base)	INCREASES			1974 Budget Request
								Step inc.	New Programs	Total Inc.	
Positions Available (Annual Funding Requirement)	1,074.5	....	....	....	1,127.6	- 28.2	1,099.4	....	....	....	1,335.0
Positions Funded	1,034.1	108.4	72.6	181.0	925.7	- 56.0	869.7	46.2	107.8	154.0	1,023.7
Personnel Benefits	86.6	11.0	6.8	17.8	75.6	- 3.5	72.1	3.8	9.0	12.8	84.9
Total Personal Services	1,120.7	119.4	79.4	198.8	1,001.3	- 59.5	941.8	50.0	116.8	166.8	1,108.6
Travel and Transportation of Persons	4.9	1.2	....	1.2	3.7	+ 3.4	7.1	....	1.5	1.5	8.6
Rent, Communications and Utilities	38.7	13.4	....	13.4	25.3	+ 18.1	43.4	....	8.0	8.0	51.4
Printing and Reproduction	17.5	11.2	....	11.2	6.3	+ 13.2	19.5	....	6.5	6.5	26.0
Other Services	39.2	37.1	....	37.1	2.1	+ 16.8	18.9	....	1.5	1.5	20.4
Supplies and Materials	6.8	2.3	....	2.3	4.5	+ 5.5	10.0	....	3.5	3.5	13.5
Equipment (Capitalized)	4.9	4.1	....	4.1	.8	+ 1.9	2.7	....	6.4	6.4	9.1
Equipment (non-Capitalized)	1.7	1.3	....	1.3	.4	+ .6	1.0	....	.8	.8	1.8
Total Other Operating	113.7	70.6	....	70.6	43.1	+ 59.5	102.6	....	28.2	28.2	130.8
Total Operating	1,234.4	190.0	79.4	269.4	1,044.4	....	1,044.4	50.0	145.0	195.0	1,239.4
Positions	75 1/	....	....	....	75 1/	- 2 2/	73 1/	....	17	17	90 1/
Position Lapse	3.8 3/	....	....	....	17.9 3/	....	20.9 3/	....	....	....	23.3 3/

1/ Includes nine permanent authorized reimbursable positions in the D.C. Share Computer Center

2/ Two positions transferred to the Office of Budget and Financial Management

3/ Position lapses show funded positions only, excluding the nine positions mentioned under footnote 1/

Other operating expenses are discussed in detail on the following page

Itemization:		1973 Budget Allowance	Adjustments	1973 Adjusted (1974 Base)	INCREASES Step inc.	INCREASES New Programs	INCREASES Total Inc.	1974 Budget Request
21 - Travel and Transportation of Persons:	Local travel and Imprest Fund.....	.6	+ 1.9	2.5	....	.7	.7	3.2
	Out-of City travel.....	3.1	+ 1.5	4.6	....	.8	.8	5.4
	Total Item 21.....	3.7	+ 3.4	7.1	....	1.5	1.5	8.6
23 - Rent, Communications and Utilities:	Rental of office space.....	....	....	....	....	5.0	5.0	5.0
	Rental of office machines.....	4.0	....	4.0	....	....	....	4.0
	Computer rental.....	2.5	+ 17.5	20.0	....	....	....	20.0
	Postage.....	.8	+ 2.0	2.8	....	.4	.4	3.2
	Telephone services.....	18.0	- 1.4	16.6	....	2.6	2.6	19.2
	Total Item 23.....	25.3	+ 18.1	43.4	....	8.0	8.0	51.4
24 - Printing and Reproduction:	Various reports.....	5.3	+ 9.0	14.3	....	3.0	3.0	17.3
	Various maps.....	....	+ .8	.8	....	2.5	2.5	3.3
	Office letterheads and envelopes...	.5	+ 1.1	1.6	....	.2	.2	1.8
	Duplicating services.....	.5	+ 2.3	2.8	....	.8	.8	3.6
	Total Item 24.....	6.3	+ 13.2	19.5	....	6.5	6.5	26.0
25 - Other Services:	Contractual services.....	....	+ 14.5	14.5	....	....	....	14.5
	Training of staff.....	.5	+ 3.2	3.7	....	1.5	1.5	5.2
	Repairs and renovation.....	1.6	- .9	.7	....	....	....	.7
	Total Item 25.....	2.1	+ 16.8	18.9	....	1.5	1.5	20.4
26 - Supplies and Materials:	General office supplies.....	3.5	+ 5.4	8.9	....	2.5	2.5	11.4
	Special office supplies.....	1.0	+ .1	1.1	....	1.0	1.0	2.1
	Total Item 26.....	4.5	+ 5.5	10.0	....	3.5	3.5	13.5
31 - Equipment to be Capitalized:	Office furniture and/or equipment..	.8	+ 1.9	2.7	....	6.4	6.4	9.1
	Total Item 31.....	.8	+ 1.9	2.7	....	6.4	6.4	9.1
32 - Equipment not to be Capitalized:	Books, subscriptions, etc.....	.4	+ .6	1.0	....	.8	.8	1.8
	Total Item 32.....	.4	+ .6	1.0	....	.8	.8	1.8

ORGANIZATIONAL COMPONENT: TOTAL, OFFICE OF PLANNING AND MANAGEMENT

SOURCE OF FUNDING: FEDERAL GRANTS

Object Classes	1972 Adjusted (1973 Base)	Base Reduction	Denied Mandatory Increases	Total Unfunded Requirements	1973 Budget Allowance	Adjust-ments	1973 Adjusted (1974 Base)	INCREASES			1974 Budget Request
								Step inc.	New Programs	Total Inc.	
Positions Available (Annual Funding Requirement)	....	....	....	....	535.2	-148.9	386.3	....	.....	....	396.9
Positions Funded	....	....	....	....	568.5	-148.9	419.6	12.1	43.0	55.1	474.7
Personnel Benefits	....	....	....	....	46.7	- 12.4	34.3	.9	3.6	4.5	38.8
Total Personal Services	....	....	....	....	615.2	-161.3	453.9	13.0	46.6	59.6	513.5
Travel and Transportation of Persons	....	....	....	....	8.0	....	8.0	....	2.5	2.5	10.5
Rent, Communications and Utilities	....	....	....	....	26.4	....	26.4	....	6.2	6.2	32.6
Printing and Reproduction	....	....	....	....	24.0	....	24.0	....	12.5	12.5	36.5
Other Services	....	....	....	....	39.0	....	39.0	....	2.6	2.6	41.6
Supplies and Materials	....	....	....	....	8.8	....	8.8	....	2.2	2.2	11.0
Equipment (Capitalized)	....	....	....	....	3.6	....	3.6	....	.4	.4	4.0
Equipment (non-Capitalized)	....	....	....	....	....	....	....	....	....	....	....
Total Other Operating	....	....	....	....	109.8	....	109.8	....	26.4	26.4	136.2
Total Operating	....	....	....	....	725.0	-161.3	563.7	13.0	73.0	86.0	649.7
Positions	....	....	....	....	45	- 23	22	....	....	....	22
Position Lapse	....	....	....	....	.0	....	.0	....	....	....	.0

Other operating expenses are discussed in detail on the following page

Itemization:		1973 Budget Allowance	Adjustments	1973 Adjusted (1974 Base)	INCREASES Step inc.	INCREASES New Programs	INCREASES Total Inc.	1974 Budget Request
21 - Travel and Transportation of Persons:	Local travel and Imprest Fund	1.4	....	1.4	....	.7	.7	2.1
	Out-of City travel	6.6	....	6.6	....	1.8	1.8	8.4
	Total Item 21	8.0	....	8.0	....	2.5	2.5	10.5
23 - Rent, Communications and Utilities:	Rental of office space	20.0	....	20.0	....	5.5	5.5	25.5
	Rental of office machines	2.4	....	2.4	....	....	....	2.4
	Computer rental	....	....	....	....	....	....	....
	Postage	....	....	....	....	....	....	....
	Telephone services	4.0	....	4.0	....	.7	.7	4.7
	Total Item 23	26.4	....	26.4	....	6.2	6.2	32.6
24 - Printing and Reproduction:	Various reports	19.0	....	19.0	....	8.5	8.5	27.5
	Various maps	1.5	....	1.5	....	2.0	2.0	3.5
	Office letterheads and envelopes	1.0	....	1.0	....	....	....	1.0
	Duplicating services	2.5	....	2.5	....	2.0	2.0	4.5
	Total Item 24	24.0	....	24.0	....	12.5	12.5	36.5
25 - Other Services:	Contractual services	32.0	....	32.0	....	2.6	2.6	34.6
	Training of staff	5.7	....	5.7	....	....	....	5.7
	Repairs and renovation	1.3	....	1.3	....	....	....	1.3
	Total Item 25	39.0	....	39.0	....	2.6	2.6	41.6
26 - Supplies and Materials:	General office supplies	7.6	....	7.6	....	2.0	2.0	9.6
	Special office supplies	1.2	....	1.2	....	.2	.2	1.4
	Total Item 26	8.8	....	8.8	....	2.2	2.2	11.0
31 - Equipment to be Capitalized:	Office furniture and/or equipment	3.6	....	3.6	.....	.4	.4	4.0
	Total Item 31	3.6	....	3.6	....	.4	.4	4.0
32 - Equipment not to be Capitalized:	Books, subscriptions, etc	....	....	....	....	....	....	....
	Total Item 32	....	....	....	....	....	....	....

ORGANIZATIONAL COMPONENT: OFFICE OF THE DIRECTOR

SOURCE OF FUNDING: DISTRICT FUNDS AND TOTAL RESOURCES (No Federal Grants)

Object Classes	1972 Adjusted (1973 Base)	Base Reduction	Denied Mandatory Increases	Total Unfunded Requirements	1973 Budget Allowance	Adjust-ments	1973 Adjusted (1974 Base)	INCREASES			1974 Budget Request
								Step inc.	New Programs	Total Inc.	
Positions Available (Annual Funding Requirement)	119.8	....	....	....	125.8	- 28.2	97.6	....	....	....	99.6
Positions Funded	119.1	26.4	6.8	33.2	92.7	- 1.3	91.4	2.5	....	2.5	93.9
Personnel Benefits	10.5	3.1	.6	3.7	7.4	+ .2	7.6	.2	....	.2	7.8
Total Personal Services	129.6	29.5	7.4	36.9	100.1	- 1.1	99.0	2.7	....	2.7	101.7
Travel and Transportation of Persons	.4	+ 3.3	....	+ 3.3	3.7	- 3.3	.4	....	....	....	.4
Rent, Communications and Utilities	6.0	+ 19.3	....	+ 19.3	25.3	- 24.7	.6	....	....	....	.6
Printing and Reproduction	.5	+ 5.8	....	+ 5.8	6.3	- 6.0	.3	....	....	....	.3
Other Services	.5	+ 1.6	....	+ 1.6	2.1	- 1.8	.3	....	....	....	.3
Supplies and Materials	1.9	+ 2.6	....	+ 2.6	4.5	- 4.2	.3	....	....	....	.3
Equipment (Capitalized)	1.0	.2	....	.2	.8	- .6	.2	....	....	....	.2
Equipment (non-Capitalized)	.4	....	....	....	.4	- .3	.1	....	....	....	.1
Total Other Operating	10.7	+ 32.4	....	+ 32.4	43.1	- 40.9	2.2	....	....	....	2.2
Total Operating	140.3	+ 2.9	7.4	4.5	143.2	- 42.0	101.2	2.7	....	2.7	103.9
Positions	7	....	....	....	7	- 2 1/	5	....	....	....	5
Position Lapse	.6	....	....	....	26.3	....	6.4	....	....	....	5.8

1/ Two positions transferred to the Office of Budget and Financial Management

Other operating expenses are discussed in detail on the following page

Itemization:		1973 Budget Allowance	Adjustments	1973 Adjusted (1974 Base)	INCREASES Step inc.	INCREASES New Programs	INCREASES Total Inc.	1974 Budget Request
21 - Travel and Transportation of Persons:	Local travel and Imprest Fund	.6	- .5	.1	....	....	....	.1
	Out-of City travel	3.1	- 2.8	.3	....	....	....	.3
	Total Item 21	3.7	- 3.3	.4	....	....	....	.4
23 - Rent, Communications and Utilities:	Rental of office space	....	....	....	....	....	....	....
	Rental of office machines	4.0	- 4.0	....	....	....	....	....
	Computer rental	2.5	- 2.5	....	....	....	....	....
	Postage	.8	- .7	.1	....	....	....	.1
	Telephone services	18.0	- 17.5	.5	....	....	....	.5
	Total Item 23	25.3	- 24.7	.6	....	....	....	.6
24 - Printing and Reproduction:	Various reports	5.3	- 5.2	.1	....	....	....	.1
	Various maps	....	....	....	....	....	....	....
	Office letterheads and envelopes	.5	- .4	.1	....	....	....	.1
	Duplicating services	.5	- .4	.1	....	....	....	.1
	Total Item 24	6.3	- 6.0	.3	....	....	....	.3
25 - Other Services:	Contractual services	....	....	....	....	....	....	....
	Training of staff	.5	- .3	.2	....	....	....	.2
	Repairs and renovation	1.6	- 1.5	.1	....	....	....	.1
	Total Item 25	2.1	- 1.8	.3	....	....	....	.3
26 - Supplies and Materials:	General office supplies	3.5	- 3.3	.2	....	....	....	.2
	Special office supplies	1.0	- .9	.1	....	....	....	.1
	Total Item 26	4.5	- 4.2	.3	....	....	....	.3
31 - Equipment to be Capitalized:	Office furniture and/or equipment	.8	- .6	.2	....	....	....	.2
	Total Item 31	.8	- .6	.2	....	....	....	.2
32 - Equipment not to be Capitalized:	Books, subscriptions, etc	.4	- .3	.1	....	....	....	.1
	Total Item 32	.4	- .3	.1	....	....	....	.1

ORGANIZATIONAL COMPONENT: PLANNING DIVISION

SOURCE OF FUNDING: TOTAL RESOURCES

Object Classes	1972 Adjusted (1973 Base)	Base Reduction	Denied Mandatory Increases	Total Unfunded Requirements	1973 Budget Allowance	Adjust-ments	1973 Adjusted (1974 Base)	INCREASES			1974 Budget Request
								Step inc.	New Programs	Total Inc.	
Positions Available (Annual Funding Requirement)	321.3	....	....	....	750.4	- 16.3	734.1	....	....	....	912.0
Positions Funded	319.1	2.3	21.6	23.9	752.7	- 16.3	736.4	29.5	113.5	143.0	879.2
Personnel Benefits	26.9	.8	2.6	3.4	61.8	- 1.2	60.6	2.3	9.5	11.8	72.4
Total Personal Services	346.0	3.1	24.2	27.3	814.5	- 17.7	796.8	31.8	123.0	154.8	951.6
Travel and Transportation of Persons	2.9	2.9	....	2.9	8.0	+ 1.6	9.6	....	3.5	3.5	13.1
Rent, Communications and Utilities	21.8	21.8	....	21.8	26.4	+ 21.3	47.7	....	13.2	13.2	60.9
Printing and Reproduction	13.9	13.9	....	13.9	24.0	+ 5.8	29.8	....	17.5	17.5	47.3
Other Services	22.9	22.9	....	22.9	39.0	+ 15.6	54.6	....	3.6	3.6	58.2
Supplies and Materials	1.5	1.5	....	1.5	8.8	+ 1.8	10.6	....	5.2	5.2	15.8
Equipment (Capitalized)	1.0	1.0	....	1.0	3.6	+ 1.0	4.6	....	6.4	6.4	11.0
Equipment (non-Capitalized)	.4	.4	....	.4	....	+ .3	.3	....	.6	.6	.9
Total Other Operating	64.4	64.4	....	64.4	109.8	+ 47.4	157.2	....	50.0	50.0	207.2
Total Operating	410.4	67.5	24.2	91.7	924.3	+ 29.7	954.0	31.8	173.0	204.8	1,158.8
Positions	27	....	....	....	51	- 2	49	....	12	12	61
Position Lapse	.7	....	....	....	.0	....	.0	....	....	....	3.6

Other operating expenses are discussed in detail on the following page

Itemization:		1973 Budget Allowance	Adjust-ments	1973 Adjusted (1974 Base)	INCREASES Step inc.	INCREASES New Programs	INCREASES Total Inc.	1974 Budget Request
21 - Travel and Transportation of Persons:	Local travel and Imprest Fund.....	1.4	+ .6	2.0	....	.9	.9	2.9
	Out-of City travel.....	6.6	+ 1.0	7.6	....	2.6	2.6	10.2
	Total Item 21.....	8.0	+ 1.6	9.6	....	3.5	3.5	13.1
23 - Rent, Communications and Utilities:	Rental of office space.....	20.0	....	20.0	....	10.5	10.5	30.5
	Rental of office machines.....	2.4	....	2.4	....	....	....	2.4
	Computer rental.....	....	+ 20.0	20.0	....	....	....	20.0
	Postage.....	....	....	....	....	.4	.4	.4
	Telephone services.....	4.0	+ 1.3	5.3	....	2.3	2.3	7.6
	Total Item 23.....	26.4	+ 21.3	47.7	....	13.2	13.2	60.9
24 - Printing and Reproduction:	Various reports.....	19.0	+ 4.6	23.6	....	10.5	10.5	34.1
	Various maps.....	1.5	+ .8	2.3	....	4.5	4.5	6.8
	Office letterheads and envelopes...	1.0	....	1.0	....	....	....	1.0
	Duplicating services.....	2.5	+ .4	2.9	....	2.5	2.5	5.4
	Total Item 24.....	24.0	+ 5.8	29.8	....	17.5	17.5	47.3
25 - Other Services:	Contractual services.....	32.0	+ 14.5	46.5	....	2.6	2.6	49.1
	Training of staff.....	5.7	+ 1.1	6.8	....	1.0	1.0	7.8
	Repairs and renovation.....	1.3	....	1.3	....	....	....	1.3
	Total Item 25.....	39.0	+ 15.6	54.6	....	3.6	3.6	58.2
26 - Supplies and Materials:	General office supplies.....	7.6	+ 1.2	8.8	....	4.0	4.0	12.8
	Special office supplies.....	1.2	+ .6	1.8	....	1.2	1.2	3.0
	Total Item 26.....	8.8	+ 1.8	10.6	....	5.2	5.2	15.8
31 - Equipment to be Capitalized:	Office furniture and/or equipment..	3.6	+ 1.0	4.6	....	6.4	6.4	11.0
	Total Item 31.....	3.6	+ 1.0	4.6	....	6.4	6.4	11.0
32 - Equipment not to be Capitalized:	Books, subscriptions, etc.....	....	+ .3	.3	....	.6	.6	.9
	Total Item 32.....	....	+ .3	.3	....	.6	.6	.9

ORGANIZATIONAL COMPONENT: PLANNING DIVISION

SOURCE OF FUNDING: DISTRICT FUNDS

Object Classes	1972 Adjusted (1973 Base)	Base Reduction	Denied Mandatory Increases	Total Unfunded Requirements	1973 Budget Allowance	Adjust-ments	1973 Adjusted (1974 Base)	INCREASES Step inc.	New Programs	Total Inc.	1974 Budget Request
Positions Available (Annual Funding Requirement)	321.3	....	....	....	347.8	....	347.8	....	....	....	515.1
Positions Funded	319.1	2.3	21.6	23.9	316.8	- .2	316.6	17.4	70.5	87.9	404.5
Personnel Benefits	26.9	.8	2.6	3.4	26.1	+ .2	26.3	1.4	5.9	7.3	33.6
Total Personal Services	346.0	3.1	24.2	27.3	342.9	....	342.9	18.8	76.4	95.2	438.1
Travel and Transportation of Persons	2.9	2.9	....	2.9	....	+ 1.6	1.6	....	1.0	1.0	2.6
Rent, Communications and Utilities	21.8	21.8	....	21.8	....	+ 21.3	21.3	....	7.0	7.0	28.3
Printing and Reproduction	13.9	13.9	....	13.9	....	+ 5.8	5.8	....	5.0	5.0	10.8
Other Services	22.9	22.9	....	22.9	....	+ 15.6	15.6	....	1.0	1.0	16.6
Supplies and Materials	1.5	1.5	....	1.5	....	+ 1.8	1.8	....	3.0	3.0	4.8
Equipment (Capitalized)	1.0	1.0	....	1.0	....	+ 1.0	1.0	....	6.0	6.0	7.0
Equipment (non-Capitalized)	.4	.4	....	.4	....	+ .3	.3	....	.6	.6	.9
Total Other Operating	64.4	64.4	....	64.4	....	+ 47.4	47.4	....	23.6	23.6	71.0
Total Operating	410.4	67.5	24.2	91.7	342.9	+ 47.4	390.3	18.8	100.0	118.8	509.1
Positions	27	....	....	....	27	....	27	....	12	12	39
Position Lapse	.7	....	....	....	8.9	....	8.9	....	....	....	21.5

Other operating expenses are discussed in detail on the following page. No such funds are shown under the 1973 budget allowance as they were placed in the Director's Office for control purposes.

Itemization:		1973 Budget Allowance	Adjustments	1973 Adjusted (1974 Base)	INCREASES Step inc.	INCREASES New Programs	INCREASES Total Inc.	1974 Budget Request
21 - Travel and Transportation of Persons:	Local travel and Imprest Fund	....	+ .6	.6	....	.2	.2	.8
	Out-of City travel	....	+ 1.0	1.0	....	.8	.8	1.8
	Total Item 21	....	+ 1.6	1.6	....	1.0	1.0	2.6
23 - Rent, Communications and Utilities:	Rental of office space	....	....	....	....	5.0	5.0	5.0
	Rental of office machines	....	....	....	....	....	....	....
	Computer rental	....	+20.0	20.0	....	....	....	20.0
	Postage	....	....	....	....	.4	.4	.4
	Telephone services	....	+ 1.3	1.3	....	1.6	1.6	2.9
	Total Item 23	....	+21.3	21.3	....	7.0	7.0	28.3
24 - Printing and Reproduction:	Various reports	....	+ 4.6	4.6	....	2.0	2.0	6.6
	Various maps	....	+ .8	.8	....	2.5	2.5	3.3
	Office letterheads and envelopes	....	....	....	....	....	....	....
	Duplicating services	....	+ .4	.4	....	.5	.5	.9
	Total Item 24	....	+ 5.8	5.8	....	5.0	5.0	10.8
25 - Other Services:	Contractual services	....	+14.5	14.5	....	....	....	14.5
	Training of staff	....	+ 1.1	1.1	....	1.0	1.0	2.1
	Repairs and renovation	....	....	....	....	....	....	....
	Total Item 25	....	+15.6	15.6	....	1.0	1.0	16.6
26 - Supplies and Materials:	General office supplies	....	+ 1.2	1.2	....	2.0	2.0	3.2
	Special office supplies	....	+ .6	.6	....	1.0	1.0	1.6
	Total Item 26	....	+ 1.8	1.8	....	3.0	3.0	4.8
31 - Equipment to be Capitalized:	Office furniture and/or equipment	....	+ 1.0	1.0	....	6.0	6.0	7.0
	Total Item 31	....	+ 1.0	1.0	....	6.0	6.0	7.0
32 - Equipment not to be Capitalized:	Books, subscriptions, etc	....	+ .3	.3	....	.6	.6	.9
	Total Item 32	....	+ .3	.3	....	.6	.6	.9

ORGANIZATIONAL COMPONENT: PLANNING DIVISION

SOURCE OF FUNDING: FEDERAL GRANTS

Object Classes	1972 Adjusted (1973 Base)	Base Reduction	Denied Mandatory Increases	Total Unfunded Requirements	1973 Budget Allowance	Adjust-ments	1973 Adjusted (1974 Base)	INCREASES			1974 Budget Request
								Step inc.	New Programs	Total Inc.	
Positions Available (Annual Funding Requirement)	....	....	....	....	402.6	- 16.3	386.3	....	....	....	396.9
Positions Funded	....	....	....	....	435.9	- 16.3	419.6	12.1	43.0	55.1	474.7
Personnel Benefits	....	....	....	....	35.7	- 1.4	34.3	.9	3.6	4.5	38.8
Total Personal Services	....	....	....	....	471.6	- 17.7	453.9	13.0	46.6	59.6	513.5
Travel and Transportation of Persons	....	....	....	....	8.0	....	8.0	....	2.5	2.5	10.5
Rent, Communications and Utilities	....	....	....	....	26.4	....	26.4	....	6.2	6.2	32.6
Printing and Reproduction	....	....	....	....	24.0	....	24.0	....	12.5	12.5	36.5
Other Services	....	....	....	....	39.0	....	39.0	....	2.6	2.6	41.6
Supplies and Materials	....	....	....	....	8.8	....	8.8	....	2.2	2.2	11.0
Equipment (Capitalized)	....	....	....	....	3.6	....	3.6	....	.4	.4	4.0
Equipment (non-Capitalized)	....	....	....	....	....	....	....	....	....	....	....
Total Other Operating	....	....	....	....	109.8	....	109.8	....	26.4	26.4	136.2
Total Operating	....	....	....	....	581.4	- 17.7	563.7	13.0	73.0	86.0	649.7
Positions	....	....	....	....	24	- 2	22	....	....	....	22
Position Lapse	....	....	....	....	.0	....	.0	....	....	....	.0

Other operating expenses are discussed in detail on the following page.

Itemization:		1973 Budget Allowance	Adjust-ments	1973 Adjusted (1974 Base)	INCREASES Step inc.	INCREASES New Programs	INCREASES Total Inc.	1974 Budget Request
21 - Travel and Transportation of Persons:	Local travel and Imprest Fund.....	1.4	....	1.4	....	.7	.7	2.1
	Out-of City travel.....	6.6	....	6.6	....	1.8	1.8	8.4
	Total Item 21.....	8.0	....	8.0	....	2.5	2.5	10.5
23 - Rent, Communications and Utilities:	Rental of office space.....	20.0	....	20.0	....	5.5	5.5	25.5
	Rental of office machines.....	2.4	....	2.4	....	....	....	2.4
	Computer rental.....	....	....	....	....	....	....	....
	Postage.....	....	....	....	....	....	....	....
	Telephone services.....	4.0	....	4.0	....	.7	.7	4.7
	Total Item 23.....	26.4	....	26.4	....	6.2	6.2	32.6
24 - Printing and Reproduction:	Various reports.....	19.0	....	19.0	....	8.5	8.5	27.5
	Various maps.....	1.5	....	1.5	....	2.0	2.0	3.5
	Office letterheads and envelopes...	1.0	....	1.0	....	....	....	1.0
	Duplicating services.....	2.5	....	2.5	....	2.0	2.0	4.5
	Total Item 24.....	24.0	....	24.0	....	12.5	12.5	36.5
25 - Other Services:	Contractual services.....	32.0	....	32.0	....	2.6	2.6	34.6
	Training of staff.....	5.7	....	5.7	....	....	....	5.7
	Repairs and renovation.....	1.3	....	1.3	....	....	....	1.3
	Total Item 25.....	39.0	....	39.0	....	2.6	2.6	41.6
26 - Supplies and Materials:	General office supplies.....	7.6	....	7.6	....	2.0	2.0	9.6
	Special office supplies.....	1.2	....	1.2	....	.2	.2	1.4
	Total Item 26.....	8.8	....	8.8	....	2.2	2.2	11.0
31 - Equipment to be Capitalized:	Office furniture and/or equipment..	3.6	....	3.6	....	.4	.4	4.0
	Total Item 31.....	3.6	....	3.6	....	.4	.4	4.0
32 - Equipment not to be Capitalized:	Books, subscriptions, etc.....	....	....	....	....	....	....	....
	Total Item 32.....	....	....	....	....	....	....	....

ORGANIZATIONAL COMPONENT: CRIMINAL JUSTICE PLANS AND ANALYSIS

SOURCE OF FUNDING: TOTAL RESOURCES

Object Classes	1972 Adjusted (1973 Base)	Base Reduction	Denied Mandatory Increases	Total Unfunded Requirements	1973 Budget Allowance	Adjust-ments	1973 Adjusted (1974 Base)	INCREASES			1974 Budget Request
								Step inc.	New Programs	Total Inc.	
Positions Available (Annual Funding Requirement)	141.7	....	....	....	360.4	....	360.4	....	....	....	369.2
Positions Funded	130.9	20.9	11.8	32.7	400.5	- 2.0	398.5	14.1	17.9	32.0	430.5
Personnel Benefits	12.6	1.9	1.4	3.3	32.6	- .1	32.5	1.0	1.5	2.5	35.0
Total Personal Services	163.5	22.8	13.2	36.0	433.1	- 2.1	431.0	15.1	19.4	34.5	465.5
Travel and Transportation of Persons	2.5	2.5	....	2.5	6.0	+ 1.0	7.0	....	1.0	1.0	8.0
Rent, Communications and Utilities	1.8	1.8	....	1.8	15.0	+ .2	15.2	....	1.5	1.5	16.7
Printing and Reproduction	13.3	13.3	....	13.3	15.0	+ 4.8	19.8	....	1.5	1.5	21.3
Other Services	20.0	20.0	....	20.0	36.5	+15.1	51.6	....	2.6	2.6	54.2
Supplies and Materials	.9	.9	....	.9	6.0	+ 1.2	7.2	....	1.0	1.0	8.2
Equipment (Capitalized)	.5	.5	....	.5	3.6	+ .5	4.1	....	.4	.4	4.5
Equipment (non-Capitalized)	.2	.2	....	.2	....	+ .1	.1	....	....	....	.1
Total Other Operating	39.2	39.2	....	39.2	82.1	+22.9	105.0	....	8.0	8.0	113.0
Total Operating	202.7	62.0	13.2	75.2	515.2	+20.8	536.0	15.1	27.4	42.5	578.5
Positions	17	....	....	....	25 1/	....	25 1/	....	....	....	25 1/
Position Lapse	.0	....	....	....	.0	....	.0	....	....	....	.0

1/ This figure includes 17 appropriated positions, eight of which are fully funded and nine supported by 10% District funding as matching for 90% support under the Law Enforcement Assistance Administration (LEAA). Eight positions are funded 100% by LEAA grants.

Other operating expenses are discussed in detail on the following page.

Itemization:		1973 Budget Allowance	Adjustments	1973 Adjusted (1974 Base)	INCREASES			1974 Budget Request
					Step inc.	New Programs	Total Inc.	
21 - Travel and Transportation of Persons:	Local travel and Imprest Fund.....	.9	+ .5	1.4	....	.5	.5	1.9
	Out-of City travel.....	5.1	+ .5	5.6	....	.5	.5	6.1
	Total Item 21.....	6.0	+ 1.0	7.0	....	1.0	1.0	8.0
23 - Rent, Communications and Utilities:	Rental of office space.....	10.0	....	10.0	....	1.5	1.5	11.5
	Rental of office machines.....	2.4	....	2.4	....	....	....	2.4
	Computer rental.....	....	....	....	....	....	....	....
	Postage.....	....	....	....	....	....	....	....
	Telephone services.....	2.6	+ .2	2.8	....	....	....	2.8
	Total Item 23.....	15.0	+ .2	15.2	....	1.5	1.5	16.7
24 - Printing and Reproduction:	Various reports.....	14.0	+ 4.4	18.4	....	1.5	1.5	19.9
	Various maps.....	....	....	....	....	....	....	....
	Office letterheads and envelopes...	.5	....	.5	....	....	....	.5
	Duplicating services.....	.5	+ .4	.9	....	....	....	.9
	Total Item 24.....	15.0	+ 4.8	19.8	....	1.5	1.5	21.3
25 - Other Services:	Contractual services.....	32.0	+14.5	46.5	....	2.6	2.6	49.1
	Training of staff.....	3.5	+ .6	4.1	....	....	....	4.1
	Repairs and renovation.....	1.0	....	1.0	....	....	....	1.0
	Total Item 25.....	36.5	+15.1	51.6	....	2.6	2.6	54.2
26 - Supplies and Materials:	General office supplies.....	5.6	+ .6	6.2	....	1.0	1.0	7.2
	Special office supplies.....	.4	+ .6	1.0	....	....	....	1.0
	Total Item 26.....	6.0	+ 1.2	7.2	....	1.0	1.0	8.2
31 - Equipment to be Capitalized:	Office furniture and/or equipment..	3.6	+ .5	4.1	....	.4	.4	4.5
	Total Item 31.....	3.6	+ .5	4.1	....	.4	.4	4.5
32 - Equipment not to be Capitalized:	Books, subscriptions, etc.....	....	+ .1	.1	....	....	....	.1
	Total Item 32.....	....	+ .1	.1	....	....	....	.1

ORGANIZATIONAL COMPONENT: CRIMINAL JUSTICE PLANS AND ANALYSIS

SOURCE OF FUNDING: DISTRICT FUNDS

Object Classes	1972 Adjusted (1973 Base)	Base Reduction	Denied Mandatory Increases	Total Unfunded Requirements	1973 Budget Allowance	Adjust-ments	1973 Adjusted (1974 Base)	INCREASES Step Inc.	INCREASES New Programs	INCREASES Total Inc.	1974 Budget Request
Positions Available (Annual Funding Requirement)	141.7	....	....	....	150.4	....	150.4	....	....	....	153.9
Positions Funded	150.9	20.9	11.8	32.7	130.0	- 2.0	128.0	7.0	....	7.0	135.0
Personnel Benefits	12.6	1.9	1.4	3.3	10.7	- .1	10.6	.5	....	.5	11.1
Total Personal Services	163.5	22.8	13.2	36.0	140.7	- 2.1	138.6	7.5	....	7.5	146.1
Travel and Transportation of Persons	2.5	2.5	....	2.5	....	+ 1.0	1.0	....	....	....	1.0
Rent, Communications and Utilities	1.8	1.8	....	1.8	....	+ .2	.2	....	....	....	.2
Printing and Reproduction	13.3	13.3	....	13.3	....	+ 4.8	4.8	....	....	....	4.8
Other Services	20.0	20.0	....	20.0	....	+15.1	15.1	....	....	....	15.1
Supplies and Materials	.9	.9	....	.9	....	+ 1.2	1.2	....	....	....	1.2
Equipment (Capitalized)	.5	.5	....	.5	....	+ .5	.5	....	....	....	.5
Equipment (non-Capitalized)	.2	.2	....	.2	....	+ .1	.1	....	....	....	.1
Total Other Operating	39.2	39.2	....	39.2	....	+22.9	22.9	....	....	....	22.9
Total Operating	202.7	62.0	13.2	75.2	140.7 1/	+20.8	161.5 1/	7.5	....	7.5	169.0 1/
Positions	17	....	....	....	17 2/	....	17 2/	....	....	....	17 2/
Position Lapse	.0	....	....	....	13.6	....	14.9	....	....	....	12.3

1/ Includes 10% District funds as matching for nine positions with 90% funding under LEAA.

2/ Eight fully funded positions and nine with 10% District and 90% LEAA funding.

Other operating expenses are discussed in detail on the following page. No such funds are shown under the 1973 budget allowance as they were placed in the Director's Office for control purposes.

Itemization:		1973 Budget Allowance	Adjustments	1973 Adjusted (1974 Base)	INCREASES Step inc.	INCREASES New Programs	INCREASES Total Inc.	1974 Budget Request
21 - Travel and Transportation of Persons:	Local travel and Imprest Fund	....	+ .5	.5	....	....	....	.5
	Out-of City travel	....	+ .5	.5	....	....	....	.5
	Total Item 21	....	+ 1.0	1.0	....	....	....	1.0
23 - Rent, Communications and Utilities:	Rental of office space	....	....	....	....	....	....	....
	Rental of office machines	....	....	....	....	....	....	....
	Computer rental	....	....	....	....	....	....	....
	Postage	....	....	....	....	....	....	....
	Telephone services	....	+ .2	.2	....	....	....	.2
	Total Item 23	....	+ .2	.2	....	....	....	.2
24 - Printing and Reproduction:	Various reports	....	+ 4.4	4.4	....	....	....	4.4
	Various maps	....	....	....	....	....	....	....
	Office letterheads and envelopes	....	....	....	....	....	....	....
	Duplicating services	....	+ .4	4	....	....	....	.4
	Total Item 24	....	+ 4.8	4.8	....	....	....	4.8
25 - Other Services:	Contractual services	....	+14.5	14.5	....	....	....	14.5
	Training of staff	....	+ .6	.6	....	....	....	.6
	Repairs and renovation	....	....	....	....	....	....	....
	Total Item 25	....	+15.1	15.1	....	....	....	15.1
26 - Supplies and Materials:	General office supplies	....	+ .6	.6	....	....	....	.6
	Special office supplies	....	+ .6	.6	....	....	....	.6
	Total Item 26	....	+ 1.2	1.2	....	....	....	1.2
31 - Equipment to be Capitalized:	Office furniture and/or equipment	....	+ .5	.5	....	....	....	.5
	Total Item 31	....	+ .5	.5	....	....	....	.5
32 - Equipment not to be Capitalized:	Books, subscriptions, etc	....	+ .1	.1	....	....	....	.1
	Total Item 32	....	+ .1	.1	....	....	....	.1

ORGANIZATIONAL COMPONENT: CRIMINAL JUSTICE PLANS AND ANALYSIS

SOURCE OF FUNDING: FEDERAL GRANTS (Law Enforcement Assistance Administration of Department of Justice)

Object Classes	1972 Adjusted (1973 Base)	Base Reduction	Denied Mandatory Increases	Total Unfunded Requirements	1973 Budget Allowance	Adjustments	1973 Adjusted (1974 Base)	INCREASES Step inc.	INCREASES New Programs	INCREASES Total Inc.	1974 Budget Request
Positions Available (Annual Funding Requirement)	....	....	....	....	210.0	....	210.0	....	....	....	215.3
Positions Funded	....	....	....	....	270.5	....	270.5	7.1	17.9	25.0	295.5
Personnel Benefits	....	....	....	....	21.9	....	21.9	.5	1.5	2.0	23.9
Total Personal Services	....	....	....	....	292.4	....	292.4	7.6	19.4	27.0	319.4
Travel and Transportation of Persons	....	....	....	....	6.0	....	6.0	....	1.0	1.0	7.0
Rent, Communications and Utilities	....	....	....	....	15.0	....	15.0	....	1.5	1.5	16.5
Printing and Reproduction	....	....	....	....	15.0	....	15.0	....	1.5	1.5	16.5
Other Services	....	....	....	....	36.5	....	36.5	....	2.6	2.6	39.1
Supplies and Materials	....	....	....	....	6.0	....	6.0	....	1.0	1.0	7.0
Equipment (Capitalized)	....	....	....	....	3.6	....	3.6	....	.4	.4	4.0
Equipment (non-Capitalized)	....	....	....	....	....	....	....	....	....	....	....
Total Other Operating	....	....	....	....	82.1	....	82.1	....	8.0	8.0	90.1
Total Operating	....	....	....	....	374.5 1/	....	374.5 1/	....	27.4	35.0	409.5 1/
Positions	....	....	....	....	8	....	8	....	....	....	8
Position Lapse	....	....	....	....	.0	....	.0	....	....	....	.0

1/ Includes 90% LEAA funding for nine positions shown under District funds on page BD-17. Those positions are matched by 10% District funding.

Other operating expenses are discussed in detail on the following page.

Itemization:		1973 Budget Allowance	Adjust-ments	1973 Adjusted (1974 Base)	INCREASES			1974 Budget Request
					Step inc.	New Programs	Total Inc.	
21 - Travel and Transportation of Persons:	Local travel and Imprest Fund	.9	....	.9	....	.5	.5	1.4
	Out-of City travel	5.1	....	5.1	....	.5	.5	5.6
	Total Item 21	6.0	....	6.0	....	1.0	1.0	7.0
23 - Rent, Communications and Utilities:	Rental of office space	10.0	....	10.0	....	1.5	1.5	11.5
	Rental of office machines	2.4	....	2.4	....	....	....	2.4
	Computer rental	....	....	....	....	....	....	....
	Postage	....	....	....	....	....	....	....
	Telephone services	2.6	....	2.6	....	....	....	2.6
	Total Item 23	15.0	....	15.0	....	1.5	1.5	16.5
24 - Printing and Reproduction:	Various reports	14.0	....	14.0	....	1.5	1.5	15.5
	Various maps	....	....	....	....	....	....	....
	Office letterheads and envelopes	.5	....	.5	....	....	....	.5
	Duplicating services	.5	....	.5	....	....	....	.5
	Total Item 24	15.0	....	15.0	....	1.5	1.5	16.5
25 - Other Services:	Contractual services	32.0	....	32.0	....	2.6	2.6	34.6
	Training of staff	3.5	....	3.5	....	....	....	3.5
	Repairs and renovation	1.0	....	1.0	....	....	....	1.0
	Total Item 25	36.5	....	36.5	....	2.6	2.6	39.1
26 - Supplies and Materials:	General office supplies	5.6	....	5.6	....	1.0	1.0	6.6
	Special office supplies	.4	....	.4	....	....	....	.4
	Total Item 26	6.0	....	6.0	....	1.0	1.0	7.0
31 - Equipment to be Capitalized:	Office furniture and/or equipment	3.6	....	3.6	....	.4	.4	4.0
	Total Item 31	3.6	....	3.6	....	.4	.4	4.0
32 - Equipment not to be Capitalized:	Books, subscriptions, etc	....	....	....	....	....	....	....
	Total Item 32	....	....	....	....	....	....	....

ORGANIZATIONAL COMPONENT: COMPREHENSIVE PHYSICAL PLANNING

SOURCE OF FUNDING: TOTAL RESOURCES

Object Classes	1972 Adjusted (1973 Base)	Base Reduction	Denied Mandatory Increases	Total Unfunded Requirements	1973 Budget Allowance	Adjust-ments	1973 Adjusted (1974 Base)	INCREASES			1974 Budget Request
								Step inc.	New Programs	Total Inc.	
Positions Available (Annual Funding Requirement)	22.2	....	....	....	201.7	....	201.7	....	....	....	368.4
Positions Funded	22.2	+ 1.8	.6	+ 1.2	173.1	- .4	172.7	6.3	95.6	101.9	274.6
Personnel Benefits	1.8	+ .1	.1	....	14.3	....	14.3	.5	8.0	8.5	22.8
Total Personal Services	24.0	+ 1.9	.7	+ 1.2	187.4	- .4	187.0	6.8	103.6	110.4	297.4
Travel and Transportation of Persons	....	....	....	....	2.0	....	2.0	....	2.5	2.5	4.5
Rent, Communications and Utilities	....	....	....	....	11.4	....	11.4	....	11.7	11.7	23.1
Printing and Reproduction	....	....	....	....	9.0	....	9.0	....	16.0	16.0	25.0
Other Services	....	....	....	....	2.5	....	2.5	....	1.0	1.0	3.5
Supplies and Materials	....	....	....	....	2.8	....	2.8	....	4.2	4.2	7.0
Equipment (Capitalized)	....	....	....	....	....	....	....	....	6.0	6.0	6.0
Equipment (non-Capitalized)	....	....	....	....	....	....	....	....	.6	.6	.6
Total Other Operating	....	....	....	....	27.7	....	27.7	....	42.0	42.0	69.7
Total Operating	24.0	+ 1.9	.7	+ 1.2	215.1	- .4	214.7	6.8	145.6	152.4	367.1
Positions	1	....	....	....	15	....	15	....	12	12	27
Position Lapse	.0	....	....	....	14.2	....	14.2	....	....	....	25.5

Other operating expenses are discussed in detail on the following page.

Itemization:		1973 Budget Allowance	Adjust-ments	1973 Adjusted (1974 Base)	INCREASES Step inc.	INCREASES New Programs	INCREASES Total Inc.	1974 Budget Request
21 - Travel and Transportation of Persons:	Local travel and Imprest Fund	.5	....	.5	....	.4	.4	.9
	Out-of City travel	1.5	....	1.5	....	2.1	2.1	3.6
	Total Item 21	2.0	....	2.0	....	2.5	2.5	4.5
23 - Rent, Communications and Utilities:	Rental of office space	10.0	....	10.0	....	9.0	9.0	19.0
	Rental of office machines	....	....	....	....	....	....	....
	Computer rental	....	....	....	....	....	....	....
	Postage	....	....	....	....	.4	.4	.4
	Telephone services	1.4	....	1.4	....	2.3	2.3	3.7
	Total Item 23	11.4	....	11.4	....	11.7	11.7	23.1
24 - Printing and Reproduction:	Various reports	5.0	....	5.0	....	9.0	9.0	14.0
	Various maps	1.5	....	1.5	....	4.5	4.5	6.0
	Office letterheads and envelopes	.5	....	.5	....	....	....	.5
	Duplicating services	2.0	....	2.0	....	2.5	2.5	4.5
	Total Item 24	9.0	....	9.0	....	16.0	16.0	25.0
25 - Other Services:	Contractual services	....	....	....	....	....	....	....
	Training of staff	2.2	....	2.2	....	1.0	1.0	3.2
	Repairs and renovation	.3	....	.3	....	....	....	.3
	Total Item 25	2.5	....	2.5	....	1.0	1.0	3.5
26 - Supplies and Materials:	General office supplies	2.0	....	2.0	....	3.0	3.0	5.0
	Special office supplies	.8	....	.8	....	1.2	1.2	2.0
	Total Item 26	2.8	....	2.8	....	4.2	4.2	7.0
31 - Equipment to be Capitalized:	Office furniture and/or equipment	....	....	....	....	6.0	6.0	6.0
	Total Item 31	....	....	....	....	6.0	6.0	6.0
32 - Equipment not to be Capitalized:	Books, subscriptions, etc	....	....	....	....	.6	.6	.6
	Total Item 32	....	....	....	....	.6	.6	.6

96-548 O - 73 - pt.1 - 20

ORGANIZATIONAL COMPONENT: COMPREHENSIVE PHYSICAL PLANNING

SOURCE OF FUNDING: DISTRICT FUNDS

Object Classes	1972 Adjusted (1973 Base)	Base Reduction	Denied Mandatory Increases	Total Unfunded Requirements	1973 Budget Allowance	Adjust-ments	1973 Adjusted (1974 Base)	INCREASES			1974 Budget Request
								Step inc.	New Programs	Total Inc.	
Positions Available (Annual Funding Requirement)	22.2	....	....	....	25.4	....	25.4	....	....	....	186.8
Positions Funded	22.2	+ 1.8	.6	+ 1.2	24.0	- .4	23.6	1.3	70.5	71.8	95.4
Personnel Benefits	1.8	+ .1	.1	....	1.9	....	1.9	.1	5.9	6.0	7.9
Total Personal Services	24.0	+ 1.9	.7	+ 1.2	25.9	- .4	25.5	1.4	76.4	77.8	103.3
Travel and Transportation of Persons	....	....	....	....	....	....	....	....	1.0	1.0	1.0
Rent, Communications and Utilities	....	....	....	....	....	....	....	....	7.0	7.0	7.0
Printing and Reproduction	....	....	....	....	....	....	....	....	5.0	5.0	5.0
Other Services	....	....	....	....	....	....	....	....	1.0	1.0	1.0
Supplies and Materials	....	....	....	....	....	....	....	....	3.0	3.0	3.0
Equipment (Capitalized)	....	....	....	....	....	....	....	....	6.0	6.0	6.0
Equipment (non-Capitalized)	....	....	....	....	....	....	....	....	.6	.6	.6
Total Other Operating	....	....	....	....	....	....	....	....	23.6	23.6	23.6
Total Operating	24.0	+ 1.9	.7	+ 1.2	25.9	- .4	25.5	1.4	100.0	101.4	126.9
Positions	1	....	....	....	1	....	1	....	12	12	13
Position Lapse	.0	....	....	....	5.5	....	7.1	....	....	....	48.9

No allowance for operating expenses in fiscal years 1972 and 1973; requested increases in this category for F/Y 1974 are discussed in detail on the following page.

Itemization:		1973 Budget Allowance	Adjustments	1973 Adjusted (1974 Base)	INCREASES			1974 Budget Request
					Step inc.	New Programs	Total Inc.	
21 - Travel and Transportation of Persons:	Local travel and Imprest Fund	....	....	....	....	.2	.2	.2
	Out-of City travel	....	....	....	....	.8	.8	.8
	Total Item 21	....	....	....	....	1.0	1.0	1.0
23 - Rent, Communications and Utilities:	Rental of office space	....	....	....	....	5.0	5.0	5.0
	Rental of office machines	....	....	....	....	....	....	....
	Computer rental	....	....	....	....	....	....	....
	Postage	....	....	....	....	.4	.4	.4
	Telephone services	....	....	....	....	1.6	1.6	1.6
	Total Item 23	....	....	....	....	7.0	7.0	7.0
24 - Printing and Reproduction:	Various reports	....	....	....	....	2.0	2.0	2.0
	Various maps	....	....	....	....	2.5	2.5	2.5
	Office letterheads and envelopes	....	....	....	....	....	....	....
	Duplicating services	....	....	....	....	.5	.5	.5
	Total Item 24	....	....	....	....	5.0	5.0	5.0
25 - Other Services:	Contractual services	....	....	....	....	....	....	....
	Training of staff	....	....	....	....	1.0	1.0	1.0
	Repairs and renovation	....	....	....	....	....	....	....
	Total Item 25	....	....	....	....	1.0	1.0	1.0
26 - Supplies and Materials:	General office supplies	....	....	....	....	2.0	2.0	2.0
	Special office supplies	....	....	....	....	1.0	1.0	1.0
	Total Item 26	....	....	....	....	3.0	3.0	3.0
31 - Equipment to be Capitalized:	Office furniture and/or equipment	....	....	....	....	6.0	6.0	6.0
	Total Item 31	....	....	....	....	6.0	6.0	6.0
32 - Equipment not to be Capitalized:	Books, subscriptions, etc	....	....	....	....	.6	.6	.6
	Total Item 32	....	....	....	....	.6	.6	.6

ORGANIZATIONAL COMPONENT: COMPREHENSIVE PHYSICAL PLANNING

SOURCE OF FUNDING: FEDERAL GRANTS (Urban Mass Transportation Assistance Administration of Department of Transportation)

Object Classes	1972 Adjusted (1973 Base)	Base Reduction	Denied Mandatory Increases	Total Unfunded Requirements	1973 Budget Allowance	Adjust-ments	1973 Adjusted (1974 Base)	INCREASES			1974 Budget Request
								Step inc.	New Programs	Total Inc.	
Positions Available (Annual Funding Requirement)	....	....	....	....	176.3	....	176.3	....	....	....	181.6
Positions Funded	....	....	....	....	149.1	....	149.1	5.0	25.1	30.1	179.2
Personnel Benefits	....	....	....	....	12.4	....	12.4	.4	2.1	2.5	14.9
Total Personal Services	....	....	....	....	161.5	....	161.5	5.4	27.2	32.6	194.1
Travel and Transportation of Persons	....	....	....	....	2.0	....	2.0	....	1.5	1.5	3.5
Rent, Communications and Utilities	....	....	....	....	11.4	....	11.4	....	4.7	4.7	16.1
Printing and Reproduction	....	....	....	....	9.0	....	9.0	....	11.0	11.0	20.0
Other Services	....	....	....	....	2.5	....	2.5	....	....	....	2.5
Supplies and Materials	....	....	....	....	2.8	....	2.8	....	1.2	1.2	4.0
Equipment (Capitalized)	....	....	....	....	....	....	....	....	....	....	....
Equipment (non-Capitalized)	....	....	....	....	....	....	....	....	....	....	....
Total Other Operating	....	....	....	....	27.7	....	27.7	....	18.4	18.4	46.1
Total Operating	....	....	....	....	189.2	....	189.2	5.4	45.6	51.0	240.2
Positions	....	....	....	....	14	....	14	....	....	....	14
Position Lapse	....	....	....	....	15.4	....	15.4	....	....	....	1.3

Other operating expenses are discussed in detail on the following page.

Itenization:		1973 Budget Allowance	Adjust-ments	1973 Adjusted (1974 Base)	INCREASES Step inc.	INCREASES New Programs	INCREASES Total Inc.	1974 Budget Request
21 - Travel and Transportation of Persons:	Local travel and Imprest Fund	.5	....	.5	....	.2	.2	.7
	Out-of City travel	1.5	....	1.5	....	1.3	1.3	2.8
	Total Item 21	2.0	....	2.0	....	1.5	1.5	3.5
23 - Rent, Communications and Utilities:	Rental of office space	10.0	....	10.0	....	4.0	4.0	14.0
	Rental of office machines	....	....	....	....	....	....	....
	Computer rental	....	....	....	....	....	....	....
	Postage	....	....	....	....	....	....	....
	Telephone services	1.4	....	1.4	....	.7	.7	2.1
	Total Item 23	11.4	....	11.4	....	4.7	4.7	16.1
24 - Printing and Reproduction:	Various reports	5.0	....	5.0	....	7.0	7.0	12.0
	Various maps	1.5	....	1.5	....	2.0	2.0	3.5
	Office letterheads and envelopes	.5	....	.5	....	....	....	.5
	Duplicating services	2.0	....	2.0	....	2.0	2.0	4.0
	Total Item 24	9.0	....	9.0	....	11.0	11.0	20.0
25 - Other Services:	Contractual services	....	....	....	....	....	....	....
	Training of staff	2.2	....	2.2	....	....	....	2.2
	Repairs and renovation	.3	....	.3	....	....	....	.3
	Total Item 25	2.5	....	2.5	....	....	....	2.5
26 - Supplies and Materials:	General office supplies	2.0	....	2.0	....	1.0	1.0	3.0
	Special office supplies	.8	....	.8	....	.2	.2	1.0
	Total Item 26	2.8	....	2.8	....	1.2	1.2	4.0
31 - Equipment to be Capitalized:	Office furniture and/or equipment	....	....	....	....	....	....	....
	Total Item 31	....	....	....	....	....	....	....
32 - Equipment not to be Capitalized:	Books, subscriptions, etc	....	....	....	....	....	....	....
	Total Item 32	....	....	....	....	....	....	....

ORGANIZATIONAL COMPONENT: RESEARCH AND STATISTICS

SOURCE OF FUNDING: TOTAL RESOURCES

Object Classes	1972 Adjusted (1973 Base)	Base Reduction	Denied Mandatory Increases	Total Unfunded Requirements	1973 Budget Allowance	Adjust-ments	1973 Adjusted (1974 Base)	INCREASES			1974 Budget Request
								Step inc.	New Programs	Total Inc.	
Positions Available (Annual Funding Requirement)	151.4	....	....	....	188.3	- 16.3	172.0	....	....	....	174.4
Positions Funded	146.0	+ 16.8	9.2	+ 7.6	179.1	- 14.1	165.0	9.1	....	9.1	174.1
Personnel Benefits	12.5	+ 1.0	1.1	.1	14.9	- 1.1	13.8	.8	....	.8	14.6
Total Personal Services	158.5	+ 17.8	10.3	+ 7.5	194.0	- 15.2	178.8	9.9	....	9.9	188.7
Travel and Transportation of Persons	.4	.4	....	.4	....	+ .6	.6	....	....	....	.6
Rent, Communications and Utilities	20.0	20.0	....	20.0	....	+ 21.1	21.1	....	....	....	21.1
Printing and Reproduction	.6	.6	....	.6	....	+ 1.0	1.0	....	....	....	1.0
Other Services	2.9	2.9	....	2.9	....	+ .5	.5	....	....	....	.5
Supplies and Materials	.6	.6	....	.6	....	+ .6	.6	....	....	....	.6
Equipment (Capitalized)	.6	.6	....	.6	....	+ .5	.5	....	....	....	.5
Equipment (non-Capitalized)	.1	.1	....	.1	....	+ .2	.2	....	....	....	.2
Total Other Operating	25.2	25.2	....	25.2	....	+ 24.5	24.5	....	....	....	24.5
Total Operating	183.7	7.4	10.3	17.7	194.0	+ 9.3	203.3	9.9	....	9.9	213.2
Positions	9	....	....	....	11	- 2	9	....	....	....	9
Position Lapse	3.6	....	....	....	4.9	....	4.1	....	....	....	.2

Other operating expenses are discussed in detail on the following page.

Itemization:		1973 Budget Allowance	Adjustments	1973 Adjusted (1974 Base)	INCREASES Step Inc.	INCREASES New Programs	INCREASES Total Inc.	1974 Budget Request
21 - Travel and Transportation of Persons:	Local travel and Imprest Fund	....	+ .1	.1	....	....	....	.1
	Out-of City travel	....	+ .5	.5	....	....	....	.5
	Total Item 21	....	+ .6	.6	....	....	....	.6
23 - Rent, Communications and Utilities:	Rental of office space	....	....	....	....	....	....	....
	Rental of office machines	....	....	....	....	....	....	....
	Computer rental	....	+20.0	20.0	....	....	....	20.0
	Postage	....	....	....	....	....	....	....
	Telephone services	....	+ 1.1	1.1	....	....	....	1.1
	Total Item 23	....	+21.1	21.1	....	....	....	21.1
24 - Printing and Reproduction:	Various reports	....	+ .2	.2	....	....	....	.2
	Various maps	....	+ .8	.8	....	....	....	.8
	Office letterheads and envelopes	....	....	....	....	....	....	....
	Duplicating services	....	....	....	....	....	....	....
	Total Item 24	....	+ 1.0	1.0	....	....	....	1.0
25 - Other Services:	Contractual services	....	....	....	....	....	....	....
	Training of staff	....	+ .5	.5	....	....	....	.5
	Repairs and renovation	....	....	....	....	....	....	....
	Total Item 25	....	+ .5	.5	....	....	....	.5
26 - Supplies and Materials:	General office supplies	....	+ .6	.6	....	....	....	.6
	Special office supplies	....	....	....	....	....	....	.6
	Total Item 26	....	+ .6	.6	....	....	....	.6
31 - Equipment to be Capitalized:	Office furniture and/or equipment	....	+ .5	.5	....	....	....	.5
	Total Item 31	....	+ .5	.5	....	....	....	.5
32 - Equipment not to be Capitalized:	Books, subscriptions, etc	....	+ .2	.2	....	....	....	.2
	Total Item 32	....	+ .2	.2	....	....	....	.2

ORGANIZATIONAL COMPONENT: RESEARCH AND STATISTICS

SOURCE OF FUNDING: DISTRICT FUNDS

Object Classes	1972 Adjusted (1973 Base)	Base Reduction	Denied Mandatory Increases	Total Unfunded Requirements	1973 Budget Allowance	Adjust-ments	1973 Adjusted (1974 Base)	INCREASES			1974 Budget Request
								Step inc.	New Programs	Total Inc.	
Positions Available (Annual Funding Requirement)	151.4	....	....	....	172.0	....	172.0	....	....	....	174.4
Positions Funded	146.0	+ 16.8	9.2	+ 7.6	162.8	+ 2.2	165.0	9.1	....	9.1	174.1
Personnel Benefits	12.5	+ 1.0	1.1	.1	13.5	+ .3	13.8	.8	....	.8	14.6
Total Personal Services	158.5	+ 17.8	10.3	+ 7.5	176.3	+ 2.5	178.8	9.9	....	9.9	188.7
Travel and Transportation of Persons	.4	.4	....	.4	....	+ .6	.6	....	....	....	.6
Rent, Communications and Utilities	20.0	20.0	....	20.0	....	+21.1	21.1	....	....	....	21.1
Printing and Reproduction	.6	.6	....	.6	....	+ 1.0	1.0	....	....	....	1.0
Other Services	2.9	2.9	....	2.9	....	+ .5	.5	....	....	....	.5
Supplies and Materials	.6	.6	....	.6	....	+ .6	.6	....	....	....	.6
Equipment (Capitalized)	.6	.6	....	.6	....	+ .5	.5	....	....	....	.5
Equipment (non-Capitalized)	.1	.1	....	.1	....	+ .2	.2	....	....	....	.2
Total Other Operating	25.2	25.2	....	25.2	....	+24.5	24.5	....	....	....	24.5
Total Operating	183.7	7.4	10.3	17.7	176.3	+27.0	203.3	9.9	....	9.9	213.2
Positions	9	....	....	....	9	....	9	....	....	....	9
Position Lapse	3.6	....	....	....	5.4	....	4.1	....	....	....	.2

Other operating expenses are discussed in detail on the following page. No such funds are shown under the 1973 budget allowance as they were placed in the Director's Office for control purposes.

Itemization:

		1973 Budget Allowance	Adjustments	1973 Adjusted (1974 Base)	INCREASES Step inc.	INCREASES New Programs	INCREASES Total Inc.	1974 Budget Request
21 - Travel and Transportation of Persons:	Local travel and Imprest Fund	....	+ .1	.1	....	....	....	.1
	Out-of City travel	....	+ .5	.5	....	....	....	.5
	Total Item 21	....	+ .6	.6	....	....	....	.6
23 - Rent, Communications and Utilities:	Rental of office space	....	....	....	....	....	....	....
	Rental of office machines	....	....	....	....	....	....	....
	Computer rental	....	+ 20.0	20.0	....	....	....	20.0
	Postage	....	....	....	....	....	....	....
	Telephone services	....	+ 1.1	1.1	....	....	....	1.1
	Total Item 23	....	+ 21.1	21.1	....	....	....	21.1
24 - Printing and Reproduction:	Various reports	....	+ .2	.2	....	....	....	.2
	Various maps	....	+ .8	.8	....	....	....	.8
	Office letterheads and envelopes	....	....	....	....	....	....	....
	Duplicating services	....	....	....	....	....	....	....
	Total Item 24	....	+ 1.0	1.0	....	....	....	1.0
25 - Other Services:	Contractual services	....	....	....	....	....	....	....
	Training of staff	....	+ .5	.5	....	....	....	.5
	Repairs and renovation	....	....	....	....	....	....	....
	Total Item 25	....	+ .5	.5	....	....	....	.5
26 - Supplies and Materials:	General office supplies	....	+ .6	.6	....	....	....	.6
	Special office supplies	....	....	....	....	....	....	....
	Total Item 26	....	+ .6	.6	....	....	....	.6
31 - Equipment to be Capitalized:	Office furniture and/or equipment	....	+ .5	.5	....	....	....	.5
	Total Item 31	....	+ .5	.5	....	....	....	.5
32 - Equipment not to be Capitalized:	Books, subscriptions, etc	....	+ .2	.2	....	....	....	.2
	Total Item 32	....	+ .2	.2	....	....	....	.2

ORGANIZATIONAL COMPONENT: RESEARCH AND STATISTICS

SOURCE OF FUNDING: FEDERAL GRANTS (Emergency Employment Act of 1971)

Object Classes	1972 Adjusted (1973 Base)	Base Reduction	Denied Mandatory Increases	Total Unfunded Requirements	1973 Budget Allowance	Adjust-ments	1973 Adjusted (1974 Base)	INCREASES			1974 Budget Request
								Step inc.	New Programs	Total Inc.	
Positions Available (Annual Funding Requirement)	....	....	....	....	16.3	- 16.3	....	....	....	....	....
Positions Funded	....	....	....	....	16.3	- 16.3	....	....	....	....	....
Personnel Benefits	....	....	....	....	1.4	- 1.4	....	....	....	....	....
Total Personal Services	....	....	....	....	17.7	- 17.7	....	....	....	....	....
Travel and Transportation of Persons	....	....	....	....	....	....	....	....	....	....	....
Rent, Communications and Utilities	....	....	....	....	....	....	....	....	....	....	....
Printing and Reproduction	....	....	....	....	....	....	....	....	....	....	....
Other Services	....	....	....	....	....	....	....	....	....	....	....
Supplies and Materials	....	....	....	....	....	....	....	....	....	....	....
Equipment (Capitalized)	....	....	....	....	....	....	....	....	....	....	....
Equipment (non-Capitalized)	....	....	....	....	....	....	....	....	....	....	....
Total Other Operating	....	....	....	....	....	....	....	....	....	....	....
Total Operating	....	....	....	....	17.7	- 17.7	....	....	....	....	....
Positions	....	....	....	....	2	- 2	....	....	....	....	....
Position Lapse	....	....	....	....	.0	....	....	....	....	....	....

No allowance for other operating expenses under this grants funded program.

ORGANIZATIONAL COMPONENT: ORGANIZATION AND MANAGEMENT DIVISION

SOURCE OF FUNDING: TOTAL RESOURCES

Object Classes	1972 Adjusted (1973 Base)	Base Reduction	Denied Mandatory Increases	Total Unfunded Requirements	1973 Budget Allowance	Adjustments	1973 Adjusted (1974 Base)	INCREASES			1974 Budget Request
								Step Inc.	New Programs	Total Inc.	
Positions Available (Annual Funding Requirement)	283.3	....	....	....	312.0	- 12.9	299.1	....	....	....	308.1
Positions Funded	265.3	+ .7	20.6	19.9	278.9	- 33.7	245.2	13.3	....	13.3	258.5
Personnel Benefits	21.7	....	1.7	1.7	22.8	- 2.5	20.3	1.1	....	1.1	21.4
Total Personal Services	287.0	+ .7	22.3	21.6	301.7	- 36.2	265.5	14.4	....	14.4	279.9
Travel and Transportation of Persons	.7	.7	....	.7	....	+ 1.5	1.5	....	....	....	1.5
Rent, Communications and Utilities	4.0	4.0	....	4.0	....	+ 8.0	8.0	....	....	....	8.0
Printing and Reproduction	.9	.9	....	.9	....	+ 2.4	2.4	....	....	....	2.4
Other Services	5.1	5.1	....	5.1	....	+ 1.0	1.0	....	....	....	1.0
Supplies and Materials	1.2	1.2	....	1.2	....	+ 2.0	2.0	....	....	....	2.0
Equipment (Capitalized)	1.0	1.0	....	1.0	....	+ .5	.5	....	....	....	.5
Equipment (non-Capitalized)	.2	.2	....	.2	....	+ .2	.2	....	....	....	.2
Total Other Operating	13.1	13.1	....	13.1	....	+ 15.6	15.6	....	....	....	15.6
Total Operating	300.1	12.4	22.3	34.7	301.7	- 20.6	281.1	14.4	....	14.4	295.5
Positions	15	....	....	....	17	- 2	15	....	....	....	15
Position Lapse	6.3	....	....	....	10.6	....	18.0	....	....	....	16.1

Other operating expenses are discussed in detail on the following page.

Itemization:

		1973 Budget Allowance	Adjustments	1973 Adjusted (1974 Base)	INCREASES Step inc.	INCREASES New Programs	INCREASES Total Inc.	1974 Budget Request
21 - Travel and Transportation of Persons:	Local travel and Imprest Fund	....	+ .3	.3	....	....	....	.3
	Out-of City travel	....	+ 1.2	1.2	....	....	....	1.2
	Total Item 21	....	+ 1.5	1.5	....	....	....	1.5
23 - Rent, Communications and Utilities:	Rental of office space	....	....	....	....	....	....	....
	Rental of office machines	....	+ 3.2	3.2	....	....	....	3.2
	Computer rental	....	....	....	....	....	....	....
	Postage	....	+ .8	.8	....	....	....	.8
	Telephone services	....	+ 4.0	4.0	....	....	....	4.0
	Total Item 23	....	+ 8.0	8.0	....	....	....	8.0
24 - Printing and Reproduction:	Various reports	....	+ 1.6	1.6	....	....	....	1.6
	Various maps	....	....	....	....	....	....	....
	Office letterheads and envelopes	....	+ .5	.5	....	....	....	.5
	Duplicating services	....	+ .3	.3	....	....	....	.3
	Total Item 24	....	+ 2.4	2.4	....	....	....	2.4
25 - Other Services:	Contractual services	....	....	....	....	....	....	....
	Training of staff	....	+ .8	.8	....	....	....	.8
	Repairs and renovation	....	+ .2	.2	....	....	....	.2
	Total Item 25	....	+ 1.0	1.0	....	....	....	1.0
26 - Supplies and Materials:	General office supplies	....	+ 2.0	2.0	....	....	....	2.0
	Special office supplies	....	....	....	....	....	....	....
	Total Item 26	....	+ 2.0	2.0	....	....	....	2.0
31 - Equipment to be Capitalized:	Office furniture and/or equipment	....	+ .5	.5	....	....	....	.5
	Total Item 31	....	+ .5	.5	....	....	....	.5
32 - Equipment not to be Capitalized:	Books, subscriptions, etc	....	+ .2	.2	....	....	....	.2
	Total Item 32	....	+ .2	.2	....	....	....	.2

ORGANIZATIONAL COMPONENT: ORGANIZATION AND MANAGEMENT DIVISION

SOURCE OF FUNDING: DISTRICT FUNDS

Object Classes	1972 Adjusted (1973 Base)	Base Reduction	Denied Mandatory Increases	Total Unfunded Requirements	1973 Budget Allowance	Adjust-ments	1973 Adjusted (1974 Base)	INCREASES Step Inc.	INCREASES New Programs	INCREASES Total Inc.	1974 Budget Request
Positions Available (Annual Funding Requirement)	283.3	....	....	....	299.1	....	299.1	....	....	....	308.1
Positions Funded	265.3	+ .7	20.6	19.9	266.0	- 20.8	245.2	13.3	....	13.3	258.5
Personnel Benefits	21.7	....	1.7	1.7	21.7	- 1.4	20.3	1.1	....	1.1	21.4
Total Personal Services	287.0	+ .7	22.3	21.6	287.7	- 22.2	265.5	14.4	....	14.4	279.9
Travel and Transportation of Persons	.7	.7	....	.7	....	+ 1.5	1.5	....	....	....	1.5
Rent, Communications and Utilities	4.0	4.0	....	4.0	....	+ 8.0	8.0	....	....	....	8.0
Printing and Reproduction	.9	.9	....	.9	....	+ 2.4	2.4	....	....	....	2.4
Other Services	5.1	5.1	....	5.1	....	+ 1.0	1.0	....	....	....	1.0
Supplies and Materials	1.2	1.2	....	1.2	....	+ 2.0	2.0	....	....	....	2.0
Equipment (Capitalized)	1.0	1.0	....	1.0	....	+ .5	.5	....	....	....	.5
Equipment (non-Capitalized)	.2	.2	....	.2	....	+ .2	.2	....	....	....	.2
Total Other Operating	13.1	13.1	....	13.1	....	+ 15.6	15.6	....	....	....	15.6
Total Operating	300.1	12.4	22.3	34.7	287.7	6.6	281.1	14.4	....	14.4	295.5
Positions	15	....	....	....	15	....	15	....	....	....	15
Position Lapse	6.3	....	....	....	11.1	....	18.0	....	....	....	16.1

Other operating expenses are discussed in detail on the following page. No such funds are shown under the 1973 budget allowance as they were placed in the Director's Office for control purposes.

Itemization:		1973 Budget Allowance	Adjustments	1973 Adjusted (1974 Base)	INCREASES			1974 Budget Request
					Step inc.	New Programs	Total Inc.	
21 - Travel and Transportation of Persons:	Local travel and Imprest Fund	....	+ .3	.3	....	....	....	.3
	Out-of City travel	....	+ 1.2	1.2	....	....	....	1.2
	Total Item 21	....	+ 1.5	1.5	....	....	....	1.5
23 - Rent, Communications and Utilities:	Rental of office space	....	....	....	....	....	....	....
	Rental of office machines	....	+ 3.2	3.2	....	....	....	3.2
	Computer rental	....	....	....	....	....	....	....
	Postage	....	+ .8	.8	....	....	....	.8
	Telephone services	....	+ 4.0	4.0	....	....	....	4.0
	Total Item 23	....	+ 8.0	8.0	....	....	....	8.0
24 - Printing and Reproduction:	Various reports	....	+ 1.6	1.6	....	....	....	1.6
	Various maps	....	....	....	....	....	....	....
	Office letterheads and envelopes	....	+ .5	.5	....	....	....	.5
	Duplicating services	....	+ .3	.3	....	....	....	.3
	Total Item 24	....	+ 2.4	2.4	....	....	....	2.4
25 - Other Services:	Contractual services	....	....	....	....	....	....	....
	Training of staff	....	+ .8	.8	....	....	....	.8
	Repairs and renovation	....	+ .2	.2	....	....	....	.2
	Total Item 25	....	+ 1.0	1.0	....	....	....	1.0
26 - Supplies and Materials:	General office supplies	....	+ 2.0	2.0	....	....	....	2.0
	Special office supplies	....	....	....	....	....	....	....
	Total Item 26	....	+ 2.0	2.0	....	....	....	2.0
31 - Equipment to be Capitalized:	Office furniture and/or equipment	....	+ .5	.5	....	....	....	.5
	Total Item 31	....	+ .5	.5	....	....	....	.5
32 - Equipment not to be Capitalized:	Books, subscriptions, etc	....	+ .2	.2	....	....	....	.2
	Total Item 32	....	+ .2	.2	....	....	....	.2

ORGANIZATIONAL COMPONENT: ORGANIZATION AND MANAGEMENT DIVISION

SOURCE OF FUNDING: FEDERAL GRANTS (Emergency Employment Act of 1971)

Object Classes	1972 Adjusted (1973 Base)	Base Reduction	Denied Mandatory Increases	Total Unfunded Requirements	1973 Budget Allowance	Adjust-ments	1973 Adjusted (1974 Base)	INCREASES			1974 Budget Request
								Step inc.	New Programs	Total Inc.	
Positions Available (Annual Funding Requirement)	....	....	....	....	12.9	- 12.9	....	....	....	....	....
Positions Funded	....	....	....	....	12.9	- 12.9	....	....	....	....	....
Personnel Benefits	....	....	....	....	1.1	- 1.1	....	....	....	....	....
Total Personal Services	....	....	....	....	14.0	- 14.0	....	....	....	....	....
Travel and Transportation of Persons	....	....	....	....	....	....	....	....	....	....	....
Rent, Communications and Utilities	....	....	....	....	....	....	....	....	....	....	....
Printing and Reproduction	....	....	....	....	....	....	....	....	....	....	....
Other Services	....	....	....	....	....	....	....	....	....	....	....
Supplies and Materials	....	....	....	....	....	....	....	....	....	....	....
Equipment (Capitalized)	....	....	....	....	....	....	....	....	....	....	....
Equipment (non-Capitalized)	....	....	....	....	....	....	....	....	....	....	....
Total Other Operating	....	....	....	....	....	....	....	....	....	....	....
Total Operating	....	....	....	....	14.0	- 14.0	....	....	....	....	....
Positions	....	....	....	....	2	- 2	....	....	....	....	....
Position Lapse	....	....	....	....	.0	....	....	....	....	....	....

No allowance for other operating expenses under this grants funded program.

ORGANIZATIONAL COMPONENT: SYSTEMS DEVELOPMENT AND COMPUTER SERVICES DIVISION

SOURCE OF FUNDING: DISTRICT FUNDS AND TOTAL RESOURCES (No Federal Grants)

Object Classes	1972 Adjusted (1973 Base)	Base Reduction	Denied Mandatory Increases	Total Unfunded Requirements	1973 Budget Allowance	Adjust-ments	1973 Adjusted (1974 Base)	INCREASES			1974 Budget Request
								Step inc.	New Programs	Total Inc.	
Positions Available (Annual Funding Requirement)	232.9	....	....	....	231.4	....	231.4	....	....	....	236.3
Positions Funded	219.0	71.1	15.2	86.3	147.9	- 4.0	143.9	7.8	....	7.8	151.7
Personnel Benefits	18.2	5.9	1.1	7.0	12.3	- .4	11.9	.7	....	.7	12.6
Total Personal Services	237.2	77.0	16.3	93.3	160.2	- 4.4	155.8	8.5	....	8.5	164.3
Travel and Transportation of Persons	- .9	.9	....	.9	....	+ 1.4	1.4	....	....	....	1.4
Rent, Communications and Utilities	5.0	5.0	....	5.0	....	+ 7.0	7.0	....	....	....	7.0
Printing and Reproduction	.2	.2	....	.2	....	+ 1.0	1.0	....	....	....	1.0
Other Services	5.0	5.0	....	5.0	....	+ 1.0	1.0	....	....	....	1.0
Supplies and Materials	1.4	1.4	....	1.4	....	+ .9	.9	....	....	....	.9
Equipment (Capitalized)	.9	.9	....	.9	....	+ .5	.5	....	....	....	.5
Equipment (non-Capitalized)	.2	.2	....	.2	....	+ .2	.2	....	....	....	.2
Total Other Operating	13.6	13.6	....	13.6	....	+12.0	12.0	....	....	....	12.0
Total Operating	250.8	90.6	16.3	106.9	160.2	+ 7.6	167.8	8.5	....	8.5	176.3
Positions	20 1/	....	....	....	20 1/	....	20 1/	....	....	....	20 1/
Position Lapse	5.9 2/	....	....	....	36.0 2/	....	37.8 2/	....	....	....	35.8 2/

1/ Includes nine permanent authorized reimbursable positions in the D.C. Share Computer Center

2/ Position lapses show funded positions only, excluding the nine positions mentioned under footnote 1/

Other operating expenses are discussed in detail on the following page. No such funds are shown under the 1973 budget allowance as they were placed in the Director's Office for control purposes.

Itemization:		1973 Budget Allowance	Adjustments	1973 Adjusted (1974 Base)	INCREASES Step inc.	INCREASES New Programs	INCREASES Total Inc.	1974 Budget Request
21 - Travel and Transportation of Persons:	Local travel and Imprest Fund	....	+ .3	.3	....	....	....	.3
	Out-of City travel	....	+ 1.1	1.1	....	....	....	1.1
	Total Item 21	....	+ 1.4	1.4	....	....	....	1.4
23 - Rent, Communications and Utilities:	Rental of office space	....	....	....	....	....	....	....
	Rental of office machines	....	+ .8	.8	....	....	....	.8
	Computer rental	....	....	....	....	....	....	....
	Postage	....	+ .4	.4	....	....	....	.4
	Telephone services	....	+ 5.8	5.8	....	....	....	5.8
	Total Item 23	....	+ 7.0	7.0	....	....	....	7.0
24 - Printing and Reproduction:	Various reports	....	....	....	....	....	....	....
	Various maps	....	....	....	....	....	....	....
	Office letterheads and envelopes	....	....	....	....	....	....	....
	Duplicating services	....	+ 1.0	1.0	....	....	....	1.0
	Total Item 24	....	+ 1.0	1.0	....	....	....	1.0
25 - Other Services:	Contractual services	....	....	....	....	....	....	....
	Training of staff	....	+ .8	.8	....	....	....	.8
	Repairs and renovation	....	+ .2	.2	....	....	....	.2
	Total Item 25	....	+ 1.0	1.0	....	....	....	1.0
26 - Supplies and Materials:	General office supplies	....	+ .5	.5	....	....	....	.5
	Special office supplies	....	+ .4	.4	....	....	....	.4
	Total Item 26	....	+ .9	.9	....	....	....	.9
31 - Equipment to be Capitalized:	Office furniture and/or equipment	....	+ .5	.5	....	....	....	.5
	Total Item 31	....	+ .5	.5	....	....	....	.5
32 - Equipment not to be Capitalized:	Books, subscriptions, etc	....	+ .2	.2	....	....	....	.2
	Total Item 32	....	+ .2	.2	....	....	....	.2

ORGANIZATIONAL COMPONENT: COMMUNITY SERVICES DIVISION

SOURCE OF FUNDING: TOTAL RESOURCES

Object Classes	1972 Adjusted (1973 Base)	Base Reduction	Denied Mandatory Increases	Total Unfunded Requirements	1973 Budget Allowance	Adjustments	1973 Adjusted (1974 Base)	INCREASES			1974 Budget Request
								Step inc.	New Programs	Total Inc.	
Positions Available (Annual Funding Requirement)	117.2	....	....	....	243.2	-119.7	123.5	....	....	....	175.9
Positions Funded	111.6	9.3	8.4	17.7	222.0	-149.4	72.6	5.2	37.3	42.5	115.1
Personnel Benefits	9.3	1.2	.8	2.0	18.0	- 12.0	6.0	.4	3.1	3.5	9.5
Total Personal Services	120.9	10.5	9.2	19.7	240.0	-161.4	78.6	5.6	40.4	46.0	124.6
Travel and Transportation of Persons	....	....	....	....	....	+ 2.2	2.2	....	.5	.5	2.7
Rent, Communications and Utilities	1.9	1.9	....	1.9	....	+ 6.5	6.5	....	1.0	1.0	7.5
Printing and Reproduction	2.0	2.0	....	2.0	....	+ 10.0	10.0	....	1.5	1.5	11.5
Other Services	5.7	5.7	....	5.7	....	+ 1.0	1.0	....	.5	.5	1.5
Supplies and Materials	.8	.8	....	.8	....	+ 5.0	5.0	....	.5	.5	5.5
Equipment (Capitalized)	1.0	1.0	....	1.0	....	+ .5	.5	....	.4	.4	.9
Equipment (non-Capitalized)	.5	.5	....	.5	....	+ .2	.2	....	.2	.2	.4
Total Other Operating	11.9	11.9	....	11.9	....	+ 25.4	25.4	....	4.6	4.6	30.0
Total Operating	132.8	22.4	9.2	31.6	240.0	-136.0	104.0	5.6	45.0	50.6	154.6
Positions	6	....	....	....	25	- 19	6	....	5	5	11
Position Lapse	4.9	....	....	....	8.7	....	41.2	....	....	....	34.6

Other operating expenses are discussed in detail on the following page.

Itemization:		1973 Budget Allowance	Adjustments	1973 Adjusted (1974 Base)	INCREASES Step inc.	INCREASES New Programs	INCREASES Total Inc.	1974 Budget Request
21 - Travel and Transportation of Persons:	Local travel and Imprest Fund	....	+ 1.2	1.2	....	.5	.5	1.7
	Out-of City travel	....	+ 1.0	1.0	....	....	....	1.0
	Total Item 21	....	+ 2.2	2.2	....	.5	.5	2.7
23 - Rent, Communications and Utilities:	Rental of office space	....	....	....	....	....	....	....
	Rental of office machines	....	....	....	....	....	....	....
	Computer rental	....	....	....	....	....	....	....
	Postage	....	+ 1.5	1.5	....	....	....	1.5
	Telephone services	....	+ 5.0	5.0	....	1.0	1.0	6.0
	Total Item 23	....	+ 6.5	6.5	....	1.0	1.0	7.5
24 - Printing and Reproduction:	Various reports	....	+ 8.0	8.0	....	1.0	1.0	9.0
	Various maps	....	....	....	....	....	....	....
	Office letterheads and envelopes	....	+ 1.0	1.0	....	.2	.2	1.2
	Duplicating services	....	+ 1.0	1.0	....	.3	.3	1.3
	Total Item 24	....	+10.0	10.0	....	1.5	1.5	11.5
25 - Other Services:	Contractual services	....	....	....	....	....	....	....
	Training of staff	....	+ .8	.8	....	.5	.5	1.3
	Repairs and renovation	....	+ .2	.2	....	....	....	.2
	Total Item 25	....	+ 1.0	1.0	....	.5	.5	1.5
26 - Supplies and Materials:	General office supplies	....	+ 5.0	5.0	....	.5	.5	5.5
	Special office supplies	....	....	....	....	....	....	....
	Total Item 26	....	+ 5.0	5.0	....	.5	.5	5.5
31 - Equipment to be Capitalized:	Office furniture and/or equipment	....	+ .5	.5	....	.4	.4	.9
	Total Item 31	....	+ .5	.5	....	.4	.4	.9
32 - Equipment not to be Capitalized:	Books, subscriptions, etc	....	+ .2	.2	....	.2	.2	.4
	Total Item 32	....	+ .2	.2	....	.2	.2	.4

ORGANIZATIONAL COMPONENT: COMMUNITY SERVICES DIVISION

SOURCE OF FUNDING: DISTRICT FUNDS

Object Classes	1972 Adjusted (1973 Base)	Base Reduction	Denied Mandatory Increases	Total Unfunded Requirements	1973 Budget Allowance	Adjust-ments	1973 Adjusted (1974 Base)	INCREASES			1974 Budget Request
								Step inc.	New Programs	Total Inc.	
Positions Available (Annual Funding Requirement)	117.2	....	....	....	123.5	....	123.5	....	....	....	175.9
Positions Funded	111.6	9.3	8.4	17.7	102.3	- 29.7	72.6	5.2	37.3	42.5	115.1
Personnel Benefits	9.3	1.2	.8	2.0	8.1	- 2.1	6.0	.4	3.1	3.5	9.5
Total Personal Services	120.9	10.5	9.2	19.7	110.4	- 31.8	78.6	5.6	40.4	46.0	124.6
Travel and Transportation of Persons	....	....	....	....	....	+ 2.2	2.2	....	.5	.5	2.7
Rent, Communications and Utilities	1.9	1.9	....	1.9	....	+ 6.5	6.5	....	1.0	1.0	7.5
Printing and Reproduction	2.0	2.0	....	2.0	....	+ 10.0	10.0	....	1.5	1.5	11.5
Other Services	5.7	5.7	....	5.7	....	+ 1.0	1.0	....	.5	.5	1.5
Supplies and Materials	.8	.8	....	.8	....	+ 5.0	5.0	....	.5	.5	5.5
Equipment (Capitalized)	1.0	1.0	....	1.0	....	+ .5	.5	....	.4	.4	.9
Equipment (non-Capitalized)	.5	.5	....	.5	....	+ .2	.2	....	.2	.2	.4
Total Other Operating	11.9	11.9	....	11.9	....	+ 25.4	25.4	....	4.6	4.6	30.0
Total Operating	132.8	22.4	9.2	31.6	110.4	- 6.4	104.0	5.6	45.0	50.6	154.6
Positions	6	....	....	....	6	....	6	....	5	5	11
Position Lapse	4.9	....	....	....	17.2	....	41.2	....	....	....	34.6

Other operating expenses are discussed in detail on the following page.

No such funds are shown under the 1973 budget allowance as they were placed in the Director's Office for control purposes.

Itemization:		1973 Budget Allowance	Adjustments	1973 Adjusted (1974 Base)	INCREASES Step Inc.	INCREASES New Programs	INCREASES Total Inc.	1974 Budget Request
21 - Travel and Transportation of Persons:	Local travel and Imprest Fund	....	+ 1.2	1.2	....	.5	.5	1.7
	Out-of City travel	....	+ 1.0	1.0	....	....	....	1.0
	Total Item 21	....	+ 2.2	2.2	....	.5	.5	2.7
23 - Rent, Communications and Utilities:	Rental of office space	....	....	....	....	....	....	....
	Rental of office machines	....	....	....	....	....	....	....
	Computer rental	....	....	....	....	....	....	....
	Postage	....	+ 1.5	1.5	....	....	....	1.5
	Telephone services	....	+ 5.0	5.0	....	1.0	1.0	6.0
	Total Item 23	....	+ 6.5	6.5	....	1.0	1.0	7.5
24 - Printing and Reproduction:	Various reports	....	+ 8.0	8.0	....	1.0	1.0	9.0
	Various maps	....	....	....	....	....	....	....
	Office letterheads and envelopes	....	+ 1.0	1.0	....	.2	.2	1.2
	Duplicating services	....	+ 1.0	1.0	....	.3	.3	1.3
	Total Item 24	....	+10.0	10.0	....	1.5	1.5	11.5
25 - Other Services:	Contractual services	....	....	....	....	....	....	....
	Training of staff	....	+ .8	.8	....	.5	.5	1.3
	Repairs and renovation	....	+ .2	.2	....	....	....	.2
	Total Item 25	....	+ 1.0	1.0	....	.5	.5	1.5
26 - Supplies and Materials:	General office supplies	....	+ 5.0	5.0	....	.5	.5	5.5
	Special office supplies	....	....	....	....	....	....	....
	Total Item 26	....	+ 5.0	5.0	....	.5	.5	5.5
31 - Equipment to be Capitalized:	Office furniture and/or equipment	....	+ .5	.5	....	.4	.4	.9
	Total Item 31	....	+ .5	.5	....	.4	.4	.9
32 - Equipment not to be Capitalized:	Books, subscriptions, etc	....	+ .2	.2	....	.2	.2	.4
	Total Item 32	....	+ .2	.2	....	.2	.2	.4

ORGANIZATIONAL COMPONENT: COMMUNITY SERVICES DIVISION

SOURCE OF FUNDING: TOTAL FEDERAL GRANTS

Object Classes	1972 Adjusted (1973 Base)	Base Reduction	Denied Mandatory Increases	Total Unfunded Requirements	1973 Budget Allowance	Adjustments	1973 Adjusted (1974 Base)	INCREASES			1974 Budget Request
								Step inc.	New Programs	Total Inc.	
Positions Available (Annual Funding Requirement)	....	....	....	....	119.7	-119.7	....	....	....	....	....
Positions Funded	....	....	....	....	119.7	-119.7	....	....	....	....	....
Personnel Benefits	....	....	....	....	9.9	- 9.9	....	....	....	....	....
Total Personal Services	....	....	....	....	129.6	-129.6	....	....	....	....	....
Travel and Transportation of Persons	....	....	....	....	....	....	....	....	....	....	....
Rent, Communications and Utilities	....	....	....	....	....	....	....	....	....	....	....
Printing and Reproduction	....	....	....	....	....	....	....	....	....	....	....
Other Services	....	....	....	....	....	....	....	....	....	....	....
Supplies and Materials	....	....	....	....	....	....	....	....	....	....	....
Equipment (Capitalized)	....	....	....	....	....	....	....	....	....	....	....
Equipment (non-Capitalized)	....	....	....	....	....	....	....	....	....	....	....
Total Other Operating	....	....	....	....	....	....	....	....	....	....	....
Total Operating	....	....	....	....	129.6	-129.6	....	....	....	....	....
Positions	....	....	....	....	19	- 19	....	....	....	....	....
Position Lapse	....	....	....	....	.0	....	....	....	....	....	....

No allowance for operating expenses under these grants funded programs.

ORGANIZATIONAL COMPONENT: COMMUNITY SERVICES DIVISION

SOURCE OF FUNDING: FEDERAL GRANTS (Emergency Employment Act of 1971)

Object Classes	1972 Adjusted (1973 Base)	Base Reduction	Denied Mandatory Increases	Total Unfunded Requirements	1973 Budget Allowance	Adjust-ments	1973 Adjusted (1974 Base)	INCREASES			1974 Budget Request
								Step inc.	New Programs	Total Inc.	
Positions Available (Annual Funding Requirement)	....	....	....	....	88.4	- 88.4	....	....	....	....	....
Positions Funded	....	....	....	....	88.4	- 88.4	....	....	....	....	....
Personnel Benefits	....	....	....	....	7.3	- 7.3	....	....	....	....	....
Total Personal Services	....	....	....	....	95.7	- 95.7	....	....	....	....	....
Travel and Transportation of Persons	....	....	....	....	....	....	....	....	....	....	....
Rent, Communications and Utilities	....	....	....	....	....	....	....	....	....	....	....
Printing and Reproduction	....	....	....	....	....	....	....	....	....	....	....
Other Services	....	....	....	....	....	....	....	....	....	....	....
Supplies and Materials	....	....	....	....	....	....	....	....	....	....	....
Equipment (Capitalized)	....	....	....	....	....	....	....	....	....	....	....
Equipment (non-Capitalized)	....	....	....	....	....	....	....	....	....	....	....
Total Other Operating	....	....	....	....	....	....	....	....	....	....	....
Total Operating	....	....	....	....	95.7	- 95.7	....	....	....	....	....
Positions	....	....	....	....	14	- 14	....	....	....	....	....
Position Lapse	....	....	....	....	.0	....	....	....	....	....	....

ORGANIZATIONAL COMPONENT: COMMUNITY SERVICES DIVISION

SOURCE OF FUNDING: FEDERAL GRANTS (Title IV-A of the Social Security Act)

Object Classes	1972 Adjusted (1973 Base)	Base Reduction	Denied Mandatory Increases	Total Unfunded Requirements	1973 Budget Allowance	Adjust-ments	1973 Adjusted (1974 Base)	INCREASES			1974 Budget Request
								Step inc.	New Programs	Total Inc.	
Positions Available (Annual Funding Requirement)	....	....	....	....	31.3	- 31.3	....	....	....	....	....
Positions Funded	....	....	....	....	31.3	- 31.3	....	....	....	....	....
Personnel Benefits	....	....	....	....	2.6	- 2.6	....	....	....	....	....
Total Personal Services	....	....	....	....	33.9	- 33.9	....	....	....	....	....
Travel and Transportation of Persons	....	....	....	....	....	....	....	....	....	....	....
Rent, Communications and Utilities	....	....	....	....	....	....	....	....	....	....	....
Printing and Reproduction	....	....	....	....	....	....	....	....	....	....	....
Other Services	....	....	....	....	....	....	....	....	....	....	....
Supplies and Materials	....	....	....	....	....	....	....	....	....	....	....
Equipment (Capitalized)	....	....	....	....	....	....	....	....	....	....	....
Equipment (non-Capitalized)	....	....	....	....	....	....	....	....	....	....	....
Total Other Operating	....	....	....	....	....	....	....	....	....	....	....
Total Operating	....	....	....	....	33.9	- 33.9	....	....	....	....	....
Positions	....	....	....	....	5	- 5	....	....	....	....	....
Position Lapse	....	....	....	....	.0	....	....	....	....	....	....

STATEMENT OF BEN W. GILBERT, GENERAL ASSISTANT TO THE MAYOR-COMMISSIONER

ACCOMPANIED BY JAMES O. GIBSON, CHAIRMAN

BUDGET REQUEST

Senator BAYH. Since you are here, Mr. Gilbert, why do not we ask you to move on to testify in support of the budget request for the Bicentennial activities in the amount of $350,000 and four positions.

Mr. GILBERT. Mr. Chairman, I will be glad to do that. Mr. James Gibson, who is the Chairman of the Bicentennial Commission, would like to join us at this point to explain in more detail than I am prepared to do about the work of the Commission and the assembly. But meanwhile, I have a short statement that I would like to read.

BICENTENNIAL STATEMENT

Mr. Chairman, at this time I would like to present the city's budget to prepare for the 1976 Bicentennial commemoration. The sum of $350,000 in revenue sharing funds is requested for the 1974 fiscal year. The work began this year with an appropriation of $100,000.

During the next 2½ years the District of Columbia must prepare for the expected surge of visitors during the Bicentennial year. It is vital that the visitors from all 50 States and from many foreign nations be well received and be well treated during their stay in this city.

It is also important that the visitors get a chance to see the best of our American way, of our American heritage, and that they leave with a renewed appreciation of our Nation and its Capital City. To this end, we are pressing to complete a number of major physical projects, to prepare vital social programs and to develop our capacity to function as a gracious host.

In addition, numerous private foundations, businesses, and national associations have expressed interest in sponsoring special projects for the bicentennial and are looking to us to provide the program framework through which they can make their contributions.

For this program to take place within the short time between now and 1976, the full resources of the District government and of the community must be mobilized and the most careful preparations must be made. Special traffic and police arrangements, special licensing, sanitation, recreational, and fire protection services all must be planned and put into place according to realistic timetables. They must be tied in

closely with the services and activities that such Federal agencies as the Smithsonian and the National Park Service will provide.

The four District of Columbia government positions we are requesting in fiscal year 1974 will enable the city to begin organizing the required special municipal support services and to coordinate District government support of the special bicentennial projects and programs. These four positions will require approximately $80,000. The remaining $270,000 is requested to support the large voluntary effort which the city has already organized and put into place. I am referring to the District of Columbia Bicentennial Commission and Assembly created in December 1971. These two groups are composed of private citizens from all areas of the city and from major organizations in the city. The members of these two groups have been giving, freely of their time to assist the city plan to receive its visitors and to prepare projects and programs that will reflect the best of American culture and achievement. The funding will enable these two groups to provide a core staff who can provide technical services and backup for the volunteer commissioners and assemblymen. But beyond that, we expect to involve thousands of ordinary citizens in a vast bicentennial volunteer effort in support of the developing programs and projects, in housing and entertaining visitors and in participating directly in bicentennial activities.

To explain more fully this volunteer effort, what has been accomplished so far and what is ahead, I would like to introduce Mr. James O. Gibson, Chairman of the District of Columbia Bicentennial Commission and executive associate of the Potomac Institute.

BICENTENNIAL A TERRITORIAL COMMISSION

Senator BAYH. Thank you, Mr. Gilbert. Mr. Gibson, we are glad to have you. I would like to make one proud note for the record that as a former Hoosier, we are glad that you are now plying your trade in the Nation's Capital.

Mr. GIBSON. Mr. Chairman, I would like to ask, though, for clarification, you had earlier alluded in your remarks to Mr. Gilbert in earlier discussion with reference to the bicentennial to a bicentennial commission.

Senator BAYH. My first question was going to be to ask you to clarify where you stand in your capacity as the District agent or chairman in the bicentennial plans relative to the national body which had been the subject of significant criticism and was the body to which I directed my earlier remarks.

Mr. GIBSON. Thank you, Mr. Chairman. It is a relief to have that clarified.

We are the equivalent of the State commission. We are in fact a territorial commission, as indicated in the legislation establishing the national bicentennial machinery. We receive in that relationship a budget allocation of $30,000 a year, which is a territorial allocation. The States receive $45,000. And we have a frame of reference to refer to—general guidance, as has been developed or was earlier developed for thrusts with respect to heritage, community improvement, and visitation for national bicentennial themes of an overall kind.

Quite frankly and candidly, sir, because the Nation's Capital has dual responsibility for the occasion of the Bicentennial—it has local jurisdictional responsibilities in terms of our own people celebrating and observing the meaning of the 200th anniversary of the founding of the Republic; in addition, we have responsibilities to discharge as hosts, as trustees, our functions in complement with the Federal Government because of the visitors who come here as the National City. We have not had program guidance or direction from the national level. Ironically, we think that has been good. It has given us an opportunity—it has made it necessary to look at what initiatives we are capable of.

It has turned out to be a very healthy thing for the city, in our view, because we are forced to see what resources, what plans, what orientations make sense to the people in the resources located within this city, within this jurisdiction, and begin to see how the citizens relate to the District government and together, to the Federal Government. It means we have had to look at the relationship between the civic improvement community and the major economic community of the city, between those interested in cultural matters of various kinds in the city if they think them appropriate in observing the meaning of the city at this time in our history and what has happened in the past. It has forced us to look at ourselves as a community organism, in our Federal identity and in our local, residential identity.

So in that sense, we are operating with the best guidance we can, advising as we go with the elements of the Federal, and District governments and the citizenry about how we should look toward and prepare for 1976.

Senator BAYH. Now, you are listed in the budget specifically as Bicentennial chief. Is that accurate?

Mr. GIBSON. No, sir; I am nonsalaried.

Senator BAYH. You are nonsalaried.

Mr. GIBSON. The Bicentennial chief is related to the lines, those functions which would be in the Mayor's office under the administrative supervision of Mr. Gilbert.

Senator BAYH. That is for the new request, then?

Mr. GIBSON. That is correct.

COORDINATOR OF BICENTENNIAL PROGRAMS

Senator BAYH. The chief would be in the new request.

Is anybody there going to be a coordinator to try to tie all these things together? Which one of those posts will have that responsibility? Will that be the chief or someone else?

Mr. GILBERT. Mr. Chairman, if I may answer that question, we contemplate four positions inside the city government that will have the coordination role—the chief will be the responsible person—to coordinate between the Commission and the assembly on the one hand and the city government on another, and to relate between the city government and the Federal departments and any projects that are put forth by the national government in connection with the national Bicentennial effort.

Senator BAYH. Am I accurate in observing that the entire $350,000 request is from revenue-sharing funds?

Mr. GILBERT. I believe it is entirely from revenue-sharing funds.

Senator BAYH. Does that cause anybody any nervousness, that revenue sharing funds coming back to the people of the District of Columbia would be expended in this particular manner?

Mr. GILBERT. I would think, Mr. Chairman, that this is an appropriate expenditure of revenue-sharing funds, because we are expecting in the city 40 to perhaps 60 million visitors during the Bicentennial period. The city is expected to respond and provide a proper reception for those visitors in terms of housing, in terms of public services, and so forth. But the visitors will have some impact on the city as well and this is a—tourism is one of our main industries. To use funds of this kind to further develop our tourist capacity to respond to something like the Bicentennial would seem to be appropriate.

Senator BAYH. Do you have funds now in the budget to respond to the needs of the tourists before the Bicentennial period?

PARTIAL SUPPORT TO VISITOR'S BUREAU

Mr. GILBERT. I think there is the funding that we give to the Convention and Visitors Bureau, the Washington Area Convention and Visitor's Bureau. I do not see the exact amount. We can furnish that. That is a separate budget item in the budget which I am not responsible for, but that has been a usual item in the city budget. That is the development, partial support of the activities of the Convention and Vistors' Bureau.

[The information follows:]

Past, present and proposed levels of partial funding for the Washington Convention and Visitors Bureau by the District Government are as follows:

Past year—fiscal year 1972 obligations, $252,000.

Current year—fiscal year 1973 allotment, $252,000.

Budget year—fiscal year 1974 request, $252,000.

BENEFITS AND COMMITMENTS OF BICENTENNIAL

Senator BAYH. Could you give us some specifics, either now or for the record, as to what direct benefits will accrue to the citizens of the District as the result of the Bicentennial?

Also, I would like to know to what extent the planning for the Bicentennial will reflect a commitment to a better life for all American citizens? We should not have merely some sort of idle monument to the past, but something that is a living doctrine, a living occasion——

Mr. GILBERT. We are very conscious of that need and I think Mr. Gibson can respond more directly than I can.

Mr. GIBSON. Mr. Chairman, I am very happy that you asked that question, because that was the essential first consideration of the citizens of the District of Columbia in trying to understand what was an appropriate way to view the Bicentennial. We had to approach it as American citizens as well as residents of the District of Columbia.

We, in looking at the considerations——

Senator BAYH. If I may just interrupt you, the concern that some of us have is that the Bicentennial commitment should be a broad recommitment to a better life for all American citizens, instead of a narrow pomp and circumstance tribute—that applies nationwide, not

just to the District. So I did not want you to feel that that quesion was just singling you out.

Mr. GIBSON. That is right, sir. That is why I say I think it is a general American question as we look toward the Bicentennial. We adopted as our theme, as we considered this, that we find a basis, we find strength in America, we find difficulties, we find the necessity for candor in order to relate those two things to see what we should do in the future. We have as our theme, Washington and the continuing American Revolution. We do view in our daily lives in the city here as people across the Nation, that the principles of the Revolution have not been fulfilled. We have a continuing dedication to that, to discovering what it means, what resources we have to apply to it, what can be applied, how we can improve them. So we saw an opportunity to relate that kind of concern to the specific preparations for 1976 by saying, we must clean up in order to help, be gracious hosts in behalf of the Nation for 1976.

We feel that there should be general and community improvement. We feel that that should relate to the person, every resident in this city down to the street level, there should be some opportunity, some possibility for that person to say, this is meaningful to me as an American as well as it is something which is happening to me as a Washingtonian.

So we have over this past year, this first year of our activities, sought to build in what we call a Bicentennial assembly as well as commission, a very broad, citywide structure which tries to network active civic, cultural, community leadership with each other so that they can meet on a citywide basis.

NEIGHBORHOOD DELEGATIONS FOR BICENTENNIAL

In addition, we have neighborhood delegations, as we call them. That citywide assembly is comprised of nine neighborhood caucuses or delegations, who meet separately and who are to maintain community forms for their citizens who are involved with the various agencies, public and private, to determine what planning is going on, to help identify specific problems which can and must be addressed, to see how the planning of the city in terms of the use of the resources—between now and 1976, in addition to specific preparation for the Bicentennial—how are the various resources of the city looking at this as a time frame in which to bring about a consciousness with respect to and hopefully very specific improvement in the social and economic and physical conditions of our neighborhoods.

We have indicated that we are concerned that unless we have a capability to see family and neighborhood stability in perspective by 1976, we will not really have in mind what the meaning of America in 1976 is.

We have the view that unless we can understand what a central city which has been beleaguered with the increase of regionalism, the shifting land use patterns, the change of residential and economic concentrations, which has difficulties in its revenues, which has increasing demands on its public services—unless we can come to have some better understanding about how central cities are going to fare, what is the meaning of this change which is going to on the Nation

and how we shall cope with those so we do not have people who are left behind in cities which are left behind; the country has to confront that by 1976. As a central city and as the Nation's Capital, we can help bring that consciousness to ourselves and to our country right on out through what it means to be a national and international city.

We are interested that the pageant of protocol for 1976 not preclude the opportunity to have real people-to-people relationships for both the States around this country and the people who are coming here from abroad, some projected 6 million of them. We are looking forward to having an opportunity to learn from them about education, about transportation, to exchange with them.

We see ourselves as, because of the intensity of what has to be done, as a potential model for the Nation, for what are our specific urban problems, how we go about changing them, what are the difficulties we confront in addressing those problems.

Senator BAYH. You mentioned the neighborhood coordination of your assembly.

Mr. GIBSON. Yes sir.

COORDINATION OF BICENTENNIAL PROGRAMS

Senator BAYH. Are you coordinating the activities which will affect the various neighborhoods with the OPM Community Services Division?

Mr. GIBSON. Indeed. I might add that a specific example, for instance, of the utility and services of the Office of Community Services is clearly indicated in the creation of the Bicentennial Assembly. We had a commitment and a realization that we had to find the bedrock of values in this community in order to prepare for 1976 and we were able from the beginning to have very specific assistance, neighborhood by neighborhood, because there does exist a service area system. There does exist an Office of Community Service. Before we had any resources except the charge from the mayor and authority and an exhortation to go forth and try to find out what could be done, the staffing, the mailing lists, all of those essential initial tools, just to have conversations with people around this city, all of that was provided to us and services by the Office of Community Services. From that initial work, we were then able to proceed with their assistance to specific involvements with specific agencies. That is an on-going matter, an evolving matter and a growing matter in terms of substance that is making it possible for ideas to be exchanged between the citizens and the offices that have an opportunity to distribute the goods and services around our various neighborhoods.

It has been a very constructive marriage or has begun some new dimensions of marriage between Government planning and citizen planning because of the pressures, this $40 to $60 million and this very finite timetable and the absence of a national framework has caused us to deal with.

Senator BAYH. I appreciate the depth of your feeling and your giving us your thoughts on this. I hope you will proceed posthaste to make up for the lack of what has gone on in the past. The committee will try to cooperate with you in every way we can.

Mr. GIBSON. Thank you very much, sir.

As a matter of fact, Senator, if I may, we would very much be able, as a city, to benefit from some Hoosier assistance. One of the best festivals, for instance, that we know, which involves many people in the community, is the 500 Festival that precedes the race every year. We would be very interested in finding out how the citizens and the city government, the economic and civic and cultural parts of that city have over the years in which they have been engaged in that festival brought about an organic capability to have a city festival. We will be calling on them as citizens to help the Nation's Capital.

Senator BAYH. I am sure they will be glad to cooperate in every way possible.

Thank you very much, Mr. Gibson.

Management Improvement Account

STATEMENT OF BEN W. GILBERT, GENERAL ASSISTANT TO THE MAYOR-COMMISSIONER AND ACTING DIRECTOR, OFFICE OF PLANNING AND MANAGEMENT

BUDGET REQUEST

Senator Bayh. Mr. Gilbert, I think that you are still in the batter's box here in support of the management improvement account request for $100,000 and no positions. Please proceed.

Mr. Gilbert. The fiscal year 1974 executive budget requests $100,000 to be used by the Mayor to improve the operations of the District government.

In the past, this account has been used to fund important studies in such areas as Fire Department operations, inventory control in sanitary engineering, the development of optimal routes for refuse collection, motor vehicle utilization, improvement in the operations of the Corporation Counsel's office and establishment of an improved system of project management for capital construction.

We believe we can identify direct annual cost savings of $240,000 resulting from the inventory control program and motor vehicle management. Similarly, we believe that the Fire Department, performance measurement (street cleaning), and motor vehicle studies have avoided additional costs each year in excess of $2.5 million. Another area where more effective cost control has been achieved is in the improved management of capital construction projects. We believe that use of a new procedures manual costing only $5,000 to prepare may be responsible for substantial savings, primarily in the area of controlling cost escalation through time savings.

Completion of the Nelsen commission's work adds to the importance of this request. We would anticipate using most of the amount, if restored, for projects related to Nelsen commission recommendations calling for improvements in management, in performance, and in program effectiveness. Included are projects in the areas of building maintenance, materiel management, performance measurement in the Fire Department and other agencies, the organization of our housing and community development governmental structure and other organizational and service delivery components. Projects concerned with administrative hearing processes and the deployment of ambulance vehicles for improved services are also potential projects.

The results achieved with past use of this account highlights for me its critical importance at this time.

In a large operation such as the District government, it is of real value to be able to pinpoint specific management objectives and focus on them immediately with resources that are not committed to continuing operations. This is the type of running flexibility that the

Mayor needs to hit hard as the opportunity presents itself. And in my judgment, those occasions represent the best times to secure the results we are seeking.

REPORTS ON MANAGEMENT IMPROVEMENT

Also, there have been a number of reports developed, some of which I think will probably be responsive to your earlier request for detailing the management improvement work that OPM has done in the past year. We also have developed and are developing reports on the management improvement work that was done in 1970 and 1971 when this account had previously existed. Perhaps these reports would state as well as anything that I could say just exactly what has happened.

We also have a work program developed for the year ahead, assuming that the funding is made available to us.

Senator BAYH. Fine. We would be glad to have those reports.

[The reports follow:]

BENEFITS FROM THE MANAGEMENT IMPROVEMENT ACCOUNT

OF FISCAL YEARS 1970 and 1971

Listed below are the most significant projects funded from the FY 1970 and 1971 Management Improvement Account. Several other smaller projects were not included. The dates in parentheses in the project titles give the approximate date of the contractor's report.

1. Fire Department - Manpower (August, 1971)

   The contractor made an analysis of the frequency of fires by fire station service areas. The Budget Office used this analysis in reviewing the Department's budget request for 90 positions. On the basis of the analysis, the Fire Department has been denied the requested manpower increase over subsequent years. Recommendations for closing two fire houses and relocating a third remain under study.

   The anticipated benefits are $900,000 saved annually, based on the disallowance of 90 positions.

2. Environmental Services - Street Cleaning (August, 1971)

   The contractor developed quantitative measures of street cleanliness to enable DES to define levels of service needed in each service area. The Department is now able to determine where problems are, and to reallocate personnel and equipment between and within service areas to correct unsanitary street conditions. The Department is also assisted, by this means, in explaining allocation of service personnel to citizens. Reallocation of personnel in response to the cleanliness measurements has allowed the Department to increase its effectiveness to a level that might have required 30% more staff if the measure had not shown what reallocations were possible.

3. Environmental Services - Inventory Control (December, 1970)

   A study of the existing inventory control system of the Department was conducted to identify the requirements for effective management, and control of stock items, and to develop an improved control system.

   The first phase is a uniform manual inventory control system installation, which will be completed by June 1973. The second phase will provide a fully computerized system.

   The contractor estimated one-time savings of $1.5 million in deferred purchases; and $150,000 annual savings in carrying costs (cost of necessary manpower, space, and monetary investment).

   We have already saved an estimated $86,000 in personnel and $62,000 in reduced purchases in FY 1972; another $1000,000 in FY 1973; and anticipate savings of $250,000 in FY 1974.

4. Capital Construction Management - DGS (November 1971)

   The contractor helped organize and train the project management teams, and wrote a manual for project managers to use. The project management system has been operating for more than a year. DGS conservatively estimates an average one year's savings on each project, after examining a sample of projects. The one year savings is achieved by use of computerized PERT charts which allow the project managers to see how to do some

tasks simultaneously that used to be done sequentially, and to closely monitor progress on each project.

With an estimated inflation rate for construction of 10% per year, and about $60 million in projects, one can estimate a very substantial savings achievement, reaching $6 million in elimination of cost escalations.

5. Utilization of Passenger Vehicles (October, 1971)

This project was to analyze use of 526 passenger carrying vehicles, and to assist in the development of more efficient alternatives for transporting District employees.

The contractor advised establishment of shuttle bus service, a taxi service operating out of a central motor pool and a U-Drive-it arrangement. On the basis of these recommendations, the Budget Office cancelled an order to purchase 36 passenger carrying vehicles in 1971 (cost approximately $91,000), stopped purchase of 44 vehicles (cost $123,000) requested in '72 and eliminated 145 vehicles (cost $533,000) from '73.

We anticipate a future one time cost saving of $53,000 based on salvage value of 62 vehicles to be disposed of, plus operating and maintenance expenses; and $92,000 annual savings based on not replacing 12 vehicles every year at a cost of $2,500 each, plus $1,000 operating and maintenance expenses for each car.

MANAGEMENT IMPROVEMENT PROJECTS UNDERTAKEN BY OPM STAFF IN FY 1973

Below are provided brief description's of selected major management improvement projects undertaken by OPM staff this fiscal year without the availability of the Management Improvement Account. A large number of smaller projects has been excluded.

1. Bicentennial

Special management assistance and direction was provided in planning the District's role in the National Bicentennial, including (a) joint planning with OMB and GSA,resulting in a President-sponsored program presented to Congress in February 1972; and (b) establishment of two citizen groups which have organized citizen participation in each of the city's nine service areas.

2. Inaugural

Special management assistance and direction was provided in planning and coordinating District Government services to the Presidential Inaugural activities,which resulted in the orderly progression of Inuagural activities as planned with no interruption in essential city services.

3. Personnel, Community Development, and Paperwork Management

Staff support was provided to interdepartmental working groups in the areas of personnel systems, community development,and paperwork management,with improvements as follows:

(a) The Personnel Systems Task Force activities have resulted in complete revision and updating of the District Personnel Manual, publishing of an employee handbook, and development of employee recognition and suggestion programs.

(b) The Task Force on Community Development and Related Planning and Zoning Matters has compared and analyzed alternative strategies for more effective government in those areas, and recommended a course of action.

(c) The Paperwork Management Task Force has taken steps to assign responsibility and initiate programs in such areas as standardization of correspondence practices, mail management, control of printing and quick-copy reproduction, reports management, file maintenance, and records retention and disposal.

4. Nelsen Commission's Implementation

Leadership was provided in coordinating District-wide action on the Nelsen Commission report, including appropriate assignment of agency responsibilities, monitoring of responses and timely reporting to the Mayor-Commissioner and Congress. The Division also staffed the Nelsen Commission Coordinating Committee established by the Mayor-Commissioner, and in this role analyzed and coded all recommendations, and developed plans and timetables for appropriate action.

5. Labor Relations

Direct management assistance was provided in the centralization of the District-wide programs of labor relations, resulting in initiation of action by the District Personnel Office to develop overall labor policy, coordinate that policy with budetary and financial policies, and ensure a high level of professional competence.

6. Elections

An improved system for ballot collection and security for the Board of Elections was developed and implemented for use on election night. The Division also executed general supervision over the installation of the new electronic vote tabulating system and deadlines regarding the collecting and counting of ballots.

7. Telephone Utilization

A telephone equipment inventory was designed and conducted in all agencies with the objective of removing all unnecessary equipment. On the basis of this survey and new guidelines set forth in a Commissioner's directive, reduction in equipment is being requested by a number of agencies with a projected savings of $227,000.

Further analysis of the survey results is expected to produce additional savings.

8. Performance Measurement

Management assistance was provided to the Department of Environmental Services in the selection of performance measures and the design and implementation of performance reports in the four administrations of the department. These measures are expected to significantly improve budget presentations, allocation of resources, setting of target achievements, and assessment of executive performance. Similar work has now begun with the Police and Fire Departments.

9. Organizational Handbook

For the first time since 1964, an Organizational Handbook was published and distributed widely pertaining to the establishment and functions of District agencies, independent bodies, etc. In addition to providing an accurate record of organizational history and functions, the Handbook is proving useful in studies and actions for reorganization, including those related to Nelsen Commission recommendations.

10. Consultant Contract Review

A review was made of 30 proposed management consultant contracts, 6 requests for proposal, and 6 contractor's final reports. The most notable result was a tightening up of many of the contracts, providing greater assurance of a useful report.

11. Expansion of SHARE

In FY 1973 seven District Government agencies serviced by the SHARE Computer Center faced highly expanding requirements in FY 1973, and funding restrictions that prohibited increases. By converting to newer, more powerful computers and executing new contracts, it was possible to consolidate operations so that two large new series IBM S370 computers replaced three older series S360 computers. This resulted in about a 50% increase in power and the availability of new capabilities realized through more economical consolidation of resources. Immediate annual savings of $444,000 were realized, and projected savings exceed $5 million dollars over the next seven years.

12. Elimination of Commercial Time-sharing

Special time-sharing computer services were being purchased by departments from commercial sources at high cost. This service was added to the work schedule of the SHARE facilities, and the commercial contracts were cancelled. As a result of this change, annual savings of at least $60,000 have been realized. This has made possible an expansion of our computer support to the departments without further increased costs.

13. Improved Budgeting for ADP Service.

In prior budget years, insufficient information was available (and in some cases not definable) in existing budget submissions with which to take appropriate budget action with respect to ADP equipment.

In joint effort with OBFM staff, special schedules were developed specifically for ADP areas of staffing, equipment, and other planned and existing expenditures and programs. Included were funding from all sources. Because of the availability of data with which to provide proper decisions in eliminating certain increase requests, and to plan further effective consolidations of computer service facilities, budget reductions were made exceeding $150,000. Data is also available to support analysis for District-wide plans.

14. Transit Station Coordination

The major responsibility of the comprehensive physical planning group of OPM has been to examine the likely impact of D. C. Metro stations or their neighborhoods, and to propose modifications to the stations or the neighborhood to enhance the neighborhoods to the extent feasible. Accomplishments relating to this goal include the following:

a. Obtained the addition of a pedestrian bridge connecting the station with the north side of Rhode Island Avenue, enabling subway users to avoid the hazards of major automobile traffic;

b. Obtained the shifting of the Minnesota Avenue and Deanewood stations to new locations to better serve adjacent communities and to take better advantage of physical development opportunities;

c. Obtained the restudy of the alignment of the Branch Avenue line east of the Anacostia River to better serve the concentrations of commuting population in that area;

d. Conducted a study of the Friendship Heights and Tenley Circle station areas, which became a development plan and policy guide for city officials for much of the Wisconsin Avenue Corridor north of Massachusetts Avenue;

e. Conducted a study of the Foggy Bottom-GWU station area, published last year as a concept for a "New Town for the West End," which defined the major development potential of that area for city and private policy planners.

15. Census Tract Manual

OPM published a directory showing 1970 census tracts for all city addresses; several thousand copies are now in use for such purposes as field assignments for public health nurses, social workers, inspectors, and a variety of other uses.

16. Social Indicator

A social indicator model was developed and tested on a pilot basis; results have been analyzed for single indicators to illustrate departmental use, resulting in isolation of tracts clearly in need of special governmental attention which would not otherwise be detected. The system is in the process of being introduced into District operations.

17. Narcotics Treatment

The lact of available treatment programs for narcotic addicts contributed measurable to level of criminal activity in the District. The Office of Criminal Justice Plans and Analysis granted and monitored several different LEAA grants to the Narcotics Treatment Administration which were credited by police with substantial contributions to crime reduction in the city.

18. Inmate Family Counseling

One of the serious side-effects of criminal incarceration on the offender population and on the larger community has been the breakdown of the family unit caused in part by the forced separation of the husbands from their wives. For the past several years the Office of Criminal Justice Plans and Analysis has granted funds to the Department of Corrections to institute a program of family counseling for inmates and their wives. The project appears to be making a positive contribution in keeping families together.

19. Roving Leaders in Secondary Schools

Several years ago the increase in the level of violence in public secondary schools was alarming. In response to this serious situation the Office of Criminal Justice Plans and Analysis supported a grant

request from the Department of Recreation to place Roving Leaders in the vicinity of those schools with particular problems. The program has succeeded in reducing the level of violence in the city's public schools.

20. Project TRACE

DPM has assisted in the final phase of the development and installation of Project TRACE (Tracking, Retrieval and Analysis of Criminal Events). This automated information system is currently operational in the U.S. Attorney's Office. The system is designed to track an adult offender from the time of arrest through the entire criminal justice system to the time he exits. The system has become the prototype of similar systems in prosecutors' offices throughout the United States. Besides providing data for planning purposes, the system is designed to improve management and day-to-day operations in the U.S. Attorney's Office for the District of Columbia.

21. Offender Status Register

Assisted in the updating of a system, the Offender Status Register, which will enable the District to track offenders out on conditional release who are rearrested. This system is maintained with the cooperation of the Police Department, U.S. Attorney's Office, the Probation Offices of the D. C. Superior Court and the U.S. District Court, the Department of Corrections, the Parole Board, and the D. C. Bail Agency. The system contains data on when recidivists are re-arrested, what sort of conditional release they were on, and disposition of their cases.

POSSIBLE PROJECTS FOR MANAGEMENT IMPROVEMENT ACCOUNT IN FY 1974

Listed below are four examples of projects which we would consider funding in FY 1974 if the Management Improvement Account funds were made available. There are a number of other projects, not listed to save space, which would also be considered.

1. Deployment of Ambulances

Problem: There are often long delays in obtaining an ambulance during peak periods, partly because half the calls are for non-emergencies. Emergency rooms are frequently closed to further arrivals during peak periods, causing increased servicing time.

Proposed Approach: Contractor will explore success of screening methods and fees used in other simulation techniques (already developed) to determine best location of ambulances during different times of day and days of week; and propose methods of decreasing non-availability of emergency rooms during peak periods.

Expected Benefits: Decreased delays in ambulance response; increased availability of emergency rooms during peak periods.

2. Performance Measurement

Problem or need: Develop workload, productivity, and effectiveness measures in selected high priority programs; and implement a reporting system to provide the measures at several organizational levels.

Approach: Contractor will develop an acceptable, meaningful set of measures for specific programs in selected departments in cooperation with OPM and Office of Budget and Financial Management. Several organizations, like Urban Institute and NYC Rand Institute, have done work on such measures which could be quickly applied to the District at minimum cost.

Expected Benefits: Performance measures will enable administrators to allocate resources more judiciously, to set achievement targets, and to evaluate the effectiveness of their programs.

3. Material Management System

Problem: As the District moves toward more efficient material management via the commodity managership system it must develop the best policies and procedures for the new system.

Proposed Approach: The contractor will analyze procedures and regulations of GSA, Defense Supply Agency, and selected municipalities, will recommend the DGS procedures and regulations most suited to the District, and will prepare the various policy and procedures manuals needed for the system.

Expected Benefits: DGS estimates the new system will result in annual savings of up to $4 million when in full effect. Contract should help shorten transition time to new system. There will be substantial one-time savings as well in reducing existing overstocking and maintenance of duplicated inventories. Obsolete stock will be written off and disposed of at salvage value.

4. Building Maintenance

Problem: Need for improved planning, scheduling, financing, and management of building maintenance operations.

Proposed Approach: Contractor will develop methods for assessing productivity and quality of maintenance operations; propose a method of planning maintenance requirements in future years; determine means of reducing average waiting times for requested repairs; explore methods of overcoming bonding and insurance constraints on minority contractors; and examine alternative short and long term methods of reducing vandalism.

Expected Benefits: The project should produce monetary savings, but also service delivery benefits in more effective provision of maintenance.

In addition to the four examples of projects just listed, the Nelsen Commission has made a number of recommendations whose implementation would be greatly assisted and accelerated by a contracted activity. These are listed below by recommendation number and outline description:

NELSEN MANAGEMENT IMPROVEMENT RECOMMENDATIONS

VIII- 24 - Paperwork-records cleanup. Report elimination, training in paperwork management, continuing campaign.

VIII- 4 - Consolidate procurement and supply operations. Revolving stock fund. Specifications. Federal resources.

III- 8 - Service to buildings. Standards. Costs. Requirements.

III- 29 - Efficiency indicators. Work load, staffing ratios.

VIII- 31 - Productivity program.

III- 55 - Corporation Counsel work measurement system.

IV- 48 - Effectiveness of low-volume fire stations.

IV- 9 - Desirability of Housing and Community Development authority.

IV- 61 - Overtime in Corrections.

IV- 20 - Health services policy. Contracting out.

IV- 32 - Library based services.

Senator BAYH. What agency will administer the use of the funds?

Mr. GILBERT. OPM will administer them.

Senator BAYH. So you do have specific proposals for the use of the funds?

Mr. GILBERT. Yes, sir.

Senator BAYH. Just one thing, going back to what came up earlier. We are spending $1.7 million on consultants in 1973. It makes one wonder why we need a special account with $100,000 more for 1974. You do not request any additional staff?

Mr. GILBERT. We do not request any additional staff for the management improvement account, because essentially, these will be projects that in our judgment can be better done by the retaining of consultants and our machinery for developing the management, the scope of work and also reviewing the consultant contracts, is able to handle those projects.

I should say in addition that the individual projects will be approved specifically by the Mayor. They are part of the Executive Office appropriation and each of the projects will be developed by us in collaboration with the various departments of the Government, and we will be submitting them to the Mayor for his approval before these contracts are issued.

Senator BAYH. Thank you, gentlemen. I think that is all that is necessary to discuss on this right now. We appreciate your taking the time to explore the subjects with us this morning. Mr. Gilbert.

Mr. GILBERT. Thank you, Mr. Chairman. I have appreciated the opportunity to talk about OPM. You can see I can talk about it without very much urging.

Senator BAYH. I think that speaks well of your sincerity and the capable hands that OPM finds itself in.

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

Senator BAYH. We will look forward to having that information we discussed for the record.

Mr. GILBERT. We will get that material to you as soon as we can.

Department of Finance and Revenue

STATEMENT OF KENNETH BACK, DIRECTOR

ACCOMPANIED BY:
HENRY DAUSCH, ADMINISTRATIVE ASSISTANT
DANIEL LUCAS, FINANCE ECONOMIST

INTRODUCTION OF ASSOCIATES

Senator Bayh. Our next witness is Mr. Kenneth Back, who is Director of Finance and Revenue.

Before we hear Mr. Back, we will take a 15-minute recess.

[A short recess was taken.]

Senator Bayh. Mr. Back, would you identify for the record, please, your two colleagues?

Mr. Back. Yes, Mr. Chairman. On my right is Henry Dausch, my administrative assistant. On my left is Daniel Lucas, financial economist in the Department.

Senator Bayh. Please proceed, Mr. Back.

JUSTIFICATION FOR BUDGET REQUEST

Mr. Back. Mr. Chairman, thank you for the opportunity to appear before you to justify our budget requirements for fiscal year 1974.

The Department of Finance and Revenue is responsible for administering and enforcing the District's tax laws, collecting all District of Columbia revenues, disbursing District payments, conducting fiscal research on revenue sources and alternate tax structures, and advising the Mayor on District tax policies and programs. The main product or output of our programs is revenue to finance city operations. Another equally important but less tangible end product is equity or the fair distribution of the tax burden.

One of our most important tasks is to assure that the full amount of anticipated tax revenues is brought in each year. Thanks to voluntary tax paying habits of most citizens, a large portion of the money is collected as a result of such efforts as informing the public and mailing and processing of tax returns and tax bills. However, in order to maximize revenues and assure that all taxpayers are paying their fair share it is necessary to establish and administer a variety of tax programs, including taxpayer education, auditing, assessing, compliance, enforcement and tax fraud investigation. Effective tax administration, as we see it, consists of utilizing the right combination of education and enforcement activities in an effort to achieve maximum revenue and equity at the lowest possible cost.

Tax administration in the District operates generally in relation to the two primary ways in which taxes are assessed—either "adminis-

tratively assessed" or "self-assessed." For the "administratively assessed" taxes such as the real estate tax, the Department of Finance and Revenue takes the initiative, assesses the value of the tax base, calculates the amount of the tax, bills the property owner and generally assumes heavier responsibilities than the taxpayer.

No increases are being requested for the real estate assessment program in this budget. Last year Congress approved funds to allow us to continue to implement our long range plans to reduce the real estate reassessment cycle through increased automation of the assessment program. Equitable distribution of the real estate tax burden requires that property be reassessed as often as necessary to keep assessed values current with market values. At present, we are able to reassess all properties at least once every 3 years and most every 2 years. However, this cycle is too infrequent to keep assessed values current with rapidly changing market values. Our goal is to narrow the time gap between reviews of all District property to a point where such reviews and reassessments are made as often as reasonably practicable. Attainment of this goal will assure maximum equalization of the tax burden among property owners and will also help prevent large percentage increases in assessed value in those areas of the city where values are changing at a rapid pace. Currently, we must "catch up" 2 or 3 years of value change in one assessment. The new program will result in more frequent but smaller increments in assessed value for those properties which either increase or decrease in value.

SELF-ASSESSED TAXES

In the case of the "self-assessed" taxes such as the individual income and sales tax, the taxpayer takes the initiative, assesses himself on a prescribed tax return and pays the tax. With this type of tax, the heaviest duties of the administrator have to do with education, information, audit, compliance, and ultimate enforcement.

In recent years there has been a rather pronounced increase in the number of tax delinquents in the District, reflecting a trend that is nationwide in scope. Taxes are simply more difficult to collect today than they were 10 or even 5 years ago. For example, the number of delinquent nonfilers added to our Compliance Division's caseload increased from 16,600 in fiscal year 1968 to 30,000 at present. During this same period, the number of delinquent nonpayers added to our Enforcement Division's caseload each year has grown from 16,000 to 26,000 at present.

Increased delinquency is caused by a number of factors including adverse economic and business conditions in certain segments of the economy, the changing attitudes of people toward Government, and the age old tendency for some people to want to "beat the system." The only way to effectively reduce delinquency and keep it under reasonable control is to provide manpower and other resources necessary to make swift contact with delinquents as soon as possible after they fail to file a return or make a taxpayment. If, because of the lack of adequate resources, delinquent taxpayers are allowed to get too far behind on their taxpayments then it becomes much more difficult and sometimes impossible to collect the tax (e.g., in the case of bankruptcy where the remaining assets are not enough to satisfy all debtors). Moreover, the inability to move in swiftly and effectively on tax delinquents can have the long run effect of encouraging even

more delinquency as taxpayers gradually come to realize they have a greater chance of evading or delaying payment of their taxes.

Although the number of tax delinquents has been increasing in recent years, our ability to handle these increased workloads has also improved. This has been due to (1) approval of new resources by Congress, and (2) streamlining and improved procedures in our audit, compliance discovery, and enforcement operations to achieve greater productivity. For example, the number of tax audits performed was increased from 13,619 in fiscal 1970 to 16,253 in fiscal 1972. During this same period, the number of compliance (delinquent nonfiler) cases closed was increased from 16,531 to 41,132 and the number of tax delinquents discovered through our Federal match program was increased from 1,222 to 5,650. In the enforcement program area, the number of delinquent nonpayer cases closed was increased from 11,449 in fiscal 1970 to 15,704 in 1972.

While we have been able to substantially increase the number of delinquent cases closed each year, backlogs of cases still exist and these are expected to grow in size in the future because of the large increases in new cases being added. For example, the backlog of delinquent nonpayers is expected to grow from 13,900 at present to 16,400 by the end of this fiscal year and to 19,500 by the end of fiscal 1974. In the compliance area, the backlog of nonfiler cases is expected to grow from 3,746 at present to 7,500 cases by the end of fiscal 1974. These backlogs represent millions of potential tax dollars for the city.

TAX AUDIT PROGRAM

In the tax audit program, despite our increased production, we are still able to do detailed audits on only a small percentage of returns filed. For example, during fiscal 1973, staff resources were available to conduct audits of only approximately 3 percent of all tax returns filed. An analysis of existing audit program levels in the States indicate that District audit program levels are significantly below those in a majority of the States studied. Seventeen of the 26 income tax States studied and 14 of the 31 sales tax States audit more than 5 percent of the returns filed. In order to increase the District audit programs from the present 3 percent level to the 5 percent level (which would mean an increase in the number of audits from 17,300 in fiscal 1973 to 20,500 in fiscal 1974), we are requesting 17 tax auditor and two related clerical positions. The 19 positions are estimated to bring in $445,000 in additional revenue in fiscal 1974 and $850,000 annually thereafter.

To expand our compliance and discovery activities, eight revenue officers and one clerical position are required. These positions would be used to reduce the present business tax backlog of delinquent filers to minimum levels and to increase significantly the number of individual nonfilers contacted as a result of our tax discovery programs. We estimate that increased revenue from these expanded compliance and discovery activities will produce $925,000 in additional revenue in fiscal 1974 and $1,800,000 on a full-year basis thereafter.

In the enforcement program area, we are requesting six revenue officers and three related clerical positions. It is estimated that these positions will result in $630,000 in new revenue in fiscal 1974 and $1,200,000 on an annual basis.

I should stress that the revenue benefits of these tax programs far exceed program costs. The audit, compliance, and enforcement activities all produce many times the amount of their cost in increased revenue, and the addition of new resources would continue to result in high marginal returns. Totally, the new positions, which would cost $331,000 in fiscal 1974, will produce approximately $2 million in critically needed additional revenue in 1974 to help fund the Mayor's proposed budget.

Our total budget request for fiscal 1974 is $8,173,000, an increase of $547,400 over the fiscal 1973 base. Approximately 40 percent of the increase or $216,400 is for nondiscretionary within-grade salary increases and annualization of positions authorized in fiscal 1973. The remaining 60 percent or $331,000 is for continued expansion of our tax audit, compliance, and enforcement programs.

Mr. Chairman, I have attempted to give a very brief overview of the status of the tax programs administered by our Department, with special emphasis on the need for new resources to help continue to reduce tax delinquency in the District. I will be happy to answer any questions which you or other members of the committee may have at this time.

REMOVAL OF ACCOUNTING AND PAYROLL AND MUNICIPAL AUDIT UNITS

Senator BAYH. Thank you, Mr. Back. When the accounting and payroll divisions, or when the municipal audit units, were removed from the Department, was the Department's administrative staff reduced accordingly, or did it stay at the same level?

Mr. BACK. The administrative staff, for the most part, stayed at the same level. He had a small administrative staff to begin with. Insofar as we are concerned, we think it is a small administrative staff. As the functions were transferred out, of course, all of the supervisory staff and all the employees themselves were transferred.

Senator BAYH. How large is your administrative staff compared to the total staff now in the Department of Finance and Revenue?

Mr. BACK. The total staff is 496 full-time permanent positions. I believe there is a total of 29 temporary positions.

Senator BAYH. Just a minute. That is 496. Is that total permanent and temporary?

Mr. BACK. It is 496 plus 29.

Senator BAYH. Plus 29?

Mr. BACK. Right. In what we call the Office of the Director, there are four positions. Three of them are tax research and economist positions. I think there are four positions in personnel. There are two in budget. I am trusting my memory, Mr. Chairman.

Senator BAYH. You can provide this for the record.

Mr. BACK. I would rather and give you the exact figures.

[The information follows:]

Positions in the Office of the Director, Department of Finance and Revenue, compared with total Department positions

Position or Functions:	*Number*
Director	1
Deputy Director	1
Special Assistant	1
Secretaries	2
Fiscal planning and research	4
Assistant Director, Administration	1
Administrative aid	1
Equal employment program	1
Administrative support services	1
Employee development and training	1
Personnel	4
Classification and management labor relations	2
Budget and procurement	3
Subtotal	23
Total authorized permanent positions, DFR	496
Temporary and seasonal positions	29
Total all positions	525

ADMINISTRATIVE STAFF

Senator BAYH. When I pose a question about the Department's administrative staff, is that in the Office of the Director? That is what you call your administrative staff?

Mr. BACK. Yes, sir.

Senator BAYH. If you can give that specific figure, somewhere in the neighborhood of 24 out of 525 permanent and temporary, give or take 1 or 2?

Mr. BACK. That is right.

Senator BAYH. When will your automated property assessment system be in full operation, Mr. Back?

Mr. BACK. Well, our best estimate at this time is to try to complete the project during calendar 1975. You see, what we are having to do, Mr. Chairman, is to completely resurvey and regather information on every property in the city. This is taking place today. Every property is being inventoried.

Senator BAYH. Is that part of assessment, or is that part of automating the assessment system?

Mr. BACK. That is being done at the present time for automating, but as we move along, it will be done for both purposes.

Senator BAYH. Why should it not be?

Mr. BACK. No reason why it should not be and we will, of course. But we are just now getting the fact-gathering program off the ground. We have worked, I suppose, three or four neighborhoods in the city. We are engaged in recruiting, training, and designing forms. This is now moving along.

Senator BAYH. The end of calendar 1975?

Mr. BACK. That is our present estimate.

Senator BAYH. Will this free up staff resources for other duties at this point?

Mr. BACK. No, sir. It isn't designed for that purpose. It is designed to try to shorten the cycle, to get greater use of our present personnel, so that we can reassess the whole city every year.

Senator BAYH. You are talking about reassessing property every year. How often do you reassess it now?

Mr. BACK. Now we reassess all property at least once in every 3 years. Most property is assessed every other year. For instance, last year, we were able to do 60,000 out of 140,000 properties. So we haven't quite got it down to the 2-year basis yet. We are hoping to do that shortly.

Senator BAYH. This will be possible, your annual reassessment, because of automation, right?

Mr. BACK. Yes sir. The only other way you could do it would be to double the staff. We think it is more economic and better to further automate it.

Senator BAYH. You will be able to do it with the same amount of staff annually that you now do it every 2 years?

Mr. BACK. Yes, sir.

Senator BAYH. You feel you will have increased revenues as the result of the annual assessment system?

Mr. BACK. Yes, sir, we will, assuming that the market continues to go up rather than down. However, the indication of the future is the market will continue up, and the closer you keep your assessments to that market, and assuming the rates stay the same, you will increase revenue.

INCREASE IN PROPERTY TAX REVENUES

Senator BAYH. Talking about increase in property tax revenues, there is one question that came to my mind when I was looking at the statistics relative to this year. The increase in property tax revenue is $4.5 million up from $1.35 million in fiscal 1973. That is about 3 percent, just over 3 percent.

Inasmuch as you do have the reassessment program, and there has been rather significant rise in everything, why is it that we have only had a 3-percent increase in property tax revenues?

Mr. BACK. I think there are several factors, Mr. Chairman. In the first place, while we reassessed 60,000 properties last year—by last year, I mean calendar 1972—45,000 of them were increased. And of that 45,000, I don't have the exact figure, but the largest majority of that 45,000 would have been residential properties. Even though the market has been moving extremely fast in residential areas in the city, particularly Northwest Washington, other areas are not moving. It isn't moving nearly so fast in commercial areas as residential.

Residential properties comprise 30 percent of the total base. Over 60 percent of the total base is commercial, and by "commercial" I am including high rise apartments. So even if you increase values considerably in this 30 percent of your total base, and as you might expect, on some single family residences, the increases were 50 percent ranging anywhere from 5 to 50 percent—when you get it all added up and on the record, you are adding a small amount to a taxable roll that now represents about $4.5 million.

This estimated revenue figure for 1974 is still an estimate. Our Board of Equalization Review is analyzing the worksheet on the assessments made in 1972, which will be effective for fiscal 1974. So we are getting down closer to where we are working on revenue estimates right now. This committee and the House committee usually requests updated estimates before the markup.

Senator BAYH. What technique is used to determine the increased value of a home in Northwest Washington in the reassessment process?

Mr. BACK. I would think that the sale of comparable properties would be given more weight than anything else. We approach the valuation of a single family home like any appraiser would. We have more data than most fee appraisers would have. We have all sales. We have a a deed recordation tax law in the District that requires buyers and sellers both under oath state to the consideration and the breakdown of that consideration. These are all analyzed by area, by type of property, and by type of construction, and 14 other ways so that when the assessor goes into a neighborhood, he has got all the information for the last couple of years on what was sold and how much it was sold for. The other thing we have, of course, is an inventory file of every property. We have a reproduction cost computed on every property.

Another thing that the assessor will have, we use a land value advisory committee, made up of local realtors and local appraisals and we meet with those people about once a month, or as often as necessary. They advise us on values, value trends, particularly land values.

Senator BAYH. Do you use the same procedures as far as commercial property is concerned?

Mr. BACK. No, sir. Commercial property is a little different animal. Here you don't have the sales. We rely most heavily in capitalization of income. On a new commercial property, we would rely heavily on reproduction costs and add to that the estimated land value. But as a commercial property gets a little older, even after the first couple of years, we don't think there is anything that indicates value more than the income. This is how they buy and sell, if they do sell, based on capitalization of income trend. This is why I say the market in commercial property isn't nearly so erratic as in residential properties.

PUBLIC INFORMATION ON ASSESSMENT PROGRAM

Senator BAYH. We have gone through this reassessment program. Is there any effort made to try to inform District residents of the real property assessment program and the potential for significant increase in property tax associated with the program?

Mr. BACK. This is a continuing program with us.

Senator BAYH. What steps are taken? I am a householder, say, in Northwest Washington. Well, I am, come to think of it. Maybe I have a conflict of interest asking these questions, but I am still going to ask them.

[General laughter.]

Mr. BACK. Mr. Chairman, I am also a householder in Washington, so we are both in the same boat.

Senator BAYH. Balancing conflict of interests.

Mr. BACK. It is always difficult to know the best way to notify the public of a program, a technical type program. We do have news

releases. The press regularly gives us coverage. Any time an assessment is changed, the taxpayer or property owner is notified.

Senator BAYH. That is after the fact.

Mr. BACK. Well, he is notified so that he may appeal. He is notified ahead of the appeal process. There is some explanation of the property tax on the bill which the property owner receives twice a year. We are working right now to expand this program. We are working on a brochure we will attempt to get into every property owner's hands, perhaps every year, which is an expansion of our present information system.

Our present thinking is sort of a question and answer type thing to try to give information on things which seem to bother most property owners. We make numerous speeches in every neighborhood almost, in the city, every year.

Senator BAYH. Does the notice of increased assessment contain ready explanations for the homeowner, indicating that that decision can be appealed, and the process that must be pursued?

Mr. BACK. It does that. The one thing it doesn't do, it doesn't explain to him the process. It explains that your property has been revalued, your old value is so much, you may appeal it within certain times, telephone number where you may call. We encourage them to come in and talk to the individual assessor ahead of appeal. It it is a misunderstanding of the information——

Senator BAYH. You say encourage him. How do you do that?

Mr. BACK. On this notice. He is encouraged on the notice telling him his assessment has been increased. He is encouraged with the language on the notice to first contact the assessor. If he still isn't satisfied with the assessment, then to appeal.

Senator BAYH. "Encouraged" is the right word?

Mr. BACK. Well, I don't remember the exact language, but I can assure you, any time I make a presentation, I encourage people to inquire if they have questions——

TAX REASSESSMENT FORM

Senator BAYH. I am not talking about what you say. I am sure when you speak on the subject, it is very encouraging to listen. I am sitting out there someplace and I get this form through the mail. I wonder how encouraged I am to receive the notice my property assessment has gone up.

Could we have a copy of the form to put in the record?

Mr. BACK. Oh, yes.

[The information follows:]

STATEMENT ON REASSESSMENT NOTICE ENCOURAGING TAXPAYERS TO CONTACT ASSESSMENT OFFICE

Copy of notice attached. Also attached is copy of Real Estate tax bill which contains additional information on the District's assessment system.

Breakdown of assessment changes for fiscal year 1974 by type of property

Category of property	*Number*
Residential	41,032
Commercial	3,968

SQUARE	SUFFIX	LOT	FIRST HALF TAX	SECOND HALF TAX
TOTAL ASSESSED VALUE		TAX RATE PER $100	AFTER SEPT. 30, 1972, 1ST HALF TAX IS INCREASED BY 1% PER MONTH UNTIL PAID.	AFTER MARCH 31, 1973, 2ND HALF TAX WILL BE INCREASED BY 1% PER MONTH UNTIL PAID.
			PENALTY	PENALTY
				TOTAL

1973
SECOND HALF
TAX DUE BY
MARCH 31, 1973

1973

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF FINANCE AND REVENUE

REAL ESTATE TAX BILL

FOR FISCAL YEAR 1973

MAKE CHECK PAYABLE TO:

D. C. TREASURER

NOTE: SEE REVERSE SIDE
FOR IMPORTANT
INFORMATION

THIS COPY MUST BE RETURNED WITH PAYMENT
DO NOT FOLD, STAPLE, OR MUTILATE THIS BILL
CREDIT TO 9011

116 569
FP-177 (REV. 8-72)

355

IMPORTANT INFORMATION

Examine this tax bill carefully. It is your responsibility to see that the proper bill is paid on time.

If your name or mailing address changes after payment of this bill you must notify the Assessment Services Division, Department of Finance and Revenue promptly in writing.

If any REAL ESTATE TAXES, SPECIAL ASSESSMENTS, WATER OR SEWER CHARGES are delinquent on June 30, 1973 the property will be advertised and sold at public auction, on the day fixed for sale by the City Council of the District of Columbia, as required by law.

Print name and mailing address CHANGES below
(DO NOT USE NAME AND ADDRESS STICKERS)

NAME(S)_____

ADDRESS_____

CITY_____ STATE_____ ZIP CODE _____

Make check or money order payable to: D. C. TREASURER, 300 Indiana Ave., N. W., WASHINGTON, D. C. 20001.

A $5.00 penalty will be imposed if a check or money order in payment of this bill is not honored by your bank.

(CLEARED BY D. C. TREASURER 3-69)

DO NOT FOLD, STAPLE, OR MUTILATE THIS BILL

SQUARE	SUFFIX	LOT	FIRST HALF TAX	SECOND HALF TAX
TOTAL ASSESSED VALUE		TAX RATE PER $100	FIRST HALF PENALTY	PENALTY
				TOTAL

AFTER SEPT. 30, 1972, 1ST HALF TAX IS INCREASED BY 1% PER MONTH UNTIL PAID.

AFTER MARCH 31, 1973, 2ND HALF TAX WILL BE INCREASED BY 1% PER MONTH UNTIL PAID.

DETACH HERE

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF FINANCE AND REVENUE
TAXPAYER'S RECORD
OF REAL ESTATE ASSESSMENT AND TAX
FOR FISCAL YEAR 1973

PROPERTY ADDRESS

1973

357

116 569 IF STAMPED RECEIPT IS DESIRED, BOTH COPIES MUST BE RETURNED WITH PAYMENT

FP-177 (REV. 8-72)

DO NOT FOLD, STAPLE, OR MUTILATE

FACTS ABOUT THE REAL ESTATE TAX

The real estate tax is the largest single source of revenue for financing the operations of the District of Columbia Government, amounting to 32 percent of all general fund tax collections. The real estate tax rate is set annually by the city council based on the financial needs of your government.

Real estate assessments are based upon the current market value of property. By assessing each property uniformly in accordance with its value, the real estate tax burden is distributed fairly and equitably among all property owners.

The assessed value of your real estate multiplied by the tax rate determines the amount of your real estate tax. You can calculate your tax using the following formula:

TOTAL ASSESSED VALUE ÷ $100 x CURRENT TAX RATE = REAL ESTATE TAX

Your total assessed value and the current tax rate per $100 of assessed value are shown on the front of this bill.

Further information may be obtained in Room 2000, Municipal Center, 300 Indiana Avenue, N. W. Telephone No. 629-3135.

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF FINANCE AND REVENUE

NOTICE OF PROPERTY ASSESSMENT CHANGE
THIS IS NOT A TAX BILL

SQUARE	SUFFIX	LOT	EFFECTIVE DATE

TOTAL ASSESSED VALUATION

CURRENT ASSESSMENT	NEW ASSESSMENT

PROPERTY ADDRESS

359

FP-151 (REV. 6-69)

(SEE REVERSE SIDE)

The new assessed valuation shown on the reverse of this notice is the result of a continuous property review and reassessment program to provide uniformity in the assessment of your property with similar type properties located in the District of Columbia.

If you feel this is not a fair and equitable assessment of your property, or if you have any questions about it, you are encouraged to call or visit this office. You also may file an appeal with the Board of Equalization and Review any time from the first Monday in January until the first Monday in April, after which no further appeal may be filed or will be considered. Instructions or forms for filing an appeal may be obtained by calling or writing:

Department of Finance and Revenue
Assessment Services Division
Room 2010–Municipal Center
300 Indiana Avenue, N. W.
Washington, D. C. 20001 Phone 629-2119

REASSESSMENT OF PRIVATE RESIDENCES

Senator BAYH. Tell me again how many private residences last year were reassessed upward?

Mr. BACK. I may have to supply that. The figure I gave was a total. 60,000 properties were reviewed, 45,000 of them were changed, assessments were changed and the taxpayer notified. I don't have the figure, the breakdown between residential and commercial. Naturally, the largest number is going to be residential.

Senator BAYH. Can you give me a ball park figure on that and then check it for the record?

Mr. BACK. I suppose 35,000 residential. It might be a little more.

Senator BAYH. I just want a feel.

Mr. BACK. 10,000 commercial.

Senator BAYH. Out of that 35,000 homeowners that got that notice, how many appealed?

Mr. BACK. 1,300 was the count as of yesterday.

Senator BAYH. 1,300. How many were successful out of that?

Mr. BACK. That hasn't been decided. The Board is still in session. The Board, as a matter of fact, is still working on these appeals.

Senator BAYH. What has been the experience in the past?

Mr. BACK. About 50 percent are successful with their appeal, to some extent. I expect the same pattern will follow.

Senator BAYH. Mr. Back, a couple of more quick questions, please. I apologize for the delay.

The Mayor has proposed a 1.5 million tax benefit for the elderly. I wonder if that is reflected in your estimates of the real property revenue of 139.5 in fiscal 1974? The reason I am concerned is that the supporting materials indicate that the property tax relief comes out of personal, tangible property tax. I sort of wanted that straightened out for the record.

Mr. BACK. Yes, sir. I think there is some mixup in the understanding of the printing the Budget put together. This property tax relief for the elderly will actually come out of the individual's income tax revenue. This is where they claim their relief, on the individual income tax return. It is here it will be taken out. It could come out either place, the total is going to be the same whether it comes from the income tax revenue or not.

Senator BAYH. Suppose you don't pay any individual income tax?

Mr. BACK. You still claim the refund. You still claim your allowance.

Senator BAYH. So you could be retired, no income, and still receive a refund on the property tax?

Mr. BACK. That is correct.

Senator BAYH. Through the individual income tax?

Mr. BACK. The income tax is more a mechanism for administration than anything else. This is a pattern that most of the States have followed in granting this property tax relief to the low income elderly.

D.C. INCOME TAX RETURNS FILED

Senator BAYH. How many income tax returns were filed last year?

Mr. BACK. About 330,000.

Senator BAYH. 330,000. What percentage of D.C. residents is that?

Mr. BACK. The D.C. population, I think, is 750,000. The 330,000, of course, also contains joint returns. We count it as one return. We did a survey not long ago of some of the other States, and we found our number of returns in relation to population was high.

Senator BAYH. I wanted to ask you that question next.

Mr. BACK. I don't have all of the figures, but it indicates ours was high.

Senator BAYH. If you have some comparisons with other States and cities, I would appreciate it. I think it would be helpful to us.

[The information follows:]

RATIO OF INDIVIDUAL INCOME TAX RETURNS FILED TO TOTAL POPULATION, DISTRICT OF COLUMBIA AND OTHER SELECTED STATES

State	Number of individual income tax returns (thousands)	1970 population (thousands)	Ratio of tax returns to population (percent)
Wisconsin	2,366	4,418	53.6
Minnesota	1,816	3,805	47.7
District of Columbia	331	757	43.7
North Carolina	2,166	5,082	42.6
Maryland	1,554	3,922	39.6
New York	7,100	18,241	38.9
Oregon	778	2,091	37.2
Massachusetts	2,100	5,689	36.9
Vermont	160	445	35.9
Virginia	1,648	4,648	35.5
Kentucky	1,116	3,219	34.7
Indiana	1,746	5,194	33.6
Maine	330	994	33.2
West Virginia	560	1,744	32.1
South Carolina	786	2,591	30.3
Georgia	1,393	4,590	30.3
California	5,608	19,953	28.1

EXPLANATION OF PROPERTY TAX TASK

Senator BAYH. What has been done to explain the real property tax increases to District homeowners?

Mr. BACK. The following has been done within the past several months, or is being done at present.

(a) The notice of change in assessed value and the tax bill itself which are sent to taxpayers contain information on how the tax is computed and on appeal procedures.

(b) Press releases explaining the annual reassessment program at the time reassessment notices were mailed.

(c) Numerous meetings with citizens associations and neighborhood groups.

(d) Mayor's press conference on city proposal to provide partial property tax relief for low-income elderly persons.

(e) Distribution of detailed report on this year's assessment program to citizen groups and interested individuals.

(f) Encourage taxpayers who contact Department to visit the assessment office to discuss their proposed assessment with the assessor familiar with their property or neighborhood.

Senator BAYH. What has been done in the last year to improve operating efficiency in your Department? What are the specific accomplishments? What further improvements are planned?

Mr. BACK. I will supply that for the record.

[The information follows:]

Selected Department of Finance and Revenue Management Improvements Completed or in Process of Development During the Last Year

1. Expanded Program Planning and Reporting. Existing system was improved through expansion of reporting and review requirements. This system, which has been in effect for a number of years, involves the development of annual work plans and goals in all major program areas with quarterly reporting and review of progress against goals.

2. Conversion to SHARE. Conversion of tax and fiscal programs from system 360-30 computer previously leased by the Department to a higher capacity more efficient 360-50 computer located in the District's share computer center.

3. Revised Individual Income Tax System. Installation of improved procedures for document processing and audit review of Individual Income Tax returns. This program involved--among other things--the development of a new income tax forms booklet and a new income tax return which permits a husband and wife who wish to file separately for possible tax advantages to file on the one form instead of two separate forms. This will reduce the number of tax returns to be processed and also simplify filing for many taxpayers.

4. Revised Employer Withholding System. Installation of new procedures which permit District employers to submit employer withholding data on magnetic tapes instead of paper documents. This will help speed processing of employer withholding data and ease the filing requirements for employers.

5. Computer Assisted Real Estate Assessment Program. Completion of the design requirements for the initial conversion to the computer assisted real estate assessment program. In addition, the Department has initiated a mass data collection operation necessary for creation of the computerized master file of property assessment information. The goal of this program is to automate the assessment function so that eventually all or nearly all properties in the city can be reviewed annually.

6. IRS - D. C. Cooperative Programs. Expanded cooperative audit and tax adjustment programs with the Internal Revenue Service. The programs involve exchange of audits or tax adjustments between District and IRS in an effort to maximize audit coverage and revenue potential. Thus far in fiscal 1973 the District has realized approximately $200,000 in audit revenue from these expanded programs. The revenue return to the Federal Government is many times greater.

7. Land Value Maps. Initiation of a special project to develop land value maps for use in the real estate assessment program. When completed, the maps--which are compatible with D. C. Zoning Commission and Highways and Traffic maps--should greatly facilitate the valuation of land for tax purposes.

8. Expanded Statistical Research and Reporting. Development of new statistical reports which serve to assist management in revenue planning, program planning, and program monitoring and provide additional information for the public. New or expanded reports include Quarterly Sales Tax Statistical Report, Major Tax Burdens in 30 Largest Cities (expanded from 25 cities), and Analysis of Business Patterns in Washington Metropolitan Area.

9. Training Coordinators. Initiated program to expand the employee development and training program by assignment of training duties to coordinators in major program areas within the Department. These subject specialist-coordinators are working with the Department training officer to develop more meaningful and productive on-the-job and other types of training for all employees. The goal is to improve production in all programs and to provide greater career development opportunities for employees.

10. Business Tax System. Continued development of a new computerized business tax system. One of the main goals of the system is to automate many of the time-consuming, clerical operations which must presently be performed by revenue producing auditors and revenue officers.

Senator BAYH. Well, gentleman, I think that is about all we need right now. I appreciate very much your being here this afternoon.

OFFICE OF CORPORATION COUNCIL

STATEMENT OF C. FRANCIS MURPHY, CORPORATION COUNSEL

ACCOMPANIED BY MRS. GLORIA L. POWELL, ADMINISTRATIVE OFFICER

BUDGET REQUEST

Senator BAYH. Mr. C. Francis Murphy, corporation counsel, will testify next in support of the budget request of $3,058,500 and 199 positions for the central office responsible for providing legal services to the Commissioner, City Council, and all of the departments, agencies, boards, and commissions of the government of the District of Columbia.

Mr. Murphy, we appreciate your being with us. Would you identify your colleagues for the record, please?

BUDGET NEEDS FOR OFFICE OF CORPORATION COUNCIL

Mr. MURPHY. Yes, Mr. Chairman. I have with me Mrs. Gloria Powell, administrative officer for the Office of the Corporation Council.

I thank you for the opportunity to personally bring to your attention the budgetary needs of the Office of the Corporation Counsel for fiscal year 1974.

As attorney for and chief law officer of the District of Columbia government, I have established as the primary goal for the Office of the Corporation Counsel the rendering of the most efficient and timely legal services possible. Therefore, in preparing this budget presentation, first priority was given to meeting the statutory responsibility of the Office of the Corporation Counsel; that is, providing all legal services to the District of Columbia government. The quality of legal services provided by the corporation counsel and his staff has a significant impact on the effectiveness of the District of Columbia government itself and all of its programs. Developments in law enforcement and the administration of criminal justice in the District of Columbia indicate that the workload of this Office can be expected to continue to grow steadily and rapidly. Additional officers on the police force, expansion of the courts, and continuing development of facilities and services to insure effective legal representation for disadvantaged citizens, especially in relation to actions taken by their government, all indicate an increasing workload for this office and its staff. As a pivotal agency that reaches directly into the lives of many citizens and indirectly into the lives of all, effective, efficient, performances in this Office is vital to effective, responsive government in the District of Columbia.

During the past year and a half, it has been possible to improve the legal services provided in juvenile cases so that any juvenile is assured of having a trial within 30 to 45 days. Previously, it took almost a year.

Advances have been made to improve the public service offered by the Law Enforcement Division. Emphasis has been placed on taking a more active role in bringing prosecution, where the merits of the case warrant it, in violations of municipal regulation and ordinances. It is believed that improved enforcement of existing laws and regulations can have a considerable impact on the quality of life in the District of Columbia.

Although the functions of the Civil Proceedings Division contemplates its acting as both plaintiff's and defendant's counsel in civil litigation, as a practical matter the majority of the cases it handles are directed toward defense of civil actions brought against the District of Columbia; and therefore, the impact that the work of the division has upon the District of Columbia is best gaged in the light of its role as defense counsel for the city. This defense function encompasses two major categories: first, representation of the city's interests when action is instituted seeking moneys for personal injury or property damage for alleged negligence by the city or its employees; and second, representation of the city's interests in action seeking equitable relief on constitutional or statutory grounds. In each of these areas, the division's primary responsibility is to assure that the city's factual and legal position is set forth in order that the courts can arrive at a just decision. In those cases where equity is based upon constitutional or statutory right, the function of the division is not susceptible to simple definition by reason of ever-expanding case law. Several specific types of recent equity litigation in which this division has participated include: Prison reform; urban renewal; equality of money expenditures in public schools; regulation of businesses affecting the public interest, such as insurance, commercial and residential development, and the practice of the professional arts such as medicine; delivery of government health and welfare services; and the relationship of the two judicial systems in the District of Columbia in light of the Court Reorganization and Criminal Reform Act of 1970.

TECHNICAL ASSISTANCE AND TRAINING PROGRAM

The Office of the Corporation Counsel has a technical assistance and training program which was established by a Law Enforcement Assistance Act grant in January 1971. The program is conducting training lectures and discussions and interfacing this instruction with tours of special units and agencies that Assistant Corporation Counsel deals with in the actual prosecution of cases. This has included various units of the Metropolitan Police Department; that is, mobile crime lab, fingerprint section, firearms identification, and so forth; District of Columbia General Hospital; Junior Village; the District of Columbia jail, and so forth.

A trial assistant's manual for the Juvenile Division has been completed and is continually being updated. This manual contains comprehensive information regarding law and procedures Assistant Corporation Counsel need to have on a daily basis. In addition, experienced trial attorneys are working with less experienced staff in conducting investigations in the preparation of cases and providing directions, instruction, and constructive criticism in the actual trial of cases.

This program has evolved from an initial effort to provide short-term training to an effort that gives assistants basic training coupled with written materials, services, and procedures that are of long-term utility and assist in effective and efficient legal services provided by the office. The staff for this program consists of two attorneys, one secretary, and four legal interns. The total amount of the second year grant is $67,600—$53,300 for salaries and benefits and $11,300 for operating costs.

The above are cited as examples of the areas in which the Office of the Corporation Counsel has and will continue to try and improve the legal services it is statutorially responsible for providing to the District of Columbia government.

The major changes that the proposed increase in fiscal year 1974 will make possible are: (1) Establish on a permanent basis, rather than temporary, an Environment and Consumer Section within the Special Assignments Division; (2) improve the operation of the Law Enforcement Division by implementing the recommendations of a recent management study and establishing five support positions to handle clerical and staff functions; (3) create a program for law graduates whereby they can be appointed to the staff while awaiting admission to the District of Columbia Bar; (4) provide operating funds required for postage, telephone and stenographic services, and (5) provide a $25,000 increase for payment of settlement of claims not to exceed $500 on property damage and $1,000 on personal injury.

In March 1972, a unit was created on an experimental basis for the purpose of developing subject matter expertise within the Office of the Corporation Counsel in areas involving the environment, public health and consumer protection. The unit was staffed with attorneys having both litigation and administrative law experience and was designed to perform both client advice and litigation services in the nature of civil enforcement of statutes and regulatons affecting the general public interests of the District of Columbia. This experimental unit has served not only in the areas described above but has also taken emergency action in other areas immediately threating the health, safety and welfare of citizens of the District of Columbia. It is because this experimental program has been effective that funding for a permanent section is being requested. Four attorneys and one secretary are being requested for this section.

ADDED STAFF FOR LAW ENFORCEMENT UNIT

The consultants report on a management study conducted of the Law Enforcement Division recommended that five additional support positions be established to improve the effectiveness of that division. The supervisory legal clerk position that the study proposed will in effect be an office manager with the responsibility for supervising the nonprofessional staff, establishing work flow procedures and work schedules, making duty assignments, and developing and implementing procedures to improve the nonprofessional services required in the total operation of the division. Two of the five positions recommended will provide additional secretarial support for the professional staff. The other two positions recommended will provide clerical

96-548 O - 73 - pt. 1 - 24

functions and include such duties as receptionists, maintenance of the files. answering telephones and providing typing services.

Four law clerk positions are being requested to establish a program whereby the Office of the Corporation Counsel can hire law graduates prior to their admission to the District of Columbia Bar. At the present time there is no provision for an entrance level to the professional staff for recent law graduates who are not members of the District of Columbia Bar. It is proposed that the law clerks would assist professional staff by doing legal research and perform specifically assigned tasks needed in the actual preparation of cases. They would be required to be admitted to the District of Columbia Bar within 12 months after the date of appointment. During their law clerk appointments, these employees would be evaluated for possible appointment as Assistant Corporation Counsel, upon their admission to the District of Columbia Bar. If this type of program is established it will place the office in a more competitive position with private industry and other Government agencies in attracting quality professionals to the office.

Additional operating funds being requested are for postage, telephone and stenographic service costs. The increases requested are based on actual obligations incurred during fiscal year 1972 and currently anticipated in fiscal year 1973.

An increase of $25,000 for settlement of property damage claims not to exceed $500 and personal injury claims not to exceed $1,000 is requested to cover payments that had to be deferred in fiscal year 1972 due to insufficient funds. The present fiscal year authorization of $100,000 may be sufficient after fiscal year 1974, and if it is, this $25,000 increase will be adjusted in the future.

Funds are being requested in the fiscal year 1973 supplemental for the settlement of 52 property damage and personal injury claims in excess of $500 and $1,000 respectively. The total amount claimed in

these various cases was $4,612,500, $158,000 is being requested to settle them. The settlements contained in this request to settle them. The settlements contained in this request cover those agreements reached between the period March 10, 1972 and January 4, 1973. The documentation contained in the fiscal year 1973 supplemental request explains the nature of the claim or lawsuit the amount being claimed and amount recommended for settlement.

I believe that the increases being requested for fiscal year 1974 will enable the Office of the Corporation Counsel to provide needed legal services. As indicated by the increases being requested, every effort is continually being made to improve the services this Office can provide.

This concludes my statement, Mr. Chairman, I will be pleased to undertake to justify or explain any item further.

TEMPORARY ENVIRONMENTAL CONSUMER PROTECTION UNIT

Senator BAYH. There are a couple of questions I would like to direct to you. What major cases were undertaken by the Temporary Environmental Consumer Protection Unit?

Mr. MURPHY. To single out a major case, Mr. Chairman, I would probably point to the suit involving the "Dare To Be Great" enterprise in the District of Columbia, in which we sought and obtained from the court an injunction on the activities of that company within the District of Columbia.

Senator BAYH. Were there other significant cases? Why don't you just supply for the record any cases undertaken by that particular unit?

Mr. MURPHY. All right, sir.

[The information follows:]

A few of the significant matters handled by the experimental environment and consumer protection unit are as follows:

District of Columbia v. Loudoun County Sanitation Authority, Civil Action No. 327-71-A, United States District Court for the Eastern District of Virginia, Alexandria Division.

The District of Columbia sought injunctive relief prohibiting Loudoun County from connecting to the Dulles Interceptor Sewer without permission. Permission was refused because of the District's inability to treat the additional sewage that the connection would generate and the concomitant spillage of raw sewage at Blue Plains or otherwise within the District system. As a result of this suit, Loudoun County joined with the other jurisdictions in the Metropolitan Area in an interim treatment program designed to reduce the pollutant level in the Potomac during the construction of the upgraded Blue Plains plant. Loudoun has pledged in excess of $6,000.00 for its participation in this program.

C. Francis Murphy, et al., v. D.C. Transit System, Inc., Civil Action No. 1060-72, United States District Court for the District of Columbia.

After the Washington Metropolitan Area Transit Commission had denied a requested fare increase by D.C. Transit, Transit threatened to unilaterally raise fares. Immediate action was brought against D.C. Transit and relief was obtained precluding such unilateral and illegal action. Absence of this injunctive relief would have seriously affected public transportation in the District, both in terms of moneys charged by D.C. Transit and the resultant confusion of an unpublicized, unexpected and unauthorized fare increase.

In re Premises 1620 Vee Street, S.E., Misc. No. 61-72, Superior Court of the District of Columbia.

The Court Reorganization Act of 1971 authorized the Superior Court to issue "administrative search warrants" permitting entry by administrative agencies on private property to ensure compliance with various health and safety provisions of the regulations of the District of Columbia. Such inspection without the consent of the property owner had been held illegal by

the Supreme Court since 1967. Members of the Section developed procedures by which such administrative search warrants could be issued, obtained same, and are now proceeding to close illegal and unsanitary personal care facilities, facilities against which continuous criminal prosecution was of no avail. The procedure developed in the application for warrants has been reduced to rule form and has been transmitted to the Board of Judges of the Superior Court for consideration as permanent additions to the rules to that court.

Participation with the Department of Economic Development in initiating arbitration proceedings between individual complainants and a corporate franchiser operating in the D.C. area, in an attempt to resolve certain private claims of consumer fraud. These proceedings have also resulted in a change of the advertising and sales techniques employed by the subject corporation in the District of Columbia.

UNIT TO UNDERTAKE ENVIRONMENTAL MATTERS

Senator BAYH. Do you have any thoughts about the kinds of cases that will be undertaken by this unit in the future?

Mr. MURPHY. Yes, sir. They will be principally involved in cases involving environmental matters, such as the enforcement of air pollution regulations, regulations of that nature. They will also be involved in suits involving consumers, suits that may be in the area of matters similar to the "Dare to be Great" operation. We hope to also involve this unit in any cases where antitrust cases have been involved and we can recoup money on behalf of the District of Columbia.

Generally it would be cases of that nature.

Senator BAYH. I am looking at the future of the environmental problem and the increased concern for consumer protection. Do you think it would be a good idea to have a unit that would be something besides temporary in these two important fields?

Mr. MURPHY. Our purpose is to make this a permanent unit. We had it on a temporary basis for the past year, and would like to make it permanent.

ATTORNEY TURNOVER RATE

Senator BAYH. In a different area, have your recruiting efforts as far as attorneys been successful in the past year or so?

Mr. MURPHY. I think generally so, Mr. Chairman. Until recently we were operating at about 100 attorney positions filled, or 101 positions filled, and we averaged out, I think a vacancy rate of maybe two to three positions of attorneys.

Senator BAYH. What has been your turnover?

Mr. MURPHY. That fluctuates, Mr. Chairman. I would probably have to study the records a little bit to give you an actual rate of turnover. I could submit that information to you for the record.

Senator BAYH. Would you, please?

Mr. MURPHY. Yes, sir.

[The information follows:]

The turnover rate on attorneys for fiscal year 1972 and so far in fiscal year 1973 is as follows:

In fiscal year 1972, 103 attorney positions were authorized. There were 17 resignations or retirements. Therefore, the turn-over rate was 16.5% of total authorized attorney staff. In fiscal year 1973, 104 attorney positions were authorized. As of May 1, 1973, there had been 18 resignations during the fiscal year. The turn-over rate is therefore 17.3% of total authorized attorney staff.

CENTRAL SUPPORT SERVICES

Senator BAYH. I think that will suffice. If we have other questions, we will send them to you in writing. We appreciate your being with us this afternoon.

Mr. MURPHY. Thank you, Mr. Chairman.

STATEMENT OF SAM D. STAROBIN, DIRECTOR, DEPARTMENT OF GENERAL SERVICES

ACCOMPANIED BY PAUL L. DOWLING, CHIEF, OFFICE OF BUSINESS MANAGEMENT

BUDGET REQUEST

Senator BAYH. Next we have Mr. Sam D. Starobin, Director of the Department of General Services, who will speak in support of the budget request of $16,036,700 and 827 positions to perform the central support services for the Government of the District of Columbia.

Mr. STAROBIN. Good afternoon. With me is Mr. Paul Dowling, who is the Chief of my Office of Business Management.

Senator BAYH. Fine. If you will permit me, I have a problem I want to take care of, and I will be right back.

[Brief recess.]

Senator BAYH. Please proceed, Mr. Starobin.

Mr. STAROBIN. The fiscal year 1974 budget request submitted by the Department of General Services presents a statement of the minimal resources required to meet the continued new demands that have been placed on the department. This budget requests an increase of $406,200 and 20 new positions. The 20 new positions and $139,000 are needed for the operation and maintenance of the new second and fifth district station houses which will become operational in fiscal year 1974. Other funds are requested for annualization of positions approved in fiscal year 1973; to cover an increase in electric power rates and an increase in postage costs; uniforms for custodial and mechanical personnel to meet the conditions of our union agreements; additional funds to lease space for new positions approved in fiscal year 1973; and to cover the consumer price index and real estate tax increases on existing leases.

It is important to consider this department's unique position in relation to other agencies. The Department of General Services does not deliver services to the public directly, but performs a variety of services for other D.C. Government agencies that are essential to the performance of their missions. These are grouped in four major functional areas: (1) construction of municipal facilities, (2) procurement of goods and services, (3) space management, and (4) maintenance of D.C. facilities. In performing these functions, the department has two basic roles as a service agency and as a control agency.

As a service agency, the department is faced with largely uncontrollable costs since its services are primarily directed to providing operating space in District-owned or leased properties (85 percent of the operating budget is devoted to this purpose). The department also provides services for the acquisition of goods and services and the department cannot choose to deny these services or to cut off programs as funds become tighter.

As a control agency, the department is in a position to effect major savings, primarily in other departments' budgets by the more effective use of their money in procuring goods and services, in maintaining their vehicles, and in their paperwork management. When budget cuts eliminate or reduce this control capability, a very false economy is achieved as these activities can result in savings many times the cost of the activities.

During the past fiscal year many major accomplishments have been effected in the four main functional areas. Sixty-one capital projects have been completed including four new schools, capital improvements and additions to correctional facilities, fire station houses, libraries, recreation facilities, and facilities of the Metropolitan Police Department. By the end of this fiscal year, we plan to have under construction projects amounting to almost $200 million including 20 some new schools or school additions, a library, four recreation centers, a fire station, three police district station houses, a juvenile receiving home, and various capital improvements to all types of District of Columbia facilities.

NEW FUNCTIONS FOR GENERAL SERVICES

The Department of General Services has taken on a number of new or augmented functions. These have been done primarily within existing resources as a result of a redistribution of available positions. A major mission is in the area of materiel management. We are working with District agencies to formulate procedures for a commodity manager system which will be a step toward unification of our supply system. We have established an organizational element within our resources in the Bureau of Materiel Management to work with District agencies to improve their supply practices and to train and guide commodity managers in readiness for the time when the system is formally instituted. We anticipate major savings and increased efficiency to result from these measures.

A Motor Fleet Management Division was established in the Bureau of Materiel Management with the responsibility for establishing Districtwide policies and procedures in all aspects of motor equipment management. The department has formulated a program to improve District of Columbia activities in acquisition, utilization and maintenance of motor equipment. Also, the use of surplus property throughout the District government has increased significantly resulting in a decrease of new purchases and saving thousands of dollars. In addition, a major new program in paperwork management has been launched with economies foreseen in the area of printing, reproduction, and records retention.

Efforts are continuing to improve efficiency and economy in management of D.C. owned facilities, as well as leased space. These efforts will be aimed at improving working conditions for D.C. agencies, as well as reducing costs. In the past year, the department absorbed a cut of $600,000 in its rental budget by the elimination of parking leases and economies in use of administrative space.

In addition, the Department has instituted a program of ongoing analysis of the building custodial functions leading to the establishment of standardized work schedules based on productivity norms.

This has led to improved utilization of manpower in this area. A program of preventive maintaince inspections of our District-owned buildings has been established. In addition, a central mail service has been established and is now serving District agencies.

I thank you for the opportunity to appear before you and I stand prepared to answer any questions you may have.

FINANCIAL RELATIONSHIPS WITH OTHER AGENCIES

Senator BAYH. I have some questions relative to the Department of General Services, if I could direct them to you.

I would like to have a graphic description of the financial relationships, reimbursements, et cetera, existing between various divisions of the Department of General Services and between the Department and other city agencies. How does that all fit together?

Mr. STAROBIN. All right, sir. The Department of General Services performs a considerable number of general functions for other agencies of the District Government. Actually, only a very small number of our functions are reflected in the budget which is before you. Many of our functions are not there.

If I could go through it in a general little scheme, which I describe briefly in my opening statement. The Department of General Services performs four major types of functions. No. 1 is construction of municipal facilities, No. 2 is procurement of goods and services, No. 3 is space management, and No. 4, maintenance of D.C. facilities.

The construction of municipal facilities is handled in a reimbursement area we call construction services. When Congress appropriates money for a facility, it is appropriated to my department, and generally, 10 percent of the construction amount is also appropriated to cover the cost of design, which normally goes to a private architect, and the cost of administration, which goes to my department. So that is one area of reimbursement that funds approximately 240 people in my department.

Also, along with that construction of municipal facilities are the real estate activities, which I perform.

Then in procurement of goods and services, many of those people are in the appropriated budget, but there are several other types of accounts there. For instance, I run a print plant, and it is run totally as a business. Agencies give their printing orders to me, I charge for them, and the people within the printing plant and the entire operation are funded entirely from those reimbursements for services rendered. In addition, in that area, is the function of disposition of surplus property and surplus educational property. The surplus educational property function is run as a business with revolving funds.

In the area of space management, I perform reimbursable services to a number of different agencies. Those services are custodial and protective services. The agencies being serviced, the principal ones, being the Federal City College, the Washington Technical Institute, and the Department of Human Resources, receive custodial and protective services.

In that area I have a leasing account where we manage leased buildings.

Then finally, in the fourth area, in the maintenance of District of Columbia facilities, I have a Bureau of Repairs and Improvement, where approximately 408 people do major repairs for facilities owned or managed by other agencies.

This again is run totally as a business. Agencies allocate money to me, they define the services they want performed, and we perform the services within the funds. It is handled entirely within the reimbursement. It does not appear in the budget before you, sir.

INFORMATION TO AGENCIES ON SERVICE COSTS

Senator BAYH. How do you keep the city agencies informed of the current and projected costs of these various services that you provide for the agencies?

Mr. STAROBIN. Well, I will answer in segments. In the area of repairs of buildings, the agencies themselves estimate the amount of the services that they will require for the next year, and they deposit money by quarters. Then they send us work orders which we perform, and we prepare statements for billings, inform them of the cost of the services they have asked for. Billings are sent to them, which inform them of the amount of their deposit that has been expended for the service they have requested.

Senator BAYH. How often are these reports made or the agencies advised?

Mr. STAROBIN. We wend out quarterly reports. I am informed that the third quarter report will be out within a week. The third quarter ended on March 31.

Senator BAYH. Would it be profitable and better management, looking at the way your department is presently organized, to separate the capital improvements project management function from the general services provided by the department? Or are they so closely related that keeping them together is good management?

Mr. STAROBIN. When you say "general services," you mean——

Senator BAYH. All of the printing and painting and maintenance and security and all of that kind of thing that is sort of a housekeeping function on the one hand, and on the other hand services relating to capital improvements.

Mr. STAROBIN. Well, in various cities, these packaged services are sliced up in many different ways.

Senator BAYH. Maybe your way is the best way. I was just asking.

Mr. STAROBIN. I am not prepared to say it is the best way. I think it works. There are various relationships. Just to give you an example, permanent improvements, of course, is closely related to the construction of buildings. The people who design the building in the first place maintain the plans and the files, and doing permanent improvements is very much like building a new building. You have to prepare plans, let contracts, manage contractors, and so on.

The building of buildings is very closely related to the management of space. In a sense, it is a portion of the entire package of space management, determining what space the District needs to function, and then to provide that space, either by leased space or constructed space. For instance, in some cities, looking at the volatility of the school population, they make a determination which school buildings they should

build and which they should lease, and therefore leasing of space and building of space is very closely related.

Then when you deal with space, the management of space, in terms of custodial management, it becomes very closely related to the capital improvements.

So those types of functions become very close, do interrelate with each other, and having them together does provide a cross-fertilization of ideas; of having people in one department who can share ideas and pool data.

This is the goal; to put all of this data together and really make this cross-fertilization start working. We are not there yet, and the Nelson Commission had some very cogent recommendations for the improvement of the process we are now working on. The one big area that does not seem to immediately interrelate with this is the purchasing of goods and services. But even here we find that putting them together does provide some improvement in the process, in that this Bureau of Material Management which does all of this, does let the contracts. It does go out and get the competition for the contracts, and therefore there is something to be gained by putting them together. This is not to say if they were not rearranged in some other way, it wouldn't also work, but I think this system is working and will work better as we improve the process.

MOTOR POOL OPERATIONS

Senator BAYH. I am looking at the motor pool operation. Should the motor pool operation be the responsibility of the Department of Environmental Services?

Mr. STAROBIN. It is presently the responsibility of the Department of Highways and Traffic, the Central Motor Pool.

Senator BAYH. Are you comfortable with it where it is?

Mr. STAROBIN. Well, it works where it is. I know there was a suggestion of the Nelson Commission it be put under my Department, the Department of General Services, to parallel GSA, which does run the Central Motor Pool.

Senator BAYH. What are your thoughts on this suggestion?

Mr. STAROBIN. My immediate thought is I dont need another headache.

Senator BAYH. You don't or they don't?

Mr. STAROBIN. Excuse me?

Senator BAYH. Did you say you dont or they don't?

Mr. STAROBIN. I don't need another headache. It would make some sense in that it is a service that is different from the principal service of the Department of Highways and Traffic, which is to build, repair and operate a highway system. Transportation is a type of service that would fall under General Services and we could operate it. Where it is now, I think it is operating well, and I am not zealous to take it over. But should it be transferred over, I could see the logic of it and run the operation as best I could.

Senator BAYH. We have had a number of complaints about the slow pace of in-house delivery within the District as far as mail is concerned. Have you looked into this?

Mr. STAROBIN. I have from time to time. I receive those complaints, too, and periodically what we will do is drop time-stamped letters into

the mail system, that is, record the time, seal it in an envelope and throw it in the mail system and pick it up at the other end.

Mail is something like an airplane ride. The airplane takes off from one airport at one hour and gets to the other airport at the other hour. But the real time of the trip is from the time the person leaves his office until the time he gets to the office or home he is going, and therefore he measures that time based on the transportation to the airport, the waiting for the airplane, picking up his baggage and waiting, and so on. There is an analogy to mail.

A person or an official begins marking the time that he wants a response to his mail from the time he signs the letter. How long has it remained in his office, how many boxes did it go through, how long did it take until it got to the mail room, where I take charge——

Senator BAYH. You are passing the buck a little bit there, aren't you? Has that been the result of your study, that this is the result of negligence in the office of the sender or the sendee?

Mr. STAROBIN. It may seem like passing the buck, sir, but as I say, periodically I drop these letters on in to see if the part of the system over which I have immediate control, which is moving mail from building to building, is at fault. These reports indicate to me that that is working fairly well. Once a letter gets into any one of my mail rooms, it is at the other building within 24 hours. Therefore, I can only assume from that, that the rest of the time is taken from before or after. You see my people will deliver it only to a mailroom in a department and that mailroom.

Senator BAYH. And that is the extent of your responsibility?

Mr. STAROBIN. Right, sir.

NEW BOILER FOR NICHOLS AVENUE SCHOOL

Senator BAYH. One specific little matter that Senator Magnuson has been asking me about. He is concerned about the creation of a new boiler for the Nichols Avenue School. Apparently they have a very successful eductaion program over there, a Follow Through program, and both of us are interested to see that this program continues without disruption. Do you know the status of this patricular boiler? Can you find it out for us?

Mr. STAROBIN. I have been tracking that. I know that the contract is awarded, the contractor is at work. I can't tell you at this moment if the work is complete. Of course, we both realize it is not meaningful at this time. We are in the air-conditioning season, not the heating season. But next year, should the program still be in existence, the heating plant will be available for that. If you would like a report as to its exact status, that is with the contractor——

Senator BAYH. I am familiar, they are probably not heating too many buildings right now, but I am also convinced that maybe a little heat during the air-conditioning season might result in the boiler being completed when we need the heat.

Mr. STAROBIN. I am certain it will be done. If it is not already done, it will be done very soon.

Senator BAYH. I will report that to Senator Magnuson and appreciate your expediting it for us.

Mr. STAROBIN. Certainly.

Senator BAYH. I am a bit puzzled about the implementation of the capital improvement budget and the 10-percent factor. I want to ask you a couple or three questions before we mark up the supplemental, about the detention center again, but that is one specific feature.

We have a situation here where really the larger the capital improvement budgets, the more your department gets. That is an automatic 10 percent across the board.

Mr. STAROBIN. It has been for the last few years, except for the Lorton project, where it was cut below 10 percent. When the money was appropriated for the Lorton project, the amount appropriated for construction services was $4.2 million on a $60 million project.

Senator BAYH. In the light of major increases because of inflationary pressure on building materials, increased cost of labor and this kind of thing, does your cost for handling your part of capital improvements really escalate to the same degree that others along in the building process escalate?

Mr. STAROBIN. Well, what goes into construction services is primarily labor. Labor, while escalating, is not escalating as fast as construction. That is, the cost of wages, and particularly Government personnel, has escalated by 5.5 percent, whereas construction has been escalating at 9 and 10 percent. However, we must also take into account that the complexity of the services demanded to get a construction job out on the street have been increasing and therefore more things must be done that were not required in the past.

For instance, in the past few years, environmental protection has entered into the business and they have new types of planning involved.

Senator BAYH. I don't see how there is any relationship between that and inflationary pressures. And my concern, Colonel, is perhaps the best way to direct the question is, why shouldn't the services that you render, very capably, I am sure, be subjected to the same normal, usual budget process that every other department of the District government is subjected to? Why should you get an automatic 10 percent checkoff for additional services that may or may not be related to the specific project in question? It doesn't make good business arrangement sense.

ACCOUNTING FOR CONSTRUCTION SERVICES MONEY

Mr. STAROBIN. Mr. Chairman, I am glad you asked that question, because it has been something I have been wanting to get on the table. I would like to read something from the last report. This is the Senate report, report No. 92-844, page 38. I will read one paragraph, or a portion of one paragraph:

> The Committee also discovered much to its disappointment, the Department of General Services, which is the controlling agency for the capital outlay program, has not improved its accounting system during the past year, despite assurances to the Committee that this would be done. It appears that accounting is a stepchild in this department, as well as others in the District Government. Rather than a management tool, it has become a necessary evil and yet the department is requesting the greater percentage of the cost of smaller projects for its construction services.

I won't read the rest. That is the gist of it.

The truth, Mr. Chairman, is quite opposite from what that report stated. I never was given an opportunity to present the backup that I had prepared for my request. Ever since taking over my department, which was approximately 4 years ago, I became aware that construction services was something of a stepchild in terms of accounting. That it was a business, that I was, in fact, running a contracting business.

Very shortly after I took over, I instituted a very detailed and intensive search to tell me just where my costs were going in construction services. It is a very complex type of accounting.

After digging into it for about 2 years, I thought I had enough data to present a case. We had that data when we came before the committee last time. That data indicated that construction services are costed on a sliding scale, small projects require more construction services than large projects, no question about it. Just like an architect must demand a greater percentage of the cost of a project for designing a $100,000 project than a $5 million project. When I made my request for construction services on a sliding scale, it was on the basis of accounting data I had prepared.

MEMO ON CONSTRUCTION SERVICES FUNDING

I was ready to do that. I was never invited to do so. Therefore, I take some exception to that. I was never invited to present the information. That information is now available. I am prepared to discuss it with you or your staff and show you how we are prepared to address the matter of construction services on a businesslike basis, to show you where the money goes, where it is expended, and in what amounts it logically should be appropriated. I stand ready to present that information to you any time you feel the occasion is right.

Senator BAYH. I would certainly like for you to discuss this with our staff, and put whatever you feel appropriate in the record at this time.

[The information follows:]

Memorandum ● **Government of the District of Columbia**

TO: Comer Coppie, Special Assistant to the Mayor for Budget and Financial Management

Department, Agency, Office: General Services

FROM: Sam D. Starobin, Director

Date: May 31, 1973

SUBJECT: Construction Services Funding

The Senate Appropriations Subcommittee has requested a brief analysis of alternative approaches to the present system of funding construction services activities. The following information is provided:

The present procedure provides that 10% of the construction cost of each project will be deposited in a construction services working fund for use by the Department of General Services. This fund is used for the purchase of architectural-engineering services from private firms, the support of the construction administration activities of D/GS which involves a staff of 259 persons, and miscellaneous costs such as printing, testing, etc. This 10% has been applied to all projects regardless of cost with few exceptions. The construction services allocated to the Lorton expansion project was $4 million for a $61.2 million project or about 6.5%.

There are a number of alternatives to these procedures that will be discussed below.

1. Place the D/GS contract administration costs in the annual operating budget. This involves 259 positions and approximately $3.8 million per year. The funds needed for design would remain in the capital budget. This procedure would provide a higher level of scrutiny of the D/GS operating costs and establish a definite check on the rate of expenditures in this area. However, it has a number of drawbacks. First, it assigns a cost to the operating budget which is legitmately a capital cost payable from long term borrowings. Then it limits the flexibility of adjusting the size of the construction services work force to the work load.

2. Place the D/GS construction support activities on a cost-reimbursable basis. Funds would still be appropriated separately for architectural-engineering services from private firms. The one apparent advantage of this system is that it would ensure the solvency of the construction services activities. However, it has major drawbacks, particularly the problem of determining the funding base for this activity. Some form of appropriation must be established to fund this activity and the procedure for estimating the size of this fund would lead us to the present procedure.

3. Establish construction services appropriations on a sliding scale rather than the present flat 10%, less for larger projects, more for smaller projects. This proposal is consistent with the reality that smaller projects do cost more proportionately for design and administration. At present, D/GS attempts to balance off losses on small projects with gains on large projects. This may not be possible in the future when larger projects taper off but there is continuing need for smaller repairs and improvements type projects. D/GS submitted a request in FY '73 projects to increase the level of construction services appropriations to 15% for single projects less than $1 million in cost and 20% for the permanent improvement type projects which vary from a few thousand dollars to perhaps $250,000 in cost. This proposal has perhaps the greatest merit for improving the present system in that each construction services appropriation would be justified on actual estimated cost.

PROGRESSION OF ACCOUNTING DEVICES NEEDS EXPLAINING

Mr. STAROBIN. It is not only an important complex problem, it is not something we can resolve in some minutes with discussion back and forth. It involves a rather intensive look into the progression of accounting devices that we have developed for a very complex process, and I hope that an invitation will be extended to me in the very near future to meet with your staff and explain to them in detail just exactly what we have done.

Senator BAYH. You mentioned that the $5 million project and the $50,000 project, by your analysis, meets a different standard and thus the small project you requested 13 percent, was it, 13.5?

PROPOSED CHANGES IN CONSTRUCTION SERVICES FUNDING

Mr. STAROBIN. What I requested last time was a 3-step scale. For single projects under $1 million, 15 percent. For permanent improvement-type projects, which are of various categories, from $5,000 up to $100,000, I asked for 20 percent; for permanent improvement projects which are particularly complex, in that they involve work inside existing buildings, which means survey of what is already existing, tearing out, putting back in, it is cut and paste work which is much more complex than starting on a clean site and building a new building, and our costs have been running considerably more.

The cost data I have been developing over the past number of years corresponds quite well with what GSA has displayed. There has been a recent study put out on their records. I am prepared to substantiate the type of cost I presented last year.

I didn't present it again this year for one very essential reason. Frankly, I was not anxious to receive the type of beating I received last year again this year. Therefore, I decided that with a number of large projects coming up and by the closest type of management, I would try to survive by balancing off the surpluses in the larger projects against the deficits in the lower projects. And when I say management, I instituted this practice. I have 259 positions authorized for me by the Office of Budget and Financial Management, to perform my construction services and activities. Each year, starting last year, I examined my potential income in that area and then I freeze those positions that I cannot finance. Last year I froze between 20 and 30 positions. In the very near future I will sit down again with my people and take a look at my projected income and workload in construction services and come up with my freeze figure for next year.

Therefore, I do manage as best I can. I don't automatically take every position and fill it. I examine my operation as I would a business to determine its income, determine what I can afford to spend, and therefore put the clamp down where I don't have the money to cover it, primarily in personnel positions.

Frankly, I would prefer to do it on a sliding scale so that we could present to you the actualities, permanent improvements cost that much and I need so much in construction services, and get that much from Congress. Certainly, a $30 million project I believe can be cheaper than 10 percent, but not if I have to do a $5,000 project at 10 percent. We can't have it both ways.

Senator BAYH. Would all $5,000 projects or $5 million projects necessarily require the same services from your department?

Mr. STAROBIN. But you have to do the same type of things essentially.

Senator BAYH. Is the answer yes or no? You are suggesting we have a sliding scale that applies to everything. Why not look at the actual cost instead of a magic number of 10 percent, 15 percent, whatever it might be?

PROBLEMS IN ESTIMATING PROJECT COSTS

Mr. STAROBIN. Well, when you say the actual cost, you have to examine what are the actual costs of a project that has not yet started. A contractor can look to the actual cost. We tell him to build a building that is going to involve so many square feet. He can count the bricks, the number of steel beams, he can count the number of windows.

My costs are involved in administration of that project. Projects have different lengths. Further, some of them go on for years. For instance, if I run into legal problems where the contractor and I have a fight about a particular claim, as I have a number of cases now, and that project may be in the appeals process or the courts for years. Therefore, for years I have to put resources to work to answering interrogatories or digging up information. I have to have the money to pay for it somewhere. Therefore, a very simple project may involve great costs, whereas another very similar project may finish on time, we pay the man off, and put it in the file and forget about it.

So when you say actual costs, I have no real way of determining the exact actual cost. I have to average things out.

Senator BAYH. It seems to me you made a better argument in support of my position than I have. If you point out all of these nuances that are unpredictable that may occur between one project and another, why shouldn't we really do it right and reimburse you or estimate the best we can, and then have a running fund of some kind? If we miss the mark——

Mr. STAROBIN. Well, Mr. Chairman, one of the recommendations in this area has been to get me out of the reimbursable area and put this service in the appropriated side, where I come before you and justify a certain number of people. You give me the money for those people and I stop worrying about income. I have the amount of money to run those people for a year.

If that proposal were to be made by Congress, you would find me most receptive.

Senator BAYH. Well, let's discuss this further, if we could, at the staff level and see. I am anxious to see any statistics you may have and any other statistics that may be available in this area.

We have the supplemental markup here before very long, Colonel, and you said at the hearings on the supplemental, when they were discussing the detention center facility, that if the city were to build a 1,000-person facility, the total from the ground up, you would have to go back to the drawing boards and reestimate the cost. I asked you to do that and I wonder if you have that estimate at this time?

Mr. STAROBIN. You mean the cost of designing the new facility from the ground up?

Senator BAYH. Yes. You said you would give us an estimate of what that cost would be.

Mr. STAROBIN. I am sorry, sir. That must have slipped my mind. When I read over the testimony as I did and pulled out all of the questions, I didn't pull that one. I will have to prepare it and send it to you.

Senator BAYH. As quickly as you could. We would appreciate it.

Mr. STAROBIN. If you can define the questions once again to be sure I have it right.

Senator BAYH. One of the reasons for opposing starting out from scratch and making the assumption that perhaps what we needed was a jail that held ultimately 1,000——

COST OF REDESIGNING DETENTION CENTER

Mr. STAROBIN. And what would be the cost if we did start from scratch again and design.

Senator BAYH. One of your reasons for opposing that was the cost of inflation plus the increased cost required to go back to the drawing board and come up with this anew.

Mr. STAROBIN. Very briefly—I will elaborate in writing—but very briefly, I had three essential reasons for disagreeing with that approach. No. 1, the time involved would further eat up money in inflation. No. 2, it would postpone the opening of a new facility by that length of time and we desperately need to get the new facility on line as quickly as possible. And No. 3, it would eliminate any flexibility we had for expansion should that need become evident in the future.

Senator BAYH. You will get me the estimates though?

Mr. STAROBIN. I will, sir.

[The estimate follows:]

The estimate for construction of a 1000 inmate Detention Center with no capacity for expansion is detailed below. This estimate is based on a modification of the present design. These costs are based on going to construction in January 1974 with a construction period of 26 months.

Detension units (231,000 square feet at $64.34 per square foot	$14,901,000
Auxiliary module (This involves a reduction of 12 percent and sizes equipment for 1,000 inmates)	8,706,000
Ancillary costs (This eliminates caissons for expansion at $92,000 and parking at $28,000)	2,263,000
Total	[1] 25,870,000

[1] This does not take into consideration time delay and redesign costs. Time delay is estimated at 6 months for an additional 4.8% and additional A/E fee of $325,000.

DETENTION CENTER CONSTRUCTION ESTIMATE

Senator BAYH. For the purpose of the supplemental markup dealing with the detention center, I don't think, as I looked at those hearings, we have ever had a response to the question of how we arrived at the construction estimate of $32 million. Did you have a plan prepared, a temporary plan prepared, and what was that plan?

Mr. STAROBIN. Yes, sir.

Senator BAYH. What was the analysis?

Mr. STAROBIN. Well, that first cost flowed from the design study that was performed by the firm of SUA. They came up with a certain estimate for the cost of that facility and we took those costs and escalating them into the future, we came up with the $32 million. That was presented to Congress when we presented this project the last time.

Senator BAYH. Is this the SUA study?

Mr. STAROBIN. That is a portion of the SUA study. It came in about five volumes.

Senator BAYH. This is volume 1 and relates to the "New Detention Center of the District of Columbia," and it goes into some detail, peak daily inmate population, personnel required, net square footage, gross square footage, site required, parking spaces. Is that what you used to arrive at the $32 million figure?

Mr. STAROBIN. Yes, sir. There was a table in there that was related to costs. I don't know if that table is in that volume you have before you.

Senator BAYH. In fact, that table is what prompts the question.

Mr. STAROBIN. Yes, sir. What do they show there?

Senator BAYH. It shows—to be totally frank about this, we are talking about 1972 dollars. We are talking about a 1,500-man detention center.

Mr. STAROBIN. And the figure is about $25.4 million?

Senator BAYH. That is right. The figure for the building is $25.28, there is $1.6 million for parking, so that for the building and the parking it is $26,920,870.

Now, to arrive at the $32 million figure, we also have a $4,814,171 detention intake unit, and another $580,000 parking at that unit, which adds up to another $5,394,000.

Mr. STAROBIN. That is not how we arrived at the $32 million figure.

Let's back up to the figure of $25.4 million. That was in December 1972 dollars.

Senator BAYH. That is right.

Mr. STAROBIN. All right, sir. We are planning to go to construction in January of 1974, January or February of 1974, some 14 months later. That is a solid 10 percent more. Actually, we escalate to the mid-point of construction, which I think my planners bring it to January or February of 1975.

So we have about somewhere between a 20- and 25-percent escalation factor.

Senator BAYH. You are throwing figures around sort of like wild here.

Mr. STAROBIN. I am familiar with these figures, I assure you.

Senator BAYH. These are not the figures used here you just said you relied on to reach the $32 million figure.

Mr. STAROBIN. Let me go back over again.

Senator BAYH. A remarkable coincidence there. Let's try it again.

ESTIMATING COSTS OF DETENTION CENTER PROJECT

Mr. STAROBIN. The 25 figure was familiar to me because I obviously gave it to you before you gave it to me.

We took that figure, that was the basic starting figure we started with. Then we took an escalation of approximately 20 percent, because that is December 1972 figures, and we are about 2 years beyond that. The man who put down those figures had no real idea when the facility would be built. We couldn't start projecting that before we came before Congress, and therefore there is an escalation factor of something of 20 percent, let's say 20 percent. makes additional $5 million, bringing us up to $30 million. Further, that figure has no——

Senator BAYH. This escalation factor is from when to when?

Mr. STAROBIN. From December of 1972 to about January 1975. It is about 2 years' escalation, better than 2 years. That is a solid 20 percent.

Then we figured a contingency. He was figuring the bid price, what we would receive from a contractor if we were to bid it that month. We are projecting on out.

Now, in addition to that, beyond the bid price, we need contingency money. That pays for a number of things like utilities, services that will be performed by environmental services, or highways, or PEPCO. It also covers the cost of potential change orders, claims, and so on. And in a facility of this complexity, we started off with an original estimate of 7 percent, or $2 million. So we have the 25 million plus 5 million for escalation, brings us to 30, and 2 million for contingencies brings us to 32. That was the rationale we presented to Congress last year.

Since that time, we have been dealing with actual design, we have been able to start pinpointing these things more precisely, and the basic rationale is bearing out to be still fairly true, except now we are dealing with a 1,000-man facility. This is the area of savings we are presenting to Congress.

Senator BAYH. Interestingly enough, all of these percentages you have thrown around, the 20 percent and 7 percent, add up to the magical $32 million, which, according to this study you are relying on is supposed to be to build a 1,500-man unit. Now you are suggesting it is going to cost the same thing with all of these add-ons, to build a 1,000-man unit.

Mr. STAROBIN. I really don't know what advice you are getting up there, but I find it confusing.

Senator BAYH. It is no more confusing than your answers, let me say that to you.

Mr. STAROBIN. The $32 million is for the 1,500 man facility.

Senator BAYH. No; it is for the 1,500-man facility plus detention intake center, to cost $5.3 million. We are beyond that and go back to the original $25 million you said you had before you gave it to me, because that is the way I got it.

Mr. STAROBIN. Let me run through the figures aagin. Sir, we start with the figure of $25 million. Let's forget the detention intake and put it aside.

Senator BAYH. It has been put aside. The Mayor says he is not going to build it.

Mr. STAROBIN. Well, OK, sir. I am not going to discuss it any further today then.

Senator BAYH. You had better discuss it with him because he made that statement to me yesterday. If you think it should be built, I am willing to listen.

Mr. STAROBIN. I have no——

Senator BAYH. We are not talking for that.

Mr. STAROBIN. My heart doesn't beat for that, it beats for this.

Senator BAYH. I only bring it up, colonel, because it was listed in the original $32 million package right here, the report you are relying on.

Mr. STAROBIN. Right. But that report I am relying on, as I stated, is talking in December 1972 dollars, as you stated right there. We are

not building in December 1972. We are going to start next year, and the construction is going to continue over a period of about 2½ years.

Senator BAYH. We have gone through all of that.

Mr. STAROBIN. That is 20 percent more than the 1972 dollars. And 20 percent more is $5 million. And 25 percent brings that up to $30 million.

Senator BAYH. That is right.

Mr. STAROBIN. Now we are at $30 million.

Senator BAYH. That is right. You add $2 million more and we are up to $32 million.

RESERVE FOR CONSTRUCTION CONTINGENCIES

Mr. STAROBIN. The $2 million is contingencies which again that figure didn't take into account. That brings us to $32 million. Now, the $32 million is for a 1,500-man facility. We are peeling back for the reductions. And as I told both Houses of Congress, I can assure a saving of $3 million, and I am fighting for a saving of more than that, of $4 million to $5 million.

Senator BAYH. What do you think will be the final cost of building a thousand-man center with the foundation for a 1,500-person center?

Mr. STAROBIN. It will be an absolute maximum of $29 million and I am going to try to deliver it at $27.5 million. But I can assure no more than $29 million. To bring it in to the lower figure, I have to be assured the design will be completed by the end of this year. I have a good market if we don't have the construction market go off wild as it may this summer.

Let me mention this, Mr. Chairman. I know there is a great emphasis and talk about estimates and the feeling that the estimates somehow create the cost. It is like saying the thermometer creates the heat. The estimates are the best guess we can make as to what the market will be sometime in the future. Now, what the market will be sometime in the future depends on a lot of things. A number of construction labor contracts terminate this summer and everything I read in the newspapers indicates those labor units are going to go off for hefty increases. If they do, the rate of escalation is going to change. Certain products may go up drastically in value. During the past year lumber took off like a skyrocket. No one anticipated that.

Senator BAYH. I am familiar with all of this. I have been around a little while.

Mr. STAROBIN. Sometimes I get the thought the estimates creates the price. It doesn't. It tries to project it.

Senator BAYH. Well, the estimate—go ahead.

Mr. STAROBIN. Now to get to my point. Let's say you squeeze out of me my bottom figure I think I am going to come in at.

Senator BAYH. I am not trying to squeeze anybody.

Mr. STAROBIN. Let me carry the point forward.

Senator BAYH. If we are going to build a 1,000-man unit, or 1,500-man unit, it is my responsibility to see (1) we need it, and (2) we don't appropriate any more money that we absolutely need to build the best and most efficient facility we can. This business of somebody squeezing somebody else is the game I don't want to play.

Mr. STAROBIN. On the last point, you appropriate no more than absolutely necessary. Now, let's say you appropriate $29 million and

when all of the costs come in, I have gotten a bid of $27.5 million, and let's say it is a clean job and the total cost is $28 million and there is $1 million left over. Fine. I don't use that million. It is returned, used for other purposes or returned to the Treasury. Let's say you decide to appropriate to me only $27.5 million and the bid comes in at $28 million. Then I have to go through a very, very elaborate process of going back and getting the additional money, at which time I can lose that bid, have to readvertise, and the next bid may come in even higher. Now, I don't speak theoretically, I have gone through this cycle a number of times. Therefore, there is a sense of false economy by squeezing the appropriation down to the very bottom dollar, and then I run the risk that I can't get a bid within that figure.

Now, I have here, on the question of estimating, a chart I prepared on the major jobs we have bid over the past several years. That indicates the number of bidders, their bids, the estimates, and the relationship between them. I offered it to the other committee and, sir, I would like to offer it to your committee for your perusal. I would not like to see it in the record, but it would state to you our record of estimating in comparison with actual bids received. It will inform your staff of the volatility of bids. It is not at all unusual for bids to vary by 10 percent. If I lose the bottom bidder, I can almost immediately go up 3 or 4 percent.

I think it illustrates that my estimating, which is done years before we get to the bid, compares very favorably with the record of contractors who are estimating their costs from completed drawings and specifications. I think this will attest to the generally good record of my estimating and hopefully will inspire some confidence that my estimates I am presenting now have some validity.

If I may offer it to your committee.

CONTRACTORS KNOW OF PROJECT COSTS

Senator BAYH. I would be glad to look at that. We won't put it in this record.

One thing for sure, all of the bidders are aware of the dialog we are having here and the ultimate amount of money we have to spend, aren't they?

Mr. STAROBIN. This is my problem. Every appropriation is in the public record. The question was asked to me by the chairman of your counterpart committee, what prevents a bidder from coming in and asking for all of the money there is. There is only one answer to that, and that is competition. Over the past several years, I have been doing some hard missionary work to convince contractors that we are a reputable outfit, that we pay on time, that we are good to do business with, because when I took over we did not have that reputation and we had difficulty getting contractors to bid us.

This record will also indicate the increase in competition, the new bidders who have joined our ranks over the past year to 2 years. I would hope your committee, your staff members, would examine that factor and bring that to your attention. I think that factor also contributes to improved performance, improved performance from everybody.

Senator BAYH. I am sure we will be glad to study it.

Thank you, Colonel. That will be all.

Mr. STAROBIN. Thank you, sir.

Senator BAYH. You are going to send us that estimate?

Mr. STAROBIN. I am, sir. I will have that to you, certainly by the end of next week and try to make it by the middle.

Senator BAYH. Colonel, I am advised if you get this to us by the end of next week, it is going to be perilously close to the time we have subcommittee markup.

Mr. STAROBIN. I will have it to you by Wednesday, sir.

RELATIONSHIPS BETWEEN PLANNING UNITS

Senator BAYH. What is the relationship between your 65 planners and the Planning Division efforts on physical planning? What exactly do your planners do?

Mr. STAROBIN. The budget lists 65 positions in Project Management, however; only one position is a planner, GS–13 Urban Planner whose functions are:

(*a*) Coordinating the urban planning consideration of the Capital improvements program;

(*b*) Participating in the initiation, recommendations, and development of data to produce convincing presentations of urban planning in support of long-range plans for D.C. buildings in the Nation's Capital and its environs;

(*c*) Developing approaches and methods for reconciling diverse interests and points of view represented by the local as well as Federal Government to insure the acceptance of the proposal being presented to insure that the interests of the District government are protected and, at the same time, to advance the broad planning objectives of the city; and

(*d*) Develops the master plan for the various agencies and institutional areas under the jurisdiction of the District of Columbia.

The urban planner is the Department's representative in coordinating with the central planning office and is the expert on the Capital program for the District. The remaining 64 positions are broken down as follows:

Estimating Division—Three positions. Prepares and updates budget cost estimates, prepares construction and repairs and improvements cost estimates, reviews contract drawings at various stages to determine that project is within budget limitations, and maintains up-to-date cost factors for current construction.

Three project management Divisions.—Four positions. Plans, organizes, communicates and controls projects progress, reviews scopes, coordinates with communities, using agencies, National Capital Planning Commission, Fine Arts Commission, coordinates site acquisition, obtains all necessary permits, releases projects for bidding, reviews bids and prepares cost allocation sheets and recommmends manners of award, and monitors project implementation by construction management through construction phase.

Project management system analysis.—Three positions. Develops management information system for planning and controlling project progress, develops management reports and assures they are maintained at current status, prepares prebid CPM networks, conducts monthly management meetings to keep executive management ap-

prised of current status of projects, represents the department in coordinating projects with NCPC, and coordinates Capital improvements building program with community groups through service area committees.

Project Development Division.—Seven positions. Prepres budget sketches and outline specifications used to clarify projects to using agencies and reviewing bodies for budget justification, and prepares as-built drawings based on marked-up prints of contract drawings, change orders, and other pertinent information.

Real Estate Acquisition Division.—Forty-three positions.[1] Purchases property rights for construction of projects, maintains real property inventory system, manages real property rights involving permanent real property resources inventory of District-owned and controlled property, and disposes of surplus real property.

Office Administration.—Four positions. Programs and manages public building construction program.

Total positions: 64.

---

[1] Of these, 29 positions are frozen. They were allocated for highway acquisition on a reimbursable basis.

Department of Economic Development

STATEMENT OF JULIAN R. DUGAS, DIRECTOR

ACCOMPANIED BY:

LORENZO W. JACOBS, DEPUTY DIRECTOR
SEAWARD LEE, DEPUTY CHIEF, OFFICE OF ADMINISTRATION
SAMUEL FUSCO, ADMINISTRATOR, OFFICE OF LICENSES AND PERMITS
C. M. WARD, ADMINISTRATOR, OFFICE OF SPECIAL OPERATIONS
MRS. DOLORES WHITE, BUDGET OFFICER
WILLIAM DRIPPS, CHIEF, BUREAU OF BUILDING, HOUSING, AND ZONING
CARROLL SWANSON, HOUSING ADMINISTRATOR
JAMES HILL, EXECUTIVE SECRETARY, BOARD FOR THE CONDEMNATION OF INSANITARY BUILDINGS

BUDGET REQUEST

Senator Bayh. The next witness today in Mr. Julian R. Dugas, Director of the Department of Economic Development, who will testify now in support of the budget request of $7,723,500 and 541 positions for the Department.

INTRODUCTION OF ASSOCIATES

Mr. Dugas, will you identify your colleague for the record, please?

Mr. Dugas. On my right is my Deputy, Lorenzo Jacobs, Mr. Chairman; next is Mrs. Dolores White, my budget officer; and on the left is Mr. Lee Seaward, Deputy of the Office of Administration.

Mr. Chairman and members of the committee, I am Julian R. Dugas, Director of the Department of Economic Development.

DEPARTMENTS PRIMARY RESPONSIBILITY

The Department of Economic Development is primarily responsible for planning, implementing, and administering programs designed to promote economic activity in the District; protection of consumers; business, occupational, and professional licensing and regulation; enforcement of the District's housing, building, zoning, and related codes and regulations; and providing staff support and administrative services for a number of boards and commissions.

Primarily, the Department is a regulatory agency, having major responsibilities for promoting and carrying out inspectional, investigative, permit and licensing activities that are essental to the public health and safety.

In addition, the Department functions as an intermediate supervisory channel for the Mayor's Economic Development Committee, the

only structured entity of the District government that is specifically funded to carry out economic development activities. The committee's funding will end in July 1973.

Apart from carrying on the usual day-to-day activities, the major efforts in the Department over the last year have been directed toward increasing efficiency and effectiveness through the application of improved management techniques.

Thousands of housing violation notices, formerly requiring hundreds of handwriting man-hours by inspectors and hundreds of typing man-hours by clerks, are now prepared by computer, resulting in a decrease in the time between inspection and service of the violation notice, an increase in the average number of inspections per inspector, and a surplus of three clerk-typist positions in the Housing Division, for which redirection to other needed activities is being requested.

Better financial management has been accomplished by instituting a computerized financial reporting system.

A comprehensive forms management project was begun.

A study of the permit issuance system has been completed, several recommendations of which are expected to be implemented during fiscal year 1974.

A review of the business licensing issuance system is nearing completion, the results of which are expected to reduce to not more than 30 days the time between application for and issuance or denial of a license, and greatly facilitate enforcement of licensing laws.

In addition, responsibilities associated with the transfer of the Alcoholic Beverage Control Board functions to the Department have been assumed, a complete revision of the Building Code has been accomplished, revision of the Electrical Code and Gas-Fitting Code are nearing completion, a licensing program for psychologists has been established and accelerated condemnation activity been facilitated by obtaining $1 million in grant funds, which are available to June 30, 1973, for demolition activity in urban renewal areas.

All activities of the Department during fiscal year 1973 were undertaken without any increase in appropriated funds, over that available in fiscal year 1972, except for mandatory increases.

For fiscal year 1974, the Department's operating budget request, according to the budget submission, is $8,635,000 and 558 positions. That dollar figure is in error, and should be adjusted by deducting $150,000, which was a nonrecurring cost for relocation services, from both the "Adjusted base" column and the "Request" column of the budget submission. With this correction, the adjusted base is $7,401,500 and the total operating budget request is $8,485,000, an increase of $1,083,500 above the fiscal year 1974 adjusted base, and an increase of 19 positions.

INCREASED FUNDING FOR ECONOMIC DEVELOPMENT

The increase in funds and positions are requested for allocation as follows:

(1) From general funds, two zoning inspector positions and $22,000 are requested to increase the number of zoning inspectors to eight for the purpose of accomplishing an additional 4,000 zoning inspections and related activities in fiscal year 1974.

(2) From general funds, an additional $150,000 is requested to

increase the scope of the emergency repair program and the Department's ability to correct emergency conditions on residential premises under 5–313, District of Columbia Code. Only $50,000 was allocated in fiscal year 1973 for that purpose.

(3) From revenue-sharing funds, the amount of $74,900 and 10 housing inspector positions are requested to enforce the lead base paint poisoning provisions of the Housing regulations, designed to protect children up to 6 years of age from lead poison hazards.

(4) From revenue-sharing funds, $705,000 is requested to either render sanitary or demolish and remove a backlog of 962 condemned insanitary buildings that constitute a danger to the public health and safety.

(5) From revenue-sharing funds, $131,600 and seven positions are requested to establish and operate an Office of Economic and Business Development. The primary function of this proposed Office will be to initiate and carry out activities designed to attract new business, industry, and other economic activities to the District of Columbia. It would sponsor activities designed to end the outmigration of businesses and industry now located in our city by making it more attractive for them to remain. Such activity might include the acquisition and consolidation of sites for the use of industry—after establishing criteria for the selection of industries which would be desirable to locate in the District of Columbia—designing and developing various financial incentives to offset the District's tax disadvantage in relation to tax structures in surrounding counties. It would also perform certain informational and facilitating functions for businesses, investment interest, et cetera. These functions are not carried out by any department of the District of Columbia government. Yet, they are critical to the development of additional revenues and new revenue sources.

Senator BAYH. I have just a few questions here.

Could you give us an idea, please, Mr. Dugas, about the specific ways in which the proposed Office of Economic and Business Development will foster economic growth in the Nation's Capital?

FUNCTIONS OF ECONOMIC DEVELOPMENT UNIT

Mr. DUGAS. Yes, sir. First of all, we would like to pick up the programs that have been planned and developed so far by the Mayor's Economic Development Committee, which after July of this year will no longer have funding. This was a grant program from the Department of Commerce. We have been notified, after July there will be no further funding for this function from that department to us.

Presently, Mr. Chairman, there is before the several bodies of Congress legislation that authorizes a development bank. This particular program we think is important for the development of resources for high-risk ventures, which are severely needed in this particular jurisdiction.

The second thing we would like to do, in picking up the programs developed by MEDCO, would be to continue to develop the lease department store complex for an urban metropolitan area use. We have a very difficult problem developing in the District of Columbia where all of the major food stores are moving out of the neighborhoods and many of our people are unable to facilitate the getting of food. Of course, the other shopping facilities that were otherwise available

to them some years back are no longer available to them because many of our shopping areas were destroyed during the riots and we have no major shopping areas within the inner city. We would hope that would be one of the things this Office would be doing.

We would also like to serve as a central contact point for businesses that now exist in the District of Columbia, that are ongoing in the District of Columbia, but who may be talking about leaving us. We want to be able to show them some of the reasons why they ought to stay. We would also like to attract new businesses to locate here in the District of Columbia.

One of the other things that we would hope to do in this department would be to make full utilization of the air space that we have in the District of Columbia. As the chairman knows and the committee knows, we are a landlocked jurisdiction. We need to find more and better ways to use the existing space we have and air space presents us with that opportunity. But we have no department anywhere in the District that is devoting itself to this kind of endeavor.

We would also like to act as a clearing house for businessmen in this community, where if problems do exist for any reason whatsoever, Mr. Chairman, they might come to this department and find a single place where they could go forward.

Primarily, this is what we would hope this department would do.

We would seek to attract new businesses, new light industries, and other economic activities to the District of Columbia. Commensurate with the Federal interest, to further develop the capacity to serve the Federal Government, which is our largest business endeavor in this community, to further develop the office building business in the District of Columbia, and thirdly, to further develop tourism in the District of Columbia.

Primarily, that is what this very meager start would be aimed at, Mr. Chairman.

DEVELOPMENT OF CIVIC CENTER

Senator BAYH. Thank you.

Has your Department been closely involved in development of the Civic Center and, if so, could you give us some assessment of what economic development plans have been linked to the building of the Civic Center?

Mr. DUGAS. The building of the Civic Center per se is not far enough along for us to give you a report regarding this accurately. We have been in contact with the Mayor on this, and I think I can safely say, as I served as the Mayor's principal liaison on this committee with the business community. I also served as the Mayor's member on the selection committee for the architect and project manager, and I can report to you, this committee met this morning at 9 o'clock and began its deliberations toward the seeking of an architectural firm for this purpose.

Beyond that, Mr. Chairman, I have not gotten into the kind of details I heard explained to you this morning.

Senator BAYH. Looking at the whole area of economic development, could you answer from your knowledge about the request for the new Office of Consumer Affairs within the Mayor's Office? Will this give you additional consumer protection responsibilities?

Mr. DUGAS. No, sir. It is intended that this will be an office separately managed out of the Mayor's Office.

Senator BAYH. I have had some concern, perhaps observation is a better way to describe it, made relative to the Board of Appeals and Review, and I wondered if you could give us your impression, Mr. Dugas, about whether the Board of Appeals and Review helped or hindered your Department's efforts at inspection and enforcement. How many violations ultimately led to court action, say in the last fiiscal year?

Mr. DUGAS. I can't answer the latter question, Mr. Chairman, as to the number of cases that finally went to court, but I can say the Board of Appeals and Review is an essential arm to the carrying out of our functions. We supply most of the work to the Board of Appeals and Review arising out of housing violations.

Senator BAYH. It has been expressed to me that the existence of the Board of Appeals and Review has proved as a real disincentive on the part of the failures to do what they are told to do. They know they can go to the Board of Appeals and Review and drag this thing on out, and that in fact is what happens and what has been happening. Could you give us your appraisal?

Mr. DUGAS. I think that is true, Mr. Chairman, but I don't think that goes to the question of the process. I think that really goes to the question of how rapidly the process works.

Senator BAYH. Could you give us suggestions? First of all, is that assessment correct, that this does permit delay?

Mr. DUGAS. It certainly does so. Simply by the lodging of an appeal, it stops for all practical purposes any enforcement that we might be able to take in the courts.

Senator BAYH. OK. What can we do to expedite that? How can the process work more effectively? What suggestions would you make there?

Mr. DUGAS. We would hope, and we have suggested, that it be reformed from the three-sitting-man boards and made up from a panel of 21 attorneys, to a hearing officer type of situation. That could be used on a daily basis by employees of the District of Columbia, rather than from a 21-man panel made up of attorneys and laymen in the city who are sometimes available to you and sometimes not available to you.

Senator BAYH. Why is it best to have that intermediary step in the first place?

Mr. DUGAS. Well, the Board of Appeals and Review sits as the reviewing body for the Mayor. Instead of the Mayor-Commissioner having to do all of these things, that board sits in his stead. It is the final administrative step. And we believe there ought to be a step between the director of a department and the courts, because without this particular step the courts would be loaded with a great deal of work that I don't think properly belongs there.

HEARING OFFICERS FOR APPEALS BOARD

Senator BAYH. You think a hearing officer or a number of hearing officers would expedite this?

Mr. DUGAS. I do indeed. And I made this suggestion to the Mayor and to the Corporation Counsel, I believe. The City Council was making a study in this regard. I believe Tedson Meyers was instrumental and interested in this particular thing. I wrote a rather long report to the Mayor making the recommendation, but I am not sure my recommendation was accepted Mr. Chairman.

Senator BAYH. Does this require an amendment to the Federal statutes?

Mr. DUGAS. No, sir, it does not. This can be done by internal reorganization.

Senator BAYH. Could you send us a copy of that recommendation or significant parts of it?

Mr. DUGAS. I can send you the report, sir.

Senator BAYH. I wish you would do that, please.

[The report follows:]

January 4, 1973

TO: Mayor Walter E. Washington

FROM: Julian R. Dugas, Director
Department of Economic Development

SUBJECT: Report to City Council of the Advisory Commission on Administrative Procedures Regarding the Board of Appeals and Review

I have reviewed the above indicated Report and submit the following comments:

1. The Department of Economic Development's view is generally consistent with the Commission's recommendation, that the BAR be continued essentially in its present form for a sufficient time to permit the development and adoption of a long range comprehensive plan for handling administrative appeals from all agency actions.

The BAR in the Department's opinion should have a full time Chairman, adequate staff and such other resources that may be necessary for it to perform in a timely manner at a high level of competence. We believe it would be extremely unwise to permit considerations of economy to unduly depreciate the integrity of this step of the administrative process for resolving disputes between citizens and their government. This is an area that goes to the heart of the peoples confidence and faith, or lack of it, in the governmental process. This primary and all important condition dictates that this process not only be fair, have the appearance of fairness, but be also timely.

2. It is the Department's considered judgment that the adoption of the Commission's recommendation for continuation of the BAR concept, i.e. the hearing panel system rather than the hearing examiner system, as the long range approach, would not be the better choice. The hearing panel approach as recommended is by its very nature time consuming. The necessity for cooperative scheduling of several meetings among a busy private practicing attorney, who serves as chairman of the panel, a private practicing attorney for the appellant, a full time D. C. Government employee who serves as a panel member as an additional duty, a busy private citizen panel member, in addition to witnessess, etc. without more foretells numerous postponements and delays. Often even after hearing schedules are set and after hearings are held, the time to decision and written opinion is frequently inordinately long because of the necessity for consultation among the various panel members and the limited time which panel members, perhaps particularly the private practitioners, can economically and do devote to a particular case.

In our view a better approach would be to establish an independent Office of Hearing Examiners located in the Office of the Commissioner. Initially, the jurisdiction of that office should be

96-548 O - 73 - pt. 1 - 26

identical to that of the BAR, but should be gradually increased to supplant jurisdiction now reposed in other Boards, Commissions, etc., such as the Condemnation Review Board, and should be given the capacity to handle what we can expect to be an increasing number of demands for administrative reviews under the D. C. Administrative Procedures Act.

The Office of the Hearing Examiners should initially be composed of one Chief Hearing Examiner, a Hearing Examiner, both of whom should be full time employees of the D. C. Government, an additional number of Hearing Examiners, all of whom should be attorneys and intermittent employees of the D. C. Government, and such supportative staff, etc. as necessary. Providing for such number of intermittent D. C. Government employee Hearing Examiners as may be required would go a long way toward insuring timely decisions and a reduced caseload since the mere filing of an appeal would no longer guarantee an appellant continued operation perhaps illegally for months after an alleged infraction and determination by the appropriate Department head. This would also continue a measure of citizen participation, although I am of the opinion that a more meaningful measure of citizen participation should be provided for by giving citizens a right to intervene under carefully prescribed rules.

Each Hearing Examiner should have authority to make, independently, the decision in each case assigned to him by the Chief Examiner. The Chief Examiner should have authority to assign each case to be heard and decided by one examiner or by a panel of three. Where a case is decided by one examiner, the Chief Examiner should as a matter of discretion have authority to order a hearing before a panel of three examiners, upon motion of any party to the proceeding.

In our opinion the foregoing provides a framework within which cases are more likely to be expedited and at the same time provide for great flexibility, accountability, citizen participation, fairness and respect for the administrative review process.

3. We are opposed to the Commission's recommendation that the "BAR should be relieved of jurisdiction over routine housing regulation violation involving ordinary maintenance items..." upon the assumption "that a workable distinction between these and other hearing cases can be developed, and that adequate internal mechanisms for review of housing regulation citations exist, or can be devised, within the Department of Economic Development."

Our reasons for objecting to handling this BAR function within this Department are identical to those which the Commission found compelling for not placing the BAR in the Corporation Counsel's office. It seems to me that the Department's case in this regard is much stronger for it would in each case be investigator, prosecutor, judge and jury with all of the potential or appearance of evil that such an arrangement may entail. The high emotional potential of and opportunity for the exercise of discretion in Housing cases suggest the wisdom of providing for final administrative review outside the Department charged with the inspection, investigation and regulatory functions.

FOSTERING MINORITY-OWNED ENTERPRISE

Senator BAYH. Does your Department have a program for fostering minority-owned enterprise in the city? Is this task considered to be a responsibility of your Department?

Mr. DUGAS. The Department does not have a program for specifically fostering minority-owned enterprise in the city. No funds have ever been available to the Department for this purpose.

A business development center was once a part of Medco, with a function of fostering minority enterprises in the city. The Department of Commerce decided to discontinue the funding of this program within the District government and to carry on the functions performed by it under the aegis of a nonprofit corporation, the Washington Business Development Center, Inc.

Senator BAYH. Under the provision of section 5–313 of the D.C. Code, the District may correct certain housing code violations and may assess the cost as a tax against the property. How much of the cost of repair is ultimately collected from the property owner?

Mr. DUGAS. The full contractual cost of the repair and advertising expenses, if any, are ultimately collected from the property owner or in the event of nonpayment the property is sold by the District.

Senator BAYH. What consumer protection responsibilities will you have if the new Office of Consumer Affairs is approved within the Mayor's Office?

Mr. DUGAS. Once the Consumer Affairs Office is established in the Office of the Commissioner, the Department of Economic Development does not anticipate having any consumer protection functions as those terms are generally understood.

It is anticipated however that the Department will continue to have responsibility for licensing of persons engaged in the various occupations and professions, the issuance of business licenses, issuance of permits for new construction, alterations or repairs to structures, the inspection of new construction and repairs of buildings and their appurtenances, and inspections of all scales, measuring and metering equipment; and performing investigative enforcement action to obtain compliance with the license law and other codes and regulations enforced by the Department.

Senator BAYH. I appreciate all of you joining us here.

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

District of Columbia Public Library

STATEMENT OF MILTON S. BYAM, DIRECTOR

OPPORTUNITY FOR INFORMAL EDUCATION

Senator Bayh. Our next witness is Mr. Milton S. Byam, Director of the Public Library, who will testify in support of the budget request of $6,800,900 and 565 positions to operate the Public Library system in the District of Columbia. We are pleased to have you with us, Mr. Byam.

Mr. Byam. The District of Columbia Public Library is the district agency dedicated to the provision of opportunity for informal education. This function is unique in that there is no obligation that this opportunity be used. Nationwide, the increased emphasis on credentials for jobs and advancement, as well as the change in the makeup of city populations, has dealt a body blow to the public library as it has brought problems without giving us sufficient time to solve them.

We tend to forget that the public library has always been a major force in the education of new populations in the cities. Electronic transmission has changed this somewhat by making information handling so quick and facile that each member of society feels all opinions deserve equal consideration whether factual or not since at the speeds of such transmission, it is impossible to check facts. The sincerity with which information is presented, therefore, determines its credibility. Let me cite the observation of Harold Rosenberg in the New Yorker of March 2, 1973.

> On television, P.O.W.s returning from Hanoi were shown passing the time by watching P.O.W.s returning from Hanoi on television. A man rows across Main Street to buy a newspaper showing his town is flooded. We have entered an epoch in which nothing is real until it has been reproduced. With events and their copies standing in for each other, like twins in Elizabethan comedy, the objective form of modern culture has become the farce of mistaken identity. Facts no longer enjoy any privilege over various renderings of them.

We educated people are at least partly to blame for this condition. We, too, watch television. Generally, we do this at the expense of reading to our children, reading for ourselves or encouraging others to read. Gentlemen, this society can not progress without its public libraries. If it tries, it will have to create another organism to perform their functions. And, that is what we see all about us—gimmicks caparisoned as learning—while the public library is attacked, challenged and abandoned.

The District of Columbia Public Library budget before you is a reflection of these concerns in that:

(1) We are seeking to "buy time" by giving better service so that the community will accept change and, we hope, give us a chance to bring our service into the seventies.

(2) We are at once also tinkering with the machinery of library operation to reduce costs to the minimum level needed so that our attempts at change will not be thwarted by budget cuts.

(3) We are experimenting—chiefly with Library Services and Construction Act funds—with new patterns of service delivery so that every citizen will have had his opportunity to receive our service.

Internally, we have effected a number of economies which have enabled us to absorb the cuts in our base without attacking the root of service. These include dropping of personnel, and shifts in the way we do things, consolidation of library services on one floor in order to reduce our need for staff, cutting down on unnecessary telephone service and seeking ways to reduce costs in combination with other city educational agencies.

REDUCTION IN FEDERAL FUNDING

Library Service and Construction Act funds have been a boon to District residents. The bulk of the money is presently going toward experimentation with new methods of service-delivery like teletype, an AP wire service, library kiosks, busing of patrons to libraries, and cooperation with other constituencies. However, major portions are also going into services which must continue, such as service to the blind and physically handicapped, service to Lorton, and service to adult and juvenile institutions.

I would be remiss in my duties as an administrator of a service organization if I did not take the occasion to comment on the fact that our uniqueness as an institution extends to being unlike other governmental departments. We are open seven days a week. We work night and day. We reach out to our users. But, we are not satisfied with the way we are doing things. We continue to search for new means of providing services like the telephone reference service which will soon be launched, the library kiosks we are seeking as an answer to new branch libraries, and portable libraries. We have gathered census and other data pertaining to populations in the service area of each public service unit in order to avoid stereotyped and repetitive service patterns and to adapt our services fully to the needs, interests, and demands of each particular neighborhood and group of users. Our goal is a genuine and fruitful diversity of service. With the aid of the Department of Corrections, we hope soon to establish a bookmobile service for Lorton inmates, permitting us to provide full service to each complex at least 1 day a week.

We applaud the past efforts of the Congress to provide the District of Columbia with the best in library service, as is evidenced by the Martin Luther King Memorial Library. It is a magnificent building on which we have received many compliments. But, it is much more than that: Gentlemen, it works. The people are using it.

We are clocking in about 10,000 users a week or more than 147 per hour of service offered. With the proper book collection, an increased staff and additional support for things like window washing and electricity, we could double the usage. But, this year, we are not asking for anything more than the items included in the operating budget before you: $84,000 to complete the funding of utilities for the Martin Luther King Memorial Library. We are also asking for a $50,000 in-

crease in the book fund for all public service agencies in order to make a beginning on closing the wide gap that has been created by 10 years of rising prices with no comparable increase in funding.

We ask that you recognize this budget for what it is: Basically, a stand-pat budget, a make-do budget, a get-the-job-done-this-year budget. It only hints at its future shape and form. For example, if the experimental LSCA programs work, they should affect drastically the entire pattern of library service next year, and hence the budget. For we are at the job of making the District of Columbia Public Library a model for the Nation. To succeed, we shall have to experiment, make changes and generally try your patience. We hope you will support our efforts.

CONSOLIDATION OF LIBRARY SERVICES

Senator BAYH. How much will be saved by consolidating all branch library services on one floor? Have proposals been developed to turn the unused second floors into revenue producers by renting the space to public or private organizations?

Mr. BYAM. A two-floor library operation is uneconomical. Under this arrangement we are required to give 64 hours of service at different locations, or a total of 128 hours. By consolidation on one floor we eliminate 64 hours weekly of required coverage, which can then go into giving better service to our patrons. To maintain the two-floor operation, the library would have to reduce hours to the point where it would discourage use of the facilities, or request a minimum of two additional staff members for each of the branches involved. The cost of these new positions (one GS–9 and one GS–7) would be about $23,000 annually per agency.

We have not thought of these second floors as revenue-producing areas. They may be useful as quiet spaces for adults in the library, for extensive programing by the library or community residents, or for other library-related activities which we are presently unable to provide.

Senator BAYH. What steps have been taken to increase community use of library facilities?

Mr. BYAM. Our book selection has been upgraded in an effort to have more of the materials people need.

An experimental program of free busing of patrons to two branches is under way.

We are planning to install a series of kiosk libraries throughout the city. These will feature minicollections of reading and reference materials, provide an informal introduction to library use, and act as feeders to the large agencies.

We are reaching out into the community by taking books to community centers, shopping centers, and other community locations, registering patrons at the same time.

We have revised our hours of opening in order to provide 4 hours of service on Sundays at all agencies.

An AP wire service has been installed in the lobby of the Martin Luther King Memorial Library, which attracts many visitors.

Stock services and special investment programs are held in the downtown community for businessmen.

We are speeding up service so that the public will respect the library as an organization, for example, streamlining and simplification of procedures, and installation of telecopiers in every agency.

We have established a telephone reference service in an effort to make the Public Library a by-word in every household.

We are encouraging more visits of school classes to the libraries.

We are seeking to develop a library for the performing arts for children.

We are binding ourselves even more closely to the other educational institutions of the District through cooperative programs.

We are seeking to develop friends of the library groups throughout the community.

We are using publicity provided through contributed services, such as bus placards exhorting young people to "read their way up." Advertising agencies are also contributing other publicity.

We have had a satisfactory increase in both circulation and registration this fiscal year.

Senator BAYH. Mr. Byam, as you may recall, at the time you appeared before the committee at the hearing on the District's 1973 supplemental budget request, I asked you to furnish the committee a statement on the effect of the President's proposal for the elimination of the Library Services and Construction Act on the District of Columbia Public Library. I was particularly interested in a summary of services now in effect in the District of Columbia Library, which would have to be discontinued if the LSCA program is eliminated. If you have such a summary, I would like to put it in the record at this point.

Mr. BYAM. I will supply that for the record, Mr. Chairman.

Senator BAYH. Thank you very much for your testimony, Mr. Byam.

[The information follows:]

The following projects have been carried out by the District of Columbia Public Library with funds received from the Library Services and Construction Act during Fiscal Year 1973. The intent of the Act is to provide funds for libraries to try experimental and innovative programs in order to determine the kinds of service that are most effective for the community. These programs have, therefore, been tried with the District of Columbia residents to demonstrate that library service can take many forms and can be tailored to meet specific needs of residents of a given area. If LSCA funds are available in the future, some of these programs will be continued, some would be discontinued, and the funds used for new projects.

TITLE I

Project 1 - General Services

1. Administrative Costs

One GS-4 Accounting Clerk, who handles all of the records for LSCA, would have to be terminated. The retraining of staff to be more responsive to the public, with emphasis on reaching the non-library users, is considered of paramount importance in these days of rapidly changing conditions in society. A recent study, sponsored by the American Library Association, A Strategy for Public Library Change, Allie Beth Martin, Project Coordinator, lists staff retraining as one of four major recommendations for a plan of action. Most of the DCPL's program for staff training would have to be eliminated if

LSCA funds are not available. This would indeed be a serious loss to the residents of the District.

2. Teletypes for the Martin Luther King Memorial Library and Nineteen Branch Libraries

It is planned to install teletypes in the Martin Luther King Memorial Library and all nineteen branches to speed up services to the public. Books requested by borrowers, not owned by a branch, can be requested from another agency; the answers to in-depth reference questions can also be easily obtained from the Martin Luther King Memorial Library via this means. The entire population of the District, approximately 700,000, will be affected if this equipment is not installed.

3. TWX

The TWX machine, installed in the Martin Luther King Memorial Library, is also designed to speed up the delivery of information to the public. Through this inexpensive means of communication, the Library can request books and information from libraries around the country, as well as order books from its jobber quickly.

4. AP Wire News Service

The AP Wire News Service brings an additional dimension to the Library's ability to provide its patrons with up-to-the-minute information. This 24-hour service is installed in the Martin Luther King

Memorial Library and the sheets of news items are perused by most of the 10,000 patrons who use the Library each week. The news sheets are cut up, after being posted in their entirety on a bulletin board, and information of lasting value is distributed to the appropriate subject division for the files. A new Telephone Reference Service will begin soon and this news service will play an important part in effective service to the public by this means.

5. Stock Quotation Service

The Marketline Stock Quotation Service, installed in the Business Division of the Martin Luther King Memorial Library, provides all who are interested with current quotations on stock (with only a 15-minute time lag). This is especially useful to local businessmen and others who visit the Division daily. Usage is increasing quickly after the recent installation of the service.

6. Transportation of Patrons to Branches

The busing of patrons to the Capitol View and Woodridge Branches has been in effect since December 1972. Buses tour the streets of the two neighborhoods on a fixed schedule so that residents can hail them in front of their homes or on street corners. This experiment in bringing people to library service has been very successful with over 5,285 riders in the Capitol View area, 4,250 in the Woodridge community availing themselves of the opportunity within four months.

The circulation figures at both branches have increased sharply. The service is potentially available to all 40,373 residents in Capitol View, 42,974 residents in Woodridge. It seems important to carry on this service in other communities as an inexpensive way to encourage people to use library facilities.

7. Kiosk Libraries

The Board of Library Trustees declared a year's moratorium on branch building in Fiscal Year 1973 so that other, less expensive means of bringing library service to the people of the District could be experimented with; the busing project was just one means. Another was the erection of kiosk libraries with the staff and utilities to be paid for from LSCA. Three kiosks are to be built initially to be placed where the largest number of people in a given area will pass. They will be 100 square feet in size, stocked with current materials in demand, and have immediate access to the nearest branch, or the Martin Luther King Memorial Library, for in-depth information requested, via telephone and teletype. If successful, these kiosks would be erected close together in a given neighborhood so that no one would have more than a block or two to walk for library materials. However, the first experimental ones cannot be built unless LSCA funds are available to operate them.

8. Service to the Homebound

This service will bring library materials to those who cannot visit an agency of the Public Library. The service is not fully developed and figures are not available of the numbers to be served. Library service can be an important means of enriching the lives of people who otherwise have a very limited sphere of activity. In addition, the four library employees who administer the program, and whose salaries are paid from LSCA funds, would have to be eliminated.

Project 2 - Service to Institutions

Three staff members are employed for this project serve the following District - supported institutions, as required by the Library Services and Construction Act:

	Population
D.C. Jail	749
Womens Detention Center	68
Youth Center (Lorton)	651
Correction Complex (Lorton)	1,602
Minimum Security (Lorton)	208
D.C. Village for the Aged	638
D.C. General Hospital (Mental Health and Children's Facilities)	110
Glenn Dale Hospital and Children's Center at Laurel, Maryland	650
St. Elizabeth's Hospital	350

	Population
Freedmen Hospital (Pediatrics)	50
D.C. Department of Human Resources Youth Group Homes	60

All of this service would cease, and the staff members would be eliminated, if LSCA funds are cut.

Project 3 - Service to the Blind and Physically Handicapped

Eight staff members have been hired to serve the estimated 3,000 blind and physically handicapped residents of the District. The District of Columbia Public Library has taken over this service from the Library of Congress, which furnishes the blind material on a national level, but who also maintained the local service on a small scale. The staff is working vigorously to build it up; to have to eliminate it in the near future would mean severe deprivation to the local residents who qualify for the service.

TITLE II

CONSTRUCTION

The funds received from this Title would be applied to new construction, including the kiosks program.

TITLE III

INTERLIBRARY COOPERATION

1. Study by a Management Analyst of the processing of library materials for the District of Columbia Public Library, the Federal City College, the Washington Technical Institute, the District of Columbia Public Schools, and the D.C. Teachers College.

   All of the above institutions are supported by District Government funds; all have libraries. A Management Analyst was hired by the Public Library to make a study of processing practices in the five agencies to determine if it would not be more economical for all processing to be done by the District of Columbia Public Library. This may include combined ordering so that the best possible discount can be obtained for library materials.

2. On-Approval Book Ordering Plan

   The Library is subscribing to a comprehensive on-approval book ordering plan, to be shared by the above institutions as well. This service will provide copies of most books published, prior to publication date, so that they can be inspected by librarians from all institutions. Orders can be placed at the earliest possible moment, and the new books received promptly to be available for the public.

4. Participation in Metropolitan Area Interlibrary Loan

The District of Columbia Public Library will operate one of two trucks for an interlibrary loan service between many libraries in the Washington Metropolitan Area. This is a cooperative project undertaken with the Librarians Technical Committee of the Washington Metropolitan Council of Governments. The truck was purchased with LSCA funds last year; the driver now must be paid from LSCA funds each year. If the Library is not able to pay a driver, it will not be possible to provide this service which is a means of getting materials available from all of the area's libraries to a branch by the quickest possible means.

5. Staff Support for COG

The District of Columbia Public Library is contributing one-third of the cost of staff support for the Libraries Technical Committee of COG. The other two-thirds is being paid by Maryland Virginia. This committee provides a common meeting grounds for librarians from the various jurisdictions in the metropolitan area in an effort to provide the best service to the public through cooperative projects.

Office of Housing Programs

STATEMENT OF JAMES G. BANKS, ASSISTANT TO THE MAYOR-COMMISSIONER FOR HOUSING PROGRAMS

ACCOMPANIED BY:
NATHAN VOLKMAN, EXECUTIVE ASSISTANT
PHILIP FROEDER, SENIOR PLANNER
JAMES LITTLEJOHN, DIRECTOR OF PROJECT REHAB
MR. HOLSTAD, ADMINISTRATIVE ASSISTANT

BUDGET REQUEST

Senator Bayh. We will now hear from Mr. James G. Banks, Assistant to the Mayor-Commissioner for Housing Programs. He will speak in support of a budget request of $453,800 and 27 positions to formulate a rational community development program for the District of Columbia.

TOTAL COMMUNITY DEVELOPMENT

Mr. Banks. I am James G. Banks, Assistant to the Mayor for Housing Programs. This Office was established in 1969 and charged with the responsibility for the development of housing policies and programs for the District of Columbia. In addition, I serve as Executive Director of the National Capital Housing Authority and Administrator of the District of Columbia Model Cities program.

From its inception the Office of Housing Programs has consisted of a small staff funded through Federal grants and modest congressional appropriations. Our concern is with total community development. After a series of exhaustive studies of the far southeast section of the city, we were convinced that housing alone was not sufficient to meet the complex needs of our population. Housing units considered standard by our own codes were found vacant and vandalized by the thousands. Dwelling units built at the cost of many millions of dollars only a few years ago were found vandalized and looking as though they had been built several decades ago.

Upon close examination of these neighborhoods we found several consistent and similar characteristics which we consider important community stability elements. First, the areas had an extremely low or no owner-occupant population. Second, the areas had an unusually large proportion of families with no male heads and a large number of children and, third, the areas had a shortage of essential public facilities, including schools, recreation, transportation, and others.

Our emphasis has been on two objectives: first, to restore or bring to a state of stable development those neighborhoods which have deteriorated, and, second, to assure that new developments are calculated to increase the stability of those neighborhoods in a state of growth. To accomplish these objectives we have in process several programs

96-548 O - 73 - pt. 1 - 27

within the Office of Housing Programs which are designed to increase the stability of neighborhoods.

It might be advisable here to give you an explanation of what we mean by stability. A simple description of a stable community is one where residents have formed some formal or informal organization which serves to unify the residents toward the achievement of certain neighborhood standards. These standards include all of those factors about which residents may be expected to have common interest.

They include factors totally within the control of residents themselves such as repair of houses, care of lawns, behavior of children, and respect one for the other. Other factors within the control of Government which include schools, trash and garbage collection, transportation and recreation also require community diligence and cooperation if high standards of performance are to be maintained.

It is our opinion that these standards which are so important to the sense of well-being among residents, are directly related to the tenure and characteristics of the residents. Stability is more discernible in a neighborhood with a sizable number of owner-occupants. Renters characteristically tend to move if neighborhood conditions become oppressive, rather than to fight the oppression, a characteristic of owner-occupants who have an investment to protect. Neighborhoods which have large numbers of families without male heads tend to lead in juvenile delinquency problems, probably reflecting the absence of male assistance in child discipline. Additionally, mothers burdened with child care as well as earning a living have less time and energy to deal with communitywide problems. Also, communities which tend to house homogeneously low-income families tend to have a concentration of renters, fatherless families, and extensive discipline problems as well as inferior public facilities and services.

To increase home ownership in areas where renters predominate we inaugurated a year ago a program called project HOME. Project HOME is intended to increase the construction of moderate price sales housing for younger, upwardly mobile families. Our small staff, now numbering one person, seeks to locate buildable vacant land, encourage builders to build houses and financial institutions to provide financing. We now have under construction 26 houses, and 1,491 houses are on the planning boards. We fully expect that by the end of the calendar year more than 300 single-family dwelling units will have been completed or started. This compares with 117 single-family houses licensed to be built in 1971 and 163 in 1972. By 1976 we expect to have constructed at least 1,500 new single-family homes for sale.

MAKING NEIGHBORHOODS MORE STABLE

To improve the stability of existing neighborhoods, we have taken advantage of the HUD-sponsored program, project Rehab. In February 1971 we were authorized to begin the rehabilitation of 2,500 dwelling units within the next 2 years. To date we have completed or initiated rehabilitation of 435 units, received HUD approval of a total of 2,920 units and submitted for approval a total of 4,518 units. Another 1,000 units per year for 4 years have been authorized, and we are now awaiting confirmation of the commitment by the new HUD

leadership. Our project rehabilitation staff consists of two professionals, one secretary and two part-time consultants. Funds for this effort are provided by contractual agreement with the District of Columbia Redevelopment Land Agency.

Supporting these efforts as well as our general effort to stabilize communities in the District of Columbia is a small planning staff consisting of seven persons. This staff has made and published several major studies in the past 4 years which serve as guides for most of our work. They are:

Washington's Far Southeast 70 (March 1970).
Washington's Far Northeast—Metro Impact—Commercial Development (June 1971).
People (November 1971).
Land Use, Zoning and Housing (April 1972).
Washington Highlands (September 1971).
Northern Congress Heights (November 1971).
Revitalization of Old Anacostia (June 1972).
Marshall Heights (to be published, April 1973).
Housing Construction and Demolition.
Compilation of Permit Data, 1960–1972 (December 1972).

The staff is now supported exclusively by Model Cities funds which will be discontinued as of June 30, 1973.

Our mandate from the Mayor also includes the coordination of the city's urban renewal efforts. To coordinate the renewal work in the riot-torn corriders we have one professional planner. Our major effort to date has been directed toward the establishment of a more aggressive strategy to change the character of the riot-torn neighborhoods so as to attract more private investment. Though our efforts have been relentless, the size of our staff and our lack of direct control over the renewal activity have minimized our effectiveness. Nonetheless, our recent experience indicates that new strategies will be followed and, I hope, with more impressive results.

We have been assigned special responsibility to coordinate the development of the Fort Lincoln new town. This responsibility requires the careful planning of municipal facilities such as streets, schools, recreation and transportation for the new town. To perform this task we now employ two professionals and expect to add two professionals soon, all paid with funds provided by the District of Columbia Redevelopment Land Agency. This program as you know is just underway and we have confidence that with appropriate Federal support it will become an outstanding achievement.

HISTORIC PRESERVATION PROGRAM

Though I have only recently been appointed liaison officer for historic preservation in the District of Columbia, a post formerly held by the Deputy Mayor, my staff has provided staff support for this effort for 4 years. This unit is the city's link with the Historic Preservation Office of the National Capital Planning Commission and the Joint Committee on Landmarks. During the past several years, grants from the Department of Interior have financed staff to research and prepare national register nominations as well as the funding of some "brick-and-mortar" projects. More recently this office has been working with

the HUD area office, the RLA and NCPC on a procedural agreement with the cabinet level Advisory Council on Historic Preservation to insure it a review of renewal plans that may affect national register landmarks.

We have been providing support to a citizen committee on housing for the elderly to assist in the selection of sites and to advise regarding services offered to the elderly in public housing. The work of the committee has been stymied by the ruling from HUD that operating expenses could not exceed 85 percent of rental income. This ruling has halted new construction for the elderly in the District.

In November 1971 I was designated Administrator of the District of Columbia Model Cities program. This responsibility includes the development of city government policy with respect to the use of Model City funds in the District of Columbia. At that time the relationship between the Model Cities Commission citizen representatives and the Model Cities Director was at a low ebb. This problem stemmed in part from a confused administrative structure—the Commission had its own staff which was constantly at logger heads with the city staff—and somewhat unclear definition of the Commission's authority. The first several months of my involvement were spent revising the staff structure, revising the Executive order and finally selecting a new staff director. All of this was accomplished by August 1972. Since that time the program has been greatly improved. However, the improvement came as the administration decided to curtail the program and we are now presiding over its dismantlement.

My designation as Executive Director of the National Capital Housing Authority was made in June 1971, when the Authority was in severe debt and carried a large number of vacant and vandalized dwelling units. During the past year and a half, vacancies have been reduced by 50 percent and for the first time in several years, we expect to finish the fiscal year in the black. However, many problems remain and we have just compiled a comprehensive plan under contract with HUD to improve the total operation. The plan is now being implemented. A copy of the plan is available for your information.

In addition to these rather heavy responsibilities, the Office of Housing Programs staff seeks to achieve its objectives through its participation on a myriad of commission and committee responsibilities. They are:

National Capital Planning Commission: Transportation Committee, Urban Renewal and Housing Committee, and Coordinating Committee.

Cabinet of the Mayor: Committee on Community Development and Housing, Zoning Advisory Council, Board of Condemnation, Public Space Committee, District of Columbia Manpower Advisory Committee, and Chesapeake & Ohio Canal National Park Committee.

Washington Metropolitan Council of Governments: Land Use Committee and Housing Technical Committee.

Fort Lincoln Policy Committee: Fort Lincoln Citizens Advisory Committee, and Anacostia Task Force.

Committee on Housing for the Elderly: Programing Subcommittee and Site Selection Subcommittee.

Joint Committee on Landmarks: Mayor's Advisory Committee on Aging, Capital Improvements Program, Domestic Council Meetings,

Community Service Advisory Committee, Women's Action Committee, Equal Employment Opportunity, and Urban Renewal Operations Committee.

Mayor's Bicentennial Policy Committee: Bicentennial Subcommittee on Community Development.

Project HOME Advisory Panel: Reconstruction and Development Corporation Board.

As you can see the staff is stretched to its capacity. Any reduction would be catastrophic.

NEED FOR INCREASED FUNDING

We are asking, therefore, that you increase our appropriations so that we can at least maintain our present staff level.

The budget increase provides for 15 staff positions which would permit us to maintain the present small area planning unit. As I mentioned earlier, this staff is now funded entirely by the Model Cities program which will be discontinued by June 30, 1973. The increase also will permit us to add one additional professional to assist in urban renewal coordination as well as an Executive Secretary for an arbitration mediation conciliation service for landlord-tenant problems.

I will be happy to answer your questions.

Senator BAYH. I was wondering, in looking at the total District budget, do you feel there is an overlap between the responsibilities of the Housing Programs Office and the planning functions of the Office of Planning and Management? And if not, or if so, what is done to coordinate your activities with OPM?

Mr. BANKS. As it stands now, Mr. Chairman, I don't think there is any overlap at all. As a matter of fact, I think there are a number of gaps as far as planning needs of the city are concerned. The coordination is achieved mainly through the meetings between Mr. Gilbert and myself, and attendance at our staff meetings with some of his staff.

The historical developments are of interest. The physical planning staff of Mr. Gilbert was transferred from my office last year in order to help form the Office of Planning and Management. The function of planning for subway stops, for example, was initiated in my office. We shared functions at that time funded by the Department of Housing and Urban Development under the community renewal program. Those funds were ultimately ended and now his staff is funded with the so-called 701 grant from HUD, and part of our staff is funded with Model Cities funds, which run out on June 30.

Senator BAYH. Do you have suggestions or could you give us some suggestions in writing relative to the gaps which do exist and which steps should be taken or could be taken to fill in those gaps?

Mr. BANKS. It is, I believe, a great tragedy that the Nation's Capital has no planning commission. The National Capital Planning Commission is by the nature of its assignment primarily concerned with planning Federal facilities in the National Capital area. Its role with respect to the District of Columbia is primarily that of a review agency. Since most city departments have limited, if any, planning capability, the NCPC's traditional role has been to assure that District of Colum-

bia facilities do not violate the so-called comprehensive plan. There has been little aggressive community planning and the city has suffered because of it.

During my tenure with the District of Columbia Government, I have observed the need for aggressive planning in the following areas:

(1) District of Columbia Government operated facilities including schools.

(2) Planning considerations in the granting of zoning variances, indeed in the zoning designations which presently exist.

(3) Planning the development of areas adjacent to planned subway stops.

(4) Planning land uses throughout the city so as to assure opportunities for a good cross section of the population and sufficient tax returns and other income to meet the city's fiscal requirements.

While some effort is now being made to deal with some of these planning needs, there is far too little both in the way of authority and resources to fulfill these needs.

My office has confined most of its planning activities to the revision of plans and applicable zoning regulations which now obtain in areas of the city most sorely afflicted by the city's failure for years to plan affirmatively. We have given most of our attentiton to the area east of the Anacostia River both because it offers the greatest vacant land resource we have and because it has been the most sorely neglected of any section of our city from a planning point of view.

The solution to our planning needs is the provision of necessary funds for the city's planning office and commensurate authority to make the plans effective. Funds requested for the Office of Planning and Management would go a long way toward improved planning capability for the District of Columbia.

My office will continue to undertake so-called small area planning under broad guidelines developed by OPM as it attempts to close the gaps identified above.

Senator BAYH. I was interested in some legislation which ultimately in a bill I introduced ended up as section 404, Public Law 91–52, which was enacted back in December of 1969, if my recollection is correct. The content of this provision, if you are not familiar with it, and there is no reason you should be, requires that job training and business opportunities be provided for persons residing in areas in which projects of urban planning development and redevelopment are conducted with Federal funds.

Inasmuch as there is a significant amount of this going on in the District, I just wondered to what extent your Department has enforced this requirement during the past 3 years and if you can tell me how many jobs and contracts have been generated by the implementation of this requirement in your office?

RESIDENT EMPLOYMENT PROGRAM

Mr. BANKS. My response to this question will focus on the model cities program in the model negihborhood, since as the Model Cities Administrator, I am in a better position to submit meaningful information than elsewhere in the city.

The model cities program has recently embarked on a new effort to strengthen its approach toward the residents of the model neighbor-

hood by establishing a resident employment plan which was approved by the U.S. Department of Housing and Urban Development, the Federal body which funds its activities, in April 1973. I have included a statement which is now attached to all contracts entered into by the model cities with operating agencies having an impact in the model neighborhood. This procedure is a more comprehensive and sophisticated instrument for insuring more aggressive training and hiring techniques, as well as providing for other features whereby the individual can benefit from the model cities program. Since it has been approved only recently and will not be totally implemented until the first of July 1973, there is no record to indicate its value. We have high hopes for its impact on the model neighborhood residents.

Prior to setting up this resident employment plan, the model cities program sought to recruit model neighborhood residents into training and employment programs through projects it was funding and through a manpower service training structure. Over the first 2 action years of the program, the projects which at one time or another numbered between 24 to 30, employed at their highest level 575 residents. It has been projected that with the curtailment of funds by HUD for model cities this figure may be cut nearly in half. In the terms of the model cities program objectives those employed included professional, paraprofessional, and clerical persons.

The manpower service program which was in operation from March 31, 1971, to December 31, 1972, sought out individuals who could benefit from training programs to upgrade their positions. This training took the form of GED preparation, continuing education at the college level, and clerical and general skills training. The number of individuals who entered this program totaled 275.

The newly established resident employment plan will pull together the somewhat fragmented efforts of training and employment in the model neighborhood of previous years.

I have some further information I would like to supply for the record at this point.

[The information follows:]

SUBJECT: Assistance Provided to Minority Contractors by D. C. Model City Sponsored Projects

During the First and Second Action Years, D. C. Model City Program assisted minority contractors through its projects, Minority Contractors (Washington Area Contractors Association) and Economic Development Corporation (D. C. Model City Economic Development Corporation). Although these two projects provided a similar type of service, they possess differences that should be noted if they are to be compared. Below are the significant differences.

I. Initial Contract Signing
   A. WACA - January 21, 1971
   B. EDC - August 4, 1971

II. Project-Cluster Placement
   A. WACA - Training, Education and Placement System
   B. EDC - Economic and Physical Development Cluster

III. Measures Contracted to Achieve
   A. WACA
      1. To secure one hundred jobs for Model Neighborhood Residents at $6,000
      2. To provide technical assistance to fifty contractors
      3. To increase the gross sale of fity firms by 15%
      4. To secure twelve loans at $10,000 or above

   B. EDC
      1. To establish eight Model Neighborhood owned businesses
      2. To acquire two parcels for land development
      3. To bond three Model Neighborhood contractors
      4. To provide technical assistance to twenty-five Model Neighborhood owned businesses

Time Period	Number of Contractors Provided Assistance by					
	WACA			EDC		
	FA*	TA**	Total	FA*	TA**	Total
April - June, 1971		12	12			
July - September, 1971	15		15			
September, 1971	12	81	93			
October - December, 1971		16	16			
January - March, 1972	31		31		4	4
July, 1972	23	61	84	3	10	13
March - December,,1972	23	61	84	3	25	28

This information and data were obtained from quarterly reports, first year impact evaluation report, mid-plan statement report, evaluation reports, and self-reported documents.

*TA is technical assistance as estimating, bidding, scheduling, expediting process, packaging, record keeping, purchasing, managerial consulting and procuring jobs.
**FA is financial assistance as bonding, securing working capital and loans.

Also attached is the list of minority contractors assisted by WACA between April, 1971 and December, 1971.

RESIDENT EMPLOYMENT REQUIREMENTS FOR MODEL CITIES OPERATING AGENCIES

Procedures

To insure that Model Neighborhood residents are given the greatest possible opportunities for employment and training in all job levels, the employment procedures stipulates that every operating agency will write a job description for each position in the project, detailing duties, minimum qualifications and salaries. This information will assist the Resident Employment and Training Unit in developing a career development plan for Model Neighborhood residents working in a project and also for those applicants (MNR) who are processed through the RET Manpower Outreach Units (Information Centers).

Every operating agency will also be required to submit a Model Cities employment and training checklist detailing personnel practices and procedures. Checklists will be reviewed by the RET Unit before a letter to proceed is issued.

Resident Employment Coordination Mechanism

The Resident Employment and Training Manpower System will coordinate recruitment, intake, referral and follow-up for all positions vacant in Model Cities projects. All new positions and vacancies generated by the Model Cities Program will first be advertised to the Model Cities Commission, the Information Centers, and other community resources such as the United Planning Organization (UPO), Department of Human Resources, Health and Welfare Council, Youth Opportunities Services, Washington Concentrated Employment Program, U.S. Employment Services, Urban League and Work Incentive Program (WIN). These agencies will function as a manpower outreach system for recruitment and referral of Model Neighborhood residents. The Model Cities projects will

utilize the manpower outreach units (Information Centers) as manpower resources for MNR employees, MNR unemployed and underemployed, as well as beneficiaries being served by Operating Agencies.

The Model Cities Job Bank, maintained by the Resident Employment and Training Program staff, will serve as a secondary job development source for applicants from the Model Neighborhood. All applicants will be referred for employment based on their qualifications and vocational interests. Residency in the Model Neighborhood is considered a qualification. The Model Cities agency will follow-up on job bank applicants to up-date skills, interest, personal information, and to determine continued availability for employment. The Model Cities RET Unit will coordinate recruitment of Model Neighborhood applicants in conjunction with operating agencies, who must give the RET Unit notice of available positions at least ten days prior to advertisement in newspapers, or other media.

If the operating agency is unable to find suitable applicants within the Model Neighborhood, and desires to hire a non-Model Neighborhood resident, it must submit justification for this action in writing to the RET Unit. The justification must document the operating agency's efforts in attempting to hire qualified Model Neighborhood residents including a list of all MNR's interviewed for the position.

The operating agency will submit a staff report containing the name, social security number, address, telephone number, salary, and position or title of any employee hired for a Model Cities Project no later than 20 days after the employ-e reports for work. The RET Unit must be notified by the operating agency of all vacancies that occur in projects, and the same employment process as outlined above will apply. (See Employment Report - Attachment A).

Release Time Provision

The operating agency will provide up to six or more (not to exceed 12) hours released time a week for each employee, to allow Model Neighborhood residents and other persons employed in para professional and clerical positions the opportunity to participate in training opportunities. The released time shall be sufficient to permit the employees to complete a minimum of six hours of accredited course-work, or its equivalent, in college work, GED preparation and skills training each semester or quarter, as will be indicated in the career development plan for each employee. The operating agencies will provide a quarterly progress report on their employees in training to determine what has been achieved through training.

Minimum Quantitative Goals of Operating Agencies

The minimum quantitative goals of the operating agencies is as follows:

1. To increase the percentage of Model Cities project jobs filled by Model Neighborhood residents from ____ to ____;
2. To increase the percentage of Model Neighborhood residents employed in professional positions from ____ to ____;
3. To increase the percentage of Model Neighborhood residents in paraprofessional jobs from ____ to ____ and;
4. To establish special training programs for administrative and clerical personnel who are Model Neighborhood residents. In attempting to meet these goals, the RET Unit will reassess minimum qualifications and experience required by the project positions in the Third Year Program.

ATTACHMENT A

EMPLOYMENT REPORT
Model Cities, Wash., D.C.

Operating Agency

Address | Telephone

Project Title | Contract Number

Name and Title of Person Supplying Information

Name and Title to Whom Candidates Are Referred

The C.D.A. should be informed of all job movement within your project(s) on a monthly reporting basis. Include a copy of this form in your Monthly Status Report to:

....Register a vacancy
....Change or cancel a vacancy
....Report a transfer or promotion
....Report a resignation
....Report a vacancy filled

If your agency has not had any staff changes during the past month, please write "NO CHANGES" on the form and return it with your Monthly Report.

VACANCY REGISTRATION

Position Title	Date Position Opens	Salary Range	Check
			New Job ☐ Replacement ☐ Person to be Replaced

CHANGE IN PREVIOUSLY REGISTERED VACANCY

Position Title	Cancel ☐ Change ☐	Reason for Cancellation or Change

TRANSFER OR PROMOTION

Name of Staff Member	Previous Position Title	New Position Title	Salary	Effective Date

RESIGNATION

Name of Staff Member	Position Title	Reason for Leaving	Effective Date

VACANCY FILLED

Name of Person Employed (Attach copy of employment application)	Starting Date	Position Title	Salary Range	Starting Salary

RESIDENT EMPLOYMENT 12/5/72

GRIEVANCE PROCEDURES

A. POLICY

It should be the policy of the City Demonstration Agency and all Operating Agencies to recognize the right of its employees to have a prompt and impartial review of a matter of personal concern or dissatisfaction which relates to their status as employees. Project directors at all levels have a positive responsibility to identify and take corrective action on situations and conditions which may lead to employee(s) concern or dissatisfaction. Such action in most cases, obviate the need for an employee to take the initiative for corrective action.

All Model Cities employees should have the right to present questions and complaints informally to their project directors and supervisors; and the project directors and supervisors have the obligation to act promptly and fairly on them, seeking the advice and assistance of others as necessary. If the employee is unable to settle his grievance(s) informally, then he should be free to present his case formally, under such procedures as will insure that the matter will be reviewed by a panel of such rank as will indicate that the attention of all Model Cities Components (MCC, REP, CDA, O/A) has been focused upon the decision. The Grievance should be submitted to the Resident Employment and Training Unit whose representative will make the necessary arrangements for convening the Grievance Panel.

B. EMPLOYEE RIGHTS

A Model Cities employee in presenting a formal grievance shall:

1. Be free from restraint, coercion, or reprisal;
2. Have the right to be accompanied, represented, and advised by a representative of his own

choosing including another Model Cities Employee and;

3. Be assured a reasonable amount of official time to prepare and present his/her grievance.
4. The employee should present his appeal to the Resident Employment and Training Unit with all documentary evidence in support of his grievance. A copy of the project director's or supervisor's decision regarding the employee must accompany his appeal. These materials will constitute the "Grievance Record."
5. The Resident Employment and Training Unit will notify chosen panel members and convene the Grievance Panel five days after receipt of the employee's appeal.

C. HEARING PANEL

The Hearing Panel for the Grievance Proceudre will consist of the following individuals:

1. One member on the panel will be chosen by the agrieved person;
2. Two members from the Commission (chosen by the Commission);
3. Representative from the Resident Employment and Training Unit (Panel Chairman) and;
4. A representative of the CDA chosen by the Model Cities Director.
5. The Legal Advisor will be the Legal Specialist of the CDA.

D. HEARING PROCEDURES

1. The hearing shall be closed to the public, press, etc, unless requested by the Chairman-Elect of

the panel with 2/3 of the panel agreeing to the request.

2. Attendance at the hearing is limited to only those persons who have a direct connection with the action.
3. The employee must show cause as to why the action he is appealing should not be carried out or allowed to stand.
4. The employee will have the right to cross examine all witnesses.
5. The employee and the project director or supervisor taking the action should have all of their necessary documents with copies for each panel member.
6. The Chairman of the Grievance Panel will appoint a stenographer to record the proceedings for certification. The verbatim transcript or written summary constitutes the report of the hearing and shall become a part of the official record of the proceedings.
7. The Grievance Panel shall prepare a report of its findings and recommendations and submit that report, along with the appeal file to the Director of the Citizen Participation Division. A copy of this report should be furnished to the employee and/or his representative (if any). Any comments on the findings and recommendations of the panel by the employee should be addressed to the Director, Citizen Participation Division.
8. Upon receipt of the panel's report of the findings and recommendations and the appeal file, the Director, Citizen Participation may (a) accept the findings and recommendations and issue a decision

on the appeal. or (b) if he determines that the panel's findings and recommendations are unacceptable, he shall issue a decision with a specific statement of basis for that determination.

In regard to the above points (a & b) the Director, Citizen Participation will make his decision four days from the receipt of the panel's report and shall communicate his decision to all parties concerned. The decision of the Director Citizen Participation is the final decision of an employee's appeal and should be accepted and carried out by all parties concerned, to protect the rights of that employee and enhance the employee's right to question the decision(s) of management.

ACCOMPLISHMENTS OF PROJECTS REHABILITATION

Mr. BANKS. Each of the community development agencies, including the Redevelopment Land Agency, has sought to increase the participation of both residents in employment and minority and local contractors, and I am sure we can give you some figures on that, too.

Senator BAYH. What has been accomplished by Projects Rehabilitation in the last year?

Mr. BANKS. We have about 1,700 units throughout the city which are either completed or now under construction. Another 3,000 units which have been submitted to the Department of Housing and Urban Development for approval, for remodeling.

Senator BAYH. What has been the average cost of these, individually?

Mr. BANKS. I would have to take a guess at it. I think it is around $17,000 per unit, but that is a guess and I would be glad to get a more accurate figure for you and submit it for the record.

Senator BAYH. While you are getting that, could you also submit to us in writing any recommendations you may have on how that particular project could accomplish its goals more efficiently?

Mr. BANKS. I would be pleased to.

[The information follows:]

96-548 O - 73 - pt. 1 - 28

Project Rehab

Washington was designated as a Project Rehab City in February of 1971. Since that time, 55 applications have been received for proposed rehabilitation of 4670 housing units for low and moderate income families. Twenty-eight (28) projects were rejected by the area office of HUD. Those projects had a total of 1,598 proposed dwelling units. There are 3,072 dwelling units remaining in the Project Rehab workload. Construction is underway in 1,843 units. The number of completed units now total 541.

Although Project Rehab has had a beneficial impact on the available housing stock for rehabilitation, there are some factors which adversely affect the total operation. Some of those factors are as follows:

1. The cost of acquisition of properties for rehabilitation.
2. The increase of taxes after rehabilitation.
3. The need for increased relocation assistance.

High Cost of Acquisition

The acquisition cost for single family units has been too high to proceed under the limitations of the HUD program. Therefore, rehabilitation of single family dwellings has been minimal.

The average rehab cost for multiple family units, including acquisition, ranges from $11,750 for a one bedroom unit to $19,358 for a four bedroom unit. These averages are based on actual cost where construction has been completed or is partially complete in 1435 units.

Unit size	Average acquisition plus rehab cost
1 bedroom	$12,250
2 bedroom	$14,800
3 bedroom	$17,100
4 bedroom	$19,358

Increase of Taxes After Rehabilitation

Once the units in Project Rehab have been rehabilitated, the annual tax per unit is generally increased from approximately $70 to $240. The resulting increase in monthly rentals would put the housing beyond the reach of the low income families whom the program is intended to serve.

The authority conferred by Congress on the Government of the District of Columbia does not allow for any exemption, abatement, or freeze with respect to the increase in real estate taxes which normally results from the rehabilitation of low income housing.

The Need for Increased Relocation Assistance

Although the Project Rehab Program is not subject to the requirements of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, except in those instances where the project is located in an urban renewal or Model Cities area and is in accord with the development plan for the area, a HUD memorandum of December 15, 1972, which established relocation policy for the District of Columbia states that, "future projects should be undertaken only if, S-1 benefits can be provided to the tenants of the project proposed to be rehabilitated." Additionally, proposed rehabilitation projects with less than a 50% vacancy rate are discouraged as stipulated in the same memorandum. This policy is effective only in the District of Columbia and adds further to the already frustrating problems of relocation. Legislation appears to be needed to clarify the status of relocation and displacement outside of Model Cities and urban renewal areas.

RESPONSIBILITY FOR RELOCATION ACTIVITIES

Senator BAYH. Not only more efficiently, but more effectively, trying to accomplish the purpose of the project.

Mr. BANKS. Yes.

Senator BAYH. Is your office responsible for relocation activities?

Mr. BANKS. Not directly, sir. We do share a Relocation Advisory Committee, which attempts to coordinate relocation from all public programs and recommends to the Mayor where it is necessary, his finding with respect to the feasibility of relocation.

RESPONSIBILITY FOR RELOCATION

Senator BAYH. Would you get us, or could you tell us who we should address the concern to, to try to get in our record what the city's record is on providing suitable housing and business location for those that must be relocated? Could you get that for us?

Mr. BANKS. We could get it for you, yes.

Senator BAYH. I wish you would, and we will put it in the record at this place.

[The information follows:]

RELOCATION

CENTRAL RELOCATION AUTHORITY

The Redevelopment Land Agency is the Central Relocation Authority for the District of Columbia. All public displacement (e.g. urban renewal, capital improvements, subway, code enforcement, and Federal projects) is channeled through the RLA.

The District government and the Washington Area Transit Authority have contracts with the RLA to perform relocation counselling, locate housing resources, and make payments to relocatees.

RELOCATION ADVISORY COMMITTEE

The Mayor has established an interagency group composed of the above agencies and departments to coordinate their various displacement programs so that housing resources can be located or developed in time to relocate site occupants and meet construction timetables. This Relocation Advisory Committee is chaired by the Assistant to the Mayor for Housing Programs.

HOUSING RESOURCES

As the Number of public displacees grows due to increased program activity by WMATA, the District, and RLA, the demand on housing resources becomes greater. Some of the factors which have affected the housing resources situation are:

1. The tight housing market in the SMSA with an overall vacancy rate of 3%.

2. The water and sewer moratorium in the region restricting buildable residential land and inflating the price of the existing housing stock and existing land which has water and sewer connections.

3. The January 5, 1972 freeze on subsidized housing programs which halted new construction and left Project Rehab commitments in doubt.

4. The tight financial situation of the public housing authority and HUD administrative rulings regarding NCHA's operating revenue.

5. The cost constraints of the low and moderate income housing subsidy programs.

Further details on resource projections and relocation needs, as well as the experience to date is being provided by the Redevelopment Land Agency.

1. TIGHT HOUSING MARKET

During the last decade the number of housing units available at rents which low income families can

afford to pay has decreased significantly. Units available for less than $80 per month were reduced by two-thirds between 1960 and 1970. Those available for less than $100 per month decreased by one-half during the same time period.

APPLICATIONS FOR NCHA HOUSING AT END OF FY 72

	Total	01	1E	1	2	3	4	5	6	7	Bedrooms
on hand	5760	1835	70	403	1237	650	1153	351	58	3	
displaced	319	84	1	26	62	31	60	42	13	0	
veterans	295	38	20	20	26	29	134	25	3	0	
all others	5146	1713	49	357	1149	590	959	284	42	3	

In the last decade, according to analysis of the 1970 Census, there was a loss of about 3700 dwelling units of six rooms or more. Large households containing six persons or more, which remained relatively constant during the decade, are now forced to compete in a market which contains nearly 4000 fewer large housing units than a decade ago.

The income of the public housing population did not rise at the same rate as the other costs of food, shelter, and clothing.

The segment of the population served by public housing is failing to keep up with the gains in the rest of the economy and its relative economic position is steadily worsening. The roots of the problem, however, do not lie within existing housing programs but rather in the economy at large.

2. WATER AND SEWER MORATORIUM

The Washington Suburban Sanitary Commission instituted a moratorium on new permits for water and sewer hook ups. That moratorium has been in existence for over a year. The moratorium resulted from lack of adequate sewage treatment facilities in the Washington metropolitan area.

The impact of this moratorium has been an increased demand by developers for vacant land with hook ups and a increased demand on the existing housing stock by home buyers and renters.

As a result of this increased demand, the sales and rental prices of the existing housing stock has been increasing at an inflated rate. This puts the low income buyer, including the National Capital Housing Authority, at a competitive disadvantage. Thus, the potential stock of housing available for low income buyers below market rate prices is shrinking.

3. HUD HOUSING COMMITMENTS

The Washington metropolitan area was one of the few in the country to adopt a Fair Share Housing Formula.

In recognition of this commitment to building low and moderate income housing throughout the metropolitan area, Secretary Romney of HUD increased the allocation of housing "units" to the Washington region.

The District of Columbia's Fair Share was 912 units. At the time of the freeze 633 were in application at the local HUD office. Out of those in application, 54 had received a funding commitment from HUD.

Project Rehab received an assurance of a funding commitment from HUD at the rate of 1000 units per year through the Bicentennial year. The City government is attempting to determine whether this commitment will be honored by HUD. Further details on Project Rehab are provided in a separate attachment.

4. NCHA's FINANCIAL SITUATION

The greatest number of public displacees are those of low and moderate income who are unable to afford housing in the private market.

The relocation program must rely on the timely production of subsidized low and moderate income housing through either new construction or rehabilitation.

Prior to the January 5 HUD freeze the production pace under the Section 236 program, in particular, was keeping pace with relocation needs. The National Capital Housing Authority, the public housing authority, has also been providing resources on a timely basis by turnover, and modernization of vacant units. In FY 72 NCHA housed 1,264 new families, 417 of whom were public displacees.

The Authority also has a HUD money reservation for scattered site leasing and acquisition which it has spent on a limited number of housing units due to HUD cost and leasing maximum restrictions. The high cost of land, construction, and rehabilitation in this metropolitan area have seriously curtailed the NCHA efforts to lease or buy properties within their cost limits.

The Operating Deficit

The NCHA operating deficit for FY 72 totalled $1,099,631 because sufficient operating subsidy funds were not available.

Added to the carry-over deficit from FY 1971, the cumulative deficit was $1,301,728.

Additional details on the current and projected relocation workload will be provided by RLA, the Central Relocation Authority.

The 85% Ruling

HUD has required NCHA to assure on all new public housing (either leased or acquired) that operating expenses will not exceed 85 percent of rental receipts

plus a $10 per unit monthly subsidy. Over the past three fiscal years operating expenses have averaged approximately $106.40 per unit per month while rental income has averaged approximately $48.50.

Thus, 85% of operating expenses aren't presently being covered by rental income. To meet this requirement, NCHA would have to charge $75.80 monthly.

Such a rental increase is clearly out of the question as it would force present public housing residents to go into debt to pay rent or vacate their public housing. Already the Housing Authority is "creaming" the low income category of those who can afford to pay its rents.

Those who are the very lowest of the low income cannot afford public housing rents and can't be accepted by NCHA because of HUD requirements respecting financial solvency. Those too poor for public housing resort to doubling and tripling up in private market apartments or relying on the generosity of family and friends for shelter. Sometimes this means a break-up of the family, sending some of the children to stay with one relative and sending other children to other relatives.

Those who end up doubling up and overcrowding private market housing cause extraordinary wear and tear on the building resulting in more frequent and costly maintenance.

HUD's Project Selection Criteria

On February 7, 1973, HUD's Project Selection Criteria went into effect. Intended to avoid mistakes of the past, the criteria were aimed at avoiding unduly large concentrations of low income persons or minority group persons. In practice, however, project selection criteria have been used by HUD to unfavorably rate projects in the District. A series of eight categories are used with ratings from "poor" to "adequate" to "superior".

In the District, with its 71% Black population, it is difficult to rate an "adequate" on the "racial concentration" category. The Office of Housing Programs, for example, has been promoting home ownership opportunities in neighborhoods east of the Anacostia River under both subsidized and market rate programs.

The purpose is to stabilize the large renter population. Yet that area of the city has a predominantly Black population, and could be turned down due to its racial composition.

The application of Project Selection Criteria is most moot now that the freeze on housing is in effect. Prior to the freeze, however, HUD approved

10 projects in the District and rejected 5, all on racial grounds.

5. COST CONSTRAINTS OF SUBSIDY PROGRAMS

"Economic Feasibility"

Moderate income subsidy programs must be submitted to HUD for approval of mortage insurance. There are three steps in the process:

1. Initial Feasibility
2. Conditional Commitment
3. Firm Commitment

Each step required a lengthly presentation on the design and costs of the proposed project. In order to make the project "economically feasible" developers had to cut down all but the basic amenities, reduce room space to the minimum requirement, and create a "unit mix" (the range of units by number of bedrooms) that favored two bedroom units, which are least needed, at the expense of larger units.

The length of processing time coupled with the inflationary spiral of labor and materials often meant that projects had to be redesigned, and re-calculated,and re-submitted to HUD. This process could last as long as 18 months before a feasible project could be planned which produced units within the rent/sales ceilings and cost ceilings of the moderate income programs (i.e. Sec. 236, 235, and 221(d)3).

Project 60

Project 60 is a cooperative venture between RLA and NCHA to provide vacant large, low income units in the renewal areas to the public housing authority. The cost HUD would allow NCHA to pay to purchase those units were lower than the rehabilitation bids on the properties. The HUD allowable cost for purchase is in Table I.

The costs shown are for new construction. The allowable cost for a rehabilitated building is usually 80% of those costs, although HUD can allow up to 110% of those costs.

The high land costs, even with the renewal write down, coupled with the high material and labor cost for rehabilitation is making Project 60 barely feasible in an economic sense.

The NCHA leasing authorization dates from June 29, 1971. This program can lease 400 units. To date, fourteen units have been leased, none of them large units, the most critical rehousing resource. The maximum monthly rent HUD allows NCHA to spend on scattered site leased housing is shown in Table II

along with proposed increases in those allowable monthly rents now being negotiated.

The initial "package" of 30 houses under Project 60 had to be rebid for rehabilitation because the first bid prices were too high for NCHA to afford.

Table I

TOTAL PROTOTYPE COSTS

NEW CONSTRUCTION

Bldg. Type Bedrooms	Detached	Semi Detached	Row	Walk-up	Elevator
0	11,000	11,000	10,450	8,750	13,500
1	13,200	13,200	12,550	10,750	15,650
2	14,550	14,550	13,900	12,350	19,850
3	17,400	17,400	16,550	14,500	
4	20,950	20,950	19,950	16,850	
5	23,350	23,350	22,200	18,600	
6	24,350	24,350	23,150	19,550	

Rehab acquisition would be 80% of these costs.
HUD can make exceptions up to 110%.

TABLE II

NCHA MAXIMUM MONTHLY LEASE CONTRACTS *
(Scattered Site Leasing Program Gas Heated Homes)

Bedrooms	2	3	4	5	6
Present Max Payment		$138	$170	$162	$195
Proposed Max Payment	$130	150	187	200	220
		OIL HEATED HOMES			
Present		$144	$177	$190	$204
Proposed	$135	160	195	210	230

* ALL UTILITIES INCLUDED IN LEASE

The Redevelopment Land Agency, acting as the city's Central Relocation Authority, reports that in fiscal year 1972, 1045 households and 111 businesses were relocated.

The breakout by displacing agent is as follows:

	Households	Businesses
Urban Renewal	574	
NDP Program		46
Conventional Renewal		16
Highways and Subways	26	33
D.C. Public Works	40	13
Code Enforcement	394	-
Other (Federal Projects)	11	3
	1045	111

Of the 111 businesses, 48 relocated within the District, 17 relocated outside the District, and 46 went out of business.

The household displacement relocated in the following fashion:

Standard Private Sales	50	
Standard Private Rental	337	
Public Housing	387	
Substandard Housing	5	
Out of the City	52	
Tracing Abandoned	119	
Other	95	
	1045	TOTAL

RELATIONSHIP WITH REDEVELOPMENT AGENCY

Senator BAYH. What is your office's relationship with the Redevelopment Land Agency?

Mr. BANKS. Under the Executive order under which our office operates, our responsibility is a coordinating one. We have a general coordinating responsibility, which means, as we interpret it, that we attempt to assist the Redevelopment Land Agency to get the kind of response from the various city departments which are required to carry out urban renewal projects. We have specific responsibility under the Executive order on Fort Lincoln, and have a staff that is funded by the RLA, which is coordinating that program only.

We also have the responsibility of coordinating the activities in the so-called riot-torn areas, and we have interpreted that to mean, in addition to our effort to get the D.C. departments to participate as required in the urban renewal process, that we also promulgate the overall objectives of the city with respect to application of urban renewal.

Senator BAYH. What has been the impact on the District of Columbia housing development of the moratorium on Federal funds?

Mr. BANKS. Well, at this point it has resulted in almost no approvals. Although we understand that with respect to many of the commitments which have been made to the city, they will be honored. We have the understanding from Secretary Lynn that any initial commitments for subsidized housing for Fort Lincoln will be honored. We understand, although it is not official at this point, the commitments under Project Rehab, which called for 1,000 units for 4 years, from 1973 through 1976, will be honored. We are hoping that the commitments necessary to accomplish the planned work in the urban renewal areas, mainly the riot-torn corridor areas, will be forthcoming.

So we are at work on that now. The Mayor is participating as well as RLA.

HOUSING NEEDS OF CITY RESIDENTS

Senator BAYH. Can you give us, or get for us for the record, statistics on the unmet needs of the city residents in the area of housing, available housing starts?

Mr. BANKS. An overview of housing in the District of Columbia by statistical indicators is shown on the following table, Key Facts and Figures: Housing Inventory May 1973. As shown, the housing inventory is presently estimated at 278, 374 housing units, of which 63 percent are in multifamily accommodations and 37 percent in single-family units. The table also shows data on subsidized and nonsubsidized housing, occupancy characteristics, and building permit data on new construction, rehabilitation and demolition activity.

The citywide data contained in the table is amplified in the report, Housing, Construction, and Demolition, prepared by my office. A companion volume on residential rehabilitation activity is currently in preparation, as well as other ongoing research projects. Additional housing information and data by particular geographic areas are also contained in several other reports issued by my office. See especially, Land Use, Zoning and Housing in Far Northeast Washington 1972, and Washington's Far Southeast 1970.

Key Facts and Figures: Housing Inventory[1]
District of Columbia, May 1973

Housing Units[2]	Number of Units	Percent of Total
Single-Family	102,004	36.6
Multi-Family	176,371	63.4
Total	278,375	100.0

Subsidized and Non-Subsidized[3]	Number of Units	Percent of Total Multi-Family Units
Multi-Family Units		
Public Housing Units	11,499	6.5
Subsidized Units (236 and 221 D3)	6,205	3.5
Total Subsidized	17,704	10.0
Non-Subsidized	158,667	90.0
Grand Total	176,371	100.0

1. Source: Unless otherwise noted, 1970 Census of Population and Housing.

2. To arrive at a figure for the housing stock in Washington ending December 1972, units authorized for construction in 1971 and 1972 were added to the number of units in the 1970 Census, units authorized for demolition in 1971 and 1972 were then subtracted to arrive at a composite figure for total housing units and a breakdown between single and multi-family units.

3. Compiled by the Office of Housing Programs from information obtained from the National Capital Housing Authority and the Metropolitan Washington Council of Governments.

Units Currently in Technical Processing at HUD[4]	Number of Units	Percent of Current Housing Stock
Section 236	4,087	1.5
Low Rent Housing	3,548	1.3
Total	7,635	2.7

Occupancy		Percent of Total Housing Units
Renter Occupied	188,558	67.7
Owner Occupied	73,980	26.6

Building Permit Data

Housing Units Authorized for:[5]

	Construction	Demolition	Net Gain or Loss
1971	836	759	+77
1972	888	980	-92

Residential Rehabilitation[6]

	Total Permits Issued	Valuation
1973: January-March	521	$1,040,890
1972	2,803	$3,277,564
1971	2,849	$4,306,051
1970	1,981	$1,575,502

---

4. Compiled by the Office of Housing Programs. Information obtained from HUD.

5. See attached report: Housing Construction and Demolition

6. Source: Department of Licenses and Inspections Building Permits. 1971 - 1973 figures taken from monthly permit report; 1970 figures taken from actual permits. Full report to be published by Office of Housing Programs.

ABANDONED DWELLINGS

Senator BAYH. What are the latest figures on abandoned dwellings and this kind of thing in the city, so we can have a broader picture for the record.

Mr. BANKS. I would say, sir, as far as abandoned housing is concerned, we are in much better shape in 1973 than we were 3 years ago. Because we have been addressing ourselves to this issue and I think with a great deal of success in some parts of the city.

Data on housing abandonment is contained in the report "Housing Abandonment in the District of Columbia" prepared by the consulting firm of Linton, Mields & Coston. This report was issued in February of 1972, and contains data on the abandonment problem as it existed in 1971. Pages II–1 through II–6 contain a summary. In brief, the overall figure reported by the study indicated that a total of 3,260 units or 1,634 structures were abandoned. Of this total, 2,200 units were privately owned, with the balance held by RLA, NCHA, FHA, and the D.C. government.

By geographic location, the greatest concentration of abandoned housing was found to exist in the far southeast sector of the city east of the Anacostia River. This problem was previously analyzed and documented in my office's report on "Far Southeast Washington, 1970." About 2,000 units were found to be in foreclosure at that time, with the majority of them held by the Federal Housing Administration.

As noted in the far southeast report, a main causal factor in the extensive abandonment problem was attributable to overzoning for multifamily apartment use and consequent overbuilding of apartment units. "Older" apartment units were rendered prematurely obsolete by the competitive impact or glut of new units being placed on the market. Corrective actions have since been put into effect both through decisive zoning change and through the rehabilitation work of FHA. Our observation is that far southeast vacancies have been drastically reduced since 1970 and all current vacancies, numbering less than 1,000, are under active programing for reoccupancy.

Senator BAYH. What is the status of agreement with District agencies—Departments of Environmental Services and General Services—to provide services to public housing units?

Mr. BANKS. An agreement between NCHA and the Department of Environmental Services to provide for trash collection at the public housing sites is now in the office of the District Government's Corporation Counsel for legal review.

There is an operating agreement with the Department of Recreation, providing for recreational services to the public housing tenants in most public housing developments.

The Department of Human Resources utilizes space set aside by the Natioinal Capital Housing Authority to provide for health and social services to public housing residents in several public housing developments.

Although there are no other formal agreements per se with District agencies, the staffs of the NCHA and District bodies meet on a regular basis to review matters of mutual concern.

Senator BAYH. Thank you, gentlemen, I have no further questions at this time. If we have others, we will send them to you and you can respond in writing, if you would, please.

Board of Parole

STATEMENT OF CARL D. COLEMAN, CHAIRMAN

BUDGET REQUEST

Senator Bayh. Next we have Mr. Carl D. Coleman, Chairman of the District of Columbia Parole Board. Mr. Coleman will testify in support of a budget request of $412,300 and 25 positions to fund the District of Columbia Parole Board.

Mr. Coleman. Mr. chairman and members of the committee:

The Board wishes to thank you for this opportunity to appear in behalf of its budget request for fiscal year 1974.

At our last appearance, we asked for and were granted five additional staff positions. We are not now asking for any further staff increase. Rather, our request is that we be authorized necessary funding in keeping with our present status, so as to permit the Board to continue to perform its duties and meet its responsibilities.

Though a small agency, the Board is very much an integral part of the District's Criminal Justice System, and a major component of the overall corrections process of this system. Its basic goal is to encourage and make it possible for the largest majority of criminal law offenders to change and become law-abiding, self-supporting, and productive members of the community.

To achieve this goal, the Board, which consists of three members appointed by the Mayor-Commissioner, and which has 22 authorized supportive staff, consisting of 10 professionals and 12 clerical-secretarial personnel, is primarily involved in and responsible for making decisions. Most such decisions refer to whether or not, when, and under what conditions to parole, as well as whether or not, when, and under what circumstances to act to revoke a parole. Others have to do with issues such as recommending sentencing procedure to the courts and recommending programs for training and treatment to the Corrections Department.

We have sought to outline in some detail in our budget "Agency Program Statement," the methodology utilized for such decisionmaking, noting the form and structure involved, the types of hearings conducted, their specific purpose and scope, the type of material reviewed, and collaborative contacts had with other public and private agencies. We will be happy to respond to any questions you may have concerning these matters. However, we would like to use this opening statement to advise you more about the Board's basic orientation and philosophy; also to report as to how we are and how we intend to utilize the additional staff provided us in fiscal year 1973.

The Board, once having evaluated a case, and having made a positive parole decision does not see such a decision as an end in itself. Neither is such a decision viewed as leniency or as a soft approach.

Rather, it is considered to be the creation of a new phase or status, a most demanding and exacting situation into which the criminal offender is placed and which is the next step in his overall corrective treatment program. In this status, that individual must continue to be assisted. He or she needs to be supervised, encouraged and urged to demonstrate ability not only to consolidate those positive accomplishments already made, but to function within a less structured setting while continuing to make further necessary beneficial changes. The Board feels that it is incumbent on it to take all those steps that will help maximize the potential for successful adjustment of the individual thereby minimizing the possibility of any new criminal activity and/or risks to the community from that individual.

In those situations where the parolee demonstrates he is unable to adjust to such parole status, the Board recognizes its responsibility to implement violator action and proccedings, the overriding aim being the protection of the community and public, while still providing fair and just treatment to the alleged violator and providing for his continued treatment needs.

BOARD'S WORKLOAD HAS INCREASED SINCE 1967

Since 1967 when the Board was constituted in its current form, its experience has been that its workload and tasks have continued to increase. For the immediate future, we expect this trend to continue. We note this in spite of current reports that imply a leveling off of the crime rate in the District of Columbia. Considering our position within the criminal justice system and the correctional process, we will first become involved with a number of cases, only now reaching statutory parole eligibility, that are already within the system. Thus, a currently stabilizing rate affecting new commitments need not have any immediate impact on our workload.

Our records indicate that for fiscal year 1972 there were 1,684 adult parole and revocation hearings. We estimated some 2,060 for fiscal year 1973 and approximately 2,462 for fiscal year 1974. We note that for the first half of fiscal year 1973, we have had 896 such hearings. Likewise, in youth act cases, we conducted 1,259 parole and revocation hearings in fiscal year 1972. We estimated 1,577 such hearings for fiscal year 1973 and 1,892 for fiscal year 1974. As of the first half of fiscal year 1973, we have recorded some 730 such hearings. These figures by themselves, we hasten to note, do not encompass the overall function of the Board. We present them only as measurable items for comparative purposes, to indicate that as yet we on the Board detect no major leveling off concerning our case workload. We are, however, continually alert to this issue.

In noting the above, the Board wants to advise that it has sought to meet the expanded hearing rate by putting out extra efforts and when necessary, by scheduling extra hearing sessions. The aim has been to keep the workload under control and manageable. Though not always current, we have no major backlog. We can also report that existing delays are not always due solely to our scheduling limitations.

While priority to deal with this workload pressure has made it necessary for the Board to postpone what we feel are other important

96-548 O - 73 - pt. 1 - 29

necessary actions, improvements and involvements, the Board has sought to take every available measure and made a conscious effort to avoid any deterioration of or sacrifice of the quality factor in its decisionmaking. More staff has not, per se, meant more members to conduct hearings, but this does correlate directly with eliminating delays. It has permitted our having more readily available necessary materials and reports required for hearings, and thus helped speed up the overall hearing process. Professional staff input has also been useful in helping upgrade decisionmaking quality by involvement in establishing more effective procedure techniques and help in formulating meaningful criteria. Maximum effective use of such staff thus relates directly to the issue of Board Members' time expenditure.

Though our funding and appropriations for the five positions given us in fiscal year 1973 does not permit the Board to directly employ such staff, until the last quarter of fiscal year 1973, the Board does have an LEAA grant covering these positions. Therefore, we have been able to bring aboard the staff involved and will, in keeping with accepted personnel practices and requirements seek to transfer these grant positions to our appropriated positions.

We can report that the two professional and the clerical staff made immediately available to us through the grant have shown promise of being of great value. They are currently establishing themselves and beginning to show their potential worth.

NO CONTROL OVER WORKLOAD

While the Board has no control over population flow through the criminal justice system and/or sentencing, it has sought to realistically estimate what will be required of it and thus to seek the tools it will require to carry out its responsibility. For the present, we feel we can meet our obligation as we are currently constituted.

It will be noted that our budget request is geared solely to our being prompt and fair in meeting our work requirements. We have not sought to inflate our estimates. We have, since being reorganized, built up an annual deficit. We are now seeking to correct this by requesting an increase in our base. This deficit was primarily due to Civil Service actions that upgraded agency positions in fiscal year 1970, 1971, and 1972. The reallocation of funds necessary to absorb this were erroneously not requested in the past. As such, the required base funding was never properly established since the Board has had no turnover with the exception of one parole clerk position during fiscal years 1970, 1971, 1972, thus having had no means of absorbing cost increases. Please note that over 95 percent of our budget is earmarked for personnel compensation and benefits. We ask that this matter be given your consideration.

We want to thank you for hearing us out, and of course, stand ready to respond to any questions you may have.

Senator BAYH. What is the incidence of violation of the conditions of parole? What stops can be taken to reduce the violation rate?

Mr. COLEMAN. A review of our records covering the available data of fiscal years 1969 thru 1972, indicates that approximately 31 percent of those individuals who were released to parole supervision have violated one or more of the conditions of their paroles in some manner.

This data further notes that the Board subsequently revoked and returned to custody approximately 70 percent of that group of cases.

While we would not categorize this as being a firm violation rate of 31 percent, we note that this is a fair estimate of annual violation incidence based on this time span.

With reference to steps which might help in reducing such, we would want to advise that the Board is constantly seeking to accomplish this goal. Our efforts are aimed at improving our decisionmaking capability, as already indicated, as well as establishing the closest coordination and liaison between the Board and the Department of Corrections, so that the Board may have a greater input in reference to program implementation and review, as concerns institutional activity, as well as community based activity including both the half-way house programs and parole supervision activity.

In addition, we feel that the following measures, among others would be most useful in accomplishing this goal:

(1) The expansion of, as well as improvement, of existing institutional activity and programs of a training and treatment orientation so as to provide better capability for preparing individuals for parolability, pending eligibility for such action.

(2) The expansion of and strengthening of programs in community correctional centers and the further establishment of such facilities, to house and work with individuals both preparole and post-parole, thereby giving the Board more flexibility with reference to dispositional treatment alternatives and options for individuals under its jurisdiction.

(3) The expansion of and strengthening of the Parole Supervision Unit of the Department of Corrections, so as to permit reduced caseloads, thereby providing for improved supervision techniques, more involvement and intervention by parole officers so as to permit greater capability of helping a parolee avoid pitfalls and violations.

Senator BAYH. Thank you, Mr. Coleman. That will be all.

Department of Insurance

STATEMENT OF EDWARD P. LOMBARD, SUPERINTENDENT

BUDGET REQUEST

Senator Bayh. Our next witness is Mr. Edward P. Lombard, superintendent of the Department of Insurance, who will speak in support of a budget request for $458,300 and 24 positions to administer the insurance laws of the District of Columbia.

Mr. Lombard. Mr. Chairman, the Department of Insurance has kept in mind the need for fiscal responsibility at our level. Unlike many State insurance departments across the country we have not proposed going into education and training programs, publication of periodical newsletters and comprehensive annual reports, or other like activities, since they would increase substantially the cost of operating our department. It takes a great effort on our part to hold our cost down and we do this having in mind that no other city in the country is called upon to support a State insurance operation. Our budget request is simply the salary and related benefit costs for 24 permanent positions with all other cost contained within about 2 percent of our total request.

During recent months the department has been successfully involved in a number of areas that will benefit the residents of the District of Columbia. On October 1, 1972, the District of Columbia Insurance Placement Facility commenced to operate under a totally revised program. The "Fair Plan" as it is called became a centralized syndicate type of operation rather than having a number of insurance companies issue their policies as ordered by the facility. The new program was designed to materially reduce operating expenses and to improve efficiency of the operation. More than 30,000 properties are currently insured through the facility at the same rate that would be charged in the voluntary market. After 4 full years of operation the facility is still operating at a loss and the reduction in operating cost it is hoped will gradually reduce the deficit.

The District of Columbia automobile insurance plan has been amended to provide coverages not previously available. Effective January 1, 1973, increased limits for liability insurance were made available as well as medical payments and uninsured motorist coverages. Applicants to the plan may obtain physical damage insurance and, consistent with the approach to District automobile owners generally, such coverage may be obtained even though the applicant does not request automobile bodily injury and property damage insurance. In brief, the relatively small number of District drivers involved with the plan, about 4 percent of registered vehicles, will not be able to obtain a full package of insurance coverages. Under the plan rules the only tests applied to the applicant are the requirement for a valid operator's permit and the payment of premium, which can be provided for through licensed premium finance companies at a favorable rate.

On September 29, 1972, all insurance companies licensed to write

property insurance in the District of Columbia were requested to distribute information about the availability of crime insurance to their policyholders, and to provide the Department of Insurance with copies of any printed forms being distributed which include information to the public about the Federal crime insurance program and competing private industry programs. We have had a good response including wide publication of our request for cooperation, and a number of individual company, association, and bureau activities in this regard. Thousands of copies of a flyer explaining the Federal crime insurance program were reproduced as a public service by the National Association of Insurance Agents, Inc., and are being distributed by our "Fair Plan" and through cooperative effort by the Federal Insurance Administrator and the Insurance Department.

Administrative guidelines covering accident and sickness insurance advertising were issued on August 28, 1972, after notification to all licensed insurers to participate in the public hearing that was held. Various actions taken by this Department, and by other State insurance departments, have resulted in a lessening of complaints by District residents who were buying insurance based on full page ads that were confusing and deceptive. As we move toward mass merchandising, or in some instances mass distribution of insurance contracts, the old problem of the regulator in protecting the public against individual instances of misrepresentation are multiplied many times because of the number of persons that the mass media reaches. The greatest service any insurance department can provide the citizen is to refuse to license or move against a company license when the facts warrant such actions. This Department has moved through due process in this key area of regulation with great success over the years. We have a reputation among the insurers for dedication to this approach. Our license list has been trimmed down year after year and we will look for unacceptably low loss ratios again this year, and take action where the need is indicated by the record.

The Department has proposed legislation in more than a dozen areas and has high hopes that we will have some success in this session of the Congress.

STATUS OF NO-FAULT INSURANCE

Senator BAYH. What is the status of the no-fault insurance proposal for the District of Columbia?

Mr. LOMBARD. Mr. Stuckey introduced H.R. 5448 in the House of Representatives on March 8, 1973. This is a bill to establish in the District of Columbia a system of first party, no-fault insurance for victims of motor vehicle accidents, and for other purposes.

Hearings were held commencing on May 1, 1973, before the Subcommittee on Business, Commerce and Taxation of the House District of Columbia Committee.

The executive branch of the District of Columbia Government testified before the committee and contracted with the actuarial firm Milliman & Robertson, Inc., who had been chosen by the National Association of Insurance Commissioners with financial support by the Department of Transportation and the Ford Foundation, to price various no-fault bills as they are introduced in the States. At this moment we are working with the subcommittee in an effort to perfect this bill to the point where it will move forward for enactment into law.

Minimum Wage and Industrial Safety Board

STATEMENT OF RICHARD R. SEIDEMAN, EXECUTIVE SECRETARY AND DIRECTOR, MINIMUM WAGE DIVISION

ACCOMPANIED BY CHARLES T. GREENE, DIRECTOR, INDUSTRIAL SAFETY DIVISION

BUDGET REQUEST

Senator Bayh. The next witness is Mrs. Sarah H. Newman, chairman of the Minimum Wage and Industrial Safety Board. She will testify in support of a budget request of $678,700 and 42 positions to administer the District's wage-hour, safety, and health laws.

INTRODUCTION OF ASSOCIATES

Mr. Seideman. I am Richard Seideman, executive secretary to the board, also Director of the Minimum Wage Division. With me is Mr. Greene, Director of the Industrial Safety Division. Mrs. Newman could not make it this afternoon.

Senator Bayh. We are glad you gentlemen are here.

Mr. Seideman, you may proceed.

ADMINISTRATION OF WAGE HOUR AND SAFETY LAWS

Mr. Seideman. The Minimum Wage and Industrial Safety Board is requesting $678,700 in District of Columbia funds to administer and enforce the wage-hour and safety laws of the District of Columbia in fiscal 1974. This represents an increase of $100,700 or 17 percent over the fiscal year 1973 allotment.

The District of Columbia Minimum Wage Act as amended by Congress, effective 1967, recognizes that it is imperative that persons employed in the District of Columbia are paid wages sufficient to provide adequate maintenance and protect health. Authority to set minimum wages for the 316,000 persons employed in private industry was given to the Board. During the past 5 and a half years the Board has set minimum wage rates for nearly all workers at levels varying from $2 to $2.46 an hour. During this same period the staff of the Minimum Wage Division has collected more than $2 million in back wages for employees. During fiscal year 1974 the Board expects to examine by wage survey the adequacy of wages paid to retail trade employees. Also during this year the staff will collect approximately $613,700 in back wages for employees. One out of every three wage-hour investigations reveals that employers are not paying the required minimum wage and/or overtime compensation. Three additional wage-hour investigators are needed to assist employees in obtaining their lawful wages.

In fiscal year 1974 the Industrial Safety Division enters into a new thrust in the concept of accident prevention through its participation in the Federal occupational safety and health program. The full impact of the planning and implementation of the District of Columbia State plan will be felt in fiscal year 1974. It is necessary that an

adequate budget is provided in order that the program can be maintained in accordance with the minimum requirements for Federal 50/50 funding.

It is our goal to implement the District of Columbia State plan within the time limits for phasing each section of the plan. The plan does provide for:

(1) Increasing effectiveness.
(2) Improving staff competence and expertise.
(3) Safety and health education for employees and employers.
(4) Improving compliance with regulations.
(5) Collecting of injury and illness data.
(6) Updating of regulations.
(7) Providing health research and surveys.
(8) Providing consultation services.
(9) Extending coverage to public employees.

The Board has designed a State plan based on maximum effectiveness with minimum outlay in order that the agency would not be forced to curtail its activities if Federal funds were no longer available. We feel the program could be justified as adequate to cover the 370,000 employees and their workplaces in the District of Columbia.

Fortunately our requests for 1974 require a minimal outlay by the city since we are eligible for the 50-percent funding subsidy from OSHA. The additional positions which need to be authorized are contained in the District of Columbia State plan as minimum additions to our present staff and necessary to qualify for funding as a State program.

The 15 additional positions we are requesting are: 6 compliance officers; 1 structural engineer; 1 industrial hygienist; 1 hygienist aide; 1 training officer; 1 statistician; 1 statistical assistant; 1 attorney; and 2 clerk-typists or safety aides. This is the additional staff needed to implement the District of Columbia Occupational Safety and Health program to the degree of effectiveness required by Public Law 91–596.

Of the requested increase, $55,701 is for annualization for six positions authorized in fiscal year 1973; $26,917 for three wage-hour investigators positions; $4,000 for within grades; $6,000 for telephone service; $4,400 for increases in other services, printing and supplies for the Minimum Wage Division; and $8,500 for equipment needed by the Industrial Safety Division to carry out its commitment to State plan functions under the Occupational Safety and Health Act.

COMPARISON OF MINIMUM WAGE RATES

Senator BAYH. How does the minimum wage in the District compare with the wage rates in the surrounding jurisdictions?

Mr. SEIDEMAN. The District of Columbia minimum wage set by the Board varies between $2 and $2.50 an hour. The minimum wage in the suburbs, in Maryland, $1.60, and in Virginia, the Federal minimum wage applies. There is no State minimum wage. There again, it is $1.60. So we are higher in the District.

Senator BAYH. Is there effective coordination between the Board and the Washington Metropolitan Transit Authority on efforts to insure safe conditions at METRO construction sites?

Mr. GREENE. There are not very effective communications on this issue between the two agencies.

Senator BAYH. What can be done to improve it?

Mr. GREENE. Well, for the first thing, I think the Washington Metropolitan Transit Authority can devote itself more earnestly to safety on their jobs and communication with our division and responding to some of the efforts that we have made to get them to do a creditable job.

Senator BAYH. When will approval be given to the District State plan under the Occupational Safety and Health Act?

Mr. GREENE. I couldn't tell you when approval would be given but there is an informal hearing being held on May 9 by the Labor Department, on the District of Columbia State plan.

Senator BAYH. No estimates about when it might be?

Mr. GREENE. No, but I am hoping it will be shortly thereafter that it could possibly be. I am very hopeful of this.

Senator BAYH. Do you anticipate any problems in fully complying with the safety standards set by the act?

Mr. GREENE. I don't anticipate any. I do anticipate problems in the light—I do not and neither does the Board think it would be in the best interest for them to parrot the Federal act or the Federal way of enforcing the act. There have been serious problems developed from it.

Senator BAYH. Have you had a study of these problems? I must say I have had a lot of complaints, not on the purposes of OSHA, or intentions behind the act, but rather the voluminous document that is designed to implement the regulations have at least been interpreted as very onerous by a number of small business people particularly. Have you had any complaints like that in the District?

Mr. GREENE. We have been in this business since Congress gave us authority, since 1941. We developed regulations here in the District. In fact, we have 10 different codes. We found that with the close participation that is available here to business and employers, in public hearings, et cetera, and the fact we have criminal penalties, therefore ours are resolved in penalty.

We find our regulations are a little more specific and people can read them and they can understand more by reading our regulations than they can by the Federal. I find some of the Federal regulations are ambiguous and for the most part I can understand this because most of them were adopted from national consensus standards which were not in effect originally in the regulations. They were standards that developed by boards and groups and committees, et cetera.

So until these things are refined, I think there will be this problem, and this is why we are advocating in our State plans those regulations which we find are more stringent and that we do not have to improve upon, those are the regulations we will adopt. Other than that, we will try to straighten out some of the ambiguity we find in the Federal regulations.

Senator BAYH. If you have any specific recommendations about how to improve some of the ambiguity, perhaps flexibilty that should be contained that is not, I would appreciate very much if you would let me know. This isn't a product for the District, but nationwide.

Mr. GREENE. Do you want it in writing or to tell you about it?

Senator BAYH. I would like to have it in writing.

Mr. GREENE. After the May 9 hearing comes off, I will be able to give it to you. In fact, our State plan, I think, would indicate some of that, you know, by perusal of that. But there are some issues that are controversial that I would specifically target in on and let you know about after the May 9 hearing, which is our big hurdle, so to speak.

Senator BAYH. I wish you would. I certainly don't think we should lessen our goal of safety for workers and institutions regardless of the size, but perhaps this can be accomplished in smaller businesses, industries, in a more efficient, less onerous way than larger ones. I would like to have your thoughts on this.

Mr. GREENE. I think it can be done very easily.

[The information follows:]

GOVERNMENT OF THE DISTRICT OF COLUMBIA
MINIMUM WAGE AND INDUSTRIAL SAFETY BOARD
INDUSTRIAL SAFETY DIVISION
615 EYE STREET, N. W., WASHINGTON, D. C. 20001
TELEPHONE 629-4566

May 31, 1973

TO: U. S. Senator Birch Bayh
United States Senate

FROM: Charles T. Greene C.T.G.
Director of Industrial Safety

SUBJECT: Suggestions for the improvement of the administration of the Occupational Safety and Health Act.

This memo is in answer to a request made by you at the D. C. Budget Hearings on May 4, 1973.

OSHA became operational in April 1971 with mixed reactions from both labor and management for which it was designed to assist. If its effect is measured by the reaction, OSHA is effective but not necessarily as intended by the sponsors of the legislation. At the present time it is impossible, statistically, to measure the effectiveness of the Act because the necessary returns are not in.

I am hopeful that OSHA will survive the onslaught of its critics since I have long been in favor of a law that would give funds and direction to all agencies and personnel that have for years labored to achieve meaningful results in the field of occupational safety and health. With little or no support, OSHA is the vehicle that can be used to make dramatic changes and real progress in a long neglected area. Therefore, I support the basic concept of OSHA but find that sections of the law and the over zealous and uninformed interpretations of the law have presented problems which I feel are mostly responsible for the uproar that OSHA has created across the country.

The District of Columbia has submitted a State Plan to the Secretary of Labor. The D. C. Plan, in my opinion, will avoid some of the pitfalls that OSHA has created by law, regulations and administrative policy. It follows

the OSHA guidelines only where it was regidly required and deviated in areas where experience has proven the best regulatory approaches. It was designed for a small geographic area rather than larger geographic applications such as a state. In my opinion the D. C. Plan is as least as effective as the OSHA program and in some areas more effective.

The OSHA program under the Act and extended by administrative guidelines (Compliance Manual & Regulations) has the following correctable weaknesses:

1. Complaints can only be made by an employee or an employee representative. Complaints must be in writing and signed by the complainant except in cases of imminent danger. (Complaints should be allowed from any source. It is most important that hazardous conditions be eliminated as soon as possible. This is the key to a sound accident prevention program).

2. Written complaints, once received, must be shown to an employer whether or not the complainant requested that his name not be used. (In spite of the safeguards in the Act to deter discrimination against a complainant, this mandatory requirement discourages employees from making complaints of hazardous conditions in their workplace).

3. Citations are only issued after an opening conference, walk-around and a closing conference. (The paper work involved in this procedure is mind-staggering. Written citations should be issued on-the-spot in order to reduce the time between citing and compliance. Each employer is entitled to know then and there what is wrong and what steps he can take for expeditious compliance. Likewise the employee would benefit from a speedier process).

4. Mandatory abatement periods first set by the employer and accepted or adjusted by the Area Director. Abatement periods commence upon the issuance of a citation, i.e., an inspection made January 2, 1973 with a citation issued March 1, 1973 with a 30 day abatement period permits the hazard to exist until April 1, 1973. (The mandatory abatement period is another incentive for delaying the process of eliminating of hazards as soon as possible. This procedure would permit an employer to circumvent his responsibility under the Act, for maintaining a workplace free of hazards.

The finding and elimination of hazards should be an on-going procedure by the employer without the intrusion of a federal compliance officer. Once the compliance officer comes into the picture all delays and procrastinations should cease. This procedure is ridiculous when applied to the dynamic construction jobsite).

5. Civil penalties are required under the Act. Penalties for alleged violations are proposed by the compliance officer, reviewed and adjusted by the Area Director. The proposed penalties are issued with the citation with the employer having 15 days to contest. (This process was designed for the employers able to hire attorneys to contest citations. It is a delaying tactic that will not necessarily produce the elimination of a hazard. The employer is not required to abate if a citation is in contest. All cited hazards can remain in violation during the first 15 day period after issuance of a citation until the case is resolved by the Review Commission. With its 4,000 case back log this could be many many months. The civil penalty system is not the way to expeditiously resolve matters of such importance as safety and health).

6. The involved and judgmental procedure for proposing penalties based on such ill-defined criteria as: de minimis; non-serious; serious, willful and willful repeat is mandatory. This process must be engaged in before any citation is issued and penalty proposed. (This requirement is as unfair to the enforcer as it is to the enforcee. It places unneeded priorities on the evaluation of hazards that is time-consuming and paper-producing. The application of a constant value for violation of safety and health regulations is the sound approach with repetition being the factor for extending the levels of fines. Any regulation considered to be de minimis or non-serious have no place in a code designed for the enforcement of safety and health regulations. It also produces many differing assessments of the seriousness of recognized hazards).

7. Consultations must be made off the worksite and only by personnel engaged in making inspections. (This system is not realistic. Consultations should be made wherever the best interest of safety can be served. I submit that on-site inspections would fall in this category in most cases. I also submit that the persons inspecting a workplace for compliance with regulations is the best person to use for consultations with employers. It would provide more efficient use of scarce manpower).

D. C. has long had a practice of making a first inspection at a workplace without prosecution being recommended.

A violation notice is issued but no action is brought unless the employer refuses to comply or is slow in complying. This first inspection serves also as a consultation.

Any inspection made after the initial inspection would bring into effect the present enforcement program.

The system has worked well and has been accepted by courts as being reasonable and fair.

Many of the weaknesses of OSHA were caused not by the Act but by a rush to quickly administer and promulgate regulations. Hence we have administration policy which was put into effect without field-testing. This administration policy is encompassed in a Compliance Manual which is the basis for all the myriad of forms that OSHA is presently using. Regulations were hastily clipped from existing state and national consensus standards without the research which a national application would call for.

The administrative policy and regulations did not consider the massive educational process that must proceed national legislation of the pervasiveness of this Act. Naturally, employers from states having poor safety and health programs were up in arms. These employees were not helped with the issuance process for regulations which took the form of small print without adequate titling and indexing. Some of the regulations are ambiguous to the point of being unenforceable.

States are expected to "parrot" the basic legislation and the published guidelines. I submit that states that do "parrot" OSHA will inherit all of its present problems. I would urge that states exhibiting a desire to develop a stringent and effective program accompanied by sufficient funds and adequate legislation be encouraged to do so. There are a few states prior to OSHA that were attempting to operate effective programs but did not receive full support from their legislatures and governments.

D. C. is now under an 7(c)(1) agreement with OSHA. Under this agreement we operate the OSHA program in the District of Columbia. The shortcomings of OSHA are very apparent when measured against the D. C. program which was preempted by OSHA December 29, 1972.

I can be more specific concerning these issues if you or your staff wishes to delve further. A copy of the D. C. State Plan will be delivered with this memo.

INCREASED STAFFING

Senator BAYH. Are you asking for three new positions?

Mr. GREENE. These are the minimum wage.

Mr. SEIDEMAN. The minimum wage is requesting three wage-hour positions which will allow the staff to more effectively police and enforce the minimum wage law.

Senator BAYH. Those will all be inspectors?

Mr. SEIDEMAN. Field inspectors.

Senator BAYH. All right. Gentlemen, I think that is all we need to go into right now. Thank you very much. Give my regards to Mrs. Newman.

Recorder of Deeds

STATEMENT OF PETER S. RIDLEY

BUDGET REQUEST

Senator Bayh. The next witness is Mr. Peter S. Ridley, Recorder of Deeds, in support of a budget request of $713,000 and 72 positions to carry out the administrative functions of filing and recording of papers related to real property, personal property, and corporations authorized to carry on business in the District and the collection of recordation tax on applicable deeds. Mr. Ridley, please proceed.

FUNCTIONS OF OFFICE

Mr. Ridley. The primary functions of the Office of the Recorder of Deeds, operating as activity 6, include the filing and recording of domestic relating to real property, personal property, and foreign and domestic corporations authorized to carry on business in the District of Columbia. These basic functions include the examination, filing and recording of such as certificates of incorporation, deeds, deeds of trust, security interests, automobile and other motor vehicle liens, also Federal and District tax liens, judgments, foreclosure notices and mechanics liens. The agency develops and keeps a daily alphabetical index and a lot and square index of all land transactions in the District of Columbia as well as a file of veterans' discharge papers.

The duties of the agency are divided into four programs for the fiscal year 1974, and are as follows:

(*a*) Administrative and services
(*b*) Filing and recording real property transactions
(*c*) Filing and recording corporations
(*d*) Filing auto liens and chattels

The Office of Recorder of Deeds is requesting the sum of 713.0 estimated costs of operating the agency for fiscal year 1974 as compared with 705.3 for fiscal year 1973.

This amount takes into consideration the 7.7 reduction to comply with the Mayor's grade deescalation program and the 7.0 equipment congressional reduction.

The increased funding is necessary to pay for annualization 14.7 for two GS–9 employees and the workload 7.7 to hire one clerk in the corporation section.

It is estimated that more than $2,547,300 in revenues will be realized for fiscal year 1974 with the filing and recording of approximately 136,000 real estate, chattel, and corporation instruments.

FEES FOR SERVICES OF RECORDER

Senator Bayh. Have you considered increasing the fees charged for services provided by your office? Are current fees comparable to the fees charged by similar agencies in other jurisdictions?

Mr. Ridley. Consideration is being given to increases in such fees as: Certificates of good standing, mechanics' liens, hospital liens, and judgments.

Legislation will be required for most of these changes. The majority of the fees charged by the Office of Recorder of Deeds are comparable to those charged in other jurisdictions.

Senator Bayh. I think that is all. Thank you, Mr. Ridley.

Public Service Commission

STATEMENT OF JEREMIAH C. WATERMAN, CHAIRMAN

ACCOMPANIED BY:
H. NATHAN NEELY, COMMISSIONER
DONALD E. CROTSLEY, EXECUTIVE SECRETARY
JAMES WHITESCARVER, JR., DIRECTOR OF SECURITIES BUREAU
LINUS DEENY, ASSISTANT CORPORATION COUNSEL

INTRODUCTION OF ASSOCIATES

Senator Bayh. Our next witness is Mr. Jeremiah C. Waterman, Chairman of the Public Service Commission. Mr. Waterman will appear in support of a budget request of $482,800 and 29 positions to regulate the rate and service of public utilities and taxi cabs and the licensing and regulation of stockbrokers in the District of Columbia.

Mr. Waterman, you might identify those with you.

Mr. Waterman. Mr. Chairman, I have here with me Mr. H. Mason Neely on my right, Commissioner; Mr. James Whitescarver, Jr., Director of our Securities Bureau; Mr. Linus Deeny on my right, Assistant Corporation Counsel who is assigned to the Commission; and on my left is Mr. Donald E. Crotsley, our Executive Secretary.

Mr. Chairman, I would first like to give a brief summation of the functions of this Commission.

This Commission is vested with the authority to regulate the rates and services of the gas, electric, and telephone utilities and taxicabs operating in the District of Columbia, as well as the licensing and regulation of registered representatives and stockbrokers in the District of Columbia. We must provide adequate regulation so that the residents of the District of Columbia will be supplied with electric, gas, and telephone service at rate levels which are just, reasonable, and nondiscriminatory. At the same time, we must provide the utilities under our jurisdiction with the opportunity to earn a proper rate of return through adequate revenues to enable them to maintain a stable financial posture despite the general inflationary trend of the economy.

During the past year, this Commission has been involved in three extended formal rate cases involving the electric, gas, and telephone companies. Currently we have pending a complicated investigation of taxicab rates and zones. These proceedings were the result of general inflationary pressures in the economy, including rising costs and their depressing effect on utility earnings. Apart from such formal proceedings we concern ourselves on a day-to-day basis with problems of serious concern to the residents of the District of Columbia, as well as local and Federal governments, such as the reliability of electric and

96-548 O - 73 - pt. 1 - 30

gas service and the adequacy of telephone service. The Commission also considers numerous applications for approval of security issues by the public utilities.

While we are an agency of the District of Columbia government for budgetary purposes, we are, in fact, a quasi-judicial body with two full-time Commissioners and a staff of only 27 persons.

This fiscal year we are asking for approval of two additional personnel positions for our Securities Division. This Division was established by authority of the District of Columbia Securities Act in 1964. It has the responsibility of licensing broker-dealers and salesmen engaged in the sale of securities in the District of Columbia, as well as the enforcement of the licensing and antifraud provisions of the act.

Our Securities Division works closely with the Securities and Exchange Commission and the National Association of Securities Dealers (NASD) in a cooperative enforcement program. However, due to the absence of adequate investigative personnel, we have been forced to refer most inquiries relating to enforcement matters under our jurisdiction to either the SEC or the NASD for appropriate action. To assure the financial responsibility of broker-dealers, there is a growing need for continuous surveillance of the financial condition of those licensed and operating in the District. The staff complement of the Securities Division has not been increased in recent years commensurate with the increase in its basic workload and enforcement responsibilities. If it is to meet such responsibilities effectively, it is essential that the Commission have the additional personnel to perform the requisite field work. While it would mean increasing our budget in the amount of $18,000 to fill these two investigative positions for the full fiscal year 1974, we are at this time requesting two positions at 9 months funding, thus adjusting our personnel sources increase to $14,000. The only other increase requested is $2,000 to cover the estimated cost of rental of a Xerox machine. In view of the heavy volume of documents, orders, correspondence and other material requiring reproduction, the use of a Xerox machine by this Commission has been, and will continue to be, vital in order for it properly to carry out its public responsibilities. An allowance of this amount, therefore, is deemed essential by the Commission.

Our travel allowance, which before fiscal year 1972 was $1,800 has been cut to $700, which greatly restricts the Commission in attending important regulatory association meetings.

One other matter of importance. For over 35 years, this Commission has been prohibited, by a rider in the annual appropriations legislation, from considering the question of whether meters should be required in taxicabs in place of the present zone system. This restriction places undesirable shackles on the Commission in considering matters that could be of importance in regulating taxi service in the District of Columbia. Complaints have been received from the House District Committee as to the quality of taxicab service. The Senate last year passed legislation to authorize the Commission to study this problem and appropriated up to $10,000 for that purpose, but the measure was dropped in conference. If the Commission is to carry out its responsibilities in regulating the taxicab industry, it should at least be able to consider the desirability of requiring meters in place of the zone system which has been abandoned in most of our major cities.

Thank you for this opportunity to present our problems to the committee. I shall now be glad to answer any questions the committee may wish to ask.

PUBLIC VIEWS ON RATE INCREASES

Senator BAYH. What does the Commission do to insure the public has sufficient opportunity to present its views on proposed utility rate increases?

Mr. WATERMAN. On proposed utility increases?

Senator BAYH. Yes, please.

Mr. WATERMAN. Well, we have proceedings in the case of every application for an increase in rates, public hearings to determine whether or not an increase should be granted. Prior to the hearing, a public notice is issued, and the public is given full opportunity to appear in the cases and intervene and present any viewpoints they wish to.

In addition, our staff is represented in each case by a lawyer who is instructed to present the full record as far as the public interest in the case is concerned. We usually have staff witnesses, that includes the chief accountant, to testify from the staff viewpoints. So we feel the public interest is well represented in a utility rate case.

Senator BAYH. Do you provide public notice?

Mr. WATERMAN. Yes, adequate public notice in advance of all hearings and press releases, usually, also.

Senator BAYH. We have had some complaints about discriminatory practices by some of the taxi drivers in the District. Has the Commission done anything to remedy that?

Mr. WATERMAN. We now have pending an investigation of the taxicab industry rates and service. The taxicab industry itself is represented by counsel and they are endeavoring to prepare evidence to present at a hearing which should be held in the near future. We have already had a prehearing conference and outlined the issues and we also had a public hearing on the taxicab problem.

Senator BAYH. Have you been able to resolve the complaints?

Mr. WATERMAN. I think so. We entered an order fairly recently allowing a 15-percent interim increase and changing some of the rules with regard to group riding and also a change in the charge for call service. All of these things were designed to provide better taxi service, put more taxis on the street during rush hours, and also provide better call service.

One of the main subjects of complaint has been the response of the taxicab industry to calls for taxicabs. We think that under this recent decision, and under the rates provided, and the change in rules, the service is improved. Our complaints have dropped off somewhat.

Senator BAYH. I would be anxious to see how that is resolved.

As I recall, last fall, in conjunction with salary raises for a number of the District employees, the public utilities tax rate was increased along with certain other taxes. Did the Commission allow the utilities to pass along the full amount of this increase to the consumer?

Mr. WATERMAN. The Commission did allow the utilities to pass on a 1-percent increase in the gross receipts tax for public utilities. Since it added to the cost of the operations, the utilities passed it on to the ratepayer.

Senator BAYH. I notice you are requesting two new positions.

Mr. WATERMAN. We requested two new investigators in our Securities Bureau for the purpose of carrying out the Commissions duties in respect to the investigation of brokers and dealers financial status, and in regard to possible fraud in the securities industry. We find that while we at present have had to pass on most of our complaints to the SEC, that there is a growing need for investigators in this field, and we just have had insufficient staff to properly investigate stock frauds and cases of broker-dealers' financial statements that are not up to standard.

Senator BAYH. Is there any possibility that increasing the degree of inspection, policing, will increase District revenues?

Mr. WATERMAN. No; I think there is no relationship. We generate in the Securities Bureau about $50,000 a year in fees for licensing of brokers-dealers, and salesmen. That amount is generated and paid into the Treasury so it reduces the overall cost of operation of the Commission.

Senator BAYH. Thank you, gentlemen. I think that will do it. I appreciate it.

Zoning Commission Office

STATEMENT OF ARTHUR B. HATTON, EXECUTIVE DIRECTOR ACCOMPANIED BY KENNETH T. HAMMOND, DEPUTY DIRECTOR

BUDGET REQUEST

Senator Bayh. Our next witness is Mr. Arthur B. Hatton, Executive Director of the Zoning Commission. He will speak in support of a budget request of $362,800 and 23 positions to provide technical and administrative support to the Zoning Commission and the Board of Zoning Adjustment.

Mr. Hatton. I have with me Mr. Kenneth T. Hammond, our deputy director.

Mr. Chairman, the Zoning Commission Office provides technical and administrative support to the Zoning Commission, Board of Zoning Adjustment, and Zoning Advisory Council as each body exercises their statutory responsibilities. These responsibilities are set forth in the District of Columbia Zoning Act, originally passed by Congress in 1920. These responsibilities are briefly as follows:

Zoning Commission: Performs the legislative role in zoning by adopting the zoning regulations and official maps, and by amending same as appropriate, following public hearings.

Board of Zoning Adjustment: The Board performs three quasi-judicial functions stipulated in the Zoning Act and refined in the zoning regulations as follows: (1) Grants variances from the strict application of the zoning regulations based on a showing of hardship; (2) Reviews requests for special exceptions (conditional uses) in accordance with guides and standards established by the Zoning Commission in the zoning regulations; and (3) Hears appeals from rulings by the Zoning Administrator in the performance of his duties of implementing and enforcing the zoning regulations.

Zoning Advisory Council: The Council is required to review and make a recommendation on each proposal to amend the zoning regulations or maps.

In order to provide administrative and technical support needed by the Commission, Board, and Council, the Zoning Office is structured into four functional sections as follows:

Zoning Commission Administration, Board of Zoning Adjustment Administration, information, planning, and special projects. The first two sections are primarily involved in providing administrative support to the Commission and Board, such as scheduling of meetings and hearings, preparation of agendas, public notices, correspondence, and official orders setting forth the actions taken. The information section assists the public in the preparation of applications, understanding of the zoning regulations and procedures, distribution of notices and action documents and maintenance of the official records.

The planning and special projects section provides technical planning advice to the Zoning Commission and Board.

During the past year, the two administrative sections have been strengthened and reorganized to bring administration into strict compliance with the Administrative Procedures Act, and new rules of practice and procedure adopted thereunder. Due to the preparation of the rules of practice and procedure for the Board and Commission it was necessary to have a moratorium which lasted about 5 months, ending in July and August respectively. In that time, substantial backlogs of applications developed and each group with its staff has been endeavoring to achieve current status on caseload. As a result, the Board is now on a current basis and the Zoning Commission will become current before the end of the fiscal year.

The planning and special projects section has been providing a staff report and analysis for each case filed with the Zoning Commission and has recently commenced to provide similar reports to the Board of Zoning Adjustment on major special exceptions, planned unit development projects and other design review projects growing out of recent amendments to the zoning regulations. These reports provide an important technical basis for Commission and Board actions. Since 1969, this section has also been engaged in the preparation of technical reports justifying the general revision and updating of the zoning regulations on a systematic basis. This program has been financially supported by special budget funds supplemented by a HUD 701 grant. These grant funds will expire this spring and additional funds are not anticipated. Yet the major undertaking of holding public hearings and adopting staff recommendations is still ahead of us. It is necessary therefore to maintain this staff capability for some time to come. It is also necessary to maintain this staff capability for an ongoing review of the zoning regulations so that future major revision program will be unnecessary.

In order to maintain this technical support capability in the planning and special projects section, we are requesting two additional positions at this time. First, is for an environmental planner so that we will be able to prepare environmental impact statements on development proposals, and feed into the zoning revision program appropriate amendments to the zoning regulations to meet the requirements of the National Environmental Protection Administration. The second is for a design planner who would strengthen our capability to implement new design review procedures of the zoning regulations aimed at creating a better urban environment.

As a result of the efforts of our planners and the cooperation of other District of Columbia agencies, a real property data bank has been established which contains statistics and other facts related to every piece of property in the District of Columbia. However, in order to use this information, we need funds to cover the cost of programing and printouts for the neighborhoods involved in zoning issues, or in order to evaluate the existing land use pattern as it relates to zoning and plans for the city.

In fiscal year 1973, significant staff increases for our two administrative sections were approved. These changes appear to have been adequate. However, when that budget was prepared, we had no experience with the workload that would be created by the new rules

of practice and procedure. In fact, those rules had not yet been adopted. As a result, we underestimated the increased cost for supplies, material, and reproduction related to increased public notice requirements. Therefore in this budget, we are requesting adjustments in these areas to overcome the deficiencies that our experience has now indicated.

In conclusion, the specific requested budget increases are as follows:

Staffing and maintenance:	
GS–14 ecologist-planner	23.8
GS–12 architect-planner	11.8
Travel and transportation of persons	.4
Rent, communications, and utilities	2.3
Printing and reproduction	3.7
Other services	4.0
Supplies and materials	.4
Total	46.4

SUPPORT FROM OTHER AGENCIES

Senator BAYH. I have 2 or 3 questions to ask. Does the Zoning Commission receive adequate support from other District agencies involved in community development and planning and economic development? If not, what additional support do you feel would be required?

Mr. HATTON. I think the established agencies are giving the Commission very good support. But our problem is that the structure of the District Government, without a good planning department of our own, is the weak link in the chain. We are getting bits of information from a variety of agencies and we should be able to pull this together and synthesize it so it is much more easily handled and understood.

Senator BAYH. What is going to be done with the two new positions you request?

Mr. HATTON. The two new positions are both planners. The first one is a response to the most current trend in environmental concern. We need a person that we don't have, who can in a way pull together all of the factors, such as, traffic factors or air pollution factors that bear on the environment, and the impact of a particular development proposal on the environment. This is a rather complex job and we are suggesting a fairly high grade for the position.

The second job is an architect-planner to assist us as we get more and more into the area of site plan review of projects. This is the coordination of open space between one developer's project and another and that sort of thing.

Senator BAYH. Would you answer a question about the zoning hearing process. What can he done to speed up this process? Can any steps be taken to improve it?

Mr. HATTON. One very definite step. The District submitted a piece of legislation in the course of the last week or so that would do two things. First, it would permit the Zoning Commission members to have an alternate on the Commission. At the present time the Commission includes the Mayor, Chairman of the City Council and Vice Chairman of City Council, the Architect of the Capitol, and nominally the Secretary of the Interior. He is the only one that now has delegational authority. The others all have to attend the hearings themselves. And recent court action indicated we must have a quorum; at least 3 out of

the 5 must be at every hearing. Also, as a result of other court action, the procedures have become more formal, much more drawn out. Cases we used to hear in 2 hours are now running sometimes 2 days, with cross-examination and this type of thing. So that we are asking for authority to name alternates to sit on the Commission, and also authority to use hearing examiners, which we feel would be a much more efficient procedure, particularly now that we are getting into these very formal-type hearings.

The second thing that is in the proposed bill relates to the Board of Zoning Adjustment. First, it would give the Mayor the authority, if need be, to appoint 5 additional members, so that we would set up a separate, parallel board, if the caseload demanded.

Also, it changes the rate of compensation for the citizen members of the Board, which has been $1,000 a year since 1938. We feel we would get a lot more out of our present members, that is the citizen members, if they were receiving a more realistic per diem figure.

Senator BAYH. I hope you will continue to make what steps you feel are appropriate to speed up that process, because we have had some concerns expressed.

That will be all, gentlemen. I appreciate your answering the questions.

Board of Elections

STATEMENT OF CHARLES FISHER, CHAIRMAN

BUDGET REQUEST

Senator Bayh. Now we will hear from Mr. Charles Fisher, chairman of the Board of Elections, who will testify in support of a budget request of $521,300 and seven positions for the Board, which includes an increase of $100,000 to fund required intermittent workers in a two-election year, partially offset by $16,500 in economies achieved. Please proceed.

Mr. Fisher. The Board of Elections is responsible for the registration of voters, the maintenance of permanent voter registration records, and the preparation for and conduct of elections in the District of Columbia. The District of Columbia Election Act, as amended, is the source of authority for all public elections held in the District of Columbia.

From 1874 to 1956, no elections were held in the District. Beginning in 1956 and running through 1968, elections were held only every 4 years. In May of 1956, 1960, 1964, and 1968, elections were held for officials of the local Democratic and Republican parties. In November of 1964, for the first time in history as provided by the 23d amendment to the U.S. Constitution, the citizens of the District voted in an election for President and Vice-President of the United States. In November 1968, the second Presidential election was held, together with the first election for local public officials since 1874 in which the citizens voted for an 11-member Board of Education.

In January 1971, the first primary was held for the election of a Delegate to the House of Representatives, followed in March by the general election. Under a recent amendment to the Election Act, passed in December 1971, a Presidential preference primary has been added to the District's elections. It was held May 2, 1972, at the same time as the party officials election and the primary for the Delegate to the House of Representatives.

As a result of the 1968 amendments to the Election Act which provided for an elected Board of Education and the act of 1970 which provided for the election of a Delegate to the House of Representatives, at least one election is now held in the District each year.

The task of maintaining permanent voter registration records has been continuous since 1968. For example, the volume of address changes runs into the thousands each year. This task of maintenance has increased now that the period of purge has begun, deleting those registrants who have not voted in the 4-year period since registering. The purge, a hand operation in its first phase, is now automated. The Board of Elections is gradually increasing its automated data proc-

essing capabilities so that service to voters and candidates will be even more prompt, efficient and accurate.

The proposed budget for the Board of Elections includes a $100,000 overall increase to our fiscal year 1973 operating budget. This increase will provide for continuation of planning and management improvements currently being incorporated into the regular activities of the Board of Elections, and for the cost of two elections in fiscal year 1974—the School Board election in November 1973 (with the possibility of a runoff election if no candidate receives 40 percent of the vote and for which no funds are requested at this time) and the Delegate primary in May 1974. There was only one election in fiscal year 1973. These two elections in fiscal year 1974 are substantially different from each other and the necessary preliminary planning is underway for both of them.

The nature of the work of the Board makes long-range planning a necessity. The acquisition of the control data vote tabulating system is the end result of planning to develop a more efficient system by automating the vote count, while retaining the paper ballot. Now that it has been acquired, the development of the necessary software to administer more complex future elections is underway. The details of the system are being developed by the systems analyst in conjunction with Control Data Corp. A major effort is underway to employ the CDC equipment both within the Board of Elections and elsewhere in the District government.

It is the goal of the Board of Elections programing staff to make use of the CDC equipment as a total system, to include maintenance and updating of the registration list as well as vote tabulation. Improvements and additions to the present equipment are underway at CDC, but the staff feels that changeover from dependence on SHARE (the D.C. Government's computer) to a totally internal computer system is at least 2 years away. In the meantime, our goal is to perfect the vote tabulating system so that it will handle progressively more complex elections in a minimum of time with maximum efficiency, and above all, with optimal convenience to the voter.

Additionally, in order to serve the public more effectively, the decision was made last year to increase the number of precincts during the current fiscal year. The Board is now in the process of holding public hearings in each of the eight wards to receive community input from citizens as to the merit of reducing the size of those precincts with over 3,000 registered voters. The results of the citizen testimony and the Board's action thereon may result in some increase in the number of voting precincts.

Finally, while striving for perfection of our registration lists which presently contain 305,000 registrants, we are seeking better ways of voter education which will result in these registrants actually availing themselves of the right and privilege of the franchise.

ESTIMATES OF ELECTION COSTS

Senator BAYH. How does the Board estimate the funds required to run a given election? Have estimates of previous elections proved to be accurate? How far off have they been?

Mr. FISHER. The Board of Elections estimates funds required to conduct an election by adding the cost of precinct personnel; personnel costs to prepare for and clean up from an election; custodial personnel for 137 precincts; ballot processors and the lease of the vote tabulating system; the purchase and transportation of supplies; telephone installation; postage for mailing absentee ballots, and notification of personnel and precinct locations; the printing of petition forms, instructions, ballots, voter cards, absentee and special ballot envelopes; computer time for election results, and so forth.

While there are fewer voters in the School Board and Delegate elections, the peripheral costs are greater for the printing of petition forms, the usual challenges and resultant hearings increase the costs of these elections. In addition, there are more ballots to be printed in these elections (i.e., in the upcoming School Board elections we are required to print four separate ballots while in the primary elections of May 1972, we had 16 separate ballots). In the Presidential-Delegate election only one ballot was required but we increased the staffing in most precincts to handle the anticipated larger turnout of voters.

The Board has found this formula to be an accurate procedure for estimating the cost of elections.

STATEMENT OF JAMES H. BOHANNAN, ACTING CHAIRMAN

ACCOMPANIED BY MS. AUDREY B. HARDY, EXECUTIVE SECRETARY

BUDGET REQUEST

Senator BAYH. Next we have Mr. James H. Bohannan, acting chairman of the Board of Appeals and Review, who will support a budget request of $70,200 and four positions to provide full, expeditious evidentiary hearings under due process for those challenging decisions rendered by certain departments or agencies of the District of Columbia. Please proceed.

Mr. BOHANNAN. The 1974 budget estimate of the Board of Appeals and Review is based on the concurrence of the mayor with the action of the city council on January 23, 1973, to continue the Board in its present form, carrying out the recommendations made by the Advisory Commission on Administrative Procedures as soon as it is practicable.

The Commission emphatically pointed out that no hearing agency can function efficiently without adequate clerical and technical assistance and without adequate compensation of its members.

The mayor and city council concur that the Board's organizational structure is basically sound, its procedural rules are fair and workable, and that the substantive quality of its work has been of acceptable quality.

In keeping with the recommendations of the Advisory Commission, a permanent full-time Chairman, at the GS–15 level, is being provided for in this budget. The Commission has recommended that Board members receive $30 per hour for in-court time and $20 per hour for other time. However, we are merely seeking a modest increase of $1 per hour for members of the Board, at this time, changing the rate from $11 per hour to $12.

Purpose and objective: The Board provides final administrative decisions in appeals by aggrieved citizens.

Jurisdiction: Actions which are appealable to the Board include: (a) Decisions of the Department of Economic Development: (1) denying or revoking business licenses; (2) denying or revoking certificates of occupancy for use of property for reasons other than noncompliance with zoning regulations; (3) denying requests for variances under the building code and under the housing regulations; and (4) ordering correction of routine housing violations involving ordinary maintenance items, such as peeling paint, loose plaster, defective plumbing and the like; [1]

[1] The Advisory Commission on Administrative Procedures recommended that the BAR be relieved of jurisdiction over the following:
(a) Routine housing regulation violations involving ordinary maintenance items, such as peeling paint, loose plaster, defective plumbing, and the like.
(b) Police and Firemen's Retirement Board decisions.

(b) Suspensions of operators' permits and vehicle registration under the Motor Vehicle Safety Responsibility Act, March 1968;
(c) Decisions of the Police and Firemen's Retirement and Relief Board, August 1968 [1];
(d) Decisions of the Director of Public Health under the air quality control regulations, February 1969;
(e) Decisions of the Chief of Police under the regulations governing registration of firearms and licensing of rifles and shotguns, March 1970;
(f) Decisions of the Department of Economic Development under the regulations governing licensing of proprietary schools, October 1971;
(g) Denials by Chief of Police of permits to carry pistols, March 1972.

Composition and functions: The Board consists of 25 members. There will be a full-time Chairman of the Board, a District Government employee at the GS–15 level, selected by the Commissioner. Twenty-four other members of the Board are appointed by the Commissioner for 3-year terms of office, 16 of whom are "public" members compensated on a when-actually-employed basis, and 8 District employee members. I shall submit a list of the members for the record at the end of my statement.

The Board acts through three-member hearing committees, two public members and a District employee member. The presiding officer of each hearing committee must be a public member who is an attorney. Each appeal is decided after hearing sworn testimony. Each decision must be in writing, with findings of fact and conclusions of law. The U.S. Court of Appeals for the District of Columbia Circuit has characterized this Board as a quasi-judicial agency.

Staff: Four full-time positions were established in 1960 when the Board was reconstituted into its present form. Beginning fiscal year 1974 the staff will consist of one GS–15 Chairman, one GS–9 Executive Secretary, one GS–6 Administrative Aide, and one GS–5 clerk (typing).

Workload: In fiscal years 1965 through 1968, the number of appeals filed averaged 134 a year. For 1969 through 1971, the average was 541. In fiscal years 1972 through 1973, the estimated average is 354 a year. The backlog at the end of 1965 was 67; at the end of 1971 it was 164; and at the end of 1972 the backlog was 107. In 1965, the Board issued written decisions in 169 cases, and 504 in 1972, a 198-percent increase.

MEMBERS OF THE BOARD OF APPEALS AND REVIEW

I request permission to have a list of the members of the Board of Appeals and Review placed in the record at this point.

[The information follows:]

MEMBERS OF

BOARD OF APPEALS AND REVIEW
GOVERNMENT OF THE DISTRICT OF COLUMBIA

DECEMBER 1, 1972

PUBLIC MEMBERS

	RESIDENCE	OFFICE	TERM EXPIRES
James H. Bohannan, Acting Chairman Room 422, District Building (17 - 42nd Street, N. E. 20019)	396-6221	638-5576	
Frank J. Calcara 1010 H Street, N. W. 20001	OL 2-1987	RE 7-2160	8/29/73
Victor R. Daly 1612 Manchester Lane, N. W. 20011	TU 2-7277	TU 2-7277	8/29/73
Charles H. Epps, Jr., M.D. 3901 Georgia Avenue, N. W. 20011	829-5459	829-1850	10/1/74
Theodore R. Hagans, Jr. 1645 Myrtle Street, N. W. 20012	291-1602	568-6301	4/30/74
Professor Raymond M. Jones 7473 - 7th Street, N. W. 20012	291-6814	723-2110	8/29/73
Elmer L. Klavans 919 - 18th Street, N. W. 20006	332-5591	296-4888	10/31/72
Jack Kleh, M.D. 915 - 19th Street, N. W. Room 308 20006	320-4332	541-4505	10/1/75

D.C. GOVERNMENT MEMBERS

	OFFICE	TERM EXPIRES
John C. Ahearn, D.C. Treasurer Room 1132, Municipal Center	X 4445	8/29/73
Allen M. Avery, Associate Director for Community Services Department of Corrections North Potomac Building 614 H Street, N. W. 20001	638-2205 638-2206	8/29/73
Lou Brott, Executive Secretary Citizens Traffic Board Suite 1014, National Press Bldg. 529 - 14th Street, N. W. 20004	638-1441	10/1/75
George F. Gordon, Chief Manpower Development Division D.C. Personnel Office Munsey Building 1329 E Street, N. W. 20004	X 2204	8/29/73
Kenneth T. Hammond, Deputy Director Office of Zoning Commission Room 11, District Building 14th and E Streets, N. W. 20004	X 4421	4/30/74
Jefferson R. McAlpine, M.D. Acting Administrator Mental Health Administration Department of Human Resources Room 824, 1875 Connecticut Avenue, N. W. 20009	X 3447	10/1/75
Eva Towns, M.D. Chief, Area B Community Health Center Department of Human Resources 1125 Spring Road, N. W. 20010	X 4027	10/1/75
William J. Washington, Jr., M.D. Deputy Director for Health Services Department of Human Resources Room 416, District Building 14th and E Streets, N. W. 20004	X 3603	10/1/74

ATTORNEY MEMBERS

	RESIDENCE	OFFICE	TERM EXPIRES
N. Meyer Baker, Esq. Suite 800 730 - 15th Street, N. W. 20005	244-8386	638-2241	8/29/73
Clinton W. Chapman, Esq. Suite 608 733 - 15th Street, N. W. 20005	TA 9-9365	628-8585	10/31/72
Leonard C. Collins, Esq. 1825 K Street, N. W. 20006	OL 4-6938	872-8434	10/1/75
William C. Gardner, Esq. 615 F Street, N. W. 20004	882-4323	628-7058	10/31/72
De Long Harris, Esq. 1816 - 11th Street, N. W. 20001	LA 6-5720	CO 5-7000	8/29/73
Robert T. Smith, Esq. Suite 104 1915 Eye Street, N. W. 20006	EM 3-8828	333-7115	4/30/74
James A. Willey, Esq. Global Building 1025 Vermont Avenue, N. W. 20005	EM 2-2776	NA 8-2477	10/19/74
George H. Windsor, Esq. 613 F Street, N. W. 20004	TU 2-0655	NA 8-2702	10/1/74

Senator BAYH. I want to give you a chance to rebut some of the comment that was made earlier. I have had a number of people who have suggested to me, and, frankly, I have no way of knowing whether that is a matter of individuals involved, personal inefficiency or the wrong kind of administrative structure. But we have had a number of complaints relative to the fact that the Board of Appeals and Review's existence and the way it presently operates provides a foregone conclusion when complaints are lodged. Those toward whom the complaints are being directed know they have this elongated procedure in which they can just drag out a legal situation and not have to comply.

Would you care to give me your thoughts on that, please?

Mr. BOHANNAN. Yes, sir, I would. As Mr. Dugas spoke, he mentioned the Board of Appeals and Review is a quasijudicial body acting for the Mayor, providing administrative determinations, final in the District of Columbia government in cases of appeals from decisions rendered by certain District departments and agencies, in matters affecting property, personal rights, and privileges of citizens of the community.

Back in 1972, the City Council voted to abolish the Board of Appeals and Review. It was to have been abolished at the close of the calendar year, December 31, 1972. But when this recommendation went to the Mayor, of course, he didn't agree with this action and vetoed the matter, at a later date, the Council overrode the veto.

Then the Council asked the Advisory Commission on Administrative Procedures to make a study of the bar's situation. I do have a copy of that study here, which you might like examine.

Senator BAYH. I would be glad to have that.

Mr. BOHANNAN. This advisory commission made certain recommendations, and one of the positive aspects of it was that we continue the Board as is because of the advantages derived from citizen participation.

We do realize the fact that when many of these cases are brought to the Board of Appeals and Review, because of inadequate staff, underpaid members of the Board—as you know, this Board is made up of District of Columbia employees and of citizens. We have eight District of Columbia government employees, eight lawyers and nine public citizens who participate. The Commission felt that there is a need for adequate staff which would include a full-time chairman, timely renditions of decisions and adequate pay for Board members.

On August 23 of 1972 the Mayor asked me to serve as the acting chairman until some decision could be made.

Then, of course, in January of this year, the City Council adopted these regulations—not the regulations, but the report made by this Commission, and that is the reason the budget we present now is based upon this report.

We feel that with adequate staff and with a permanent chairman, who would be able to gather those loose ends together, that the Board would be able to make a much better showing as far as getting decisions rendered in a timely fashion. After you examine this report, then you, perhaps, will have a better purview of the proposal.

POSITIONS REQUESTED FOR APPEALS BOARD

Senator BAYH. Thank you.

The present budgetary request for the $70,200 is for four positions. Is that accurate?

Mr. BOHANNAN. That is correct, sir.

Senator BAYH. Will that be in addition to providing a full-time chairman, or is the full-time chairman one of those?

Mr. BOHANNAN. The full-time chairman is included in the four.

Senator BAYH. Will those four people all be qualified to take evidence and conduct hearings?

Mr. BOHANNAN. No, sir. What happens there, we have a 25-member board and we divide that board into panels. There is a requirement that there be an attorney member who is responsible for writing the decision on each panel. We take the 25-member board and divide it 8 three-member panels leaving one person to serve as the permanent chairman. We have 8 panels available to hear the cases that come before the Board of Appeals and Review.

Senator BAYH. How many cases did the Board of Appeals and Review hear last year, Mr. Bohannan?

Mr. BOHANNAN. Sir, I don't remember the exact number, but I will be happy to submit this information to you. We had a backlog, When I took over as the acting chairman, of 129 cases. Of course, since that time, we have had other cases to be added. I will furnish you this information.

Senator BAYH. I would like the number heard last year and what the backlog or what the present caseload is, if you will, sir.

Mr. BOHANNAN. Very good. We will supply that to you.

Senator BAYH. We will study the contents of that report. You recommend that to us, do you?

Mr. BOHANNAN. I do, sir. I think that it is a very thorough report.

Senator BAYH. All right. Thank you both very much. We appreciate your testifying.

[The information follows:]

CASES HEARD LAST YEAR

On a calendar year basis, from January 1, 1972 through December 31, 1972, the Board of Appeals and Review heard 348 cases.

On a ficsal year basis, from July 1, 1971 through June 30, 1972, the Board of Appeals and Review heard 391 cases.

For the current fiscal year, from July 1, 1972 through May 18, 1973, the Board of Appeals and Review has heard 156 cases.

ACTUAL DECISIONS

On a calendar year basis, from January 1, 1972 through December 31, 1972, the Board of Appeals and Review rendered 428 decisions.

On a fiscal year basis, from July 1, 1971 through June 30, 1972, the Board of Appeals and Review rendered 504 decisions.

For the current fiscal year, from July 1, 1972 through May 18, 1973, the Board of Appeals and Review has rendered 286 decisions.

As of May 18, 1973, the present caseload of the Board of Appeals and Review is 116.

NOTE.—During the months of July and August, 1972 no hearing sessions were conducted, due mainly to the resignation of the part-time chairman.

Office of the Surveyor

STATEMENT OF W. R. COMPTON, SURVEYOR

BUDGET REQUEST

Senator Bayh. Our next witness will be Mr. W. R. Compton, District of Columbia Surveyor, who will testify in support of a budget request of $395,800 and 40 positions to operate the legal office of record of the plats and subdivisions of all property in the District.

Please proceed.

Mr. Compton. This Department serves both the public and private interests in certain land transactions by preparing and maintaining the legal records for all plats and subdivisions of private property in the District of Columbia. This Department also maintains records of all property owned by the District of Columbia.

The primary function of the Department is (1) to maintain adequate legal records for the general public and the District of Columbia, and (2) to perform for those who require it the following services: (*a*) the preparation and recording of property subdivision plats, condominium plats, and transfers of jurisdiction plats; (*b*) the coordination for public hearings all requests for street and alley closings and highway plan changes; (*c*) the establishment of property lines in the field; and (*d*) the determination by "wall test" of proper location for all new construction.

In order to administer these activities, this Department is respectively requesting $395,800 for the fiscal year 1974. Of this amount, $5,500 is requested to cover within-grade advancements and $2,300 for telephone costs. No new positions are being requested for the fiscal year 1974.

For the fiscal years 1973 and 1974, it has been estimated that our staff will make 1,000 field surveys, will draft 8,000 plats, and will record 530 subdivision plats. For the subcommittee's information, in the fiscal year 1972 our staff actually made 1,060 field surveys, drafted 9,658 plats, and recorded 197 subdivision plats.

REIMBURSEMENT FOR SURVEYING WORK

Senator Bayh. Is the Office of the Surveyor reimbursed by the District agencies for which it does work?

Mr. Compton. This office has not sought reimbursement from District agencies for work performed in the line of surveys, computations, and so forth.

We do charge all Federal agencies in accordance with a Commissioners' order dated April 12, 1944. We also charge WMATA for all work performed. However, it has been the policy not to charge

RLA, for whom we do a large amount of work. I do feel that this office, if it can legally do it, should charge RLA for services rendered.

Senator BAYH. Do you consider a reimbursement system advisable?

Mr. COMPTON. If it is determined that reimbursements to this Department should be made by District agencies, we feel, before the policy is established, that further study should be given to this matter, particularly with respect to any administrative problems. I also believe we should obtain comments from those District agencies for whom we perform services.

Senator BAYH. Thank you very much.

Commission on the Status of Women

STATEMENT OF HELEN LEWIS, EXECUTIVE DIRECTOR

BUDGET REQUEST

Senator Bayh. We will now hear from Dr. Dorothy B. Ferebee, President of the Commission on the Status of Women. She will speak in support of a budget request of $43,700 and two positions for the Commission.

Mrs. Lewis. Dr. Dorothy Ferebee, our former Chairman, is not here. I am Helen Lewis, Executive Director of the Commission on the Status of Women.

Senator Bayh. The President's Commission on the Status of Women. Glad to have you with us.

Mrs. Lewis. Neither Dr. Ferebee nor the newly elected Chairman, Mrs. Mary Dublin Keyserling, who is out of town today, were able to be here.

Senator Bayh. They are very ably represented by you and we are glad to have you.

Mrs. Lewis. As you know, the Commission is an advisory body which conducts studies, reviews progress, and develops and initiates constructive action directed toward improving the status of women in the District of Columbia. Commission members, appointed by the Mayor, set policy and priorities; we and our task force members serve without compensation. Our task forces work in the fields of higher education, employment, consumer credit, health, criminal justice, children's literature, and legal status. Appropriated funds support a small office staff which helps to develop ideas and concepts into program approaches to meet objectives set by the Commission.

In the current year, we have two projects to implement our recommendations of past years in the fields of education and criminal justice. One is a study of projects relating to the rehabilitation of women offenders, supported by a grant from the U.S. Manpower Administration. The report of that study, now being drafted, is expected to be widely disseminated in the coming year. A second grant-funded project is Project Women, funded by the Law Enforcement Assistance Administration. It is a role model project for inner city girls; its purpose is to contribute to the prevention of juvenile delinquency by motivating girls to stay in school and prepare for careers. Nearly 100 girls in the project's first group of enrollees have completed their minimum participation, namely, three visits with adult sponsors during working hours at places of employment; shortly, the second group of enrollees will be starting their series of visits with sponsors. We have every reason to believe that the project will succeed in its objectives.

Our task forces in fields of employment, consumer credit and health have been particularly active this year. Thanks to their diligent work

we have recently published a set of recommendations for improving the status of women in the labor force, and we are drafting reports on health and on consumer credit. In the coming year the Commission anticipates that its work will continue at the same constructive pace that we have tried to set this past year. We think that our work is having a recognizable impact on the status of women in our community. We are grateful for the encouragement we have received from the women's movement in the city, from the Mayor and the City Council, and we hope that once again this year we will have the support of the Congress.

Our budget request for fiscal year 1974 is $43,700. The net increase of $13,200 over the fiscal year 1973 allotment will allow continuation of the staff assistant position, heretofore funded with emergency employment funds.

Thank you.

RELATIONSHIP BETWEEN WOMEN'S PROGRAM

Senator BAYH. I have two or three questions to ask, being very much interested in the whole effort to improve the status of women. What is the relationship of the work of the Commission with the women's programs conducted by the Office of Human Rights and the D.C. Personnel Office? Is there any duplication or overlapping responsibility? Is the job being done there?

Mrs. LEWIS. We don't think there is an overlapping of responsibility. We have close cooperation with both the Office of Human Rights and with the personnel office. We participate in the work of the Women's Program that is supervised by Polly Shaw in the new Office of Human Rights. We sit on the Women's Action Committee she coordinates and keep in close touch through the committee with all the women's program activities in various agencies and departments in the District government.

As far as our relationship with the personnel office, we are delighted that the new deputy, I believe it is Associate Director of the Department of Personnel, Ms. Duckwilder, has recently been assigned responsibility for a program for upward mobility for women in the District of Columbia government. We are cooperating by helping to identify sources of skills bank information and offering any other assistance she may need in her recruitment of women for important positions in the District government.

Senator BAYH. Very good. Has the Department of Corrections cooperated fully with the Commission for a study of the situation of female offenders in the District and what is being done to implement the recommendation?

Mrs. LEWIS. Our recommendations with regard to female offenders were not directed only at the Department of Corrections. We have had good cooperation from that department, and we are interested in input from the entire system of criminal justice in the District of Columbia. Just 2 weeks ago we called a meeting with a representative of the Office of Criminal Justice, Plans and Analysis, and representatives of interested women's groups in the city for the purpose of discussing how best to coordinate our recommendations to the Criminal Justice Coordinating Board regarding their comprehensive plan for

the coming year. We want to be sure that the comprehensive plan developed by that office, will pay adequate attention to the special problems of female offenders.

In brief, Mr. Chairman, we feel that the issue of female offenders this problem has not to date had adequate attention. We feel that it needs continued attention and we are trying to do what we can to stimulate that kind of attention on the part of District of Columbia agencies.

Senator BAYH. I hope you will continue those efforts so we can be of help. Does the Commission have an inventory of all District government programs primarily concerned with the advancing of the position of women and increasing their opportunity?

Mrs. LEWIS. No; we don't as yet have an inventory of all of the programs that are ongoing. I think you are aware of the fact that the Commission accomplishes its work largely through the efforts of volunteers and organizes its activities through designated committees and task forces. The Commission is now developing its priorities for the year ahead. We have just had an expansion of the Commission. The mayor has authorized an additional six slots for appointment to the Commission, and just the beginning of this week he inducted the new member, so that we now have 20 members appointed and we will soon be organized for expanded activities in the year ahead.

STAFFING OF WOMEN'S PROGRAM

Senator BAYH. I notice your budget requests one new position. What is the plan to utilize that position?

Mrs. LEWIS. We have, in effect, had a staff of three people in the course of the past year. Myself, a staff assistant whose funding came from the Emergency Employment Act, and a secretary. Now, the Emergency Employment Act is being phased out and we are asking that the staff assistant be included in the District of Columbia budget so we can continue our work at the same staff level as in the year past. It is actually not an expanded staff.

Senator BAYH. No major new breakthroughs?

Mrs. LEWIS. No major new breakthroughs. The fact is that the scope of the Commission work has increased, community interest in our work has increased, and the size of the Commission itself has been increased. This means that to continue effectively we do have to have staffing at least at the same level at which we are operating now.

Senator BAYH. Thank you, very much. We appreciate your testimony.

Commission on Judicial Disabilities and Tenure

STATEMENT OF NEWELL W. ELLISON, CHAIRMAN

BUDGET REQUEST

Next we have Mr. Newell Ellison, Chairman of the District Commission on Judicial Disabilities and Tenure. Mr. Ellison will testify in support of a budget request of $52,500 and one position for the Commission.

Good to have you with us, Mr. Ellison.

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

My name is Newell W. Ellison. I appear before your committee on behalf of the District of Columbia Commission on Judicial Disabilities and Tenure, of which I am Chairman. At the outset I should like to present for the record the names of the Commissioners which I request appear at the close of my statement.

The Commission was established on February 1, 1971, by subchapter II of chapter 15 of the District of Columbia Court Reform and Criminal Procedure Act of 1970. It consists of five members and three alternates. Three of the members and one alternate were appointed by the President of the United States, one member and an alternate by the Commissioner of the District of Columbia, and one member and an alternate by the chief judge of the U.S. District Court for the District of Columbia.

I have heretofore explained in some detail to your committee the power which is invested in the Commission so that I shall review only briefly that authority.

The Commission has "power to suspend, retire, or remove a judge of a District of Columbia court" if he is guilty of:

> Misconduct in office, willful and persistent failure to perform judicial duties, conduct which is prejudicial to the administration of justice or which brings the judicial office into disrepute.

It has power also to act where a judge has "mental or physical disability—including habitual intemperance" which seriously interferes with the proper performance of his judicial duties.

The two courts to which our jurisdiction applies are the Court of Appeals of the District of Columbia with 9 judges and the Superior Court of the District of Columbia with 44 judges. In other words, our jurisdiction applies to 53 judges.

However, I desire to devote most of my statement to explaining quite briefly what our Commission has done since it was established.

During this 2-year period we have had approximately 48 complaints relating to the conduct of 17 different judges. Where we thought a complaint was without substance or was beyond our jurisdiction, we dismissed it without bothering the judge. Most of the others have

been disposed of through correspondence with the judge involved and on a basis which we considered satisfactory.

Where we feel the complaint is of a serious nature, the procedure we follow is approximately as follows:

We first get a transcript of the record of the case involved in the complaint and study what actually transpired rather than acting upon information given us by the complainant.

With respect to the cases disposed of, they have all been settled—save one—on what we considered a satisfactory basis without a formal hearing.

Obviously the Commission needs help in carrying out its responsibilities. Since the Commission has power to remove a judge if in our opinion he is guilty of one or more of the offenses enumerated in the act, we are of the firm opinion that we should not act as investigator and prosecutor and judge. During the first year of the Commission's life we were assigned an Assistant Corporation Counsel to assist in investigating and prosecuting any case that seemed to require it. This help was used on a reimbursable basis. About a year ago, however, this arrangement was terminated by the Corporation Counsel. And where we have found it necessary to investigate and prosecute cases since that time, we have had to employ outside counsel which we have done in three cases. If past experience is any guide, we will need to do the same thing in the future.

In addition to this basic work of the Commission, each of the 53 judges files with us monthly statements setting forth the amount of work they do each day and the character of their work on the court. In addition each judge is required to file with us a yearly financial report analyzing in detail their financial situation. So that in the course of the year we receive 689 different reports from the 53 judges. These reports have to be analyzed to determine what, if anything, the Commission should do with respect to any of the judges based on those reports. We have found cases where we have had to go back to the judges for explanations or fuller information with respect to their activities.

Our offices are located at 717 Madison Place NW., room 212, Washington, D.C. 20005. It is essential that we have a full-time administrative aide to receive complaints and conduct interviews with those who want to get in touch with the Commission. She must also prepare our budget, keep in touch with the District government with respect to the many requirements that are made for information from all government agencies, analyze the 689 reports that are received, and in turn keep the Commission advised with respect to these and other matters. In general she runs the office.

We have never heretofore had a permanent position established by the Congress for this individual but have had to call upon the District government to furnish such a person on a reimbursable basis. We are very anxious for the Congress to establish this position as a permanent one so that we may have our own employee doing this important work.

The Commissioner, and in turn the City Council, have recommended that our budget of last year of $46,500 be increased by $6,000 bringing it to a total of $52,500 so that we may have an adequate reserve to pay for outside legal help when it is found necessary.

The Commissioners are themselves paid on a GS–18 basis during the hours they are working on Commission matters.

I should add, Mr. Chairman, that the work of the Commission is conducted on a confidential basis as required by the statute.

It is the earnest hope of the Commission that its very presence as a means of disciplining judges who step beyond the grounds of propriety will in itself act as a restraint on judges who would otherwise indulge in what would be considered improper activities.

DISTRICT OF COLUMBIA COMMISSION ON JUDICIAL DISABILITIES AND TENURE

MEMBERS OF THE COMMISSION

Newell W. Ellison, appointed by the President.
William S. Harps, appointed by the Mayor.
Judge George L. Hart, Jr., appointed by Chief Judge Curran.
Norman O. Jarvis, appointed by the President.
John J. Wilson, appointed by the President.

ALTERNATES

Henry A. Berliner, Jr., appointed by the President.
Judge Aubrey E. Robinson, Jr., appointed by Chief Judge Sirica.
Bishop John Thomas Walker, appointed by the Mayor.

CASES NOW BEFORE THE COMMISSION

Senator BAYH. Could you give us a summary of what cases are now pending before the Commission?

Mr. ELLISON. At the moment we have two cases pending before our Commission. Our work, as you know, Mr. Chairman, is conducted in confidence, and I don't give the names of the judges involved or the character of the complaint. But we do have two complaints at this moment before us.

Senator BAYH. How long does it generally take to reconcile those complaints?

Mr. ELLISON. It depends, of course, on the character of the complaint. We have had over the last 2 years, I believe 48 complaints, all of which have been disposed of on the basis which we considered satisfactory, except the two which are now pending, which have not been disposed of.

Senator BAYH. I notice the Commission is asking for one new position. What will that new employee do?

Mr. ELLISON. It really isn't a new position. We have an office downtown, at 717 Madison Place. We have two rooms there. We have no one there at all, except over the last 2 years the District government has assigned someone to our office as an Administrative Assistant on a reimbursable basis. We are simply asking that job be established for our Commission itself. We have to have someone in the office to hear complaints and receive people who come in.

Senator BAYH. We are making a temporary position permanent?

Mr. ELLISON. Well, if we don't get this, we are going to have permanent loans from the Government. We have to have somebody there.

Senator BAYH. Mr. Ellison, I think your statement is self-explanatory and, if it is all the same with you, I don't think it is necessary to take any more of your time. I wanted to find out that one question and I appreciate your courtesy in testifying before us here.

Mr. ELLISON. Thank you very much.

Board of Labor Relations

STATEMENT OF JOHN N. GENTRY, ACTING CHAIRMAN

BUDGET REQUEST

Senator Bayh. Our next witness is Mr. John N. Gentry, Acting Chairman of the Board of Labor Relations, who will speak in support of a budget request for $91,900 and two positions to carry out a primary mission of the impartial, peaceful resolution of disputes and negotiation impasses between labor organizations and management within the District government. Glad to have you with us.

Mr. Gentry. The District of Columbia Board of Labor Relations is a neutral body which is available to employees, labor organizations, and management of the District government for the resolution of problems arising out of the employment relationship between the District government and its employees. The types of problems which the Board is authorized to resolve are: representation matters (including determination of appropriate unit for bargaining and election protests and objections), unfair labor practice complaints, grievability issues, negotiability disputes, and negotiation impasses and appeals from arbitration awards. The mechanism for resolving these problems include formal and informal meetings with the parties, hearings, mediation, fact-finding, and arbitration.

The Board has issued eight certifications of representative, including one amendment of certification. Two of these cases, both involving the Department of Human Resources, required formal hearings followed by written decisions and orders.

Three representation matters are currently pending, including one case involving the Metropolitan Police Department. It is likely that the case involving the Metropolitan Police Department, which affects over 3,500 employees, will require a formal hearing, decision, and order by the Board.

The operating cost of the District of Columbia Board of Labor Relations for fiscal year 1974 is estimated at $91,900, which is a decrease of $14,800 from the operating budget of fiscal year 1973. It is estimated that this level of funding will permit the Board to handle approximately 25 formal case proceedings as well as to provide assistance to labor and management in negotiation matters during fiscal year 1974.

There have been no work stoppages within the areas of the Board's jurisdiction. The Board is proud of this record and is appreciative of the cooperation by District government management and labor organization officials in achieving responsible labor-management relations.

There have been no work stoppages within the areas of the Board's jurisdiction. The Board is proud of this record and is appreciative of the cooperation by District government management and labor organization officials in achieving responsible labor-management relations.

The Board expects to continue to play a vital role in labor-manage-

ment dispute settlement during fiscal year 1974 and the coming years as the District government moves toward an independent personnel system and as labor organizations seek to represent District government employees in those matters which affect their interests.

JURISDICTION OVER PUBLIC SCHOOLS

Senator BAYH. Does the Board have jurisdiction over the District of Columbia public schools?

Mr. GENTRY. The Board of Labor Relations does not have jurisdiction over labor relations matters in the public schools.

The jurisdiction of the Board of Labor Relations is set forth in Order of the Commissioner No. 70–229 and chapter 25A of the District Personnel Manual. Pursuant to these documents the Board of Labor Relations has jurisdiction over those agencies which are subject to the complete personnel program of the Mayor-Commissioner and those independent agencies which voluntarily agree to use the services of the Board.

Pursuant to Public Law 90–292, 82 Stat. 102 (1968) and section 501 of Reorganization Plan No. 3 of 1967, the Board of Education has complete control of the public schools system, including matters of employment. However, the statutory law does request coordination between the Board of Education and the District government. A similar suggestion appears in the "Report of the Commission on the Organization of the Government of the District of Columbia" (Nelsen Commission) in Recommendation No. VII–142.

In order to accomplish this type of voluntary cooperation, item (12) of part III of Commissioner's Order 70–229 empowers the Board of Labor Relations to consider matters arising in independent agencies, such as the Board of Education. Therefore, the Board of Labor Relations is available to the Board of Education to serve as the impartial third party in the resolution of labor-management disputes. The services of the Board of Labor Relations are available whether the Board of Education adopts a separate labor relations program which is compatible with the program for other District government agencies or becomes part of the existing program.

A voluntary arrangement whereby an independent agency has adopted the District government labor relations program, has been agreed upon the Mayor-Commissioner and the Board of Library Trustees for employees of the public libraries.

Senator BAYH. Did the Board of Labor Relations offer its services to the opposing parties in the recent teachers strike?

Mr. GENTRY. The mediator of the dispute between the Board of Education and the Washington Teachers Union in 1972 was the late Willoughby Abner, then Chairman of the Board of Labor Relations. However, Mr. Abner acted in his capacity as a private mediator and director of the National Center for Dispute Settlement due to the urgency of the situation which had resulted in a 2-week strike at the time that Mr. Abner entered the dispute at the request of the District government. At the time of the dispute the Board was in the process of establishing its offices and its Executive Director had not yet come on duty. However, the acceptability of Mr. Abner as mediator of the dispute was based in part on his position as Chairman of the Board of Labor Relations.

Senator BAYH. Thank you for your testimony.

Metropolitan Washington Council of Governments

STATEMENT OF WALTER A. SCHEIBER, EXECUTIVE DIRECTOR

BUDGET REQUEST

Senator Bayh. Mr. Walter A. Scheiber, Executive Director of the Metropolitan Washington Council of Governments, is our next witness. He will testify in support of a budget request of $176,000, which is the District's share of the area contribution to the Metropolitan Washington Council of Governments. Please proceed.

Mr. Scheiber. Mr. Chairman, I am Walter A. Scheiber, Executive Director of the Metropolitan Washington Council of Governments. I am appearing before you on behalf of the District of Columbia's appropriation request to support its share of the Council's program for fiscal year 1974. I have with me Donald E. Berkheimer, our Council's Director of Administration.

The Council of Governments was created in 1957 by the District of Columbia and the major suburban cities and counties of the Washington area to carry on a wide variety of areawide programs. It serves as a forum for the development of coordinated areawide policies as to the major problems confronting our region, and for providing technical assistance to our local governments. In addition, it is the official Metropolitan Planning Agency in this area. In this capacity, it is responsible not only for carrying out a variety of areawide planning activities, but also, under Federal law, for maintaining the continuing eligibility of our cities and counties for many types of Federal grants, and for reviewing and advising the Federal Government concerning local and State applications to it for grants in more than 100 grant-in-aid programs.

The Council of Governments is one of about 200 similar agencies in metropolitan areas throughout the United States. It is recognized as one of the leading councils in terms of both the breadth of programs and achievements. In the past year it has been acknowledged for the quality of its transportation and housing programs, as well as for the quality of its fiscal administration. Programs developed by the Council of Governments are being utilized in many other similar organizations throughout the country.

Our request shown in the District of Columbia budget is $176,000 for COG's operating budget for the coming year (COG does not have a capital budget nor any major capital expenditures). This is $4,200 less than the sum of $180,200 appropriated by the Congress for the Council of Governments for the current fiscal year. The primary reasons for this decrease lie in the relatively small increase in contributions from its local governments requested by COG for fiscal year 1974, and in the declining share of COG's local government budget attributable to the District of Columbia.

This share constitutes 24.7 percent of COG's total local budget for the coming year of $663,365. Local contributions to COG are apportioned on the basis of population, and the District's proportionate contribution reflects the fact that its population is 24.7 percent of that of the metropolitan area. In addition to these local contributions of $663,365 which COG anticipates for the coming year, we have budgeted a total of $560,000 from the three State transportation agencies of the area to carry on transportation planning requirements under the Federal Aid Highway Act of 1962, and a variety of Federal grants described in our submission of $2,500,110. In all, the proposed budget for fiscal year 1974 amounts to $5,516,942.

This budget will underwrite major areawide programs in the following fields:

Reduction of crime; reduction of transportation congestion and hazards; reduction of environmental pollution; assurance of an adequate supply of water; provision of improved housing for low- and moderate-income people; provision of improved services to low-income people; promotion of orderly and efficient physical development; and improvement of the quality of government in the metropolitan area.

I would be happy to answer any questions you might have about the specific aspects of the program.

SECURITY FOR METRO SYSTEM

Senator BAYH. I have two questions I would like you to answer for the record. That will be all.

[The questions and answers follow:]

Thank you for the opportunity to respond to the two questions raised by your Subcommittee on May 14, 1973.

Question:

Has COG developed a comprehensive plan for providing security on the METRO rapid rail transit system?

Answer:

The Metropolitan Washington Council of Governments (COG) is assisting local governments and the Washington Metropolitan Area Transit Authority (WMATA) in security planning for METRO. COG has been designated by the Department of Transportation as the Washington area regional transportation planning agency. In April, 1972, COG received funds from the Urban Mass Transportation Administration of the Department of Transportation to undertake a number of short range transit technical studies which dealt with regional transportation problems. One of the projects funded by this comprehensive planning grant was a study of the impact of the METRO rapid rail transit system on local public safety services in the metropolitan Washington area. The central purpose of this program is to examine the changes -- in population, in crime, in land use, in projected overall development -- which the METRO is likely to bring to the communities which it will directly affect, to analyze the several ways in which those changes may determine the future provision of public safety services in the metropolitan area impact communities, and to assist local governments and public safety services in determining ways in which those projected changes might be met with public safety resources.

The second important part of the program is the development of legislation which addresses the needs expressed by local governments for laws which facilitate the policing of the interjurisdictional system, and which deals directly with the problems in law enforcement and criminal justice which are raised by a multi-jurisdictional tri-state rapid transit system.

The committee structure of the Council of Governments in the Public Safety area has provided and continues to provide a major forum for the expression of public safety needs on the metropolitan level. In the spring of 1972, local Police Chiefs and other officials expressed concern to both COG and the Washington Metropolitan Area Transit Authority (WMATA) about the selection of a method to police the METRO system once the system became operational.

After a number of discussions between WMATA staff members and local officials, it was jointly decided that WMATA would hire a consultant, Arthur Young & Company, to study the alternative methods of policing the METRO system, and that COG officials representing administrators, police chiefs, prosecutors, and fire chiefs, would meet as a Liaison Committee to review the activities of the consultant during the study period. COG provided staffing for this Liaison Committee during the period of the consultant study.

In January, 1973, the WMATA consultant, Arthur Young & Company, completed its METRO security program study which contained seventy-six specific implementation task recommendations based on a concept for policing responsibilities which called for;

- Establishment of a METRO police force to provide a basic level of security coverage throughout the METRO system.
- Assignment to the METRO police of primary responsibility for protecting trains, revenue collection and handling, administrative, storage, inspection and maintenance facilities, and of secondary responsibility for protecting METRO stations and parking lots.

- Recommendation of assignment to the local police of primary responsibility for all stations and parking lots, and of backup support to the METRO police force.

Copies of the complete consultant report can be obtained from Gen. Jackson Graham, General Manager, Washington Metropolitan Area Transit Authority.

During the months of February and March, 1973, local police chiefs, public safety officials, affected city and county councils and boards, the COG Board of Directors, and the WMATA Board of Directors, approved the policing concept recommended by the consultant and WMATA adopted the comprehensive METRO security program recommended in the consultant's report.

A more detailed description of this decision-making process can be found in the attached COG report entitled, "Committee Coordination for Comprehensive Public Safety Planning for the Impact of the METRO System on the Metropolitan Washington Area."

Question:

Who is responsible for developing a comprehensive security plan for the METRO system?

Answer:

As the managing agency for METRO rapid rail transit system, the Washington Metropolitan Area Transit Authority has responsibility for the initiation of a comprehensive security plan for the METRO system.

The role of COG in this area is to provide information, assist in coordination, and give technical planning assistance to local governments affected by the METRO system in the provision of local public safety services for areas impacted by the METRO system.

In this role, COG has conducted a comparative evaluation of public safety services in selected metropolitan areas by interviewing local police and fire officials with operational experience in providing public safety services in areas impacted by rapid rail transit so that this experience can be utilized by local officials in the Washington area. A copy of the two reports involved in this comparative study are enclosed. COG is also conducting an analysis of METRO station impact areas so that local officials can utilize this analysis in service resource allocation planning. A preliminary report of this work is enclosed.

COG is also working cooperatively with WMATA to develop legislative proposals which will facilitate an effective local criminal justice response to METRO related safety problems and provide WMATA with the legal mandate to implement its comprehensive security program. The principal legal issues involved in this study are found in the report entitled, "Legal Research: Comprehensive Public Safety Planning for the Impact of the METRO System on the Metropolitan Washington Area", which is also enclosed.

Thank you again for the opportunity to respond to the Subcommittee's questions. I am, as always, happy to provide any information on COG activities that may be desired by the Subcommittee.

Very truly yours,

Walter A. Scheiber
Executive Director

Washington Metropolitan Area Transit Commission

STATEMENT OF THE COMMISSION

BUDGET REQUEST

Senator Bayh. The next witnesses are Mr. Stanley J. Anderson, Chairman of the Washington Metropolitan Area Transit Authority, and Mr. Jeremiah C. Waterman, Chairman of the Metropolitan Area Transit Commission. These gentlemen will testify in support of a budget request of $85,900, which is the District's share to administer and carry out the delegated powers of the Washington Area Transit Regulation Compact. Please proceed.

Mr. Anderson. The Transit Commission's budget request for fiscal 1974 is in the amount of $85,925. The amonut requested is supplemented by appropriations from the State of Maryland, $134,387, and the Commonwealth of Virginia, $87,773, representing a total budget of $308,085. This budget represents a reduction of $125,497 from the budget level originally projected for fiscal 1974, and a reduction of $117,487 from the fiscal 1973 level.

The reason for this reduction is the recent takeover of the four major local private transit companies by the Washington Metropolitan Area Transit Authority, and the removal of this regulatory responsibility from the Commission.

The Commission's work program for fiscal 1974 involves its continued jurisdiction over private charter operators, per capita sightseeing operators, airport ground transportation, interstate taxicab rates, and a limited amount of regular route service conducted by carriers not taken over by Metro.

In addition, the Commission continues to be involved in litigation generated prior to public takeover currently pending before the U.S. Court of Appeals for the District of Columbia Circuit.

The Commission has already begun work which will lead to a determination in fiscal 1974 of the regulatory environment which will be best suited to deal with the private transit industry in the Region. With this information, the Commission, Congress, and the signatories will be better able to project regulatory needs, workload, and budget requirements, if any, for future fiscal periods.

Senator Bayh. Thank you. That will be all.

96-548 O - 73 - pt. 1 - 32

Redevelopment Land Agency

STATEMENT OF MELVIN A. MISTER, EXECUTIVE DIRECTOR

ACCOMPANIED BY:
ROBERT RAFNER, DIRECTOR, OFFICE OF PROGRAM POLICY
DAVID F. X. SMITH, DEPUTY FINANCIAL MANAGER

BUDGET REQUEST

Senator Bayh. Our next witness is Mr. Melvin Mister, Executive Director of the Redevelopment Land Agency, who will appear in support of a budget request of $6,000, the District's contribution to the Agency, which is responsible for carrying out urban renewal projects approved by the National Capital Planning Commission and the District City Council. Glad to have you.

Mr. Mister. Mr. Chairman, on my left is Mr. Robert Rafner of our program policy staff, and on my right is Mr. David Smith, my budget officer.

Our budget request is limited to $6,000 which represents the funds required to compensate the Agency's Board of Directors.

The funds requested by the Agency from the District are for per diem payment to the five members of our Board at the rate of $20 for each day of service. Each member of the Board is appointed by the Mayor-Commissioner, confirmed by the U.S. Senate and serves a 5-year term. The rate of compensation to our Board members for each day they participate in Agency activities is provided by the Redevelopment Act of 1945, Public Law 592—79th Congress.

Our request of $6,000 for fiscal year 1974 is the same amount that was approved last year. The estimate is based on our experience over the past few years.

With the exception of the $6,000, the Agency's budget for renewal and development activities is financed entirely by grants from the Department of Housing and Urban Development on a project basis. The applications for these funds are reviewed by the City Council prior to submission and approval by the Department of Housing and Urban Development.

I would like to provide the committee with a brief report on the progress of our program in the District of Columbia.

In housing construction, a total of 1,573 new units were completed or substantially completed during the 2-year period, through December 1972. An additional 320 units of new housing are now under construction. Of the 1,893 units completed or underway, 1,459 are for low- and moderate-income families. Housing production in redevelopment areas represented a substantial proportion of all housing construction in the District as a whole during this period.

Substantial progress has also been made during this period in other than residential construction. For example, construction is well advanced on two large private office building complexes with a total development value of over $46 million: the Union Center plaza project in the northeast one area, and the final building in the Columbia Plaza project. Construction was also substantially completed on the L'Enfant Plaza development with its four large office buildings, promenade, underground shops, theatre, and parking. In the southwest also, construction was completed on the new Hogate's and Flagship Restaurants, as well as the new parks on the waterfront. When completed, private investment in the waterfront will exceed $20 million.

In overall terms, a total of $73 million in redevelopment was completed in renewal areas during 1971 and 1972, with an additional $99 million in redevelopment projects under construction at the end of 1972. This brings the total cumulative value of redevelopment completed and underway in renewal areas to more than $635 million.

One of the economic benefits of redevelopment is the increased tax revenues. Tax receipts from new development in renewal areas nearing completion have increased nearly fourfold, compared to the tax receipts for the same areas immediately prior to the start of redevelopment.

We have compared Washington's renewal program with the efforts in other cities. As of June, 1971—the last date for which Department of Housing figures are available—Washington had more redevelopment completed or underway in renewal areas than any other city of comparable size, and had redevelopment completed whose total value was second only to New York City. In housing construction, Washington had more new housing units completed or underway in renewal areas—more than 8,500 units—than any other city of comparable size, and had more housing completed and underway than any other city except New York, Chicago, and Philadelphia—all, of course, substantially larger in size and more populous than the District of Columbia.

We have made significant progress also, I believe, in the approach used by the city in achieving its development objectives. Perhaps the most important of these has been the integration of the Agency's activities into the fabric of the District of Columbia government. The Agency participates in the District's planning, budget and policy processes in a fashion similar to other departments of the District government. Instead of attempting to carry out a self-contained renewal project, the Agency's activities are now focused on subareas in which there is close coordination of RLA and other District agencies' activities.

SEVENTH STREET CORRIDOR DISPLAY

The Seventh Street corridor display illustrates a neighborhood-level community development effort where the results of our close coordination are coming to fruition. The Shaw Junior High School, Seaton Elementary School, a national medical asociation medical center, a new library, new and rehabilitated housing and proposed commercial and development are changing the Seventh Street corridor into a new neighborhood. The Metro System will provide improved transportation to help make possible the revitalization of an intown neighborhood with the full complement of facilities. I believe that these efforts, as well as others now underway in other subareas, represent the type of coordination that is required for a successful community development program. In effect, to the extent that it is possible under existing

law, we are now carrying out the type of community development program which is being discussed at the national level.

I will be pleased to try to answer any questions that the members of the committee may have regarding the budget item or other program concerns.

JOB TRAINING OPPORTUNITIES

Senator BAYH. I asked Mr. Banks a question I think I would like also to ask the RLA, relative to the provisions of Public Law 91–152, which requires job-training business opportunities be provided for persons residing in the areas in which projects of urban planning redevelopment are conducted by the Federal Government. I wonder to what extent your Agency has been involved in enforcement of this particular requirement during the past few years.

Mr. MISTER. We have a very ambitious program in that regard. During the last year or so, about 37 percent of all of the money we spent directly has gone to minority contractors. In addition, most of the buildings that get constructed in the urban renewal area make use of minority builders, architects, and others. We have some information in more detail we could submit for the record.

Senator BAYH. I would like a detailed rundown of what you are doing.

[The information follows:]

Report on Implementation of Public Law 91-152

The following is a summary report of the Redevelopment Land Agency's efforts in implementing Public Law 91-152, an Act to Amend and Extend Laws Relating to Housing and Urban Development, commonly referred to as Section 3 of the Housing and Urban Development Act.

Shortly after the enactment of this section, the Agency established an Office of Social and Economic Programs with lead responsibility for examining all Agency activities and developing opportunities for training and employment of project area residents. These opportunities relate to the planning and execution of our projects and to maximize utilization of professionals and business concerns located in or owned by persons residing in the area of our projects in the fields of planning, consulting, design construction, rehabilitation, maintenance and redevelopment.

As a result of these efforts, two distinct areas of potential opportunities were identified. First, there were the activities undertaken directly by the Agency such as the acquisition and demolition of properties and the preparation and improvement of sites for redevelopment, the maintenance of properties and the rehabilitation of housing units so designated in the Urban Renewal Plan. The second area providing opportunities for training, employment and business opportunities is in the redevelopment (planning, design, construction and management) of residential and commercial projects by private developers.

As a first step, the Agency revised its contract and land disposition agreements to require of contractors and developers compliance with the provisions of Section 3. As a result, over 37 percent of the monies spent during 1971 and 1972 on construction-type contracts let directly by the Agency went to project area residents, primarily minority contractors. The total amount of these contracts, consisting of site improvements, demolition and property maintenance, was $4,246,813 of which $1,566,315 were awarded to minority contractors. We were able to make all but a small percentage of these awards as a result of the use of the SBA's Section 8(a) program, which as an Independent Federal Corporation, we have the authority to use. Without this authority and other assistance in obtaining bonds and short-term working capital loans, we would not have been able to award these contracts to minority contractors.

Minority contractors are also playing a significant role as prime contractors and subcontractors in new construction and rehabilitation in urban renewal areas. For example, 4 new construction projects have black firms as prime contractors and practically all of the developers have utilized minority firms as subcontractors. In the area of rehabilitation, 80 percent of the rehabilitation properties completed or underway and 85 percent of all rehabilitation contracts have involved black firms.

Of the 18 major inner-city parcels on which construction has been completed, is underway, or for which developers have been officially designated since 1968, 17 have had black firms participating in the development teams, either as architects, attorneys, planners, housing consultants, mortgage brokers, or management agents. For example, black architects have designed or assisted in the designing of 15 of all 18 development projects; black consultants or attorneys have or are handling the legal and packaging roles on 12 of these projects, and 7 of the private housing projects for which management firms have been chosen will be managed by black firms.

Community involvement and benefits from the renewal program are also evidenced in the sponsorship of redevelopment efforts. All of the housing developments (both new and rehabilitated) started in inner-city neighborhoods through 1972 were sponsored by community-based groups.

In addition to the above accomplishments, the Agency has participated in numerous programs for providing training and employment opportunities for project area residents on its own staff.

Out of 33 vocational office trainees hired since 1968, 21 are still with the Agency. They are working as secretaries, clerk-stenographers, clerk-typists and clerical assistants. Some have advanced to well-paying positions of responsibility.

Under the New Careers Program for unemployed persons from families with poverty level incomes, the Agency has trained 30 persons who reside in urban renewal areas, with core training, skills training, on-the-job training and work orientation. Nineteen of these trainees are still with the Agency.

Under the Youth Opportunities Program, 104 high school students have been hired at the minimum wage for clerical and manual tasks since 1968.

In addition, another 304 project area youths were hired during the summer of 1972 for a 10-week period. They worked as sanitation, landscaping and recreation aides.

UNIQUE LEGAL STATUS

Mr. MISTER. One of the things I would like to add, because RLA has a unique legal status as a Federal agency in the District of Columbia, we have been able to take advantage of the Federal program section 8(a), and that has been one of the things that has been very helpful to us in getting a lot of our direct construction work, as opposed to things done by private developers, carried out by minority contractors, most of whom employ people from the neighborhood.

Senator BAYH. Could you tell us, please, Mr. Mister, what are the target dates for completion of major redevelopment projects in the city; how far off are these dates from the target date set when the target date was first planned?

Mr. MISTER. I think that is something that probably would be best submitted in a report, because we have a number of activities. We have several renewal projects, all of which start at a certain time, some starting back like Southwest, in the fifties, and they still have some activities that need to be completed.

With respect to each project, there are a series of activities, some involving selling land for new housing development, other activities involving the Agency performing certain kinds of site improvement.

Senator BAYH. How are you doing on 14th Street? I took a chopper around the city the other day, and there seemed like there were a lot of vacant lots in that direction as well as other corridors. What is being done there? Are you proceeding on those? Are you getting any assistance, or are they just sort of sitting there?

CONSTRUCTION IN 14TH STREET AREA

Mr. MISTER. Well, sir, in the 14th Street area specifically, there is one new project under construction, a health center, which a number of people in the local government and Federal Government worked very energetically to get under way. The 14th Street area is one where we bought up a fair amount of real estate. We have demolished some buildings and we are now in the process of making land available for new development.

We just recently put out a prospectus inviting proposals for development of about 400 units of new housing on some of the land that has been cleared for development. We hope we can get a developer and can start work on that. As you know, the housing moratorim will influence our ability to get developers to finance the construction.

As Mr. Banks pointed out, we are hopeful by the time we get a developer selected, we will have gotten some relief on the housing moratorium so we can finance the low- and moderate-income housing the plan calls for in the riot corridors as a whole. The four projects, Shaw, Downtown, 15th Street, and the H Street NE., urban renewal areas, there is now, we think, some significant three-dimensional evidence of progress. About 600 units of housing has been completed or are under construction in the riot corridors, most of it along Seventh Street. We think we have been able to show that progress mostly on Seventh and Shaw because we got started there a lot earlier.

We don't think the RLA and the city feels our pace of progress is as great as we would like it to be, but we are beginning to see more evidence of some things actually taking place.

Senator BAYH. Can you put together a little report on what you have done in the last year, totally, as far as housing projects are concerned?

Mr. MISTER. Yes.

Senator BAYH. Relate that to other efforts being made, as well as what your current plans are to move on into the future.

Mr. MISTER. One of the things I might do is submit for the record a report which covers a part of our activities and brings us reasonably close up to date. We did a publication called "Washington Goes Forward," which covers just the riot corridors, the four projects I just mentioned. There are other projects, Northwest 1, Southwest urban renewal project. During this last year we had approval from the Federal Government to go ahead with the Fort Lincoln renewal project. We have some other projects as well, but I would like to submit this report for the record and forward at a later date the more comprehensive report.

REPORT ON RLA ACTIVITIES

Senator BAYH. Very fine. I would be glad to have that, not in just housing, but other areas of development, so we can see where we are going and how far behind we are.

[The information follows:]

On May 10, 1968, the City Council of the District of Columbia issued a report on its public hearings on the *Rebuilding and Recovery of Washington, D. C. from the Civil Disturbances of April 1968.* To view the City rebuilding program in a realistic context, it is helpful to quote from this report, written at a time of anguish and soul-searching:

"The Reverend Martin Luther King, Jr., was assassinated on April 4, 1968, and before the night was over, burning and looting came to Washington, D. C., as it did to more than 100 other American cities that same weekend"...

"When the civil disturbance eased in Washington, twelve lives had been lost (including 3 listed as possibly unrelated to the disturbance), many persons were burned out of their homes and places of business, an estimated $15 million dollars worth of real property was damaged with millions more in personal property losses, over 13,600 Federal troops and National Guard had been called in to assist local police to control the outbreak, and suburban fire companies were required to help control fires."...

"Following the civil disturbance, it became imperative that the citizens and city government take steps to speed the recovery of the city. Initially these steps were simply providing food, shelter and other needs on an emergency basis."...

"To provide a means for people to communicate and to encourage public discussion of the tasks lying before the city, the District of Columbia City Council publicly invited all citizens and organizations in the community to express their views and make recommendations on the rebuilding of the damaged areas."

"The Council's intent in the public hearings was to look forward, not backward. It was to listen to citizens' views on what should be accomplished in the rebuilding and recovery of these parts of Washington that were damaged."...

"While there was hostility and bitterness, many presentations were forceful and challenging—often eloquent and moving."...

"The material presented by the great majority was not only relevant but extremely meaningful, thoughtful, and constructive."...

"Implicit even in the reconstruction suggestions of many witnesses were judgments about causes. *The lack of housing, employment, and other opportunities for ghetto residents were pointed to as basic factors contributing to the disturbances.*"... (emphasis added)

In its conclusions, the report states:

"It is imperative that the citizens, the District of Columbia and Federal Government, and the Congress of the United States act decisively to make progress in the city. *Total commitment from all sectors is essential.* (emphasis added) Redevelopment funds for homes, businesses and community facilities must be available on an unprecedented level."...

"We must, of course, be realistic. All of the social problems of the city cannot be solved at one time or overnight. What is needed is to firmly chart a new course to create the institutional means to achieve objectives, to involve citizens in decisions, to fund activities at a sufficient level to make a noticeable impact, and to take steps to develop a neighborhood focus with responsible neighborhood institutions."...

This report will review the progress being made by the urban renewal program along this new course in meeting human needs in the civil disturbance areas. At the outset it should be noted that one of the most important achievements in the total community in the last five years is a change of attitude in the City, a change of spirit. People and organizations not previously involved in the inner-city's problems have been working together to plan for and meet these human needs.

Background

On April 7, 1968, Mayor Washington set in motion a program to meet the many serious needs which resulted from the civil disorders. Assistance to families and individuals in need of food, housing, employment and emergency funds was speedily arranged.

The Redevelopment Land Agency was particularly active in the Emergency Housing Service, working under the Housing Committee established by the Urban Coalition, to rehouse persons who had been burned out or were otherwise made homeless.

Three temporary housing centers were established, one in RLA's Shaw Area Field Office, which started immediately to assist people displaced from the 7th Street Corridor. A second one was also in Shaw, the third in the H Street, N.E. Area. Relocation counselors from RLA staffed each office, one of whom served as senior coordinator of the emergency housing service office, with additional personnel from the National Capital Housing Authority, Department of Public Welfare, American Red Cross and Family and Child Services of the Health and Welfare Council.

It is estimated that some 280 housing units were damaged or destroyed during the disturbances. Within a week after the opening of the emergency housing centers, 143 households had applied for housing assistance. In the same period of time, 60 were permanently rehoused in private and public housing, 10 had been accepted for housing units but had not yet moved, seven had temporarily moved, and the remainder had been referred to private housing or were in the process of being interviewed.

The relatively speedy and efficient rehousing of homeless families was made possible by the hard work of many people from a number of public and private agencies and volunteers from citizen groups. Chief among these were the National Council of Negro Women, Washington Real Estate Board and Salvation Army, in addition to the organizations mentioned previously.

Initial Preparation for Planning

In less than three weeks after the disturbances, the D.C. City Council held four public hearings, referred to above, three of which were conducted in neighborhood schools. Some 93 persons registered to testify and about 1,500 people attended the sessions.

In dealing with planning for the riot-damaged areas, the Council's report states:

> **"Although there is a need for the city to press ahead as fast as possible with planning for rebuilding and recovery, many witnesses urged that the city wait, that rebuilding not progress rapidly until the citizens of the damaged areas expressed their views on the rebuilding process. Certain organizations . . . wanted the opportunity to present their own planning proposals before decisions are made."**

Among its planning conclusions is a strong recommendation for full participation of residents of the affected areas and persons of diverse points of view, in planning for recovery. The report states further, that:

> **"In order to effectively control land use in areas with extensive damage, it would appear that urban renewal authority must be utilized. Efforts should be made to cut the time involved in planning and building such projects and to assure community participation."**

Subsequently, the D.C. Government obtained a grant from the Ford Foundation to finance planning and other start-up work for rebuilding the damaged areas. The Mayor appointed a committee to administer these funds, which was later incorporated as the Reconstruction and Development Corporation, (RDC).

The Areas

Shaw, Downtown, 14th Street, N.W. and H Street, N.E. (see the following maps) were most extensively damaged in the civil disorders. They comprise 1,920 gross acres or more than 410 city blocks (more than 3 square miles) of central Washington with a population of more than 77,500 persons, or nearly 10% of the District's total population. They include more than 14,000 buildings and over 7,000 businesses employing almost 96,000 people.

These four areas are being renewed under the Neighborhood Development Program (NDP) which started in Washington in 1969. Under this program, a general urban renewal plan, identifying development strategies in the framework of a comprehensive city land-use policy, was prepared for each entire renewal area. Specific smaller sub-areas were then designated for immediate action within the larger area. These "action areas" are areas in which properties are either acquired by

RLA for redevelopment or rehabilitation, or are rehabilitated by the owner, in accordance with approved plan standards. Additional action areas are designated for treatment in subsequent years, subject to the availability of funds and redevelopment potential.

The Neighborhood Development Programs are reviewed annually by the National Capital Planning Commission (NCPC), the Mayor's Office, and the City Council. The planning process includes surveys and technical work by the staffs of the RLA and NCPC, in consultation with citizens organizations in each area, as well as the staff and representatives of the Model Cities Commission. It has been essential to tie the program into regular District Government operations. The Agency participates in the District's planning, budget and policy processes in a fashion similar to other Departments of the District Government. This integration of the Agency's activities into the fabric of the District of Columbia Government has been one of the most fundamental achievements of the urban renewal program in the past five years.

7th Street Corridor Rebuilding: Community Development Programming

One example of the close coordination between RLA and the many departments of the District Government in order to accomplish community development objectives at the neighborhood level is the 7th Street Corridor.

Substantial evidence of rebuilding program efforts is already visible in the central portion of the Shaw School Urban Renewal Area. Development efforts have been concentrated in two major sub-areas along 7th Street: one around 7th Street and Rhode Island Avenue, and one around 7th and O Streets. Accomplishments to date include:

* **Completion of three housing developments: Lincoln - Westmoreland (108 units), completed in early 1971; Gibson Plaza (217 units) and Foster House (75 units), both of which have just been completed. These developments are for low and moderate income families, many of whom were displaced by renewal action elsewhere in Shaw.**
* **Construction started on another three housing developments: Immaculate Conception (137 units), D.C. Frontiers Townhouses (54 units), and Kelsey Apartments (54 units). Construction has also started on the Scripture Church of Christ, which is to be relocated from another site in Shaw.**
* **Rehabilitation completed or underway for more than 50 houses in the French-Westminster area between 7th Street and Vermont Avenue. These houses include rentals, sales, and existing homeowner units and have been made available to families of low to middle income.**
* **A major street improvement program in the French-Westminster rehabilitation area has led to installation of new curbs and sidewalks, as well as the repaving of streets and alleys.**
* **High intensity street lighting has been installed along the entire length of 7th Street, and on other major streets in Shaw. This lighting is credited with helping to reduce crime in the area.**
* **Start of construction of the new Shaw Junior High School.**
* **Community facilities completed include the new Seaton Elementary School and playground, and a comprehensive health center for Shaw residents, operated by the National Medical Association Foundation. Several temporary park and playground facilities have also been installed along 7th Street pending future redevelopment.**

Within the next six months, substantial additional progress will occur in the 7th Street area in terms of specific redevelopment and marketing activity. Included are:

* **Start of construction of new branch library to serve Shaw.**
* **Start of construction on two rehabilitation projects in the French-Westminster area involving 30 units of scattered site public housing, and 19 units of sales housing for moderate income families.**
* **Start of construction of an inner-block park in the French-Westminster rehabilitation area.**
* **Start of construction for another major housing development (90 units), which will be financed privately without Federal subsidy.**
* **Development of plans for a new building for the 10th Street Baptist Church.**
* **Formal marketing of a neighborhood commercial site at 7th and O Streets. Successful marketing would result in construction in early 1974.**
* **Formal marketing of a major housing development package (three sites with 338 units) at 7th and N Streets. Successful developer selection could result in construction during 1974.**
* **Start of detailed architectural plans for three more rehabilitation projects in the French-Westminster area involving 70 units of sales housing.**

NDP—What Has Been Done

A review of renewal activities since the Neighborhood Development Program covering the Shaw, Downtown, 14th Street and H Street, N.E. Areas began in 1969, shows progress in the following areas:

Preparation for New Development

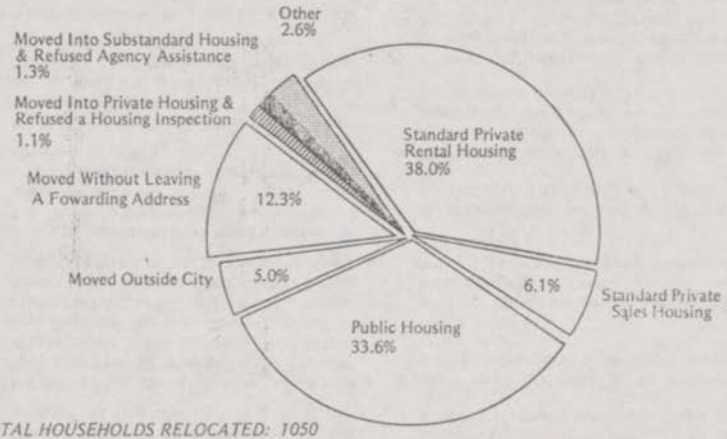
* More than 395 buildings damaged in the civil disturbances, or needed to create development sites, have been removed either by the District of Columbia Government or by RLA during the last four years. 106 vacant buildings have been secured; 235 vacant lots have been cleaned, graded and fenced; and temporary parks have been installed in twelve locations—seven in Shaw, two in 14th Street, N.W. and three in H Street, N.E. These interim parks have helped meet neighborhood needs for recreation space in these congested areas. Permanent recreation facilities will be built in each of the NDP areas, as redevelopment proceeds.

* Some 1050 households, comprising both families and individuals have been relocated: 950 from redevelopment areas, 100 from rehabilitation areas. For many, relocation has given these households their first decent housing, for some, their first opportunity to become a homeowner.

* Some 160 businesses have also been relocated.

* To make new construction possible, the RLA has acquired or is in the process of acquiring some 1080 parcels of land (95.4 acres) in redevelopment areas.

CUMULATIVE RELOCATION OF HOUSEHOLDS (FAMILIES & INDIVIDUALS) FROM NDP AREAS SINCE 1968 (FROM JAN. 31, 1973 STATISTICS)



TOTAL HOUSEHOLDS RELOCATED: 1050

* 39 sites have been or are in the process of being sold for redevelopment, and 10 have begun construction or been completed.

* In rehabilitation areas, RLA has acquired 375 properties which are to be rehabilitated by the Agency, or sold to community-based sponsors for rehabilitation, before being made available to new owners.

New Development

* In addition to the six housing developments and a new church in the 7th Street Corridor that are completed or under construction, 77 houses in three urban renewal areas have been rehabilitated, and a community health center is under construction in the 14th Street Area.

Site Improvements

* **High intensity street lighting has been installed on more than 55 miles of streets. In addition to the 7th Street Corridor, other major streets in the Shaw, 14th Street, Downtown, and H Street, N.E. areas have been included. The lighting, which is up to 2½ times brighter than standard lighting, has added to the safety of these neighborhoods.**

* **In addition to the work in the 7th Street Corridor, street grading and paving, sodding, trolley track removal and similar activities are under construction in the 14th Street Area, and scheduled to begin within the next six months in the H Street, N.E. Area.**

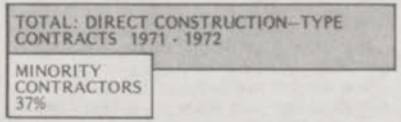
Minority Participation—Training and Employment

It will be recalled that in addition to the lack of housing, many witnesses at the 1968 City Council public hearings attributed social factors, among them the lack of employment and other opportunities, as causes of the civil disturbances.

In the past five years, Washington's urban renewal program has become increasingly socially concerned. This is especially evident in the significant progress made in creating better opportunities for minority participation and economic gain, the minority training and employment programs within RLA, and the temporary occupancy agreements by which the Agency is making space available in the civil disturbance areas at nominal rents to a variety of groups involved in meeting social, health and other needs of the community.

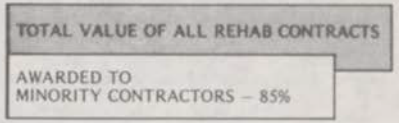
Recent accomplishments include:

* **About 37% of the moneys which the Agency spent during 1971 and 1972 on its direct construction-type contracts went to minority contractors. (The total amount of these contracts, involving site improvements, demolition, and property maintenance, was $4,246,813; contracts amounting to $1,566,315 were awarded to minority contractors.) Six construction and service type contracts totalling $323,000 are expected to be awarded to minority firms in early 1973.**



* **The Agency has significantly increased involvement of minority contractors in the maintenance and repair of Agency-owned properties. Under a contract with the Small Business Administration, minority firms have been hired to provide plumbing, heating, electrical work, carpentry, plastering and roofing repairs, with special provisions for the training and employment of renewal area residents in carrying out the work.**

* **Minority contractors have also played an important role in permanent redevelopment work. For example, four new construction projects are using black firms as prime contractors. In addition, subcontractors on a large number of development projects are also black firms. In the area of rehabilitation, 80% of the properties completed or under way and 85% of the value of all contracts involved black firms.**



* **Of the 18 major inner-city parcels on which construction has been completed, is underway, or for which developers have been officially designated since 1968, 17 have had black firms participating in the development teams, either as architects, attorneys, planners, housing consultants, mortgage brokers, or management agents. For example, black architects have designed or assisted in the designing of 15 of the 18 development projects; black consultants or attorneys have or are handling the legal and packaging roles on 12 of these projects, and 7 of the private housing projects for which management firms have been chosen will be managed by black firms.**

* **Community involvement and benefits from the renewal program are also evidenced in the sponsorship of redevelopment efforts. *All* of the housing developments (both new and rehabilitated) started in inner-city neighborhoods through 1972 were sponsored by community-based groups. This continues a trend in the urban renewal program whereby there has been a gradual transfer of inner-city land from absentee ownership to resident ownership.**

For some years, the RLA has been employing inner-city youth under various training programs. The results have been gratifying:

* **Out of 33 vocational office trainees hired since 1968, 21 are still with the Agency. They are working as secretaries, clerk-stenographers, clerk-typists and clerical assistants. Some have advanced to well-paying positions of responsibility.**

* **Under the New Careers Program for unemployed persons from families with poverty level incomes, the Agency has trained 30 persons who reside in urban renewal areas, with core training, skills training, on-the-job training and work orientation. 19 of these trainees are still with the Agency.**

* **Under the Youth Opportunities Program, 104 high school students have been hired at the minimum wage for clerical and manual tasks since 1968.**

* **In addition, another 304 project area youths were hired during the summer of 1972 for a 10-week period. They worked as sanitation, landscaping and recreation aides.**

The following are among the groups occupying facilities in renewal areas temporarily at nominal rents:

The Shaw Community Health Center, operated by the National Medical Association Foundation; Urban Coalition; St. Vincent de Paul Thrift and Furniture Store; Community Service Center operated by Cardozo Jaycees; Comprehensive Remedial Education Center sponsored by the Neighborhood Development Center #2; H Street, N.E., Project Area Committee's Office and Meeting Space; Playground operated by City-Wide Learning Center.

Washington's Total Renewal Program

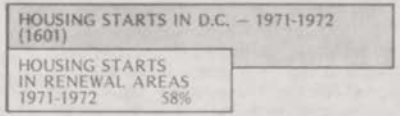
Washington's total renewal effort, which includes five areas in addition to the NDP areas, is continuing to play an important role in restoring many inner-city sections as healthy and viable neighborhoods. Taken as a whole, these efforts are critical to keeping the District a living city.

Following is a summary of the substantial progress made in construction:

Housing Construction

* **At the end of 1972, the cumulative total of new housing units completed or under construction in the District's renewal program was 8585.**

* **Compared to other cities, as of June 1971, (latest date for which HUD reports are available), Washington had more new housing units completed or underway in renewal areas than any other city between 500,000 and one million population, and had more housing completed or underway than any other city except New York, Chicago, or Philadelphia.**



* **In recent years, special emphasis has been placed on the production of low and moderate-income housing. As of the end of 1972, more than 2100 units of low and moderate-income housing were complete or under construction.**

* **During 1971 and 1972, a total of 960 units of new housing were completed in renewal areas, including 526 units of low and moderate-income housing.**

* **During 1971 and 1972, an additional 933 units of new housing started construction, all of which will be for low and moderate-income families. This includes 537 units in five projects in the Shaw Area, and 396 units in two projects in the Northwest One Area. Two of the projects in Shaw and both projects in Northwest One, totalling 688 units, will be ready for occupancy very shortly. Housing starts in renewal areas represented more than 58% of the 1601 starts for the District as a whole during the last two years.**

Total Redevelopment Value

* **At the end of 1972 the total cumulative value of redevelopment completed or under construction in the District's renewal program was $635.6 million. This includes, in addition to the value of housing construction described above, the value of commercial, public and institutional construction in renewal areas.**

* **Compared to other cities, as of June 1971, (latest date for which HUD reports are available), Washington had more redevelopment completed or underway in renewal areas than any other city between 500,000 and 1 million population, and had redevelopment completed whose total value among all cities was second only to New York.**

* **Substantial progress was made in redevelopment during 1971-72. A total of $73 million in redevelopment was completed in all renewal areas, and as of December 31, 1972, redevelopment projects total-**

ing an additional $99.3 million were under construction. During 1972, non-residential construction was highlighted by the following:

a. Construction was started on a $4.6 million Community Health Center on 14th Street. This is the first rebuilding underway on the 14th Street Corridor.

b. Significant progress on redevelopment of the Southwest Waterfront was marked by the completion of the new Hogate's and Flagship Restaurants, and several waterfront parks. Additional construction started included the Channel Inn and the Capital Yacht Club. Projected private investment on the Waterfront will exceed $20 million.

c. Construction started on two large office buildings: the second building in the Union Center Plaza project in the Northeast One Area, and a new HEW building in the Southwest Employment Area.

Where Do We Go From Here?

These five years have been a time of change and reform. President Nixon has expressed his deep commitment to change that works in discussing his plan for reforming community development programs. The Nelsen Commission and the City Council's Commission have recommended reform. Change is an essential part of the 1976 Bicentennial objectives. All of these forces for change emphasize the need for more local responsibility. New ideas are needed in which to interest the private sector of Washington's economy, to result in a more effective use of public funds.

Since the beginning of the NDP program, some myths have been uncovered about the City's population.

With the aid of the Washington Center for Metropolitan Studies, the RLA has been analyzing the 1970 Census data. This analysis has exploded myths which have been a barrier to efforts to obtain private investment. There is now a growing recognition that Washington is not a City which is getting blacker and poorer with the passage of time. It also can no longer be said that the population in Washington is stagnant.

Washington is in transition from a predominantly white, middle-income city to a predominantly black, middle-income city. During the past ten years the number of black families earning less than $4,000 a year has been static, while the number of black families in Washington earning over $12,000 a year nearly tripled. In addition, in some sections of the City population has grown by 20 percent while other parts have declined by 20 percent. There were also significant increases in the number of young adults, while there was a significant decline in the number of children under four years of age. Some schools which were overcrowded in Shaw ten years ago have now experienced a decline in their number of students as a result of the "baby bust." In addition, while the population of the City declined slightly, the number of households increased by about ten percent.

Positive change can be seen in the Model Neighborhood, where population declined by 25 percent during the period from 1959 to 1969. However, 40 percent of the decline occurred among people earning less than $8,000 a year. There was an actual increase in the number of families earning over $12,000 living in the Model Neighborhood during that same ten year period.

These changes in the characteristics of the City are now being recognized by private investors and developers. A recent issue of the "Washington Realtor" reprinted an analysis of the 1970 Census prepared by a leading local mortgage banking firm. This analysis stated in part that "the best investment opportunities are now inside the District, in both residential and commercial areas."

And, on January 14, 1973, a full page advertisement sponsored by the District of Columbia Bankers Association appeared in the Sunday Star & Daily News with a related message. Under a bold heading proclaiming "THIS CITY IS ON THE MOVE!", the ad included the following:

* **"The banking community, deeply concerned with the revitalization of the inner city, has striven, along with Mayor Washington and other forward-looking citizens, to gain approval from Congress and the voters for many needed improvements and has stood ready to provide the necessary financial backing. The D.C. Bankers Association is deeply gratified that the long-awaited Metro construction is now well underway. This 98-mile rapid rail transit system is the product of nearly 50 years of talk and efforts to relieve oppressive traffic congestion and to improve the physical character, economic growth and well-being of the Washington area.**

"Another facility destined to add greater economic vitality, excitement and beauty to the nation's capital is the National Visitor Center to be constructed behind Union Station and scheduled for completion in time for the 1976 Bicentennial.

"Still another facility, approved by the 92nd Congress, is the Dwight D. Eisenhower Convention Center, in the Mount Vernon Square Area, also due to be finished before the Bicentennial. This, too, will have an enormous impact on Wash-

ington's economy, spurring downtown development, adding new tax revenues, creating new jobs and attracting potentially thousands of dollars in revenue from an ever-increasing influx of visitors.

"The Metro, the Visitor Center, the Eisenhower Center—all of these are giant steps toward a better and brighter future for the citizens of Washington.

"The D.C. Bankers Association looks forward to helping in other worthy efforts to make Washington, D.C. an exciting place for all its visitors and a vibrant, wonderful place in which to live and work."

The social and demographic trends point to the direction which must be taken in attempting to reform and improve the District's community development program. Addressing problems of urban growth and decline within the District of Columbia through community development programs is one of the challenges for the future. There are serious economic obstacles to be overcome in order to provide housing for poor families, especially large low-income families. There is also a need, however, to provide stable neighborhoods in which middle-income families can live. Last year, only slightly over one hundred single family homes were constructed within the District of Columbia. As we attempt to implement a comprehensive community development program, it is essential that the needs of people of all incomes be taken into account.

What about the future? Recently, a moratorium on most subsidized housing construction was announced pending new legislation. The Federal budget for Fiscal Year 1974 anticipates the phasing out of traditional urban renewal, and the start of a new community development special revenue sharing program in Fiscal Year 1975.

At the local level, also, new legislation must be sought, administrative reform undertaken, and new policies adopted, which will provide a foundation for achieving the District's 1976 Bicentennial community development goals. Every effort must be made to implement the recommendations of the Nelsen and Clark Commission reports without unduly affecting the City's capacity to carry out on-going community development programs and activities.

The highest possible priority should be given to strengthening the City's capacity in the areas of development planning and policy development. RLA now works with more than forty major Federal, local and regional entities in carrying out local urban renewal programs. Frequently these various entities have conflicting, overlapping, and contradictory plans and policies. A process is needed which is simpler and which avoids these contradictions. Also needed is a process which will permit the carrying out of City policy without continual reaffirmation of that policy.

Legislative action by the Congress is needed in order for the City to take full advantage of existing and proposed community development programs. Moreover, as the Nation's Capital, the City should have the most modern community development law in the Nation. The D.C. Redevelopment Act became law in 1946, and has not had a major revision since that time.

New tools are essential if the City is to meet its Bicentennial objectives and have a successful community development program. Some of these are:

- **authority to carry out community development activities on a city-wide basis and to finance the construction of necessary facilities.**
- **authority to take full advantage of the Federal urban growth and new communities program.**
- **authority to carry out programs designed to increase employment, eliminate slums and blight, and promote proper economic development or aid sound growth.**
- **authority to adopt modernized zoning regulations with sufficient flexibility to satisfy community development needs.**
- **authority to develop and implement a municipal parking program consistent with an overall transportation policy.**
- **authority to aid displaced businessmen relocate into new or rehabilitated buildings.**

A common objective of any legislation or reorganization should be to strengthen the capacity of the Mayor and City Council while maximizing the City's development productivity.

These suggestions for legislative action reflect a desire to become less dependent on Federal action. With new powers, it should be possible to achieve more results with whatever local or Federal money is available for community development. These new powers would also increase the District's ability to attract and channel private investment. RLA has bought or is in the process of buying over $100 million of property in the NDP Areas. The Agency's main emphasis during the next year will be on securing private commitments to invest in and develop this property in accordance with approved plans.

A realistic balance of commercial activities,

99-548 O - 73 - pt. 1 - 33

public and institutional facilities and a wide range of housing choices are essential for neighborhood stability.

Therefore, special attention will be given to identifying sponsors and developers for commercial as well as housing sites. Efforts will be continued to find ways to retain small business enterprises which add charm, provide needed commercial activities, and help achieve employment and economic opportunity goals.

RLA is looking forward to the challenge of bringing about reform while accelerating the pace of neighborhood revitalization. The NDP process has permitted the City to move beyond the "projectitis" which often characterized traditional urban renewal programs. It has also made it possible for the Agency to integrate its operations with those of the D.C. Government in an unprecedented fashion. A comprehensive community development program will give the City still more flexibility in tying together related activities.

We have the opportunity to build upon our experiences with the NDP and achieve a new type of partnership between the private and public sectors to achieve a "Living City" in Washington by 1976.

REPORT ON THE STATUS OF DEVELOPMENT NDP REDEVELOPMENT SITES

March, 1973

Background

The objective of our development program is to assure stable neighborhoods within the Renewal Areas by providing a proper balance between the various elements of the program -- residential development, commercial development, public facilities and site improvements. Our program in the NDP areas has been conceived and is being carried out with this objective in mind.

We are beginning to realize considerable success with new construction in the Shaw Urban Renewal Area. Since the approval of the Shaw program, which was the first residential renewal area approved under the NDP, the development program has evolved from its initial emphasis on low and moderate income housing to the much broader emphasis today on all elements of the development program. The evolution which has occurred has been a function of several things:

-- The market conditions in the NDP areas following the 1968 riots were not favorable for unsubsidized housing and commercial development;

-- The Urban Renewal Plans and Program, approved by the City Council, placed a priority on the construction of housing for low and moderate income families; and

-- The Urban Renewal Plans also required time to refine development objectives and to solve several complex planning and development issues, such as assessing the timing and market for non-subsidized housing and commercial development. Another necessary part of this process required the study of traffic and other physical planning problems which require solution in order to achieve an integrated approach to the development of these neighborhoods.

Status of Development

The 7th Street corridor in Shaw is our best and most advanced example of our development strategy. Within this area, the Lincoln-Westmoreland project has been completed and operating successfully for two years. The Foster House and Gibson Plaza high rise apartments will be ready for occupancy within the next few weeks. Construction is underway on the Immaculate Conception high rise apartments and Kelsey Garden Apartments, which will be ready for occupancy this summer. This new privately sponsored housing will be served by the new Shaw Junior High School and Library, soon to be constructed near 7th Street and Rhode Island Avenue, a new fire station, to be constructed at New Jersey Avenue and N Street, and two METRO Stations.

Within this same sub-area are the O Street Market and three additional housing sites which will be marketed in the near

future. This development activity is complemented by the rehabilitation and public improvements nearing completion in the French-Westminster area and new clearance and redevelopment action being recommended for NDP-4.

Within the NDP areas, 12 sites have either been constructed or are under construction. This development activity will produce 645 new housing units and approximately 70,000 square feet of commercial and other non-residential space including four major new public facilities. In addition, we have selected developers for 10 more sites which will produce 472 additional housing units, and 11,000 square feet of commercial and non-residential space and two new public facilities which should all start construction during the NDP-4 year.

We are also preparing 13 additional sites for marketing in the immediate future which will result in the development of approximately 1590 units of housing both subsidized and unsubsidized. In addition, we intend to market a minimum of four commercial sites within the NDP areas with a potential of approximately one million square feet of retail and commercial space.

During this year, we will begin to realize the potential of the Urban Renewal Plans for balanced development in the renewal areas. It should be noted that since there exist no direct subsidies for commercial development, we must do all that we can to create an attractive situation for private investment. This requires a well coordinated and visible public initiative.

During this year, we are proposing to double the amount of funds budgeted for the construction of improvements in the public rights-of-way related to development activities throughout the NDP areas. These public improvements, which include such actions as the repaving of streets, the rebuilding of sidewalks, the replacement of utilities, the planting of street trees, and the provision of new parks and open spaces are key aspects of our overall development program. In addition to the Agency's direct investment in public improvements, we are also working with the District Government on the planning of new schools and other new public facilities which will be needed to complement the new private facilities.

In recognition of the peculiar problems related to commercial development, the Agency has recently created a new Office of Commercial Disposition and Redevelopment which will enable us to provide specialized attention to carrying out the commercial development objectives of the Urban Renewal Plans.

Description of Development Process

After the site has been designated in the urban renewal plan for clearance and redevelopment, RLA obtains funds from the Department of Housing and Urban Development (HUD) and proceeds to carry out the Plan. Design and development studies for each site are made in order to establish specific development objectives for the site, within the limits established by the urban renewal plan. These refined site development objectives are the basis for marketing the site.

The objectives of urban renewal clearance and redevelopment action are two-fold; namely, the removal of deterioration and

blight, and the redevelopment of the site with needed housing, commercial buildings, or supporting facilities. RLA disposes of sites, but builds no buildings itself. Buildings are built by the private developers or public agencies that acquire the site from RLA.

The first objective (of blight removal) is accomplished by the site preparation phase of the project. This involves the assembly of the land, the relocation of occupants, the clearance of improvements, the closing of streets and alleys, the relocation of utilities, and other steps needed to prepare a site for development.

The second objective (redevelopment) is achieved by the site development phase of the project. This involves design and development studies leading to marketing, marketing the site, selection of a developer, preparation of plans and specifications by the developer, arrangements for financing by the developer, rezoning the site, obtaining a building permit, RLA public hearing and sale or lease of the land, and construction of improvements.

A work-flow diagram for the site preparation and site development phases has been prepared, which indicates that there are 125 major steps involved in moving a site forward from designation in the urban renewal plan to a start of construction of new improvements. The diagram is part of the program scheduling and monitoring system (SURE System) used by RLA to initiate action and monitor progress for all sites that have reached the marketing stage.

Normally, the site preparation steps (property purchase, relocation, site clearance, etc.) and the site development steps (design studies, marketing, developer selection, final design, constructions, etc.), proceed simultaneously. Each step involves a number of activities, and most involve other agencies and private parties, as well as the community organizations. As part of its continuing efforts to streamline the urban renewal process, the Agency has worked with HUD, the Department of Justice and others to reduce the complexities and the time involved in preparing a site and getting the developer ready to go to construction.

At present, there are three major impediments to the redevelopment process which delay site preparation and development. These are: (1) the worsening squeeze between increased costs on the one hand and the limitations of Federal subsidy programs on the other (which forces developers into an expensive and time consuming cycle of re-design and of re-analysis by the builder in order to produce economically feasible projects); and (2) the need to go through the lengthy Urban Renewal Plan amendment process to change controls for some specific sites during the final building design phase, in order to achieve feasible development, or to remove a minor obstacle to development; and (3) the need for duplicative actions to accomplish decisions made when the urban renewal plan is approved, such as separate actions to provide for rezonings, and street and alley closings, already shown in the plan.

Each of these constraints may, alone or in combination, cause serious delay either in the site preparation or the development phases of a particular site, and the Agency has developed new

approaches in these and other areas in order to minimize delay. These new approaches include, for example: the packaging of several disposition sites to realize economics in construction, operating and maintenance costs; the use of the public offering to improve procedures for working with the community on planning and development objectives, proposals for plan changes and the review of development proposals; and a request to HUD for authority to use project funds for temporary rent supplements in relocation resources.

Substantial delays in development sometimes occur as a result of events that affect the entire private and public development process in the city. Such factors have included the need to amend the usury law, the city-wide freeze on public housing construction, the temporary freeze on building permits due to waste disposal problems, and the freeze on new gas service. Even though expeditious action has been taken by the District Government and others, delays have resulted. Undoubtedly, such fundamental and unexpected factors can be expected to arise from time to time.

Because of these constraints, hard and fast schedules for all redevelopment sites cannot be established. However, detailed scheduling and monitoring is done by RLA for sites which have reached the marketing stage.

Experience shows that at least 18 months are required to complete site preparation from the beginning of property acquisition to the completion of demolition. Most of the sites are already in process of being prepared for development. Experience also shows that at least one year is required for the development phase process, from the preparation of a marketing prospectus for the site to the start to construction.

PROJECT STATUS

Project Name: Shaw School Urban Renewal Area (NDP)

Location: Immediately north of Downtown, from M Street to Florida Avenue

1. Project Description: This 680 acre project involves the revitalization of this in-town residential community, predominantly for families of low and moderate income. Total development potential on the specific action sites approved to date is estimated at $64 million, including 1985 units of new housing, 1903 units for rehabilitation, and related public and commercial facilities.

   Redevelopment of specific subareas within the Shaw School area should be essentially complete by 1976. These subareas include:

   -- 7th and Rhode Island (Shaw School subarea)
   -- 7th and N Streets (O Street Market subarea)
   -- Logan Circle Area
   -- Bates Street Area
   -- 14th and U Street (Square 204 only)

2. Background and Status: This project has been underway since March, 1969 and substantial evidence of progress in redevelopment is now visible, particularly along the 7th Street Corridor. Of the 26 approved sites, construction is complete on 3 sites (including 400 units of housing) and construction is underway on 7 sites (including 245 units of housing). Of the remaining 16 sites, 10 have sponsors and 6 are in earlier stages of marketing and design.

Project Name: 14th Street Urban Renewal Area

Location: Covering both sides of 14th Street, from Florida Avenue to Spring Road

1. Project Description: This 340 acre project involves the revitalization of this in-town residential community predominantly for families of low and moderate income. Total redevelopment potential on the specific action sites approved to date is estimated at $103 million, including 2350 units of new housing, 4229 units for rehabilitation, and related public and commercial facilities.

   Redevelopment of specific subareas with the 14th Street area should be substantially complete by 1976. These subareas include:

   -- Spring Road
   -- 14th and Park Road Community Center
   -- Columbia Road (Package I)
   -- Fairmont Area (Package II)

2. Background and Status: This project has been underway since January, 1970. Construction is underway on the Community Health Center. Of the remaining 28 sites, 3 sites have sponsors (preparation of construction design underway) and 24 are in earlier stages of marketing and design. Although substantial work has been completed on many of the 24 sites, the ability to show more tangible results by proceeding with marketing and construction is dependent on continued funding of the project and the availability of housing subsidy funds.

Project Name: H Street Urban Renewal Area (NDP)

Location: Covering both sides of H Street, N.E. from 2nd to 19th Streets

1. Project Description: This 284 acre project involves the revitalization of this in-town residential community, predominantly for families of low and moderate income. Total development potential on the specific sites approved to date is estimated at $24 million, including 543 units of new housing, 957 units for rehabilitation, and related public and commercial facilities.

   Redevelopment of specific subareas within the H Street Area should be substantially completed 1976. These subareas include:

   -- Emerald Street
   -- 9th and H Street Neighborhood Commercial
   -- Benning Road Community Center

2. Background and Status: This project has been underway since January, 1970. Of the 6 approved sites, 4 have sponsors (preparation of construction design underway) and 2 are in the earlier stages of marketing and design. Although substantial work has been completed on these sites, the ability to show more tangible results by proceeding to construction is dependent on continued funding.

Project Name: Downtown Urban Renewal Area (NDP)

Location: Pennsylvania Avenue to M Street, 15th to North Capitol

1. Project Description: This 615 acre project involves the upgrading and intensification of Downtown commercial uses, and creation of a new in-town residential area. Intensive commercial development will be centered around the subway stations located in the commercial core of Downtown, residential development north of Massachusetts Avenue, and other development will include a new Civic Center, and the Pennsylvania Avenue area. Planning for public improvements to create pedestrian malls in the Downtown core is well advanced.

Significant redevelopment in specific subareas within Downtown should be substantially complete by 1976. These subareas include:

-- F and G Street Retail Core (renewal sites at 12th & G and 7th and G at METRO stations; mall development of F & G Streets)
-- Mount Vernon Square North (Federal City College)
-- Mount Vernon Square South (Eisenhower Civic Center, International Center, Chinatown)
-- Mount Vernon Square East (residential)

2. Background & Status: This project has been underway since March, 1969. Most activity to date has been concentrated on land assembly (5 commercial and 1 housing site) and the careful and intensive planning and design of public improvements and private redevelopment controls so necessary in an area as important as Washington's Downtown. Active marketing of private development sites and the start of a large scale public improvement program are scheduled for this year. Intensive planning continues for an International Center and revitalized Chinatown.

Not directly related to renewal activity, but located in the Downtown Area, are the development proposals for the Eisenhower Civic Center and the Pennsylvania Avenue Area, and the important METRO construction activity. These substantial commitments for public action should stimulate considerable private investment and development activity to upgrade Downtown.

Project Name: Southwest Urban Renewal Area

Location: South of Independence Avenue between South Capitol and the Washington Channel

1. Project Description: This 560 acre project involves development of a major new residential community (5800 units of housing), a major District Employment Center (projected employment exceeding 90,000 workers), and a new Southwest Waterfront. Total development potential is estimated at $620 million. Redevelopment of the area should be essentially complete by 1976. Added to the existing development will be the new Southwest waterfront area, which will provide a special attraction combining commercial activities and well-designed public parks and boating marinas. In addition, completion of the Southwest employment area, running along the Mall, is projected.

2. Background and Status: The project has been underway for several years and is now in the advance stage of execution. All approved housing has been completed, and all commercial and public facilities in the residential area is complete or under construction. The majority of development in the Employment Area is complete, and significant progress has been made on the Waterfront. Redevelopment complete or underway exceeds $400 million.

Project Name: Northeast One Urban Renewal Area

Location: Along North Capitol between New York Avenue to the north and the Visitors' Center to the south.

1. Project Description: This 82 acre project is being redeveloped as a commercial and light industrial area to provide greater employment opportunities in the District, including jobs for inner-city residents. Total development potential is estimated at $130 million. Substantial redevelopment of the area should be complete by 1976.

2. Background and Status: The project has been underway for several years. Three large office buildings are complete or underway, and several small businesses have built new or expanded facilities.

Project Name: Northwest One Urban Renewal Area

Location: Adjoining Downtown along North Capital between New York and Mass. Ave.

1. Project Description: This 117 acre project involves the revitalization of this in-town residential community for families of low and moderate income. Total development potential is estimated at $71 million, including more than 1,800 units of new and rehabilitated housing units, shopping, schools and recreation areas, air-rights housing, and an expanded Government Printing Office. Redevelopment of the area should be essentially complete by 1976.

2. Background and Status: The project has been underway for several years and is now in the advance stage of execution. 786 housing units are complete and another 436 units are underway.

Project Name: Fort Lincoln New Town

Location: Along District's N.E. Border just north of Anacostia River

1. Project Description: This 335 acre area of open land will be developed as a new town-in town of approximately 4600 housing units, together with a full range of commercial and public facilities. Total development potential is estimated at $240 million. Opportunities for home ownership will receive heavy emphasis in the development of this area.

Substantial development of Fort Lincoln will be complete by the Bicentennial, including:

-- 1500 housing units complete by 1976;
-- 1.2 million sq. ft. of commercial in Town Center by 1976;
-- Extensive public facilities and improvements by 1976.

2. Background and Status: Fort Lincoln New Town was designated as a Bicentennial project in President Nixon's statement in February 1972. In November 1972, HUD gave final approval and funding for the project to proceed.

Current status includes early completion of 120 units of public housing for the elderly and the start of construction activity for the first elementary school. Building Systems Intertational (BSI) has been selected as the developer for the entire area, and the final details of the land sales contract are in negotiation. Initial private construction should begin late this year or in early 1974.

Project Name: Columbia Plaza Urban Renewal Area

Location: South of Virginia Avenue between 23rd and 25th Streets

1. Project Description: This predominantly residential redevelopment project involves renewal of an 18.2 acre area. Projected redevelopment will include 800 housing units and an office building. The total construction value is estimated at $47.5 million.

2. Background and Status: The project has been underway for several years. Construction is nearing completion and the project is in the process of being closed out.

EMPHASIS ON MEETING HOUSING NEEDS

Senator BAYH. If we are talking about the 200th birthday, I would like to think this would be a good place to spend a lot of our effort.

Mr. MISTER. We certainly agree with you. One of the things Mr. Banks didn't mention, what both of us are quite concerned about is not only the housing construction, but also the commercial development. We think we have got to get a little more balance with our overall program. We have put a great deal of emphasis on housing and particularly low and moderate housing, but as Mr. Dugas mentioned earlier, there is a desperate need for us to cope with the problem of getting commercial facilities, both office buildings and shopping facilities, into some of the neighborhoods. We would like to advise you of our objectives on that score and hope we will get your support for it.

[The information follows:]

BICENTENNIAL OBJECTIVES FOR RENEWAL AREAS

Our objectives for the Bicentennial in 1976 include completion of the Southwest and Northwest One projects, completion of a substantial part of the development of Fort Lincoln, and substantial redevelopment in the new NDP projects of specific sub-areas of Shaw, 14th Street, H Street and Downtown. These objectives translate into the production of several thousand units of housing and new construction over the next four years approaching $500 million. This accomplishment would contribute substantially to the President's goal of making Washington "an exemplary living city" by 1976.

Substantial progress toward meeting these goals has already been made in terms of approved urban renewal plans, existing allocations of substantial Federal grant funds, acquisition of most of the land required for development, and actual development or advanced development planning and marketing efforts on many sites. As of the end of 1972, $536 million of development had been completed in Washington's renewal areas, and another $99 million was underway.

To meet Bicentennial goals, however, we must accelerate development. With intensive efforts, the following goals can be realized:

1. Fort Lincoln New Town -- Completion of substantial development in this new balanced community providing a variety of housing types, public facilities and employment opportunities. More than 1500 housing units will be complete, and the town center along New York Avenue will be in operation.

2. Downtown -- Revitalization of the commercial core through the construction of combined office-retail buildings at METRO entrances along G Street at 12th and 7th Streets, the pedestrianization or public mall along F and G Streets, and the Civic Center.

3. In-Town Community Development Areas --

   a. NDP -- Rebuilding and renewal of in-town neighborhoods in the Shaw, 14th Street and H Street, N.E. areas. Approved plans provide sites for over 5,000 units of new housing, several thousand units of rehabilitation, and supportive public and commercial uses in these 3 NDP projects. By 1976, significant renewal of specific sub-areas within these large areas will be complete. For example, in Shaw, balanced development will be complete in two sub-areas along the 7th Street area.

b. Northwest No. 1 -- Completion of the renewal of this inner-city neighborhood along North Capitol Street, including more than 1,800 units of new and rehabilitated housing units, shopping, schools and recreation areas, air-rights housing, and an expanded Government Printing Office. In the Northeast No. 1 area, behind the proposed National Visitors' Center, substantial redevelopment of this new office and employment area is projected.

c. Southwest -- Completion of the renewal of this significant residential and Federal office area. Added to the existing development will be the new Southwest waterfront area, which will provide a special attraction combining commercial activities and well-designed public parks and boating marinas. In addition, completion of the Southwest employment area, running along the Mall, is projected.

PREVIOUS YEARS EFFORTS IN RELOCATION

Senator BAYH. We will certainly be glad to examine it with a great deal of care and interest.

Can you please submit for the record, also, the last year's efforts as far as the number of persons and families and businesses which have been relocated by REA? We want to know what the impact is, unless that is one of the reports already.

[The information follows:]

FAMILY RELOCATION FOR DISTRICT PROGRAMS IN FISCAL YEAR 1972
(Includes Families & Individuals)

	Number	%
Relocated Total	1,045	100.0
By Program		
Urban Renewal	574	54.9
Highways & WMATA	26	2.5
Code Enforcement	394	37.7
D.C. Public Works	40	3.8
Other	11	1.1
By Type of Relocation		
Condition Known	779	74.5
Standard Private Sales	50	4.8
Standard Private Rental	337	32.2
Public Housing	387	37.0
Substandard	5	0.5
Condition Unknown	266	25.5
Out-of-City	52	5.0
Tracing Abandoned	119	11.4
Other (incl. self relocated refused inspection, or evicted)	95	9.1

BUSINESSES RELOCATED FOR DISTRICT PROGRAMS IN FISCAL YEAR 1972

	No.	%
Total moved off site	111	100.0
By Program		
NDP	46	41.5
Conventional Urban Renewal	16	14.4
Highways and WMATA	33	29.7
D.C. Public Works	13	11.7
Other	3	2.7
By Type of Relocation		
Relocated	65	58.5
In-city	48	43.2
Out-of-city	17	15.3
Out-of-Business	46	41.5

Mr. MISTER. We will include it in an overall report to you, but I might mention briefly that during fiscal year 1972, we relocated more than a thousand families and about 111 businesses; 387 of those families went into public housing; 387, the same number, went into private standard housing; and about 266 moved out of the city or refused any relocation assistance from the Agency.

With respect to the businesses, about 48 of the 111 were relocated within the city, 15 moved out of the city, and the balance, 46, went out of business altogether.

We will include that in our report to you, and I wanted to give you a quick sketch of what we did during fiscal year 1972 with respect to families and businesses.

Senator BAYH. I appreciate that.

Gentlemen, I think that is all we need to explore right now.

Apprenticeship Council

STATEMENT OF OSCAR WALTON, DIRECTOR

BUDGET REQUEST

Senator Bayh. Mr. Oscar Walton, Director of the District of Columbia Apprenticeship Council, will now appear. He will speak in support of a budget request of $5,000, the District's contribution to the Council, which establishes and coordinates planned apprenticeship training that will equip young people for profitable employment and citizenship. Please proceed.

Mr. Walton. Mr. Maurice P. Fenton, retired on June 30, 1972, as the Director of Apprenticeship Council, and I was appointed to replace him on August 25, 1972. As the Director, and on behalf of the Apprenticeship Council, I am pleased to have this opportunity to appear before you, and present you our 1974 budget request in the amount of $5,000.

OVERVIEW OF PROGRAM AND FUNCTIONS

The D.C. Apprenticeship Council was established by the Bridges-Randolph D.C. Apprenticeship Act of May 21, 1946 (Public Law 79–387) (chapter 1–A, title 36, D.C. Code, 1961). The purpose was to encourage and render technical assistance to qualified District of Columbia employers and to provide young people in the District of Columbia, with planned apprenticeship training that would equip them for profitable employment and good citizenship. Under title 36, the Council assists in formalizing voluntary apprenticeship programs under individual written agreements (indentures) between an employer and the apprentice. The employer provides facilities for training and guidance in the "arts and crafts of industry and trades," with parallel instruction in related and supplementary education, promotes employment opportunities for young people under conditions that also provides adequate on-the-job training and reasonable earnings, and relates the supply of skilled workers to employment demands.

The Council establishes standards for training apprentices to become journeymen craftsmen, establishes local joint trades committees to assist in effectuating the purposes of this act and title. It also prepares and submits reports to Congress, District of Columbia Mayor-Commissioner, the U.S. Labor Department, District of Columbia Manpower Administrator, District of Columbia Apprenticeship Information Center and the interested public regarding the status of apprenticeship in the District of Columbia.

In accordance with title 29, Code of Federal Regulations, part 30 of the Civil Rights Act of 1963, the Council insures compliance of the equal employment opportunity in apprenticeship and training. In addition, the Council cooperates with and renders technical assistance to all employers and joint apprenticeship committees based on the Washington (OFCC) plan.

The Apprenticeship Council is the State approving agency for veterans qualifying for educational assistance in recognized apprentice-

96-548 O - 73 - pt. 1 - 34

ship programs under chapter 34, title 38 of the United States Code (Veterans' Administration).

There are six members comprising the District of Columbia Apprenticeship Council—three representatives from management and three from labor. Malcolm C. MacKinnon, chairman, management; Leaming M. Rice, Jr., management; Peter R. Taylor, management; Richard D. Bailey, labor; H. Lee Cunningham, labor; and Thomas Lee Treynor, labor. Peter R. Taylor and H. Lee Cunningham are the minorities on the Council.

These members were selected in accordance with Public Law 387 and appointed by the District of Columbia Mayor-Commissioner. Each member is appointed for a 3-year term or until such time as he is reappointed or a successor is named.

The office staff of the District of Columbia Apprenticeship Council consists of four Federal employees as follows: 1 director, 1 apprenticeship and training representative, 1 reports clerk, and 1 secretary-clerk. This staff is supplied by the District of Columbia Manpower Administration under the direction of Mr. Thomas A. Wilkins, District of Columbia Manpower Administrator. The District of Columbia Manpower Administration assumed the responsibility of this office as of June 1968.

AGENCY GOALS, PRIORITIES, AND BUDGET

I. *Goals.*—The goals of the Apprenticeship Council and its staff, is to monitor apprenticeship programs; work with Veterans' Administration on veterans in apprenticeship; submonitor outreached projects; field review all projects; visit joint apprenticeship committees; gives instructions on new procedures; disseminate information on apprenticeship and other skill improvement programs; register approved apprenticeship agreements and maintains records on each project as to the number of apprentices being presently served.

II. *Priorities.*—The priorities of the Council for 1974 will be to improve present apprenticeship programs and to insure that construction trade programs are in compliance with title 41, Public Contracts and Property Management, chapter 60, Office of Federal Contract Compliance, Equal Employment Opportunity, Department of Labor. Part 60-5 Washington plan. Affirmative action program to assure compliance with Equal Employment Opportunity requirements of Executive Order 11246 for federally involved construction contractors. We shall continue to promote apprenticeship programs in compliance with Public Law 387, where needed, such as for utility companies and local government agencies. Additional goals of the Apprenticeship Council will be to increase the number of participants of minorities and women in all trades. The Council shall provide notices to the public of available programs, and increase cooperation with the Department of Corrections to insure the availability of training to parolees.

III. *Budget.*—The Council is requesting no increases in the budget for 1974. The amount of $5,000 requested for last year, provided compensation to members of the Council for expenses incurred while attending apprenticeship meetings locally, travel expenses for attendance to out-of-town conventions and conferences, the payment of registration fees and dues, when required, miscellaneous expenses

essential to carry out the policies, programs, and obligations for the Council such as paper, reproduction services and other office supplies.

During the year, members of the Council, the Secretary-Director and members of his staff represented the Council at more than 30 conferences and meetings at which apprenticeship and related problems were explored. The Council's field staff periodically visits about 600 programs operated by over 500 employers and 75 areawide apprenticeship and on-the-job training committees. In addition, some 100 requests for new program approvals are investigated each year by the council's field technicians. If requesting individuals have the essential skills and mechanical facilities to provide training in the trade, and they agree to meet minimum standards, under the District of Columbia act, then those programs are certified and placed on the Council's program register.

Program justification.—Obligations estimated

1972:	
Pos	
Amount	$5,000
1973:	
Pos	
Amount	5,000
1974:	
Pos	
Amount	5,000

PAST ACCOMPLISHMENTS

Mr. WALTON. During the past fiscal year, the council certified three (3) new programs for District of Columbia employers and apprenticeship committees in compliance with the District of Columbia Apprenticeship Act. It registered 1,327 new apprentices, issued 422 certificates of completions and canceled 615 indentures. A breakdown of the 1,327 registrants during the period from January 1, 1972, through November 30, 1972, is as follows:

Veterans	423
Percentage	31
Minority	404
Percentage	30
Total	1,327
Veterans registered through November 30, 1972	1,411
Minority registered through November 30, 1972	1,004
Total indentures as of November 30, 1927	3,047

At the present time, we have five certified minority training programs with a total of 284 participants.

	Certified trainees
Electricians	154
Iron workers	40
Rodmen	20
Sheet metalworkers (journeyman)	21
Sheet metalworkers (preapprentice)	49

Mr. WALTON. Mr. Chairman and members of the committee, I shall be happy to answer any questions concerning this budget request, and again, I thank you for allowing me this opportunity to speak.

JUSTIFICATION

I ask that justifications in support of this request be placed in the record.

[The justification follows:]

Justification

DISTRICT OF COLUMBIA GOVERNMENT		SCHEDULE 1		
AGENCY: D.C. Apprenticeship Council	CATEGORY:	SUBCATEGORY:	BUDGET UNIT:	CODE: EE

FINANCIAL SUMMARY

Resource Category	Description		Past Year FY 1972 Obligations	Current Year FY 1973 Allotment	Budget Year FY 1974 Adjusted Base	Budget Year FY 1974 Increase	Budget Year FY 1974 Request	Recommended
OPERATING	D.C. FUNDS		3.0	5.0	5.0	...	5.0	
	REVENUE SHARING FUNDS		...	...	...	...	...	
	FEDERAL GRANTS		...	...	...	...	...	
	OTHER		...	...	...	...	...	
	REIMBURSEMENTS	District (non add)	...	...	...	...	...	
		Non-District	...	...	...	...	...	
	Total Operating		3.0	5.0	5.0	...	5.0	
CAPITAL IMPROVEMENTS	D.C. FUNDS		...	...			...	
	REVENUE SHARING FUNDS		...	...			...	
	FEDERAL GRANTS		...	...			...	
	Total Capital Improvements		...	...			...	

MANPOWER SUMMARY

D.C. POSITIONS	AUTHORIZED PERMANENT	...	...	...	...	...	
	• Full Time	...	...	...	...	...	
	• Part Time	...	...	...	...	...	
	TEMPORARY	...	...	...	...	...	
REVENUE SHARING POSITIONS		...	...	...	...	...	
GRANT POSITIONS		...	...	...	...	...	
REIMBURSABLE POSITIONS		...	...	...	...	...	
	GRAND TOTAL	...	...	...	...	...	

Revised 10/72

DISTRICT OF COLUMBIA GOVERNMENT	SCHEDULE 2
AGENCY: D.C. Apprenticeship Council	

DETAIL OF D.C. POSITIONS AND FUNDS

Description			Past Year Fy 19 72 Obligations	Current Year FY 19 73 Allotment	Budget Year – FY 19 74 Adjusted Base	Budget Year – FY 19 74 Increase	Budget Year – FY 19 74 Request	Recommended
POSITIONS	POSITIONS AVAILABLE		...	...	...	...	...	
	POSITIONS FUNDED		...	...	...	...	...	
	POSITION LAPSE (percent)		...	...	...	...	...	
D.C. FUNDS	Operating	GENERAL	3.0	5.0	5.0	...	5.0	
			...	...	...	...	...	
			...	...	...	...	...	
			...	...	...	...	...	
		TOTAL OPERATING	3.0	5.0	5.0	...	5.0	
	Capital Improvements	GENERAL	...	...			...	
			...	...			...	
			...	...			...	
			...	...			..	
		TOTAL CAPITAL	...	...			...	
	TOTAL D.C. FUNDS		3.0	5.0			5.0	

DISTRICT OF COLUMBIA GOVERNMENT			SCHEDULE 3	
AGENCY: D.C. Apprenticeship Council	CATEGORY:	CODE 25	FUNDING SOURCE: D.C. Funds	Continuation Sheet Page Of

OBJECT CLASS SUMMARY–OPERATING FUNDS

Object Classes		Past Year FY 1972 Obligations	Current Year FY 1973 Allotment	Budget Year FY 1974			Recommended
Expense Category	Title			Adjusted Base	Increase	Request	
PERSONAL SERVICES	PERMANENT POSITIONS AVAILABLE (non-add)	...	...	...	...	...	
	PERMANENT POSITIONS FUNDED	...	...	...	...	...	
	OTHER THAN PERMANENT POSITIONS FUNDED	.7	1.7	1.7	...	1.7	
	OTHER PERSONNEL COMPENSATION	...	...	...	...	...	
	• Night Work Differential	...	...	...	...	...	
	• Holiday Pay	...	...	...	...	...	
	• Overtime Pay	...	...	...	...	...	
	• Standby	...	...	...	...	...	
	• Terminal Leave	...	...	...	...	...	
	•						
	TOTAL PERSONNEL COMPENSATION	.7	1.7	1.7	...	1.7	
	PERSONNEL BENEFITS: civilian employees	...	...	...	...	...	
	BENEFITS FOR FORMER PERSONNEL	...	...	...	...	...	
	Total Personal Services	.7	1.7	1.7	...	1.7	
OTHER OPERATING	TRAVEL AND TRANSPORTATION OF PERSONS	1.7	1.1	1.1	...	1.1	
	TRANSPORTATION OF THINGS	...	...	...	...	...	
	RENT, COMMUNICATIONS AND UTILITIES	.2	...	...	...	...	
	PRINTING AND REPRODUCTION	.4	1.8	1.8	...	1.8	
	OTHER SERVICES	...	.1	.1	...	.1	
	SUPPLIES AND MATERIALS	...	.3	.3	...	.3	
	EQUIPMENT TO BE CAPITALIZED	...	...	...	...	...	
	EQUIPMENT NOT TO BE CAPITALIZED	...	...	...	...	...	
	GRANTS AND SUBSIDIES	...	...	...	...	...	
	INSURANCE CLAIMS AND INDEMNITIES	...	...	...	...	...	
	REFUNDS	...	...	...	...	...	
	Total Other Operating	2.3	3.3	3.3	...	3.3	
	TOTAL OPERATING	3.0	5.0	5.0	...	5.0	

EXPANSION OF APPRENTICESHIP SLOTS

Senator BAYH. Can you offer any suggestions for expanding apprenticeship opportunities for the black male youth of the city, who have the highest unemployment rate of any group in the District?

Mr. WALTON. In my opening statement, I gave information showing that there are five minority training programs with a total of 284 participants. Those programs are sponsored by the electricians, iron workers, reinforcing rodmen, and the sheet metalworkers. A sixth program sponsored by the glaziers, has seven black participants, three of these programs are geared to workers who because of age (over 30), do not meet minimum apprenticeship requirements.

In addition, steps are being taken by the Greater Washington Central Labor Union, this Apprenticeship Council, the Mayor's Task Force on Construction Problems, the District of Columbia Advisory Council on Vocational Education and the Department of Career Development Programs for the District of Columbia Public Schools in the form of seminars to develop a program whereby students graduating from the District of Columbia Vocational Education Schools, will be able to successfully compete for all apprenticeship opportunities.

This approach will go a long way in eliminating the practice of persons entering apprenticeship programs who sooner or later are dropped from the program or who quit due to the fact that they cannot achieve passing marks in the related training phase of apprenticeship training.

Senator BAYH. Thank you.

STATEMENT OF MAX CHAIKIN, DEPUTY DIRECTOR

BUDGET REQUEST

Senator BAYH. Now we will hear from Mr. Max Chaikin, Deputy Director for Budget and Financial Management, who will testify in support of a budget request of $4,112,300 to provide a subsidy for the reduced fare transportation of schoolchildren within the District. Please proceed.

Mr. CHAIKIN. Mr. Chairman, the District Government is requesting the amount of $4,112,300 to fund the School Transit Subsidy program for fiscal year 1974. This sum represents the estimated amount of subsidy required to compensate the Washington Metropolitan Area Transit Authory for transporting District of Columbia schoolchildren at reduced fares—as required under section 2 of the act approved August 9, 1955 (D.C. Code section 44–214a) as amended by Public Laws 87–507, 90–605 and most recently Public Law 92–90. The school subsidy payments were being made to D.C. Transit and WMA. Transit Companies until this year when the Washington Metropolitan Area Transit Authority acquired both companies and thereby became the "common carrier." Schoolchildren ride to and from school for a fare of 10 cents. The difference between 10 cents fare and the regular fare times the ridership represent the subsidy amount to be paid. Subsidy payments are made monthly after certifications are made to the Mayor-Commissioner by the Washington Metropolitan Area Transit Commission.

This estimate ($4,112,300) for fiscal year 1974 is approximately 10 percent greater than the fiscal year 1973 appropriated amount. Annual ridership under the subsidy program has been increasing by about 10 percent a year. This increase is attributed to adjustments in school district boundaries, increased secondary school enrollment, and a general increase in student awareness of the program.

That completes my statement. I am prepared to answer any questions you have.

BUDGET ESTIMATES

I request permission to have our budget estimates placed in the record at this point.

[The estimates follow:]

School Transit Subsidy

F. Y. 1974 Estimate

Based upon our analysis in conjunction with representatives of the Office of Budget and Financial Management of data comparing the three most current fiscal years available at the time this budget was prepared, a growth factor of 10 percent was projected in school transit subsidy payments for fiscal year 1974 over fiscal year 1973.

Budget:	FY'73	=	$3,738.3 thousand
	+ 10%		+ 374.0 thousand
	FY'74		$4,112.3 thousand

School Passengers:	Actual FY 1972	Estimate FY 1973	Estimate FY 1974
D. C. Transit routes	11,208,038	12,248,572	13,458,187
WMA Transit routes	177,807	182,652	213,840
	12,385,845	12,431,224	13,672,027

Ridership (School Passengers)

	Total	D. C. T.	W. M. A.
1974	13,672,027	13,458,187	213,840
1973	12,431,224	12,248,572	182,652
1972	12,385,845	11,208,038	177,807
1971	10,228,113	10,077,579	150,534
1970	8,672,527	8,523,422	149,105

School Subsidy Appropriations

1974	4,112,300*	4,037,456	74,844
1973	3,738,300	3,674,375	63,928
1972	3,424,643.85**	3,362,411.40	62,232.45
1971 1/	3,054,301.58**	3,012,833.38	41,468.20
1970	1,870,246.43**	1,840,367.38	29,879.05

* Estimate; ** Actual certifications

1/ fare increase

CERTIFICATION OF SUBSIDY AMOUNT

Senator BAYH. What agency is responsible for certifying the amount of the school transit subsidy?

Mr. CHAIKIN. The agency responsible for certifying school transit subsidy payments is the Washington Metropolitan Area Transit Commission pursuant to Public Law No. 92–90. This responsibility of certifying by WMATC applies equally to WMATA (Washington Metropolitan Area Transit Authority), the present common carrier, as it did to D.C. Transit Co.

Senator BAYH. How do you account for the anticipated increase in the subsidy over the current year's requirement?

Mr. CHAIKIN. School transit subsidy payments have increased about 10 percent a year over the past several years, and the fiscal 1974 funding request was based on a 10-percent increase above the current requirement.

We believe that adjustments in school boundaries have been the strongest influence on the ridership increases. The decision of Judge Wright in the case of *Hobson* v. *the Board of Education*, which concerned equalization of expenditures between schools, and the efforts of the school system to improve utilization of schools and school space have brought about a shift of children among various city schools. The result of this shift has been an increase in the need for schoolchildren to use public transportation to travel to and from school.

Enrollment increases have also been a factor. While the overall enrollment in the District public schools dropped about 2 percent between the 1971–72 school year and the 1972–73 school year, secondary school enrollment—the enrollment category in which students make the greatest use of public transportation—has increased almost 2 percent.

Other factors that are considered to influence ridership include increased student awareness of the program and greater student participation in extracurriculum activities.

Senator BAYH. Mr. Chaikin, please tell the committee the actual amount spent on this program in fiscal year 1971, fiscal year 1972, and for as many months of fiscal year 1973 as are available?

Mr. CHAIKIN. Actual expenditures for the transit subsidy were $3,051,400 in fiscal 1971, $3,424,600 for fiscal 1972, and $2,859,783 through April 30, 1973, of the current fiscal year.

Senator BAYH. We have been informed that the Transit Commission is responsible for certifying the amount of the subsidy to be paid. Will you also describe the safeguards or precautions that are taken to insure that only eligible school pupils receive the reduced fare and then only for educational purposes?

Mr. CHAIKIN. The present system for insuring that the reduced school fare is provided only for legitimate purposes is now administered primarily by the District of Columbia public schools. Under this system, a student must have a certifying letter from his teacher before he can purchase bus tickets at reduced cost.

We are developing a new system for insuring legitimate use of the reduced school fare, and the improved system is expected to be in operation at the start of the new school year next fall.

Under the new system, identification cards will be issued to students who are eligible for the reduced fare; and the student will be required to show the I.D. card to the bus driver if asked to do so. Also, special bus tokens will be issued for the reduced rate, instead of the regular bus tickets. These procedures will help guard against abuses of the reduced-fare program for District schoolchildren.

Washington Area Convention and Visitors Bureau

STATEMENT OF THOMAS M. WALSH, CHAIRMAN

ACCOMPANIED BY AUSTIN G. KENNY, MANAGING DIRECTOR

BUDGET REQUEST

Senator Bayh. Next we have Mr. Thomas M. Walsh, chairman of the Washington Convention and Visitors Bureau, who will speak in support of a budget request for $252,000, which is the District's contribution to the Washington Convention and Visitors Bureau. Please proceed.

Mr. Walsh. My name is Thomas M. Walsh, volunteer chairman of the Washington Area Convention and Visitors Bureau. By occupation I am the vice chairman of the board of National Permanent Federal Savings & Loan Association. I am appearing here today to represent the 700 business firms in the area that support our organization. I have with me the Managing Director of the Bureau, Austin Kenny.

Perhaps a small amount of history about the Bureau would be helpful in understanding our operation. In 1931 a small group of businessmen started the Bureau as a civic endeavor to try to boost the lagging economy. The goals they set forth at that time are still solid ones and they are in the program even today. The tasks that were set forth were three: (1) to develop the largest possible number of conventions for Washington, D.C., (2) to attract ever-increasing numbers of tourists to the Nation's Capital, and (3) to generate as much favorable publicity about the area as possible to facilitate the accomplishment of the first two goals. At the time the Bureau was formed we were 1 of only about 15 such operations in the United States, and we were only 1 of 2 such organizations in the country that combined both the convention selling and visitor selling under one roof, New York City having been the other one that realized both potentials. Today there are over 100 cities in the United States with convention and visitors bureaus and at least 75 of these are actively engaging in both convention and visitor promotion.

The development of the convention business and the selling of conventions are generally handled in two entirely different styles. Visitor promotion is generally accomplished in what we refer to as a buckshot approach. Almost all of the 200 million-plus Americans, in addition to the large overseas market, are potential visitors to this area. In order to reach the largest possible number of people, we annually print hundreds of thousands of brochures on all of the things of interest to the visitor. We print maps of the visitor area, hotel and motel information sheets, restaurant guides, shopping guides and general purpose information folders on everything the visitor would want to know. Just this past year we produced a 30-minute film on the city and we currently have 75 prints of it in circulation throughout the country. Our office conducts a broad based public relations program that includes

special press releases on visitor attractions accompanied by high quality photographs that can be reproduced with stories; active membership in the Society of American Travel Writers, the American Society of Travel Agents and Discover America Travel Organizations, and so forth. Special groups of the American Society of Travel Writers are invited to visit the area so that they might see firsthand the outstanding visitor attraction that this city is. I migh add that many of the Members of the Senate and the House have availed themselves of our services and have been distributing to their constituents visiting their offices thousands of our folders each year.

In addition to the programs mentioned above, we are the sponsors of the annual Cherry Blossom Festival that attracts large numbers of people each spring to see these lovely trees in their setting around the memorials. At the same time it brings to people's attention the attractiveness of Washington as a place to visit just as each of us begins to think of getting out of the house and taking a trip following the winter season. In the summertime we conduct a program referred to as the summer jubilee, emphasizing the many things there are to do here in Washington during the vacation season, and pointing out the availability of reduced accommodation costs plus the low cost of enjoying the sightseeing. In several days of sightseeing in the area the most expensive cost there is the 10-cent ride to the top of the Washington Monument. We are also participants in the President's Cup Regatta and the originators of the Christmas Pageant of Peace, which is annually presented on the Washington Monument grounds and features the Nation's Christmas tree. We are currently receiving between 125,000 and 150,000 visitor inquiries by mail each year, and with the Bicentennial approaching and the visitors center at Union Station about to get underway, we are looking forward to dramatic increases in this workload.

The selling of conventions is more of a rifle approach when compared to the buckshot approach that we discussed for tourism. Our office maintains files on some 4,000 national and international convention holding organizations and our convention and sales staff annually contacts the local members of these organizations to get them to initiate invitations to the national or international. At the same time they contact the principal executive officers of the associations to keep them abreast of the facility developments in the area and the city's desire to serve as host to one of their annual meetings. In addition to the personal contacts, the organizations are furnished very complete information on the hotels, their meeting rooms, banquet facilities, and so forth, via direct mail. We are currently in the process of starting our sales efforts on the newly authorized Eisenhower bicentennial civic center. The average large convention is planning some 4 to 8 years ahead and, therefore, even though the building itself is in the very early planning stages the buyers must be made aware of its existence in the future so their planning will no longer exclude Washington as it has for so many years. This facility will surely make Washington the Nation's convention capital.

I have purposely tried to avoid making this statement a recitation of page after page of statistics, however, I think a few of them will give you some idea of the success that we have met in our established goals. This past year we estimate that some 18.2 million visitors came to the Washington metropolitan area and in the process left some $700

million in the economy. Based on a study we had done for us about 5 years ago, it is estimated that between $30 to $32 million of these funds went directly into the tax receipts of the area, relieving the burden of all of us who live here. To give you some idea of the size of the convention industry, we were host to approximately 720 conventions last year with a delegate attendance about 650,000 persons and we rather accurately estimate that these convention visitors left behind an average of $225 per person. You can readily see it is a most attractive business to be in. This industry without a smokestack requires no additional schools, fire or police services, and at the same time it is providing the area with its second largest industry after the Federal Government. The convention and visitor industry has often been compared with an industry employing some 44,000 people in a normal community. This task of the Washington area convention and visitors bureau is accomplished with a budget of approximately $595,000 for the past 4 years.

The business community has been providing nearly $342,000 in support and the appropriation from the District of Columbia budget has been $252,000. About 6 years ago, the method of determining the District of Columbia contribution was arrived at by an informal agreement with the mayor's office. For the first $290,000 that was raised by the business community, the District of Columbia was to match this with a $200,000 contribution. And then for each dollar raised over and above that amount, a dollar-for-dollar matching support was offered. Since we have been raising some $52,000 more than the base $290,000 amount, the support for the last 3 years has been the $252,000 amount.

We have not attempted to outline each step of our total program, but I trust we have gone into enough detail to convince you that the support of this organization is a worthwhile one. We very sincerely feel that this partnership of the business community and the District of Columbia government has been a most beneficial one for both parties, and we ask that you and your committee approve the mayor's request for an allocation of $252,000 for fiscal year 1974 for the Washington area convention and visitors bureau. Naturally, we will be most happy to answer any question you may have. Thank you.

PREPARATION FOR BICENTENNIAL

Senator BAYH. What special preparations are being made in anticipation of the Bicentennial celebration?

Mr. WALSH. Since the primary task of the convention and visitors bureau is to attract large numbers of conventions and visitors to the area, we began about 3 or 4 years ago to sell as many conventions as possible on meeting in Washington, D.C. in this particular year. This program has met with a great deal of success and the convention bookings for the Bicentennial year are the heaviest on record.

In attracting the tourist, most of the work cannot be instituted until approximately 18 months in advance; however, a public relations campaign with newspapers, magazines, travel writers and all forms of media will inform the American public about what will be available here during the Bicentennial year. We plan to strongly stress the many existing area attractions from the Capitol to the Lincoln Memorial including heavy emphasis on the new facilities such as the Hirshhorn Museum and the Air Museum that should be open by that time.

Meetings have been held to coordinate our efforts with those of the National Capital Parks, of the National Park Service, Department of the Interior, regarding their extensive programs for the Bicentennial year. Additionally, we are working with them on the Visitors Center that should be in operation at Union Station by that time. We have been asked to consider with them a major role in the servicing of the visitor at the Visitors Center.

We have met with various members of the District of Columbia Bicentennial Commission to try to collaborate with them on their plans regarding the visitor aspects of their program.

Senator BAYH. What has been the initial reaction of groups surveyed to the proposed Eisenhower Memorial Civic Center?

Mr. WALSH. The initial reaction obtained by a Booz Allen Hamilton survey on the center was an almost universal acceptance of the idea by potential users of the facility. It is my recollection that only one organization indicated they would not use it, and that was due to its size. Shortly after the legislation was passed, we wrote to each of these groups and again got an extremely favorable response from a great many of them. In many cases they immediately asked for the availability of dates in various future years so that they would be assured of space when it was finally constructed.

Senator BAYH. Do you anticipate heavy use of this facility?

Mr. WALSH. The above-mentioned contacts indicate that this would be one of the most heavily used convention centers in the United States. This is due to a great interest on the part of most national organizations to meet in their Nation's Capital. However, there was an inability of most of the larger ones to do so because an appropriate facility did not exist to accommodate them up to the time the Center was approved.

Senator BAYH. What is your organization doing to promote interest in the Civic Center?

Mr. WALSH. We have already been in touch with each potential user, keeping him informed of the progress to date. We will continue to keep him current through a series of personal letters as the building of the center proceeds. In addition, we are in daily contact with many of these convention-holding organizations keeping their interest alive in Washington by advising them of center developments as they occur. As soon as an architect is selected and plans are available, then each of the potential users will be visited by a member of the staff and their convention will be directly solicited for a specific time. It should be pointed out, however, that almost without exception these potential customers want to see construction begin before definitely commiting their organizations.

Senator BAYH. Thank you.

SUBCOMMITTEE RECESS

Senator BAYH. We will recess this session of our hearings pending the call of the Chair, with gratitude to all of you who have stuck it out, particularly to our reporter. Put that in the record with capital letters.

[Whereupon, a 4:25 p.m., Friday, May 4, the subcommittee was recessed, to reconvene at the call of the Chair.]

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1974

WEDNESDAY, MAY 16, 1973

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

The subcommittee met at 10:16 a.m. in room 1224, Everett McKinley Dirkson Office Building, Hon. Birch Bayh [chairman] presiding.

Present: Senators Bayh, Mathias, and Bellmon.

DISTRICT OF COLUMBIA

OFFICE OF YOUTH OPPORTUNITY SERVICES

STATEMENT OF DR. JAMES L. JONES, DIRECTOR

ACCOMPANIED BY:
JESSE ANDERSON, MANPOWER SPECIALIST
JAMES FEATHERSTONE, DEPUTY DIRECTOR
MELVIN E. CHAMBERS, ADMINISTRATIVE OFFICER
JAMES WOODWARD, JUVENILE DELINQUENCY SPECIALIST
MS. PAT SMITH, BUDGET AND ACCOUNTING OFFICER

INTRODUCTION OF ASSOCIATES

Senator BAYH. We will reconvene our hearings this morning on the District of Columbia budget requests.

Our next witness will be Dr. James Jones, the Director of the Office of Youth Opportunity Services, who will testify in support of the budget request for $1,954,000 and 28 positions for the prevention and control of juvenile delinquency and to provide increased opportunities for the city's youth.

Dr. Jones, we appreciate your being with us here this morning. Would you care to identify the others that are with you please, sir?

Dr. JONES. I have Mr. Melvin Chambers on my extreme left, who is my administrative officer; Pat Smith, who is my financial officer; Mr. James Featherstone, who is my Deputy Director; Ms. Jesse Anderson, who is my manpower specialist; and Mr. James Woodward, who is the juvenile delinquency specialist.

First of all, it is a pleasure for me to appear before this committee. I bring to you and the Congress our ideas about youth programs. I know you have a particular interest in this so it is significant to me to make this presentation. I do have an opening statement, and I would like to submit that for the record in order to conserve time.

96-548 O - 73 - pt. 1 - 35

I would like to change the format with your permission, and show a very short film, some slides, and some static pictures. The reason behind this is, I would like for you and the committee to get an idea of the program so that when we do get into the personnel and the budget items, well, I think a better picture may be focused in terms of what we are using this money for.

So, with your permission, I would like to pursue that course.

INTEREST IN YOUTH PROGRAMS

Senator BAYH. You may present your testimony any way you care, Dr. Jones. You were accurate in your description of my special interest in the youth services program. Your coordinating functions and the services that you provide for the community are extremely important to our Nation's Capital. Your area of responsibility just happens to coincide with a long-time interest I have had in youth activities. That concern has, of course, intesified since I became chairman of the Senate Juvenile Delinquency Subcommittee.

I appreciate the extra effort that you and your staff have had to make because we requested zero based budgeting. The fact that we required you to do so is indicative of my particular concern and interest in your area, and I want to cooperate with you as chairman of this subcommittee in every way I can to make your program even more effective. I am sure this is your goal as well, and I think it is in our interest to cooperate toward that goal. I do not see our roles as necessarily being adversarial.

So just proceed with your testimony as you see fit. I think perhaps the record should show, however, that our staff had extensive conversations with you and your staff, and it was my understanding that we were going to dispense with the slide show. However, if you desire to proceed with the slides, all right.

Dr. JONES. Yes. I think that your staff did have a conversation, but sometimes I like to show it to the boss.

Senator BAYH. Well, I think that if you tell the staff one thing, I should not discover that you have prepared something else at the hearings. That approach is not necessarily the right foot to step off on, but it is your testimony.

Dr. JONES. OK.

What I would like to do is to show you a very, very short film on the new courtesy patrol, and this is part of a film that was made by a German film company making a documentary on courtesy patrols in the United States. It does not have a sound track, but it will give you an idea of what they are doing.

(A film was shown.)

Dr. JONES. These are scenes of them patrolling, showing the paraphernalia and the jackets with the use of a radio. We have 21 such courtesy patrol units operating in as many locations. We employ youngsters in this program. We had up to as many as 500 but a cut in the NYC program cut it back to 200. The basic idea is to get inner city youngsters involved in protecting communities, their mothers, their fathers, relatives, and neighbors.

Some of the things that these young people have done is to guard furniture that has been put out on the street, locate lost children. The

police in a community are cooperating and doing a splendid job. They have accompanied young ladies to the washrooms and reduced the possibility of harassment, and located and prevented two robberies from checks being taken, and all in all, about a thousand type incidents.

We have young ladies and men in the courtesy patrol, and this is one program where young people in the inner city are actually involved in the field of law enforcement through a preventive mature and a deterrent nature.

So, I would like to just have you look at that.

I am going to just flip rapidly through these. These are some of the programs that the Neighborhood Planning Council is involved in, and to show you where the bulk of the $1.9 million is spent in terms of that.

(Slides.)

Dr. JONES. This is the Shaw Courtesy Patrol, R Street.

This is another slide. Here they are at the corner. This is a young lady on patrol. Here they receive training. The Spanish-speaking community has one. They have developed theirs into a multiservice center. And they locate stolen cars.

Edgewood. This is a teenage nightclub on Florida Avenue that young people have put together, and on Halloween they have about 200 or 300 people in there, preventing the youngsters from running all over the street.

This is run by youngsters and they set the entire program up.

BOOKSTORE FUNDED UNDER MODEL CITIES

This is a bookstore receiving a grant from my office and model cities. Youngsters run this, and that is one of the young men involved in the program. They have a library in the basement of that building for young elementary school aged youngsters for tutoring.

This is the adult courtesy patrol. They help us a great deal on 14th Street, particularly during the hot times.

Now, what we try to do is try to take these men—these are older men, and put them in a work situation under District of Columbia Teachers College whereby it might condition them to get off the unemployment rolls and into a work situation. Roving leaders we are also working with. We put this in to show the coordination. They work in conjunction with the courtesy patrol and my office getting jobs.

Paraphernalia for the courtesy patrol is made by a program funded formerly under OEO, and this is part of their operation. Dressmaking and design for the girls. Youngsters put in about 2,000 window panes as part of the employment, learning the skill of glazing, plumbing. The black coats are renovating homes and painting and in the basement in many public houses there is some skill developed in the area of woodcrafts and arts.

The system area has a printing unit, teaching youngsters how to print. Film making and camera activities, photographic activities are increasing in the innercity as a hobby, and this is the youth ceramic factory where they make a lot of items and sell these items to particular programs to self-sustain them.

Many of the programs started under youth enterprises—with the possible elimination of OEO. We are trying to get these programs to

sustain themselves on their own economic base, and the ceramic factory is moving into that posture, and hopefully they will be able to sustain themselves.

Here are some of the items that they made, and making presentations.

I think here is probably one of the most significant programs is the sunflower market, of which the young people decided that the old people should not have to go all the way to Georgia Avenue to get a dozen eggs, so they created this market in the basement of Garfield Terrace, and the young people learn to use the cash register, and various stores have picked them up in employment.

I think this will give you an idea of the program that is run by the Neighborhood Planning Council and sponsored by the office.

I do have some static photos of the 24-hour Youth Assistance Center, which I can show at a later time.

Senator BAYH. Those are the panel boards there?

Dr. JONES. Yes.

Senator BAYH. Could someone just bring them here and let me have a look at them, please?

Dr. JONES. All right.

[Pause.]

Dr. JONES. That concludes the visual portion of the presentation. We do have some other charts that deal with theory and systems which if time permits and it is appropriate, I would be happy to go into those.

Senator BAYH. I would just as soon not get into a lot of charts unless that is an indispensable part of your explanation of how you are operating the program and how your money is being spent.

Can we discuss those issues without the charts?

Dr. JONES. Oh, yes, yes. We do not really have to have the charts unless a question arises. That can be at your option, sir.

Senator BAYH. We certainly would like to have a chance to study those charts at a future time. Why don't you proceed with your statement of the point.

Dr. JONES. Yes; my basic statement, yes.

Senator BAYH. All right.

OPENING STATEMENT OF JAMES L. JONES

Mr. Chairman, I would like to take this opportunity to express my sincere appreciation for the privilege of appearing before you today.

In my testimony before you today, I shall outline for you and your distinguished committee members how the Office of Youth Opportunity Services provides a vital and neeeded mission in the total scheme of municipal delivery of goods and services to the citizens of the District of Columbia.

COORDINATING UNIT FOR ALL YOUTH PROGRAMS

The Office of Youth Opportunity Services serves as the overall coordinating unit for all youth programs of the District of Columbia. One of its major purposes is to insure that each and every program related to youth is functioning in a harmonious fashion to produce

the most desired effect on the children and youth of the District of Columbia. Through this office, the public, private, and volunteer agencies who have programs serving youth, come together to coordinate their efforts. These coordinated efforts are affected at every level, that is from the Mayor's cabinet level, down to the operational and service level. This office serves as the child advocate office, with particular attention bing given to the problems of juvenile delinquency prevention, control, treatment, and rehabilitation.

To carry out these responsibilties, this office is requesting $1,954.1 million for fiscal year 1974. This request is essentially the same as last fiscal year's request despite the ravages of inflation. This budget request although essentially the same, reflects the efforts of increased and improved quality of services to the youthful citizens of the District of Columbia.

By using the basic operational structure and network of the 20 ueighborhood planning councils as a model vehicle for effectuating positive change, in and throughout the city, this office has launched a three-pronged effort to improve the lifestyles and environmental attitudes of the youth of Washington, D.C. The first thrust is the reduction of poverty. In this vein, in order to impact upon this particular problem, this office makes a concentrated effort to reduce the poverty level by placing a special and heavy emphasis upon youthful employment and job opportunities. Second, a major thrust is the ever ongoing efforts to eliminate juvenile, antisocial behavior by developing effective youth programs.

In this regard, through the youth courtesy patrols, the psychological and philosophical value systems that are embraced by the youth are effectively modified. This effort is further enhanced by allowing the youngster, through his participation in the youth courtesy patrol, the opportunity to develop esteem and concern for self, family, and his community. Such an approach presents to the youngster the chance to begin to understand the basic elements of a free, cooperative, and mutually sharing and respecting society. Third, this office has begun initiating a series of 24-hour Diagnostic Youth Assistance Service Centers. These centers treat the child as a whole individual and provide an in-depth analysis which enables the worker or contact person to attack the problems of the individual simultaneously and comprehensively from a wide range of perspectives and vantage points. These centers serve as an anchor or home base within the youngster's community that speaks directly to the individual's problems, both collectively and individually.

To facilitate this approach and process, for the ultimate elimination of youthful antisocial behavior problems, this office has developed an informational exchange and peer analysis vehicle. This vehicle allows for a far greater degree of communication and cooperation between public, private, and volunteer agencies than ever before. The program format for this activity is called the youth strategy room.

YOUTH STRATEGY ROOM

Through the youth strategy room, information relating to approximately 300 programs serving youth is collected, inventoried, classified, recorded, evaluated, and disseminated for the conveniences of all citizens of the District of Columbia. In addition to this major function,

the Office of Youth Opportunity Services has the responsibility of serving as the State agency for administering the Juvenile Delinquency Prevention and Control Act of 1968, which includes developing the comprehensive plan for eliminating juvenile delinquency. It also has an additional function of support of the activities of all community-based youth programs through the neighborhood planning councils. Specific community-based youth programs are designed and developed in conjunction with community residents in the areas of economic development, youth employment, youth enterprises, and skills training types of programs. This element's programmatic effort is based upon the cooperative coordination between government and citizens in an effort to upgrade the exposure and experiential base of those citizens receiving goods and services affecting youth development and citizenship.

The Office of Youth Opportunity Services, also through its Youth Programs Unit, has effectuated on a continuing year-round basis, an effective on-going program of participatory democracy that embraces the involvement of youth at a very early age. The motivating philosophy that carries and sustains such an effort is that if young citizens can acquire, or be exposed to the basic rudimentary skills of practicing citizens, it will enhance their competencies and sense of responsibility for positive citizenship as they increase in growth, knowledge, and wisdom.

Permit me at this time to connote most emphatically, that the major thrust of this office is to find and define programmatically, socially acceptable alternatives to the juvenile justice system. The primary thrust is one of diversion with maximum possible impact of resources and programs after prompt comprehensive diagnosis and evaluation of any direct or indirect causative element. This is the theme and thesis of the 24-Hour Youth Assistance Service Center.

Other areas of responsibility and significance that are coordinated and supported by the Office of Youth Opportunity Services' Youth Programs Unit are: a massive summer feeding program coordinated with the U.S. Department of Agriculture, District of Columbia public schools, District of Columbia Recreation Department, the neighborhood planning councils, and the U.S. Park Service; a series of city wide programs designed to enrich the experimental base of innercity youth and to afford some youthful residents avenues for continued educational pursuits; and the development of programs that facilitate the smooth and easy transition from young citizen to adult responsible citizenship.

DECREASING FEDERAL GRANT-IN-AID ASSISTANCE TO THE DISTRICT

A major effort has been directed toward the cooperative utilization of various grants to the city, without destroying individual grant integrity, in the ever-continuing fight to control and ultimately eliminate juvenile antisocial behavior. Many efforts have been directed in this area, however, bill S. 821, seems to speak very realistically to the problems of juvenile justice and the elimination of juvenile delinquency.

A very careful analysis of S. 821, and the 24-Hour Youth Assistance Service System will show a great deal of uniformity in the philosophical and programmatic approaches to the problems of juvenile delinquency. However, the nature of grant funding being what it is, makes

it more difficult to project, plan, and predict on a long-range basis. In this regard, it is significant to note that grants to the city over the past several years have steadily decreased in amount. This fact has created serious problems for local government because an initial program while innovative, creative, and meaningful in intent and purpose that dries up or is drastically reduced causes servere social upheavals to local citizens after having their aspirations and desires whetted by such programs. Thus, eroding the precarious value systems of those youth with whom we are so desperately trying to reshape and redirect their potential energies, and resources into prositive behavior manifestations and productive citizenship.

The two main thrusts of the Office of Youth Opportunity Services are community-based youth programs that are designed and developed by the various communities and the effort of its juvenile delinquency division that is attempting to effectively coordinate the wide-range and broad scope of youth service programs in order to bring about more cohesion and greater effective impact.

In fiscal year 1973, community-based programs impacted upon approximately 65,000 children and youth of the District of Columbia. From a primary focus point of view, in fiscal year 1973 heavy emphasis was placed upon skill training and development, youth economic enterprise and training, and increased employment opportunities for children and youth living in the District of Columbia. This programmatic effort placed heavy emphasis on job exposure and acquisition and informational exchange to enhance the process of orderly systems matriculation, the reduction of antisocial youthful behavior, and the development of negotiable skills of good citizenship.

JUVENILE DELINQUENCY UNIT

Through its juvenile delinquency division, the important job of effectively collecting information and catologing resources, this Office has developed a comprehensive treatment and prevention approach to the problem of juvenile antisocial behavior.

The funds requested for the Juvenile Delinquency Unit will be utilized to:

1. Continue the coordination of all youth programs in the District of Columbia;
2. Continue the development of the city's 24-Hour Referral Center for Youth Programs;
3. Continue refinement of a management information system to insure that current information is collected on all youth-related programs;
4. Continue collecting data on youth problems, characteristics of youth, and profiles on youth—serving as a center for data analysis;
5. Continue evaluating youth programs of the District of Columbia; and
6. Continue to seek with the courts, police, and other major youth serving agencies, a planning structure that will ultimately eliminate juvenile delinquency.

SUMMARY

In summary and conclusion, the Office of Youth Opportunity Services is requesting $1,954.1 million to support its community-based

youth programs which are coordinated and planned to incorporate the elements and strategies developed by the Juvenile Delinquency Unit. The focus upon juvenile crime prevention and constructive rehabilitation is supported by community-based programs that seek to address the causative ills of society in a positive manner and also reshape behavior so as to produce good citizens for tomorrow. In essence, there is a compatibility between nondelinquent programs and delinquency prevention that in no way compromise either focus, in fact, they tend to enhance each other.

NEIGHBORHOOD PLANNING COUNCIL PROGRAMS

Senator BAYH. I would like to ask a question now if I might, Dr. Jones.

Recent press reports have indicated that the District is going to lose over $1.4 million of funding for youth programs because of the demise of OEO.

I assume that money was primarily used to supplement resources available to the 20 Neighborhood Planning Councils.

Is that where this money was to be allocated?

Is the figure that I read in the newspapers accurate?

Dr. JONES. That is accurate, that is correct. That money is the basic source of funds for the Neighborhood Planning Council programs.

Senator BAYH. Has the city been able to find sources of alternative funding?

Dr. JONES. Not at this point. The only alternative funding that we have is going to the Washington Youth Corps which is strictly an employment program, replacing the now eliminated Neighborhood Youth Corps.

Senator BAYH. Has any effort been made to see if there are revenue sharing funds that could be utilized for this purpose?

Dr. JONES. We had requested to the mayor that funds be earmarked, and we have not received any information as to whether or not we would be receiving any revenue sharing fund.

Senator BAYH. What is the target, date on receiving an answer?

What sort of a crisis does the loss of this $1.4 millon put you in?

That certainly is a huge chunk of money. Are you going to be able to continue to operate?

The progress that you indicate as an employment program is totally different from the programs I saw on the slides.

What are you going to do with these programs now that this money has been cut back?

Dr. JONES. Well, we will lose a significant portion of the programs. However, we do spend approximately $800,000 or more of appropriated funds on Neighborhood Planning Council programs which have a different criteria from the old poverty programs. That is, everyone in the city is eligible to use appropriated funds. It will be a very, very slim year if that money is not forthcoming from some source. So we would be cutting back.

But we have said, in effect, that we will continue to look for funds and grants and hopefully revenue sharing, but we just do not have at this point the type of positive indication that we will get it, and what we are doing is simply telling the people that if we do not receive the money we would have to scale down. We do want the Neigh-

borhood Planning Council to stay in place using the small amounts of appropriations.

We feel that this is a crisis period, but with the stability of that program, it ought not to fold because we are going through that amount of crisis.

Senator BAYH. So that we will all understand what we are talking about here, your total budget is $1.9 million plus in appropriated funds and $800,000 of that appropriated funding is for the kind of services that we are discussing.

Dr. JONES. Yes.

Senator BAYH. And you have a total of $2.6 million in grants, $1.4 million of which are going to be eliminated as a result of OEO cutbacks.

Dr. JONES. Yes.

Senator BAYH. So the cutbacks will not decimate the program totally, but they are going to make it limp.

Dr. JONES. Very, very limp.

Senator BAYH. Well, it is a shame to have to put out a lesser effort in these important areas. We are really talking about cutting out more than half of your total grant programing.

Dr. JONES. That is correct.

CONSOLIDATION OF YOUTH PROGRAMS

Senator BAYH. Let me ask you, Doctor, some questions relative to suggestions of the Nelsen Commission. The Commission report stated—and I will quote, "programs relating to prevention were in many instances uncoordinated, overlapping, redundant or duplicative." Therefore, the Commission recommended consolidation of the District's youth services programs in the Department of Human Resources.

What are your thoughts on that recommendation?

Dr. JONES. We feel, based on our analysis and studying and continuing study that it should not go into Human Resources.

Senator BAYH. Why?

Dr. JONES. Because it has been there for 30 years, and we see no significant change.

Senator BAYH. When did youth services come out of the Department of Human Resources?

Dr. JONES. It only started to emerge when this office came into being in terms of focusing on teenage problems. That was one of the original mandates. We felt that first of all in Human Resources there are many things, and it would not get the kind of exposure, nor attention, nor prestige that it needs in order for a youth program to really flourish. We felt that based on the past, that since 1968 youth programs have come to the focus, particularly in the District government, and we asked ourselves the question, wherever they were before we came, if they were so good, then we would not be in existence today and things would—juvenile delinquency would be rather solved or impacted.

But when we came into office we found a lot of things that were not operating and we started with analyzing that, and I think we moved into the direction where if it were to be put back, it would probably set the city back 20 years.

Senator BAYH. When was your agency formulated?

Dr. JONES. In 1968.

Senator BAYH. How many dollars were being expended prior to 1968 by the Department of Human Resources to provide these services?

Dr. JONES. I will have to correct these figures, but we did an analysis of the budget in 1969, and I think it totaled out about to include institutions, act pact and outreach type programs. I think it was between $10 million and $16 million.

Senator BAYH. Are these programs of the specific kind that you are now providing?

Dr. JONES. Well, this included institutions and various forms of outreach and aftercare, and we found in analyzing that budget, even some problems in identifying what programs did what.

Senator BAYH. How do you exchange information? A little bit later I want to try determine if there is any duplication of services, and how coordination of program is conducted.

Could you tell us, inasmuch as the Nelson Commission said that little information is exchanged between the Department of Human Resources and OYOS, what procedure is used to exchange information between these two agencies?

Dr. JONES. Well, we have about really three vehicles. We have been meeting with—I have been meeting with the director of Human Resources, formerly Phil Rutledge and now Joe Yeldell, and we have been discussing these programs. We have a workshop that is conducted daily, and that is with operational people, and those workshops have the directors of programs involved. We have special meetings of special interest groups. We are now in the process of forming a planning task force with a representative from each of the agencies having a major role in youth planning.

PLANNING OF YOUTH SERVICES PROGRAM

Senator BAYH. Doctor, does your agency, OYOS, do all the planning for youth services programs in the Department of Human Resources now?

Dr. JONES. No, we do not.

Senator BAYH. The District conducts youth services' planning in both places, then?

Dr. JONES. We have planning in both places. One of the roles that I have is to try to coordinate those efforts that are planned within each agency to make sure that they dovetail and impact on the total picture.

Senator BAYH. Mayor Washington has directed OYOS to coordinate all the various youth services programs in the District.

Is that accurate?

Dr. JONES. Yes.

Senator BAYH. My total shows that there are 14 different District agencies involved and 107 individual public programs.

Is that accurate?

Dr. JONES. Yes, at least 14, and the agencies, yes, that is about correct.

Senator BAYH. And the District has about 203 private programs.

Dr. JONES. Yes.

Senator BAYH. Over 300 programs take quite a bit of coordination, do they not?

Dr. JONES. It certainly does.

Senator BAYH. Do you coordinate your planning efforts with the Office of Criminal Justice Plans and Analysis?

Dr. JONES. Yes, we do. As a matter of fact, we sit on the Board—the Criminal Justice Board, and I am also a member of two subcommittees, and the arrangement we have is to any programs involving juvenile delinquency funded through that office, our office does a technical screening and advisory role to the staff of Criminal Justice, and then they consider that before they present it to the Board.

Senator BAYH. Are the youth courtesy patrols and you mentioned that you have an adult patrol that walks the streets in the evenings, coordinated with Chief Wilson and the police department as to the qualifications of the individuals involved, the authority they may have, the locale which they patrol?

Dr. JONES. Are you talking specifically of the adult courtesy patrol?

Senator BAYH. Well, both.

Dr. JONES. In the Adult Courtesy Patrol, no. The history of that program is that this was formerly a social club of young men who were out of work and some had problems, and everytime we would go on 14th Street when some tense situation arose, it was very difficult for government officials to go up other than the police to try to get an insight of what is going on prior to having to call the police.

So this club volunteered to act as community individuals involved to alleviate some of that pressure, so all they needed was jackets and radios and a stipend. So that is the history of that.

Later on the police certainly became involved and supported it to the extent of presenting one award to one of the members of the Adult Courtesy Patrol for apprehending, being in danger and apprehending a person breaking a window and snatching a pocketbook, so the cooperation has been good up to this.

Senator BAYH. Are the patrol members paid, Doctor?

Dr. JONES. Yes, they are paid minimum wage, anywhere from $2.25 to about $3 an hour.

Senator BAYH. Are we talking about the youth or the adults?

Dr. JONES. The adults are paid that. The youth are paid $1.60 and they work 5 hours, and they volunteer about 3.

Senator BAYH. Now, what kind of authority do they have?

Suppose there is a disturbance. Do they have any police powers?

Dr. JONES. No. Their major role is just to sound the alarm and act as sentinel and be good witnesses. We have given out instructions not to intervene. Do not put your life in danger nor do you act in any capacity as a law official.

Senator BAYH. And I noticed that they were carrying radios.

Is somebody monitoring their calls? If so, who?

RADIO CONTACT WITH PATROL HEADQUARTERS

Dr. JONES. Yes. Each Courtesty Patrol has a headquarters and they report back. I will give you a quick incident that three older youths attacked the Courtesty Patrol and took one radio and bent the radio up, and they got a call off and the headquarters notified the police. They identified them and went down and had them locked up, and the word got out, do not bother those guys in the jackets because they come and find you and you get locked up.

So we feel that the communications center certainly is working well.

Senator BAYH. Has any effort been made to monitor the work of the patrols—both youth and adults?

One criticism that has been made to me—and I really have no way of determining the validity of it, is that there may have been occasions when some of these citizen patrol units used what influence they have in a coercive manner.

Have you had any indication of that kind of conduct?

Have you made any effort to try to see whether there may be a little friendly arm twisting going on without your knowledge?

Dr. JONES. We had talked with Dr. Williams—this is on the Adult Courtesy Patrol—and Dr. Cook, and we put it with D.C. Teachers College because we felt they had the resources to supervise, and it was right in the neighborhood.

We have not had a complaint come to our office of that nature, but we do monitor rather closely. We have felt that it bears monitoring like all other programs.

Senator BAYH. Have you had any of these kinds of complaints about the Youth Patrol?

Dr. JONES. We had a complaint, but they do not send them to me in writing. This was brought up in another hearing, that some youngsters were taking advantage of the use of the jackets to coerce, but I have not received a phone call nor a letter to that effect, but when we got a rumor—and I have Bruce Mitchell here who is in charge of the Courtesy Patrol—and if you have anything on that area, Bruce.

Mr. MITCHELL. No, we have not received any reports on the youth taking advantage of their jackets, because we are monitoring them every day and we have not received any reports on that.

Senator BAYH. Did you not have one incident in which you had to take disciplinary action against a patrol member?

Mr. MITCHELL. Yes, in Valley Green, right.

Senator BAYH. I do not think this is unusual. Any group is going to have somebody that gets out of hand. I just wondered to what extent you are trying to monitor this kind of activity, and to what extent discipline is applied when this kind of thing happens.

Mr. MITCHELL. Right.

Well, you see, we try to work with the youth, and there was one incident where the youth—an elderly lady was going home and the kids were playing in the alley, and the kid was supposed to accidentally have bumped into the old woman, and like the kid was reprimanded, and he was suspended from the patrol, and the problem was taken care of.

Senator BAYH. You keep your ear to the ground to see if incidents like this are still happening?

Mr. MITCHELL. Oh, yes. We monitor our patrols every day.

Senator BAYH. Let me ask you about your mandate to coordinate and evaluate all the youth programs in the District, Doctor.

As a result of OYOS's evalaution, have you decided to phase out programs or to fundamentally change programs?

If so, which ones and how many?

Dr. JONES. We have just in the first phase of our management information system which was designed specifically to give us infor-

mation about the effectiveness of the programs, and we have done an initial survey which is in this document. We are moving to look at programs, but the system that we have developed to really do this is the planning task force which is composed of the 14 representatives from the various departments, and what we propose to do—and we will be having a meeting in the very near future—is to present our data to that committee and then try to decide as a unit what priorities are to go.

I think that this is probably one of the most significant steps we will be taking, is that everyone will be represented at that meeting, and then the problems of youth will be put forth to that committee, and we will start to determine priorities, where funds go, what programs will go. What programs wil be eliminated and all those kinds of decisions that need to be made, and in a concerted effort.

So right now we are just in the embrionic stages of formulating a good evaluation system, and we will be meeting with that committee, and one of the things we will be discussing will be youth employment which is right now very pressing.

LACK OF EVALUATION OF YOUTH PROGRAMS

Senator BAYH. I personally do not know how long you have been with OYOS, so this may or may not be relative to your services, but if the original commission to OYOS was to coordinate and evaluate and OYOS was initiated 5 years ago in 1968, and today you cannot tell the committee that you have an ongoing evaluation program or evaluation criteria wouldn't this be the kind of question that you might ask if you were sitting on this side of the table. That is, Why? If so—or even if not, I would like to have the answer.

Dr. JONES. Well, I probably would ask that type of question, and my response to that is that you must look at the historical context in which we arose.

We came into existence to deal with the problem of young people. At one time we had a separate Juvenile Delinquency Division, and that was headed up by Mr. John Staggers and that was in existence for about a year and a half. Prior to that, we had the old Commissioners' Youth Council which was doing some work in areas A. B, and C, and then my office came into being, so that is three units dealing in delinquency, and then about a year, almost 2 years later, these units were merged, and they were merged into my unit.

Well, from that point we had to analyze and find out what was going on and that takes time. I think that we are probably about 6 months off of our date in terms of setting up a management information system, making an inventory of all youth programs in the city, bringing people together in daily workshops and talking and setting up the type of machinery that will be a system rather than based on personalities.

So I think we are moving along. We are moving for quality as opposed to meeting administrative deadlines to make sure that whoever comes in afterward do not have to undo, that the work and the quality will be of such a nature that they can build on it, and then from this point on we will not lose a great deal of time like we lost in our embrionic development.

Senator BAYH. You see, I do not know how long it takes an embroyo to develop to a full-fledged organization and what one has when this process is over. However, if your mandate is to coordinate and evaluate, and you have got 107 different public programs and 203 private programs, it would seem that a sizable bit of coordination that needs to be done, and we want to try to get you the money you need to do the job. We would like to know that those programs, particularly the 107 that are administered by public agencies, are evaluated so that we all can make a more intelligent judgment as to which of the 107 programs we might get a better investment on as far as helping kids is concerned.

Dr. JONES. We will be right on this particular program with this MIS system and the new task force warming up, probably within 6 months to an 8–9-month period we ought to be in that position to give you that information.

Our Executive order giving us this new role is, you know, I think about 1969 or 1970.

Senator BAYH. Well, Dr. Jones, you understand the kind of pressure this committee is under to explain to our parent committee the reasons moneys are being spent in the various places we feel they need to be spent, and certainly youth services is one of the most important areas, in my judgment.

Now, you say that that MIS will be functioning in 6 months.

Dr. JONES. We are beginning to evaluate in the programs to try to determine some priority, and the effectiveness of it. We have some reorganization now on the drawing board to realine resources and put into another kind of reorganization which——

DELAY IN COMPLETION OF EVALUATION SYSTEM

Senator BAYH. The Chairman of the Senate District Committee has just been appointed to the Appropriations Committee, Senator Eagleton. How am I going to respond if he raises a question in the Appropriations Committee about the fact that in June of last year, you told the District Committee that the MIS system was going to be in operation within 30 days?

Now we are being told this year that it will take another 6 months.

I do not want to be unfair about this. I just want to get this evaluation process started, and I think the committee is going to require that it be started.

Do you have any comment?

Dr. JONES. Yes. I told Senator Tunney that the MIS system would be complete, that is, the design of the system, and that we would be initiating it, and we have done a first stage initiation which I think your staff may have—I am not sure, the green book in which we give some information about programs, and I think that if we are going to have a quality system, it is going to take some time, and we came here last year and said that we would design a system. We are here before you this year saying that that system has been initiated, and as time progresses, we will be able to utilize the system.

It is a rather complex, comprehensive system, and we feel that if we are going to have something of quality, time is going to be needed, and I certainly apologize for not having it before you today, but if you are going to look at 300 and some programs, plus 147, all who have

been conditioned by a system to have independent empires, never having before been brought together in any fashion, it takes a lot of groundwork. So when you go to an agency and say you are going to put them under an umbrella and they are on an independent base economically, you may have some resistance.

So, what we are trying to do is pull the seam together. We know that we will never control the UGF fund. We know that the Federal Government continues to fund programs on their own, and we know that certain private foundations—so we have to bring these people into a cooperative effort to let them know that this system will help them as much as it helps us, and as a result we will present to you a complete and comprehensive picture.

Senator BAYH. I am not about to tell you how to evaluate. Evaluation is your business. I do not know how the MIS system is going to work. The only thing that concerns me is that we ought to get started, and I am not sure what you were referring to when you told Senator Tunney that you had developed an MIS system which:

> Will go into effect hopefully within the next 30 days that will collect data on each one of these programs. This system will give us the necessary information that we can provide comprehensively all of the data and information trends.

Let's make sure we are talking about the same thing. You know, that statement was made last year. Today, when you say 6 months, do you mean that you will have all the data to make the necessary evaluations?

Dr. JONES. We will be shooting for and adding to this document which has some of that information in it right now, and as we test the design, and as we look at it, we will be able to use it in a more definitive fashion.

Senator BAYH. The MIS system is operating now.

Dr. JONES. Yes. We have done an initial survey and will continue that, and all of these things are done—all of these systems are designed on grants, and right now we are reshaping our staff to carry out and make sure to put it in implementation.

And we expect to use this to justify what programs are to be cut, what programs ought to be funded, and where the money ought to be going.

Senator BAYH. Well, it really puts you in sort of a bind, does it not, since this system is designed to evaluate grants, but more than half of them have been cut out?

Dr. JONES. Well, it is just like the Job Corps. It is gone. NYC is gone, but we look at what we have and we continue to squeeze every amount of efficiency out of that, and so we just will not be able to look at those things that are not funded.

Senator BAYH. The MIS is going to evaluate those programs funded with appropriated dollars as well, I presume.

Dr. JONES. Yes.

EXPECTED CHANGES IN ORGANIZATION OF OFFICE

Senator BAYH. Have you made any changes in the way OYOS is operated as a result of your experience?

Do you anticipate future changes in the way OYOS is organized, Doctor?

Dr. JONES. We have submitted a reorganization plan to the mayor for his consideration and study, and we are continuously looking at ways of improving our services.

Our philosophical approach is that you cannot have a stagnant fixed organization because the problems of young people are very fluid, and you have to look at your staff to keep up with the times, to make sure that you can be flexible to move to problems that young people are dealing with.

Senator BAYH. You do have a reorganization plan that has been submitted to the mayor?

Dr. JONES. Yes. That entails some realinement in the area of the recreation department and Roving Leaders and Human Resources, and basically what it says is the juvenile delinquency prevention and control type programs ought to be all consolidated in a unit within the Office of Youth Opportunity Services to deal with that.

We have said that the recreation department ought to also be under the Youth Opportunity Services, and with the planning capabilities and the evaluation capabilities, we said that all day care ought to go to Human Resources from every other department, and we said Human Resources ought to retain institutions, halfway houses.

The basic concept is to have the youngsters into the incarceration type systems, halfway houses and what have you, when they leave Human Resources they ought to leave that behind and go to an organization who has the responsibility to rebuild their lives. That is one reason we do not want it all in Human Resources.

When does a young person leave the stigma of institutions? So if he is going in Human Resources from one to another, what we say is Youth Opportunities carries with it no stigma if you help young people so that if he leaves that system we would pick him up to help him rehabilitate himself.

Senator BAYH. Suppose a child has been in a halfway house and then released, or suppose he has been before a judge and the judge puts him on probation.

Are aftercare services provided by OYOS or by Human Resources?

DHR RESPONSIBLE FOR YOUTHS ON PROBATION

Dr. JONES. Right now Human Resources is handling the probation problems as recommended by the courts. In our new 24-hour assistance centers, we are handling on an informal basis many—in fact, the probation officers have come out and asked could they satellite in the center, and we said we would certainly welcome you but we do not want to receive the stigma of being another arm of the court, because young people that come here are coming in without that stigma, but you could use all of the resources we have to assist that young person, and if you refer him to us, we would certainly give him the same attention and care that we would any other youngster, depending upon his needs.

Senator BAYH. I notice in your statement, Dr. Jones, that you say that in fiscal 1973, community-based programs impacted on approximately 65,000 children and youth in the District of Columbia.

Could you tell the committee what you mean by impacted?

What does OYOS have to do to impact on a young person?

Does this mean that a child just might have passed through one of these 24-hour centers, or might have been contacted by one of your courtesy patrols. Just what do you mean by impacted?

Dr. JONES. Well, it depends upon the specific objective of the particular program, and each program that we fund, they are required to send in their proposal, so when we say impact we mean whatever that program is designed to do. If in fact it did do it, it had an impact.

For example, if it is a tutorial program and the young person has increased his reading level, that is the impact. If it is the coming into the 24-hour center—we have some 14 services—if he has rotten teeth and they are fixed, that is an impact. So if it is a behavior shaping problem and we have counseled him and he has not committed an antisocial act within the last 6 months. So the impact varies with the specific service designed to be given.

Senator BAYH. Could you please give us in writing an analysis of how this 65,000 breaks down? This is a large number of young people.

How many children within that 65,000 get dental care, get tutorial services, or get the various other kinds of services that are provided by OYOS?

Dr. JONES. Let me just—the 65,000 speaks to the Neighborhood Planning Council programs, and they are spread over the city, and that was at one point $4 million, and each one of those proposals is required to have on the face of it the number of youngsters it is to serve. Then our evaluation will go on an observation sheet, at least twice a month if not more, and see if in fact those youngsters are in that program doing what they are supposed to be doing—and I can submit to you our evaluation reports based on strict observation.

FUNCTIONING LEVEL OF PROGRAMS

That is, you have a program. They are supposed to be learning to read. You have got 20 in there. You said you had 50. You are functioning at less than a 50-percent level.

Senator BAYH. All right, could you give us a breakdown on that please?

Dr. JONES. Yes, I could.

[The information follows:]

A review of the proposals as stated by the NPC's reveal that the programs would serve between 65 and 75 thousand youngsters. These youngsters were ascertained from data on the proposals. A sampling of the youngsters participating in the program indicated that approximately 65,000 youngsters were being served. For more specific data see the program budget sheets submitted along with answers to supplemental questions submitted on May 22, 1973. It should be noted that there is a section on the budget sheets noting number of youngsters to be served and this was where the data was accumulated from.

JUVENILE ANTISOCIAL BEHAVIOR

Senator BAYH. Senator Bellmon was kind enough to be with us this morning, as busy as he is elsewhere. However, he has to go to the floor.

I yield to him for questions.

Senator BELLMON. Thank you, Mr. Chairman.

I appreciate the courtesy of allowing me to interrupt.

I am to engage in a colloquy on the floor about 11:15 so I do need to go ahead.

Dr. Jones, on page 8 of your statement, the middle paragraph, you say that "through its juvenile delinquency division, the important job of effectively collecting information and cataloging resources, this office has developed a comprehensive treatment and prevention approach to the problem of juvenile antisocial behavior."

If you have not already done so, could you go into a little more detail about what this approach entails?

Dr. JONES. Well, it is called the Youth Assistance Service Center, and there is a chart. What we have tried to do is to analyze what problem youngsters have, and the key thing is in the city there were many programs, for example, as you see on the left there, these are institutions designed to socialize the youngster. If he does well he will go out and get a job. If he does not and that institution kicks him out for some reason, he goes somewhere else.

This city, like all other cities, designs special programs, which are at the bottom to take care of that. For example, if a kid drops out, somebody sets up a dropout program outside to do something with him. We found that youngsters were being referred to several different programs but there was no home base. So the 24-hour center, which is the next block there, is the place where we are inquiring and asking all youngsters to be referred to for complete diagnosis, and we will give a social service prescription to go to these programs to get whatever service is necessary.

The main thing is that it is difficult for a parent in any city now to go to any location and find out what the Government is doing to their child. They have to go to the various different organizations. If the church refers—now this is in operation now.

Senator BELLMON. Now, I cannot read from this distance.

Are these on the left-hand column, are these over here schools or churches or——

Mr. WOODWARD. All those kinds of organizations.

Senator BELLMON. The normal type of referral agencies.

So what you are saying then is if a student is attending a school, a regular public school and has a problem, then you bring him into your 24-hour center, and then you route him perhaps to a place he can get tutoring, or if he has a drug problem, may go to the treatment center.

Do I understand what you are saying?

Dr. JONES. That is correct, in addition to providing some onsite service, dental, medical, narcotic counseling, and overnight temporary shelter, and I think—Jesse, could you show the pictures of the center just rather quickly?

So this center is in operation and we brought the static display to show you a before—

EFFORTS TO IMPROVE HOME ENVIRONMENT

Senator BELLMON. Let me get on to my point. I will be glad to see them in just one second.

Before we leave this, let us assume that this child is having its problems at home.

Do you have anything that helps to remedy the home environment, or is this outside your——

Dr. JONES. What happens is we will analyze the problem, and if the counselor has to go to the home, or if it is a matter of clothing or parental conflict, we have had a lot of youngsters running away for the night. They will come to the center. We will contact the parent and see if we can act as a mediator and get that situation resolved and then from that point on monitor with the youngster and other programs to alleviate that condition.

Senator BELLMON. What, if anything, does this approach have to do with the problem of drug abuse?

Dr. JONES. We have in our center, from the Narcotic Treatment Administration out of Human Resources, drug counselors, and that counselor's job is to utilize the various drug programs in the city to take care of that problem.

One of the things that we have done is we have brought together the various agencies to focus on young people's problems in one center, to take care of as many problems onsite, and then we ship out where we do not have that capability.

Senator BELLMON. Do you find that the present drug treatment approach and resources are adequate, or is there something more that needs to be done?

Dr. JONES. I think that we would need to look into the area of nonhard drugs with the equal force and vigor that we are looking into the hard drugs. I think we have to look at the pills and the other amphetamines with the equal interest and intensity so that we can have an equal and balanced program. I think we need to stress education in those areas.

So I do not think that our program is inadequate, but I do think that any program fighting a problem of this magnitude certainly needs to be improved on.

Senator BELLMON. Do you find that the problem of drug abuse is becoming worse or better among the young people of the District of Columbia area?

Dr. JONES. Well, the reports that we have received is that—and from our personal experience—is that the hard stuff appears to be diminishing. However, they are combining various uppers and downers and using more that type of drug, and so what we are trying to say is that as the shift in use of drugs shifts, we ought to have the program flexible enough to attack that to the point that we can diminish that also.

Senator BELLMON. Mr. Chairman, I thank you very much, and I do need to leave for awhile.

I appreciate your courtesy.

SHIFT IN TYPE OF DRUG ADDICTION

Senator BAYH. Thank you, Senator Bellmon.

I could not agree with you more concerning the need for having the flexibility necessary to deal with some of these new drugs.

I just might add that I was directly involved in Congress efforts to try to get amphetamines—speed and uppers—rescheduled. We were successful in getting that done a year or so ago and production of amphetamines were curtailed 80 percent last year.

Have you noticed a decrease in the use of speed on the streets as a result of this?

Or what has been your experience—if you have had any?

Dr. JONES. Well, the general drying up—I mean, it's—and this is pure speculation and casual observation—we get the feeling that the youngsters are not pursuing to purchase when it is difficult to find.

So what will happen if it is not readily available, we do not find them, and this is particularly in the city, we do not find them hunting and looking like that. So what happens if it is not available and they cannot get it, well, they will go to something else, and what we are trying to do is provide a lot of alternatives to that something else.

So that particular phase of the program we feel is helping due to the fact that they cannot pick it up as easily as they used to.

Senator BAYH. We have got amphetamines and barbs and methaqualone on the street. I suppose that if you cut back amphetamines 80 percent without doing the same thing on barbs and methaqualone, they just shift from one to another.

Dr. JONES. They went from cough sirup, codeine cough sirup, and they then got a little stronger, all the way up, so whatever is available on the market, they will probably shift.

Senator BAYH. Hopefully, in the very near future, we will get production controls on barbs and methaqualone. We have been trying to persuade the agencies and the executive branch to reschedule these drugs.

Since we have been discussing the 24-Hour Service Center, I note that you have one 24-hour youth service center functioning now.

Is that accurate?

Dr. JONES. Yes; that is, sir.

Senator BAYH. For how long has it been operational—about 6 months?

Dr. JONES. Really operational about ever since January. We have been fixing it up and experimenting, and in fact we are still really in the testing stage.

Senator BAYH. Well, the pictures we looked at were of this center?

Dr. JONES. Yes.

Senator BAYH. And that is located in——

Dr. JONES. Far Northeast, 55th and Blaine NE.

Senator BAYH. Is that service area 3?

Dr. JONES. Yes.

COORDINATION OF YOUTH SERVICES

Senator BAYH. Again I want to find out where we may have duplicative services, or what is being done to coordinate it.

Is it true that the Department of Human Resources operates two similar units in the same general area?

Dr. JONES. No; they do not. They do have overnight shelter capabilities, but there are no other centers in this area that is doing what—you see, we built this system after analyzing other programs, and on paper many purported to do that, but when you would go out—and I think the Nelsen Commission brought this out—on paper many things look good, but when we tried to find somebody at 4 o'clock in the morning, it was very difficult.

Senator BAYH. Well, how do the Human Resources service centers differ from the experimental unit that you have in service area 3?

Dr. JONES. Well, one of the things is that they are—well Act Pact I think they are combined, now, in the new budget. We have looked at those services and we have found that it was more or less an individual caseload kind of activity where the psychologists and psychiatrists from Georgetown were training staff members in those programs to work with youngsters. What we are doing, in fact, Human Resources has a great investment in this. In fact, they have put the dental chairs in. They have put the examination rooms in and they have detailed doctors; formerly last summer they worked out of a trailer to fix teeth which was very inadequate, and Jackie Stewart called today and said, Jim, can we run the regular dental clinic through for that whole area, and I said, well, as long as youth get priority, so we will be funneling full-time dentists through that, and what we see is the kind of services for young people that you can go in and get fixed up something, and those that we do not have we will send you out, but the idea is youngsters are coming in with more than one problem.

If he has got an ulcer, let's fix it up. If he has got ingrown toe nails, let's fix them up. If he has got rotten teeth, let's fix them up. Then we can get to the behavior shaping, but we do not feel that you can do anything with a younger unless you do it all. It is like taking care of your child. You feed him, you clothe him, you house him. Well, this is the approach we are taking, and we looked at every program, and we did not find this, and that is why we put this together.

There is no other complete diagnostic center in this city, but all programs say they have diagnostic capabilities. When we look at them it was merely orientation in some cases, and it was merely intake, but the indepth diagnostics that we did is very limited. In fact, the juvenile courts had at one time funds for a psychiatrist to take care of youngsters coming before the court that needed a psychiatrist to testify in their behalf, which is a rather specialized thing, and at one point that had been cut out and they only had the adult system. We had that brought out in our workshop, and we said, well, how does a youngster get that kind of representation in court if there are no funds available.

ELIMINATION OF SERVICE DUPLICATION

Senator BAYH. Will your program ultimately replace the Department of Human Resources Centers or do those perform complementary services?

Dr. JONES. Yes. We have talked about realining those resources to comply with what we have and eliminate any duplication. In fact, every agency in that area has been through to see what we have. In the future, we will see what we can do that they are doing and then release them to do other things. So we are moving in the area of eliminating duplication.

Senator BAYH. Looking at your fiscal year 1974 budget, how much money are you requesting to fund these comprehensive, 24-hour service centers, and how many centers do you plan to have open by the end of this fiscal year?

Dr. JONES. Well, we requested—but we did not receive—we requested about $2 million. We figured they could run at about $500,000 apiece, and we wanted four. But because of the budgetary constraints, we certainly did not receive that. We are right now on grants for two,

which is $225,000 apiece, which is about half the amount it takes to really run one.

But the cost of the coordination and the cooperative efforts with other departments, we have been able to make in this effort, I have been discussing with the mayor and hopefully will be able to get some appropriated moneys to fund.

It is a network and the basic theory is that we run every youngster who has had a problem through there, give him the service, and then watch him to see if he engages in any activities that are antisocial, if he goes up or down. One of the things that is needed in this city is someone to say what is happening to the youngsters? So the model is, if a youngster has a record, he comes to the center, he gets a prescription, he gets five services and we are following him through. What happens to him a year later or 2 years later?

In fact we would like to do a longitudinal of about 3 years because that is about the time that you can determine whether his behavior is in shape. So if there are 1,000 delinquents, say in the far Northeast, and we run 900 through, of the 900 that went through say 400 for a year did not commit a delinquent act, then we can say something about those youngsters who are delinquents. Of those who went through how many went to the delinquent category?

This is the research model that we are trying to establish throughout the city, so that, for once, we can find out whether or not these programs are impacting on delinquency.

Senator BAYH. Well, now, I think that is certainly a laudatory goal. I want to make certain that I know what you originally asked for.

Dr. JONES. We originally asked for $2 million.

Senator BAYH. For $2 million?

Dr. JONES. Yes.

Senator BAYH. And, we are talking about appropriated funds?

Dr. JONES. Appropriated funds.

Senator BAYH. How many centers will you be able to find out of the fiscal year 1974 budget?

Dr. JONES. We do not have any money in there for the budget.

Senator BAYH. None for 24-hour service centers?

Dr. JONES. None. We sent a memo to Mr. Comer Coppie telling him what we needed for additional centers, and it ran about $500,000, but this money had been locked in. You know, we even received a slight cut. So we are right now, based on the success of this, really pushing hard to see if we can come up with it.

Senator BAYH. The existing center is funded with LEAA grant money?

Dr. JONES. Yes.

Senator BAYH. How many will you be able to fund these centers for this fiscal year out of grant moneys with the cut that you have?

CENTERS FUNDED FROM GRANT MONEYS

Dr. JONES. Well, you see, we have one from LEAA and we have on from HEW. That one is slated to go into operation within about 30 more days in Anacostia. We are renovating now and lining up resources, so we are strictly on grants. If we do realize some agencies and

find some duplication, perhaps some of that money could be redirected to these centers.

Senator BAYH. You could use all the money you could get. Is that accurate?

Dr. JONES. For these centers, we really will be hustling all over this town trying to find some money to keep these going.

Senator BAYH. HEW gave you a grant for $225,000 last year for a 24-hour youth center. What happened to that money, Doctor?

Dr. JONES. That is the one that we are renovating now. What happened is, we got the money for both of them at the same time, and we were originally scheduled to launch. But we changed our approach. We said, let's set up one, shake it down and see how it works, and then start the other one later. So we asked for a delay of 12 months, and we are glad we did.

Now we are renovating it out in Anacostia. We will be off and running. We are taking the approach of not spending the money because of deadlines we set, but we reevaluate and say, listen, that is unwise. But we are spending that money because a lot of people were after it. But that money is committed.

Senator BAYH. When will that center be operational?

Dr. JONES. Let's see. They will be finishing up. We will start testing it—probably July.

Senator BAYH. When was that again?

Dr. JONES. July. Let's say the middle of July.

Senator BAYH. When you say testing it, does that mean anybody that——

Dr. JONES. Well, what hapens is, when you set up one of these, you have so many components and they all do not fall in place at the same time, because you do not have all the money, so like the dental chairs——

Senator BAYH. Well, do you have the $225,000 that HEW gave you, or do you not?

Dr. JONES. Yes. That is just about half of what we need to operate it, because we have found that dental chairs were running $25,000 or $30,000, and we needed two and operating room tables. So all that stuff we have to get from other agencies. Then they put in the personnel, so the two take about—basic staff, and we have to even hustle up the money for renovation.

Senator BAYH. You made the decision not to activate the Anacostia Center for a year. That is, until you had a trial here in service area 3, right?

Dr. JONES. Right.

Senator BAYH. Okay. Then you have that money, the $225,000 that you are going to use for this new program in Anacostia, and that program is going to require getting services from other agencies to supplement the $225,000?

Dr. JONES. Just like this, yes. Those centers run about $500,000.

COOPERATION BY OTHER AGENCIES NEEDED

Senator BAYH. Could somebody be putting the arm on those other agencies, so that when you are operational in July, you will have a

comprehensive program? That is the kind of program you have been stressing here.

Dr. JONES. I am putting the arm on them right now. Dr. Algers, of Human Resources, is checking out for the dentists and the doctors; USES Floyd Golf is putting in the scanner machine for the Job Bank. I talked with the narcotics treatment people. So those people are coming into focus. But they all do not lay at the same time, so what happens is, we get them locked in. Hopefully, by that point we will get them all in.

Senator BAYH. Where do the other agencies get that money?

Dr. JONES. That comes from their appropriations. The rationale is that we are providing services in that area, and if we can put them here and maximize the utilization of that money—like, there is really not the dental thing in the other areas, is probably one of the best examples where they were working out of a trailer. Now, they will be working out of a stationary site.

Senator BAYH. Now, those resources come from other District agencies?

Dr. JONES. Yes. Human Resources—oh, the Federal Government puts in the employment part, USES.

Senator BAYH. You said you would be testing by July 1. When will you have the comprehensive program going?

Dr. JONES. You mean the second center going like the first one?

Senator BAYH. Yes.

Dr. JONES. Probably by September. What we do is feed people through to shake it down and add—like the first center. People were out—we said, we are not ready, because we have to find out problems. So we do not have the ribbon cutting and the bands any more. We just try to let the reputation of this center go on its service.

When I say testing, we are saying testing the capacity. How many people can the center physically hold at one time?

Senator BAYH. How does a person get into that center? Do they walk in? Is there publicity in the community? Do other service agencies refer them—for example, the courts, police? How do they take advantage of that center?

Dr. JONES. Well, the first thing is that we have a series of meetings in the community to determine whether or not the people, in fact, want it. We just did not drop it out there. That took a good 6 weeks. We had about eight meetings in the far Northeast, and we have had three in Anacostia, because we are out of the day of just dropping people—dropping things in people's community without their consent.

The second thing is, every agency operating in this program is taken through, given an orientation, given literature, and we say, when you have a problem, send him through here even if you are working on it, because he may need something else. Carla Woodson Nappie Lewis, the principal at Woodson High School has been up, and we have been down, and we have laid out the whole bit.

Our outreach team is on the street. They are required to work with the delinquent population—we're trying to get that in first. The roving leaders who work out of that area, they work out of the center and any other agency.

We have not been on the radio or television because we are receiving a pretty good flow of clients right now out of the other way.

PEOPLE SERVED SINCE OPENING OF CENTER

Senator BAYH. How many children has the existing center served since it has opened, Doctor?

Dr. JONES. We have had a breakdown of 1,206 contacts of the various services—I can make this available for you. We have had, for example, 40 in the dental, 666 in the medical, 12 stayed overnight or longer in the temporary shelter; 954 came in for employment, of which they placed 159, which is about 40 a month; legal services, 14; drug counseling, 54; educational testing, 155; social counseling, 133; and nutritionists—we have a food distribution point that they just put in; tuberculosis tests, tutorials—so I could make these figures available for you.

[The information follows:]

24 Hour Center Clientele and Services Received

April 28, 1973

Initial Contact	Male	Female	Medical	Dental	Temp. Shelter	Employment	Legal
*1206	925.2	280.8	666	40	12	954	14.4

Drug Counseling	Educ. Testing	Social Counseling	Psych. Consultation	Nutritionist
54	154.8	133.2	5	11

Income Tax Assist.	Supplemental Food	Tubercular Test.	Tutorial	G.E.D.	Outside Refer.
203	26	19	53	25	706

Follow-up	Total	Juvenile Delinquents
*1206	*1206	446.2 (this is based on an estimation of 37% of our total clientele plus or minus approx. 1 1/2%)

The constant used in this report is 3.6 based on statistics for 335 clients and a total of 1206 clients. It should be noted that this projection is based on a selective sampling of raw data.

*The Initial Contact, Follow-up, and Total Figures do not include the 203 people who availed themselves of the Income Tax Filing assistance.

The grand total to date should be cited as:

1206(direct youth related services)
+203(service unrelated to age)
1409= Total

The totals cited in this report are the result of an enumeration on a Nominal Scale and while they do reflect magnitude to some degree, further analysis is required to determine any predictive characteristics if any in fact exist.

The allowable tolerances utilized in this report are in my opinion, statistically acceptable for our purposes.

RECORD OF REFERRALS

Senator BAYH. Do you also have a record, Doctor, of how these people are referred to you?

Dr. JONES. On the referral slip.

Senator BAYH. Could you supply that information for the record, too?

Dr. JONES. You want a breakdown of how they are referred?

Now, the MIS system is working with this, which is computerized, so the information is punched up and forwarded to my office. We are analyzing the hard data for study purposes and projection purposes. So that information we ought to be able to get to you.

Senator BAYH. If I were a citizen living in that area, could I just walk in, or would I have to be referred by somebody?

Dr. JONES. No. You just walk right in. In other words, there are walk-in referrals. We are there to serve the community, and we will make up the referral as a walk-in.

Senator BAYH. I would like to have a breakdown of how many are referred and how many are walk-ins, to see if, indeed, other agencies are taking advantage of your services.

Dr. JONES. All right. I will be able to provide that for you. I would also like to submit information describing the various services provided by the center.

[The information follows:]

Youth are referred to the 24-Hour Assistance Center through several channels:

1. All agencies in the community have been notified of the services provided by the Center. In addition, directors of these agencies have toured and visited the Center. As a result of this measure, referrals are made from existing agencies.

2. A special relationship has been established with Woodson High School and the other schools through the principals to have them refer their most serious cases for assistance.

3. Various civic and social organizations which have an interest in youth have been referred and make referrals.

4. The Outreach Team of the Center itself establishes contacks with youngsters in the community and refer them to the Center.

5. The Roving Leaders of the Recreation Department, which has an outreach-type program, makes referrals.

6. Youngsters hearing about the program through various sources walk in the Center.

These are the major sources of referrals.

OUTREACH

The objective of outreach activities is to make the center's services fully and quickly available around the clock in accessible locations.

Worker's duties and responsibilities

Supervises or performs work pertinent to the development of social case histories on children, whose names are referred to the worker from schools, private and public agencies, and the Youth Aid Division of the Police Dept. Case history assignments may necessitate starting from meager knowledge or may be merely bringing individual and/or family histories up to date or, in instances, receiving or obtaining complete and current case date at time of referral. Interviews family members, relatives, school personnel, neighbors and others to obtain sufficient information for assessing the problems. Reviews facts and information obtained to examine the validity of impressions of the behavior and motivations of persons interviewed and determine the sufficiency of information.

The Center staff depends on the incumbent for completeness and sufficiency of information on which to base decisions for services to youth and their families; the Outreach Coordinator spot-checks the incumbent's recommendations for conventional services to individuals and families. Services are effected by the incumbent, through the incumbent's liason and communication with community staff, personnel from other District, public and private organizations, and the incumbent's knowledge of the service area. The incumbent keeps abreast of and reports to the Outreach Coordinator on the progress of cases assumed by him.

Shares with the Outreach Team the responsibility for maintaining records on the Outreach Division. Encourages and advises Outreach staff on the progress of numerous on-going projects which are carried out by the Outreach and Center staff. Numerous and varied employment projects, clubs, education and training projects may be established with private and public sectors of the community for services and treatment of youth at the Youth Assistance Center are aided through the efforts of the Outreach Team under the direction of the senior staff. Interchanges information on a continuing basis, and takes necessary action to provide needed help which would provide a service for a youth.

The following statistics represent the number of clients the Outreach Team have brought into the 24 Hour Youth Assistance Service Center since January 2, 1973 to May 4, 1973.

NOTE:
Column I represents the individual month(s) and day(s).

Column II = Total number of clients brought in during a specific week.

Column III = Total number of males brought in during a specific week.

Column IV = Total number of females brought in during a specific week.

Column I	Column II	Column III	Column IV
Jan 2-5	68	49	19
Jan 8-12	57	40	17
Jan 15-19	73	57	16
Jan. 22-26	70	55	15
Jan. 29-Feb 2	65	42	23
Feb 5-9	64	45	19
Feb 12-16	53	43	10
Feb 19-23	55	41	14
Feb 26-Mar. 2	55	49	6
Mar. 5-9	50	30	20
Mar. 12-16	40	34	6
Mar. 19-23	37	26	11
Mar. 25-30	30	28	2
April 2-6	58	31	27
April 9-13	38	20	18
April 16-20	37	16	21
April 23-27	37	21	16
April 30-May 4	31	15	16
Total:	918	642	276

NOTE: 918 represents the total number of clients brought in from January 2, 1973 to May 4, 1973.

642 represents the total number of male clients brought in from January 2, 1973 to May 4, 1973.

276 represents the total number of female clients brought in from January 2, 1973 to May 4, 1973.

The chart listed below breaks down the SERVICE REQUESTED, AGE RANGE, and SEX of the 918 clients brought in by the Outreach Team.

	MALE	FEMALE
MEDICAL SERVICES:		
0-5 years	92	50
6-13	100	50
14-18	150	53
19-21	20	5
DENTAL SERVICES:		
0-5 years	0	0
6-13	50	10
14-18	50	40
19-21	10	3
PSYCHOLOGICAL SERVICES:		
0-5 years	0	0
6-13	10	0
14-18	0	0
19-21	0	0
EMPLOYMENT SERVICES:		
0-5 years	0	0
6-13	0	0
14-18	50	40
19-21	10	0
DRUG ABUSE COUNSELING:		
0-5 years	0	0
6-13	0	0
14-18	10	0
19-21	5	0

LEGAL SERVICES:	MALE	FEMALE
0-5 years	0	0
6-13	10	0
14-18	15	10
19-21	5	0
EDUCATIONAL SERVICES:		
0-5 years	0	0
6-13	20	2
14-18	10	6
19-21	1	0
WELFARE SERVICES:		
0-5 years	0	0
6-13	21	0
14-18	11	4
19-21	0	0
COUNSELING:		
0-5 years	92	50
6-13	201	62
14-18	296	153
19-21	53	11
TEMP. SHELTER:		
0-5 years	1	0
6-13	0	0
14-18	1	0
19-21	1	0

NOTE: Each of the 918 clients brought in by the Outreach Team received counseling.

The chart listed below breaks down the AGE RANGE and NUMBERS within those age ranges brought in by the Outreach Team.

MALE:

0-5 years	92
6-13 years	201
14-18 years	296
19-21 years	53
Total:	642

FEMALE:

0-5 years	50
6-13 years	62
14-18 years	153
19-21 years	11
Total:	276

The statistical information given represents the number of clients contacted by the Outreach Team and brought into Y.A.C.

The various charts represent:

1) Number of clients in a specific week.
2) Number of males and females during a specific week.
3) The age range of those clients, along with the total number within a specific age range.
4) The service requested, broken down in relation to age range and sex.

It should be noted that the number 918 represents the field work of five Outreach Team members. This is due in part to the coverage which must be maintained on the build-

ing; as a result of this situation, five Outreach Team members are not able to go into the field.

NOTE: Outreach worker's bring in 15 or more clients per week. (Each field worker)

Since May 2, 1973 the individual quota for each Outreach worker have increased by 10, bringing the worker's weekly quota to 25 per week.

The areas listed below are covered on a daily basis by the Outreach Team: (* indicates the area in which a Outreach Worker is assigned)

* Kenilworth Courts
  Eastland Gardens
  Mayfair Gardens
  Paradise Gardens
* Parkside
* Deanwood Gardens
* Lincoln Heights
  Benning Terrace
  East Gate
  Benning Stoddert
  Burrville
* East Capitol

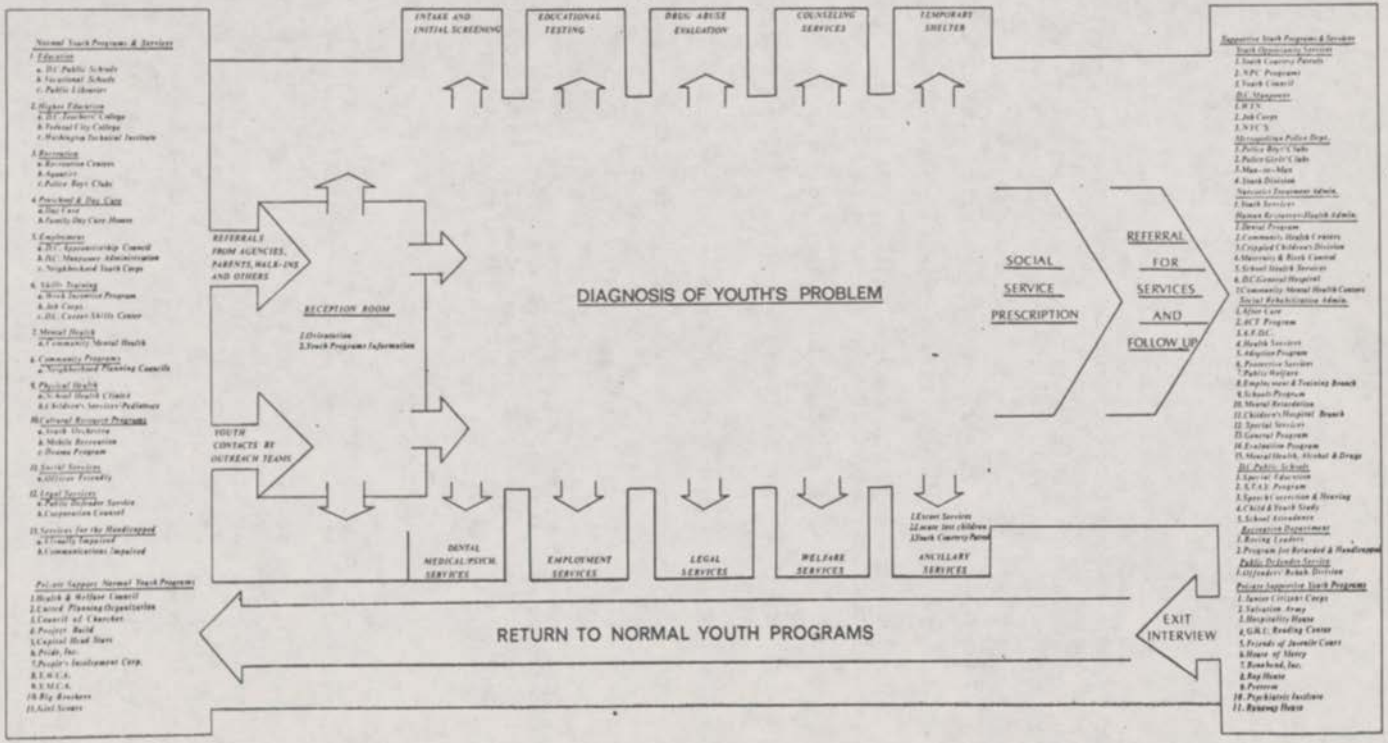
The schools listed below are contacted on a daily basis

Spingarn Day and Night Sr. High
Eastern High
Woodson High
Evans Jr. High
Kelly Miller Jr. High
Roper Jr. High
Sousa Jr. High
Woodson Jr. High
Burrville Elem.
Nalle Elem.
Harris Elem.
Aiton Elem.
Shadd Elem.
Thomas Elem.
Kimball Elem.
River Terrace Elem.
Richardson Elem.
Drew Elem.
Carver Elem.
Houston Elem.
Benning Annex Elem.
Merrit Elem.

It is recommended that additional Outreach personnel be hired to help cover the many schools, communities and special cases that come up constantly. Without additional help, the existing Outreach field workers will never adeduately service a entire area.

24 HOUR YOUTH ASSISTANCE CENTER

THE OFFICE OF YOUTH OPPORTUNITY SERVICES
D. C. GOVERNMENT



Excerpt: p. 22, YOUTH ASSISTANCE SERVICE CENTER MANUAL

INTRODUCTION

Youth employment service in the 24 Hour Youth Assistance Center was set up to assist boys and girls from the District of Columbia 13 years and older to find employment. This task is being accomplished in cooperation with the various agencies and training centers designed to place youth in jobs according to their talents.

PURPOSE

The puprose of establishing an employment service within the youth center is to provide the community with a place to where youth who need employment assistance can be referred to the proper sources and at the same time undergo proper diagnosis, and evaluation, which will aid in determining just what type of work is suitable for them individually.

OBJECTIVE

The objectives of our employment service are:

(a) To assist youths in acquiring summer employment

(b) To create a favorable climate of public opinion towards teens and jobs for them

(c) To provide supplemental income for teenagers

(d) To teach youths the marketable skills necessary for employment

(e) To keep youth off the streets and occupied

(f) To learn basic academic and vocational skills

SUMMARY

The Youth Center's employment service was designed to be a referral haven for youth 13 years and older to find job training and placement without them actually going from place to place seeking suitable work and alleviating the problem of looking in want ads and listening to job rumors.

CONCLUSION

From November, 1972 through April, 1973, a total of nine hundred and eighty six youth were screened and serviced.

Out of the total number of clients that were interviewed by employment counselors, a little less than half were placed on the NYC waiting list because the bulk of our clientele were still enrolled in school and needed summer employment. The remainder of the youth interviewed were referred to various agencies in the District of Columbia area covering a range from Department Store Workers to other agencies that also made referrals according to youth qualification and skills.

The exact figure of youth who were referred to other agencies and who secured and are maintaining jobs is still being processed because many YAC referrals were subsequently referred which makes post-card follow-ups extremely time-consuming. However, two hundred (200) of the five hundred and fifty three (553) who were not placed on the NYC list have been

contacted through our on-going telephone follow-up and through personal contacts and one hundred and fourteen (114) of these secured employment while eighty six (86) missed their scheduled appointment for various reasons. Attempts are being made to reschedule these eighty six.

FUTURE PROJECTION

The future projection of referring youth for possible jobs involves complex aspects in the job market such as allocated funds and a simple fact as to how many job openings are available and how many youth meet qualifications to secure these jobs. However, through proper working relations with agencies and the existance of the 24 Hour Youth Assistance Center, jobs for youths should increase.

Preparations are now being constructed to find youths openings in apprenticeship fields which require minimum education. These include:

1. Electricity
2. Brick Masonry
3. Carpentry
4. Plumbing
5. Metal Works Industry

MISAPREHENSION

It is not the purpose of the employment service to promote youth to drop out of school or to create a false transition of adulthood by finding jobs for them. All youth undergo proper diagnosis, 'evaulation and problem assesment before referrals are made.

NUMBER OF YOUTHS SEEKING EMPLOYMENT

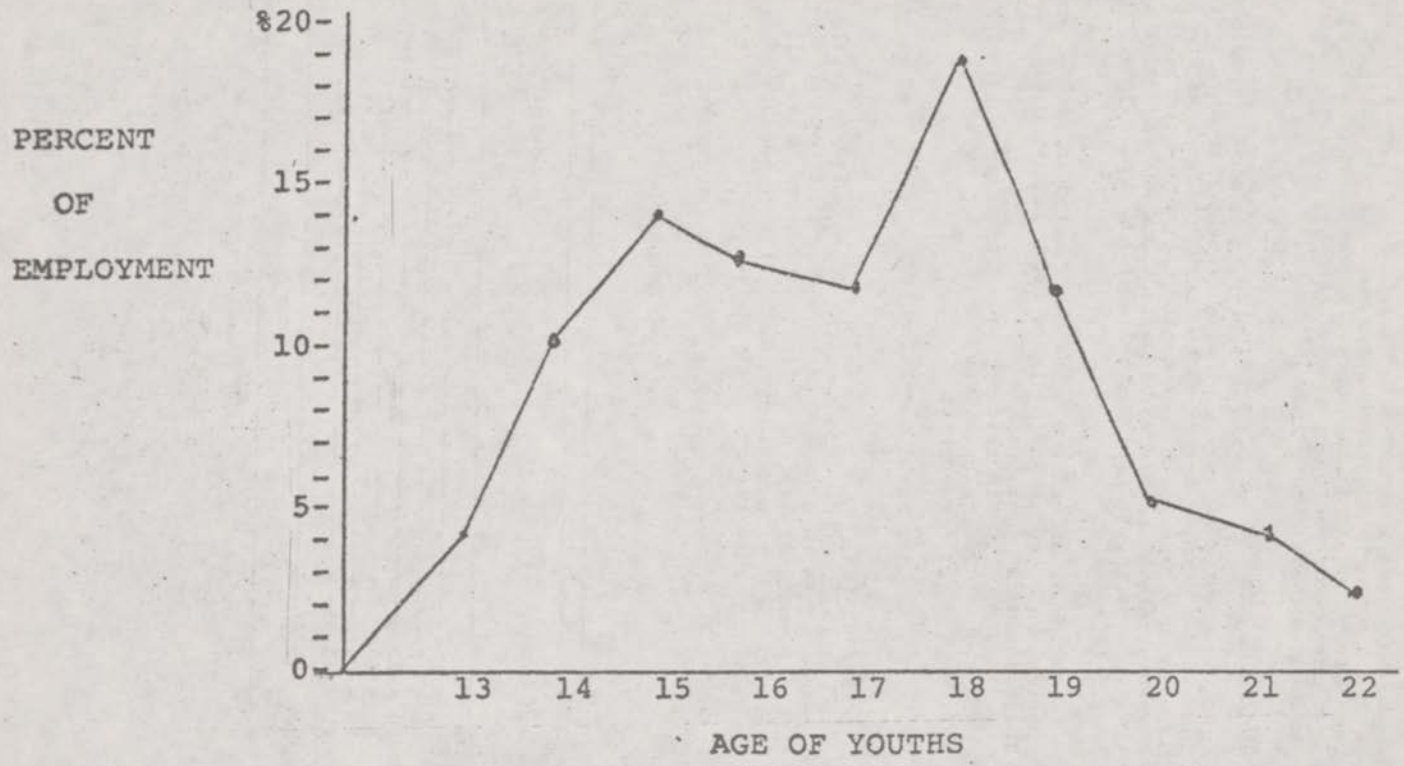
ACCORDING TO AGE GROUP

(Mean = 16.9)

Age Group	Number of Youths Screened For Employment
2 - 5	0
6 - 9	0
10 - 13	46
14 - 17	504
18 - 21	415
22 - 25	21
TOTAL	986

PERCENT OF YOUTHS SEEKING EMPLOYMENT

ACCORDING TO AGE



Slightly over 19% of the youth screened by the 24 Hour Youth Assistance Center for employment were 18 years of age. The next highest percentage was found among 15 year olds. Special arrangement had to be made for these youth to be employed because of the work permit requirement in the District of Columbia.

SEX

The sex of the youth screened for employment is presented in the following graph and figure.

SEX OF YOUTHS

SEX	NUMBER OF YOUTHS
Male	676
FEMALE	310
TOTAL	986

FIGURE

PERCENT OF MALE AND FEMALE YOUTHS SCREENED FOR EMPLOYMENT



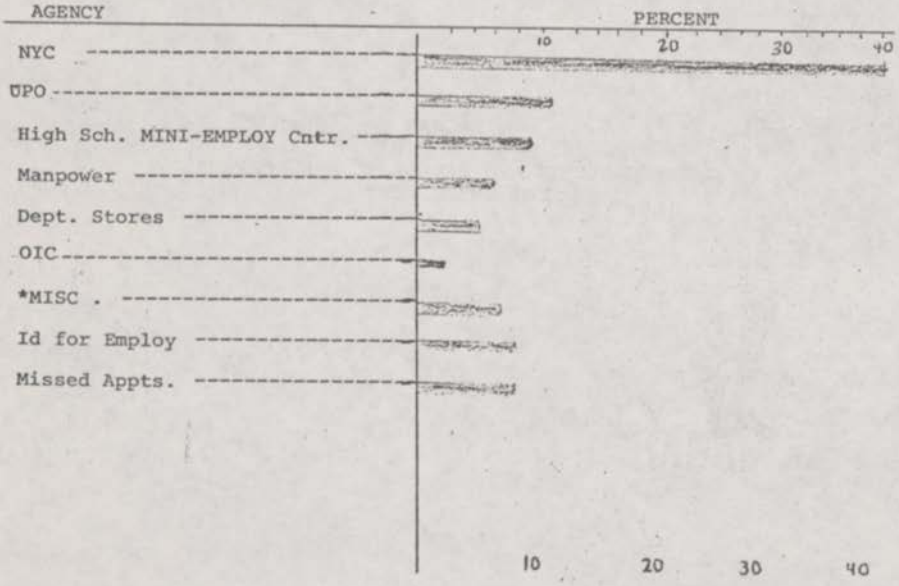
Male (68.55%)



Female (31.44%)

Percentage of Youths According to Agencies Referred

AGENCY	NUMBER REFERRED
NYC	401
UPO	116
High Sch. MINI-EMPLOY Cntr.	90
Manpower	63
Dept. Stores	54
OIC	17
MISC.	73
ID for Employ	86
Missed Appts	86
Total	986



EDUCATIONAL SERVICES

Introduction

The Educational Services of the Youth Assistance Center consists primarily of five components: Teaching, Tutoring, Testing, Referral and Counseling.

The teaching component is designed to prepare high school dropouts to take the GED test, thus obtaining a high school diploma and a more competitive footing in the business world as well as the personal benefits accrued from education.

Many youth have become alienated from the public school system or were forced to withdraw because of financial or social reasons. The GED preparation at the Center provides an alternative to these youth. It is geared to fit the individual needs of youth. Though classes are held on a regular schedule, special arrangements are made where particular problems are encountered. Individual assistance is always available and the youth is not under pressure to complete the course in a certain time period, rather he works at his own speed and as his own capability dictates.

Tutorial services are seen essentially as a preventive tool. Many youth fall behind in a particular subject, become frustrated and gradually stop attending school. This is especially true where the deficiency is reading. Consequently, a special emphasis is placed on strengthening the reading ability of youth. Efforts are also directed towards reaching youth at an early age. In line with this, approximately ten elementary school children are enrolled in a tutorial program and plans are being made to expand both the scope of

the program and the number of youth involved during the summer.

An important adjunct to the tutorial component is educational and psychological testing. We frequently find that learning problems are related to organic or emotional disabilities. We therefore attempt to isolate any emotional or physical problem which prevents the child from learning.

Tests may generally be calssified as Intelligence and Developmental scales, Interest and Aptitude test, and Personality tests.

Interest and aptitude as well as personality tests are used for evaluative and guidance purposes in counseling. Many youth are undecided about their career and they often find tests designed specifically for this purpose helpful.

In addidtion to the above services, youth are referred to other programs when services are unavailable at this Center. Most of these referrals are to vocational programs, training centers and other facilities. Other youth receive counseling in career choice, family problems or social problems.

Summary of Services

A statistical analysis of the 154 youth seen in Educational Services reveals the following breakdown of services:

GED Preparation ---------- 45

Tutoring ---------- 30

Testing ---------- 25

Referral to other programs ---------- 25

Counseling ---------- 29

Sex of Clients

Sex	Number of Clients
Male	99 (64%)
Female	55 (36%)
Total	154

High School Dropouts

Sex	Number
Male	61
Female	16
Total	77

Services

GED Preparation	45 (29%)
Tutoring	30 (20%)
Testing	25 (16%)
Referral to other programs	25 (16%)
Counseling	29 (19%)
Total	154

Conclusion

From the available data, we may conclude that droppingout of school remains a major problem of youth entering the Youth Assistance Center. Of the 154 youth seen in the Educational Unit, 50% were dropouts. Additionally, the greatest percentage of these were Black males.

In interviewing these youth it becomes clear that their reasons for dropping out are a composite of social, economic and alienation from the school system. Reported reasons include boredom with school, disciplinary problems, suspension, inability to get along with teachers, trouble with the law, family problems, pregnancy, and economics. If discipline and boredom are the most frequently conveyed reasons, it is not the total answer. We must seek the underlying reasons for the discipline problems and the boredom. A partial answer is academic difficulties. Many youth are promotoed because of social reasons and find themselves unable to do the work required. Consequently, they become frustrated, alienated and hostile toward an environment where they cannot compete successfully. The result ultimately is droppingout.

This problem does not develop overnight, but begins in the early years and is exacerbated as the youth progresses through school. It must then be attacked in grade school by an increase in special education teachers, tutorial aid, and early diagnosis of the problem. The tutorial program has helped and is helping a number of youth to gain the proficiency they need to compete effectively in and out of school.

The GED preparation program has also been able to help several young people. Plans are being made to expand both program's capacity and thus serve more youth.

LEGAL SERVICES

4-26-73 Met with cousins (2) of the same residence after referral from Outreach Dir. Basic concern of employment but desired legal attention and information concerning their probation status.

4-27-73 Introduced to male through Outreach Dir. Had domestic problem with mother and educational problem. Advised repres. to see teacher with certain areas to inquire. Suggested approach to mother.

5-1-73 Female desired legal information concerning child support. Advise given of general qualities and concern.

5-2-73 Male introduced by Outreach Dir. for general counseling concerning drugs and addiction problems.

5-2-73 Mother and son referred by counselor aide, son charged with robbery and fear. Referred to Atty. Ledbetter.

5-4-73 Males two brothers, domestic problems resulting from social and emotional maladjustments . Advice given.

5-7-73 Male, divorce problems. Referred to Atty. Ledbetter.

5-7-73 Mother and son, son charged with breaking and entering. Counseling and also referred to Atty. Ledbetter.

5-7-73 Female, consumer problem. Stove damaged while washer being installed by service company. Outstanding.

5-8-73 Male, employment problem with potential employer. Call made to ascertain requirements.

5-8-73 Female, desired legal information concerning car registration. Advised accordingly.

The Food Supplement Truck has been disbursing food packages to those clients who have received supplement coupons from the Hunt Place Clinic.

The following is a list of distributions:

Thursday, March 29, 1973 - 17 bags

Thursday, April 5, 1973 - 8 bags

Thursday, April 12, 1973 - 8 bags

Thursday, April 19, 1973 - 11 bags

Thursday, April 26, 1973 - 9 bags

Thursday, May 3, 1973 - 24 bags

TOTAL - 77 BAGS

THE TEMPORARY SHELTER

The Temporary Shelter facility serves a dual purpose: On Tuesdays and Thursdays the shelter serves as a waiting room for medical clients.

Since January the facility has been in use twelve times for over night accomodations. During that period three adults and nine youth were in occupancy.

Sex:::

Two (2) females and Ten (10) males

Ages:::

1-5 yrs, - one
5-10 yrs.- four
10-15 yrs.- two
15-20 yrs.- one
20-25 yrs.- four

Duration: The average stay was for 48 hours. The longest occupancy was four (4) days.

The Harry Lundeberg School of Seamanship operated by the Seafarer's International Union is designed to train and provide able-bodied seamen for the merchant marine. It is located in Piney Point, St. Mary's County, Maryland.

To qualify for admission one must have completed grammar school and cannot have been convicted on either a drug or morals charge.

We have taken twenty-five (25) young men on a tour of the installation. Eleven (11) have applied for admission. Five (5) have been accepted and are awaiting a reporting

date. Two (2) were rejected because they are still in school. Four (4) have not yet heard from the school.

It is felt that upon successful completion of training and after the first voyage by one of our young men, more boys will relate to this career field and apply for admission to the school.

Medical Clinic

The Medical Clinic is staffed on Tuesdays and Thursdays and provides physical examinations and emergency first aid for sixty (60) patients per week by appointment and ten (10) to fifteen (15) patients on a walk in basis.

Dental Clinic

The Dental Clinic is staffed on Wednesdays with a Dentist and a Dental Hygenist and services twelve (12) patients per day. Two Dentists are volunteering their services on a random basis and are seeing between six (6) and twelve (12) additional patients per week. Two of our Senior Youth Aides are being trained by the Dentists as assistants.

The 24-Hr. Youth Assistance Center has broadened its operations to include Legal services on a 5 day a week period, Psychological testing by a certified psychologist to insure indepth assessment and evaluation. The medical service had a projected capacity of 15 clients per day, however that figure has progressed to a daily capacity of 30 clients - at times this figure fluctuates as high as 42 clients. Medical evaluations have turned up several egregious developments: a pre-schooler who was suffering from a ear ache according

to her parent, however it was discovered by the physician that she had a roach in her ear. Another case involved a girl eight years old who was referred to D.C. General Hospital for treatment of a disease Precocious Pubescence which produces an abundance of body hair. Also handled was a case involving a broken clavicle that had gone untreated and had healed into a deformity. Child was referred by the physician to Children's Hospital to undergo surgery. Two other services which were recently installed during this quarter: The Dental Care Program which operates two days per week and handles 12 clients per day. Tooth extractions, fillings, and dental hygiene are the dominant services. This quarter the 24-Hr. Youth Assistance Center has been highly active in adhering to the Community concept, attending civic and PTA meetings., schools, Metropolitan Police Roll calls and service area committee sessions. Attendance at these activities has aided the center tremendously in making the program more familiar and accessible to residents and agencies dealing with youth. Currently, the project is rapidly moving toward its goals to reduce delinquency in the area, to stem residivism and to provide the comprehensive plan for the coordination of available programs and resources to service area youth. The latest figures show the program is receiving (approximately) juvenile offenders at the rate of 44% or 446 delinquents out of the first 1000 clients. More often then not, these youth are seeking employment and a chance to return to school. The program has been successfull-as shown statiscally in providing jobs, however a number of youth were returned to school by the Outreach team without

coming through the center. This tally was included in the Outreach total due to the fact many of the clients were not interviewed by the educational specialist.

Anecdotal notes:

Average grade of clientele - 8th

Average age of clientele - 14 yrs. males; 12 yrs. females

The ratio of males to females is 4 to 1

Tentative plans:

To include federal probation and parole officers so that they may operate from a community base two days weekly and assist those youths who have probationary problems.

ATTENTION: DR. JONES

The Youth Center provides as routine and obligated services:

1. Medical Services
   a. Health Exams
   b. Emergency First Aid
   c. Employment Physicals
   d. Tuberculosis checks
   e. V.D. checks through referrals until lab is operational

2. Dental Services
   a. Dental Hygiene Instruction
   b. Cleaning & Examination
   c. Fillings
   d. Extractions
   e. Refers Orthodonic and Surgical Requirements

3. Educational
   a. Testing & Counseling
   b. G.E.D. instruction
   c. Tutoring in areas of Deficiency

4. Psychological Testing and Consultation
   a. Identifies deviant behavior patterns
   b. Offers remedial solutions

5. Nutritionist
   a. Economic meal planning

96-548 O - 73 - pt.1 - 38

b. Proper nutritional menus
c. Suggests Nutritional supplements

6. Drug Abuse Counseling
   a. Counsels user
   b. Counsels Family members
   c. Refers cases for Medical Assistance

7. Overnight Shelters
   a. Temporary accomodations
      1. Emergencies
      2. Run-aways
      3. Evicted Youth
      4. Temporary Third Party Custody

8. Outreach
   a. Seeks problems
   b. Assists in schools
   c. Stops street fights
   d. Prevents Youth attacks on civil servants (police, fireman)

9. Legal
   a. Consumer affairs
   b. Utility Companies
   c. Tenant - Landlord problems
   d. Brief preparations

10. Employment
    a. Job finding techniques
    b. Private Sector Intervention
    c. Training programs
    d. Contacts with Seafarer's International Union for Jobs at Sea

11. Counseling
    a. Individual
    b. Group
    c. Family

The Center's impact on the community has been such that we have been called upon to:

1. Provide emergency transportation.
2. Help when house flooded (water pipe broke).
3. Provide shelter for mother and five children. after family altercation.
4. Provide Income Tax Assistance.
5. Assist in obtaining clothing, food, and public assistance.
6. Locate shelter for 45 yr. old man (destitute). Located same through Salvation Army.
7. Assist family burned out.
8. Intervene in three eviction cases; were sucessful in halting evictions in all three.
9. Intervene in attempted suicide by ten yr. old.
10. Provide medical attention to father and daughter after altercation.
11. Investigate burglary at 57th and Dix Sts.: Referred to police.

YOUTH CENTER ON 24-HOUR SCHEDULE

Senator BAYH. The center has been open 24 hours a day. Is that accurate?

Dr. JONES. Yes, with the peak activities between 12 and 7. They drop off and they get a little slow up until 10, and they really—there is not much going on, except maybe an overnight runaway or something coming through.

YOUTH COURTESY PATROLS

Senator BAYH. Thank you.

May I ask some questions about the courtesy patrols, please?

I note that there was an HEW grant in the amount of $97,000 for the youth courtesy patrol, and that grant appears to have been discontinued. Were city operating funds used in fiscal year 1973 to continue this program?

Dr. JONES. Some city funds were used.

Senator BAYH. Specifically, how did you keep the program going?

Dr. JONES. What we did was to have the concept in place and then ask the N.P.C.'s to pick up their own courtesy patrols after we got the first one started. So we had courtesy patrols in the various neighborhood planning councils, funded by their appropriations out of the office. So they picked up some from OEO and some from appropriated moneys.

Senator BAYH. How many operating dollars were allocated to this program? Do you remember?

Dr. JONES. We have a total budget of $275,430 for 19 courtesy patrols.

Senator BAYH. Now, in fiscal year 1974, will the courtesy patrols be funded out by N.P.C.'s totally?

Dr. JONES. We are requesting that, and since the program has gone over very well, those communities have voted to fund those programs. We are trying to get funds to make it a city wide effort so we do not have to depend on whether or not the community changes its priorities, because we feel our program is very, very good. But to this point, it has been funded by the neighborhoods in which they work.

Senator BAYH. How about LEAA moneys? Did you not get an LEAA grant for this program?

Dr. JONES. We got an equipment grant from LEAA, which we used for the radios and jackets and we have another grant pending for $100,000 which will certainly assist.

What we do is, where the communities set it up and they need an adult to assist them or they need something, then we use grant moneys to supplement that portion of the program.

Senator BAYH. How many individuals are involved as members of the youth courtesy patrol in the District?

Dr. JONES. Right now we have 296 employed.

Senator BAYH. How does that break down between adults and youth? Could you give us the number of adults and the number of youths that are actually patrol members? Then I would like to know what is the size of the administrative staff, headquarters personnel, or however you describe those that administer the young people and the adults on the street.

Dr. JONES. OK. Now, you want the breakdown of the youth and staff on the courtesy patrol?

Senator BAYH. Yes. I would like to know how many young people you have on the courtesy patrols, so we will get some sort of an idea about how many people we have out there on the streets, how many adults are involved, and how many people are involved in the administration of the program.

Dr. JONES. We had 200 staff members, which are 18, 19, and 20. Right now we have 96 staff members and 200 youngsters. Now, the number of youngsters fluctuates with the available funds in the Neighborhood Youth Corps. At one time, we had up to 500 youngsters on the street. When the Neighborhood Youth Corps program was cut back, our program was cut back in half, and we are trying to build it back up with the new Washington Youth Corps. So we have 200 youngsters on the streets right now, and 96 staff. There is a ratio of three adults to run each courtesy patrol.

STAFFING OF COURTESY PATROL PROGRAM

Senator BAYH. Well, now, I am not certain what all those figures mean. My goodness, if it takes 96 staff people to administer 200 young people on the street, it must be an extremely heavy administrative burden.

Dr. JONES. Well, that has only been the last 4 months. Now, we did not want to dismantle——

Senator BAYH. Well, even with 500 on the streets, that is a 1-to-5 administrative ratio. There may be a reason for that, but could you tell us what it is?

Dr. JONES. Yes. Yes. These staff people——

Senator BAYH. Let me be absolutely certain, Doctor, that when you say you have got administrative staff, I know exactly what you are talking about. The intention of your service is to reach people on the street, right?

Dr. JONES. Right.

Senator BAYH. In other words, the more people in those orange jackets, the more citizens are served. Are these 96 staff members out on the street?

Dr. JONES. Yes, they are. That is what I am saying. You see, they are senior youth aides. You see, we do not have a lot of high paid people sitting back in offices. They are out in the warehouse, and they get out and in fact, I have got 14 ex-delinquents working. They are my hardcore troubleshooters. They have been in Hamilton Junior High School, they have been in hall. They can check it, so they are called senior youth aides, really. They receive—what? What does a senior youth aide get? $1——

Ms. SMITH. $2.19 an hour.

Dr. JONES. $2.19 an hour. And they are required to get out on patrol and assist, and most of them are under 24 years of age.

Senator BAYH. OK. Could you please supply us with a breakdown of these responsibilities. I am glad you straightened me out on this point.

Dr. JONES. Well, we could find out from Bruce here. Bruce is the heavy on that, and Rick is his assistant, and these two run the whole

thing and get all over. That is my staff, I mean, my heavies. That is the central staff. They work out of the warehouse. That is where we bag people when they do not work out right.

Senator BAYH. I take it you have a second echelon on your courtesy patrol staff as well as your two heavies?

Dr. JONES. Well, those are the directors out in the field of each courtesy patrol.

Senator BAYH. Do the patrol members in the various categories—that I hope you will supply for us with a sort of job description—keep a log so that someone has an idea of what they are doing and what is actually happening out on the street?

Dr. JONES. We just put this together, a kind of report, and we have an evaluation. The measurement design is trying to determine whether or not these young people through their deterrent effort reduce certain crimes. We have in here on page—I think starting about 25 or 26—we did it for 1970 and 1971, and now we are going to do it for 1972, 1973.

We tried to pick by Carney blocks the kind of crimes that occurred and if we had the courtesy patrol to see the kind of crimes that the courtesy patrol could impact on, were they reduced, and in some cases they were. So we are trying to have a before and after design. If you have an area without a courtesy patrol, what does the crime look like—pocketbook snatching, girl molestation? If you have to interject one in there, does it drop or go up or remain the same?

We have a hard time because we keep losing youngsters through the various cutbacks. If we could stabilize at an average of 25 youngsters per patrol, we could grapple with a statistical measure and of its impact.

EFFECTS OF PATROL ON CRIME IN THE DISTRICT

Senator BAYH. Has any clear pattern developed? I notice that certain crimes go up and others go down. The crime pattern is not at all consistent within the various Carney blocks. Is there any consistent pattern as to what crimes you have been able to affect and which you have not been able to affect?

Dr. JONES. Well, we think—and that is why we are looking for what is coming—we think that such things as pocketbook snatching, girl molestation, yoke robbery, lost children, those hard criminal type things—we have found that it is difficult to measure whether it is the police, whether it is the new lighting, whether it is the general awareness or what have you. But there are a lot of things—like we know we reduce theft when we guard somebody's furniture that is put out on the street. So we have got a laundry list of those incidents that the young people have helped out in.

On page 13 is the report which is being revised to get a little more information.

Senator BAYH. From the standpoint of determining overall effectiveness why is it that you use Carney blocks for your report instead of N.P.C. areas?

Dr. JONES. Well we had to find out what the police used as their area of delimitation. So they did not have the N.P.C. statistics broken

out by N.P.C., but each Carney block encompasses so many—or there are so many Carney blocks within an N.P.C. pattern. so the Carney blocks are smaller, and our patrols work in a smaller area. They do not cover——

Senator BAYH. But from an administrative standpoint if we are to determine which N.P.C.'s are working and which are not, is it not going to be necessary to group those blocks into N.P.C. areas for reporting purposes?

Dr. JONES. Yes. We just take Carney blocks 1 through x, and if they fall within the N.P.C. boundaries, then we do an overall impact on that. There were several surveys done to find out how the people felt about the courtesy patrols, what good it was doing, and things of that nature.

Senator BAYH. Well, let me move on to summer jobs, may I please?

Dr. JONES. Please.

SUMMER JOBS FOR DISTRICT YOUTH

Senator BAYH. I note the Mayor will use $3.7 million in emergency employment funds to provide summer employment for more than 12,300 young people in the District. This certainly is a laudatory objective. Will you be responsible for administering this program?

Dr. JONES. Yes.

Senator BAYH. You administer the hiring and the expenditure of all of that $3.7 million?

Dr. JONES. Yes. I say that because we are working in conjunction with the D.C. Personnel Office, Don Weinberg's shop. Floyd Golf in the U.S. Employment Service said he would do the processing, and schools will do the work permits, and the social security people will issue the social security cards, and the communities will refer, and agencies throughout the city will place. So it is really——

Senator BAYH. Who does the paying?

Dr. JONES. We do the paying.

Senator BAYH. You do the paying?

Dr. JONES. Right. So, we will be paying about 9,000 youngsters.

Senator BAYH. I'm sure you are familiar with the question of whether emergency employment funds can rightly be used to employ young people. That is an issue that is still under discussion in the Congress. There are some of us who are very dedicated to youth employment that are equally dedicated to adult employment. We feel we ought to try to keep both groups employed. These moneys were originally designed to provide emergency employment for heads of households and similar persons and to use those for hiring young people is really only doing half the job.

Have you had any discussion within the administration, with the Mayor or anybody else, relative to——

Dr. JONES. Yes. This is one of the major considerations of the Mayor. However, we did receive a telegram, and there are two drafts saying that EEA money was to be used, and we have received application forms to execute. It is coming out of two particular sections, 5 and 6, sections of the Labor Department. So I am taken aback, and I hope there is no reversal on that.

But the Mayor discussed in detail the employment of adults. In fact, that program will continue. He has put great emphasis on District agencies to absorb the remaining 452 adults in the program, the program already having hired an EEA of 400 and some. So that program is being—we would like to say phased into the District government regular jobs, and the remaining money will be used for youth employment. The quicker the District agencies can absorb those 452 will mean that much more money for youth employment, so we are pressing to get those people, 452 people, on the regular District payrolls if possible.

Senator BAYH. What kind of jobs will these young people receive?

Dr. JONES. It will be similar to the Neighborhood Youth Corps in that they will be working in various public and private agencies. We have developed a job description that will be general in nature. However, the last paragraph says "and other duties assigned." What we will be relying on is that those agencies and programs put the young people in meaningful jobs. We are requiring them to submit to us this report, to make sure that the young people are getting meaningful jobs.

I would really like to say one other thing. The NYC program had a lot of contractors and those contractors will not be funded through this program. This is the only way that we are able to get 9,000 out of this money. Formerly it was $5 million to $6 million for NYC, producing about 12,000 jobs. We have cut out all the subcontractors and all the overhead, and the Mayor has given me a mandate that I shall not take much overhead. All of it will go, where possible, into jobs and into salaries. So that is the direction we are moving.

One of these forms will be required of each agency to tell us what position the youngster is in and what they are doing, in addition to some monitoring on behalf of USES, District of Columbia manpower, District of Columbia personnel, and my office.

USE OF EEA FUNDS FOR YOUTH SUMMER JOBS

Senator BAYH. I just might read from the committee report to show why I raised this question. The report states:

> With respect to the proposed recission for the Department of Labor relative to the termination of these funds, the committee strongly recommends against the use of funds for public service employment to carry out the Neighborhood Youth Corps summer programs. The committee feels that the programs involved are intended to serve two separate and distinct purposes and that the funds should not be commingled.

They feel we need both programs, but I do understand the reasons for your position.

Dr. JONES. Sir, we do not care where the funds come from. I would like to see them go into both personally. But my advocacy is for young people, and I would like to—that is what I have to put forth.

Senator BAYH. Well, I think we need both.

Dr. JONES. I agree with you wholeheartedly.

Senator BAYH. Doctor, what is the District of Columbia Street Academy? I notice you have got $250,000 in the Department of Labor there.

Dr. JONES. That was a nationally funded program formerly, and they started cutting back on those particular programs. The national office requested that the local street academy have a sponsor. They had some funds earmarked grantwise and we are serving as a sponsor.

I do have the Director of that program here, Mr. Howard, and he could be available for any questions that you would like to ask. Charles Howard is Director of that program.

BREAKDOWN OF "OTHER SERVICES"

Senator BAYH. I don't think that further questions are necessary at this time. I notice that in fiscal 1972 you have over $1½ million and in fiscal 1973, you have $4¾ million listed as "other services." I wish that you would provide us, for the record, a breakdown of "other services" for fiscal year 1974. That is a pretty large umbrella.

Dr. JONES. That is the N.P.C. programs, and I have asked the budget people to put in parentheses in mine "community based youth programs" as "other services." In fact, I typed it in mine, because "other services" does look odd when you have got the bulk of your money in it.

I will certainly give you that breakdown.

(The information follows:)

BREAKDOWN OF REQUEST FOR "OTHER SERVICES"
Office of Youth Opportunity Services

The Office of Youth Opportunity Services has, since 1968, used the category of "Other Services" for its community programs, both Federal Grant and Appropriated monies. For the past four years we have recommended to the Budget Office that in addition to the line item title of "Other Services" that it should be noted in parenthesis exactly what "Other Services" represents; and, in our particular situation, it represents the bulk of our program budget which is Community-Based Youth Programs.

Appropriated-FY 1972-73		1,453,800.00
Community Programs	561,042.40	
Matching Funds	388,137.93	
Summer Feeding Program	300,000.00	
Transportation	40,000.00	
NPC Elections	2,997.16	
Optimum Computer System	68,000.00	
Insurance	10,000.00	
NYC Costs	20,181.13	
Eastern Board of Official	900.00	
Ft. Lincoln Messenger Service	20,220.73	
Sports Goods	11,654.00	
Security/Janitorial/Solid Waste	12,838.13	
	1,453,800.39	

Va. Grants - 1972 — 145,400.00

1. Juvenile Delinquency Planning (HEW) — 4,000
   To provide training for personnel associated with MIS Program developed by Optimum Computer Systems, Inc.
2. Community Action Program (OEO/UPO) — 137,300
   For consultant services as planned and programmed by the community NPC's; for CPA Audit of overall program; and for costs incurred for NYC enrollees.
3. Youth Courtesy Patrol (HEW) — 200
   For installation of locks on Courtesy Patrol Headquarters to secure equipment.

4. Recreation Support Program (Labor) 3,900

(a) Mayor's Tennis Tournament

(b) Mayor's Athletic Clinic

$145,400

Grand Total $1,599,200.00

V. b. Provide a breakdown of actual expenditures in FY 1973 for the category of "other services," ($1,769,300 in FY '73).

Appropriated - FY 1973 $1,473,000

Direct Community Support & Programs	$ 599,183*
Matching Funds	478,400**
Hot Lunch Program	300,000
NYC Personnel Cost to YOS	5,000
D.C. Resident Camping Support	7,729
NPC Elections	4,490
Program Insurance	6,000
All-Star Football Game	1,900
D.C. Manpower Summer Jobs Transportation Support	40,000
Special Demands Events, Programs & Contracts	10,000
Support for Mayor's Youth Games	5,000
ADP Equipment & Share Program	7,598
Juvenile Delinquency Contractual Services	7,700
	$1,473,000

*See attached breakdown for programs and Courtesy Patrols.
**See response to Question #1.

Grants - 1973 $ 296,300

1. Youth Assistance Service Center (HEW) $ 23,900

To provide the necessary medical, dental and other professional services as needed to enhance the performance of the center.

2. Pilot Youth Service Center (LEAA) 42,800

Same as (1) above. Also, for contractual services used in connection with the renovation and refurbishing of site located at 244 - 48 and 254 - 58 55th Street, N. E.

3. D. C. Street Academy (Labor) 20,000

Consultative services for program technical assistance, research, evaluation and administrative management. Also, to provide training and training materials.

4. Community Action Program (OEO/UPO) 140,000

For consultant services as planned and programmed by the community NPC's for CPA Audit of overall program; and for costs incurred for NYC enrollees.

5. Recreation Support Program (Labor) 69,500

Subcontract with New Image Film Workshop, rental of RFK Stadium, program insurance and admission tickets.

$ 296,300 $1,769,300

V. c. Substantiate the request for fiscal 1974 [for the category of "other services," ($1,757,500 in FY '74)]. This "breakdown" should be detailed and specific.

Appropriated - 1974		$1,451,100
Direct Community Support and Programs	$ 600,000	
Matching Funds	443,900	
Courtesy Patrol Equipment & Administrative Support	14,900	
Hot Lunch Program	300,000	
NPC Elections	9,000	
Program Insurance	6,000	
All-Star Football Game	2,000	
D.C. Manpower Summer Jobs Transportation Support	45,000	
Special Demand Events, Programs & Contracts	10,000	
Support to Mayor's Youth Games	5,000	
ADP Equipment & Share Program	7,600	
Juvenile Delinquency Unit Contractual Services	7,700	
	$1,451,100	

Grants - 1974			306,400
1.	Youth Assistance Service Center (HEW) To provide the necessary medical, dental and other professional services as needed to enhance the performance of the center.	46,000	
2.	Pilot Youth Service Center (LEAA) Because we do not at this time know the status of continued funding for this grant beyond September 1973, the amount included in FY 1974 Budget submission for contractual services should not be considered a part of this report.	42,800	
3.	Community Action Program Because we do not know status of continued funding for this program at this time, this amount should not be considered a part of this report.	135,000	
4.	Recreation Support Program Subcontract with New Image Film Workshop, rental of RFK Stadium, program insurance and admission tickets.	61,000	
5.	D.C. Street Academy (Labor) OYOS has been informed by the Department of Labor that there will be no continued funding in FY 1974 for the Street Academy. Therefore, this amount for contractual services should be deleted from the report.	21,600	
		306,400	1,757,500
	Less grant programs not new anticipated for FY 1974.	199,400	199,400
		107,000	1,558,100

NEIGHBORHOOD PLANNING COUNCIL

Senator BAYH. I would like to submit some further questions relative to the Neighborhood Planning Councils. It is obvious that the NPC's are your major programing unit, and they receive a large amount of money. I have a number of questions here that I would like to submit and have you answer for the record, if you would, please.

Dr. JONES. Yes, sir.

[The information follows:]

1a. What built-in safeguards are there to insure that Neighborhood Planning Council elections are democratic?

In order to insure that the NPC Elections are democratic, the following safeguards are taken:

(1) Dr. Robert Martin, who is a member of the D. C. Board of Elections and the Political Science Club of Howard University, is contracted to conduct the actual election. He and his staff conduct the elections similar to the election for the D.C. School Board members, the Office of the President and Congress.

(2) Publication of the election is wide-spread, assemblies are held in the schools, posters and flyers are distributed throughout the city. (See Answers to 1c. and 4 - Operating Funds NPC Elections).

(See Voting Manual, 1970-71)

1b. What controls are there over these NPC's being packed with cliques?

There is no absolute control over any community organization or group being composed of special interest groups; it is normally because of a particular interest that organizations, groups and persons combine to take effective action.

The Neighborhood Planning Council (NPC) is, however, protected from any one group taking control by being a unit open to any resident of that Council area who wishes to become a NPC member and/or officer; also, officers may serve no more than two consecutive terms in that same office, with elections held once during each year.

Enclosed are the Constitution and By-Laws pertaining to the above, taken from:

(1) Operations Manual-1972
p. 5, Article V, Sections 1 and 2 and the

(2) Voting Manual 1970-71
pp. 4 and 10.

CONSTITU BY-LAWS

NEIGHBORHOOD PLANNING COUNCIL #

ARTICLE I

NAME

THE NAME OF THIS ORGANIZATION IS

ARTICLE II

PURPOSES

THE PURPOSE OF NEIGHBORHOOD PLANNING COUNCIL # IS TO PROVIDE THE STRUCTURE FOR ADULT AND YOUTH PARTICIPATION IN THE DEVELOPMENT, IMPLEMENTATION, AND EVALUATION OF PROGRAMS FOR THE CHILDREN AND YOUTH OF THIS GEOGRAPHIC AREA AS SHOWN ON THE OFFICIAL NEIGHBORHOOD PLANNING COUNCIL MAP OF THE DISTRICT OF COLUMBIA, WHICH IS INCORPORATED HEREIN BY REFERENCE. THAT THE NEIGHBORHOOD PLANNING COUNCIL IS TO INSURE THE BROADEST POSSIBLE ADULT AND YOUTH PARTICIPATION IN ITS PROGRAMS AND ACTIVITIES. THE NEIGHBORHOOD PLANNING COUNCIL WAS ESTABLISHED BY ORDER OF THE COMMISSIONER NO. 68-219, DATED MARCH 25, 1968, WHICH IS ATTACHED HERETO AND IS INCORPORATED HEREIN BY REFERENCE.

ARTICLE III

BOUNDARIES

THE BOUNDARIES OF THE COUNCIL ARE ESTABLISHED BY THE DISTRICT OF COLUMBIA GOVERNMENT AND ARE AS SET FORTH IN ATTACHMENT A.

ARTICLE IV

OFFICES

THE PRINCIPAL OFFICE OF THE COUNCIL SHALL BE LOCATED WITHIN THE BOUNDARIES OF THE COUNCIL.

ARTICLE V

MEMBERS

SECTION 1. QUALIFICATION. MEMBERSHIP IN THE COUNCIL SHALL BE ACCORDED TO ANY PERSON THIRTEEN (13) YEARS AND OVER WHO LIVES WITHIN THE COUNCIL'S BOUNDARIES.

SECTION 2. APPLICATION FOR MEMBERSHIP. ANY INDIVIDUAL WISHING TO BECOME A MEMBER OF THE COUNCIL SHALL DO SO BY REGISTERING HIS NAME, ADDRESS, TELEPHONE NUMBER AND, IF HE IS BETWEEN THE AGES OF 13 AND 21, HIS AGE, IN THE COUNCIL'S MEMBERSHIP REGISTER. NO FEE MAY BE IMPOSED AS A CONDITION OF MEMBERSHIP.

SECTION 3. REPRESENTATION. EACH CENSUS TRACT IN THE AREA SHALL BE REPRESENTED IN THE COUNCIL BY TWO RESIDENTS.

SECTION 4. RESIGNATION. ANY MEMBER MAY RESIGN FROM THE COUNCIL BY HAVING HIS NAME STRICKEN FROM THE COUNCIL'S MEMBERSHIP REGISTER.

SECTION 5. RENEWAL. ALL MEMBERS SHALL REGISTER ANNUALLY PRIOR TO ELECTIONS.

SECTION 6. VOTING. EACH MEMBER OF THE COUNCIL SHALL BE ENTITLED TO ONE VOTE. AFTER THE 1969 ELECTIONS, EACH MEMBER MUST ATTEND 50% OF ALL MEETINGS BETWEEN ELECTIONS AND FUNDING OF PROGRAMS TO BE ENTITLED TO VOTE FOR THE FUNDING OF PROGRAMS.

SECTION 7. QUORUM. A QUORUM AT ANY MEETING OF THE COUNCIL SHALL CONSIST OF AT LEAST TWENTY (20) MEMBERS, OF WHICH AT LEAST 50% MUST BE YOUTH BETWEEN THE AGES OF 13 AND 21 YEARS.

SECTION 8. REGULAR MEETINGS. THE COUNCIL'S MEMBERS SHALL HOLD NOT LESS THAN NINE (9) REGULAR MEETINGS, EXCEPT THAT IT SHALL HOLD ITS ANNUAL MEETING DURING THE MONTH OF OCTOBER. AT LEAST ONE-THIRD OF THE TOTAL NUMBER OF NPC (NEIGHBORHOOD PLANNING COUNCIL) MEETINGS MUST BE CHAIRED BY THE YOUTH CHAIRMAN OR YOUTH VICE-CHAIRMAN.

SECTION 9. SPECIAL MEETINGS. SPECIAL MEETINGS OF THE COUNCIL'S MEMBERS MAY BE CALLED BY THE CHAIRMAN ON HIS OWN INITIATIVE AND SHALL BE CALLED BY THE CHAIRMAN AT THE REQUEST OF ONE-THIRD OF THE COUNCIL'S BOARD OR AT THE REQUEST OF TWENTY (20) MEMBERS OF THE COUNCIL.

SECTION 10. NOTICE OF MEETINGS. NOTICE OF THE DATE, TIME AND PLACE OF EACH MEETING OF THE NPC (NEIGHBORHOOD PLANNING COUNCIL) MEMBERS AND, IN THE CASE OF A SPECIAL MEETING, OF THE PURPOSE OR PURPOSES FOR WHICH THE MEETING IS CALLED, SHALL BE GIVEN TO NPC (NEIGHBORHOOD PLANNING COUNCIL) MEMBERS AT LEAST FIVE (5) DAYS PRIOR THERETO AND SAID NOTICE SHALL BE POSTED IN NPC (NEIGHBORHOOD PLANNING COUNCIL) HEADQUARTERS AND WHENEVER POSSIBLE USE ALL MASS MEDIA.

ARTICLE VI

OFFICERS

SECTION 1. NUMBER. THE OFFICERS OF THE COUNCIL SHALL BE A CHAIRMAN, A VICE-CHAIRMAN, A SECRETARY, A TREASURER, A YOUTH CHAIRMAN, A YOUTH VICE-CHAIRMAN, AND A YOUTH SECRETARY. THE YOUTH CHAIRMAN, A YOUTH VICE-CHAIRMAN AND YOUTH SECRETARY SHALL BE 21 YEARS AND UNDER.

SECTION 2. ELECTION OF OFFICERS. EACH NPC (NEIGHBORHOOD PLANNING COUNCIL) SHALL HOLD AN ELECTION IN OCTOBER OF EACH YEAR. THE COUNCIL MEMBERS SHALL ELECT FROM AMONG THEMSELVES ALL OFFICERS.

SECTION 3. TERM OF OFFICE. EACH OFFICER SHALL SERVE FOR ONE YEAR OR UNTIL HIS SUCCESSOR IS ELECTED AND QUALIFIED. NO PERSON MAY SERVE MORE THAN TWO CONSECUTIVE TERMS IN THE SAME OFFICE.

SECTION 4. VACANCIES. ANY VACANCY AMONG THE ELECTED OFFICIALS THROUGH DEATH, RESIGNATION OR OTHER CAUSE SHALL BE FILLED BY THE MEMBERS OF THE COUNCIL IN A SPECIAL ELECTION TO BE HELD AT THE NEXT MEETING OF THE COUNCIL'S MEMBERS OR AS SOON THEREAFTER AS POSSIBLE. THE COUNCIL CHAIRMAN MAY APPOINT AN ACTING OFFICER UNTIL SUCH TIME AS A SPECIAL ELECTION CAN BE HELD.

SECTION 5. REMOVAL. ANY OFFICER WHO MISSES THREE (3) CONSECUTIVE MEETINGS OF THE BOARD WITHOUT CAUSE SHALL AUTOMATICALLY CEASE TO BE A BOARD MEMBER AND HIS OFFICE SHALL BECOME VACANT. AN OFFICER SHALL BE REMOVED FROM OFFICE FOR ANY CONDUCT DEEMED DETRIMENTAL AND DAMAGING TO THE NPC (NEIGHBORHOOD PLANNING COUNCIL). IN ORDER TO EFFECTUATE SUCH A REMOVAL, THE COUNCIL MEMBERS MUST DO SO BY A FOUR-FIFTHS (4/5) MAJORITY VOTE AFTER PROPER NOTIFICATION OF SUCH A MEETING TO DO SO AS SET FORTH IN THESE BY-LAWS.

THE COUNCIL MAY ALSO ACT TO SUSPEND ANY OFFICER DURING AN INVESTIGATION, BY THE SAME FOUR-FIFTHS VOTE PROCESS, WHICH MAY LEAD TO HIS REMOVAL UNDER ARTICLE VI, SECTION 5. ANY OFFICER REMOVED SHALL HAVE THE OPPORTUNITY TO BE HEARD AND CROSS-EXAMINE HIS ACCUSORS.

SECTION 6. POWERS AND DUTIES OF THE CHAIRMAN. THE CHAIRMAN SHALL BE THE CHIEF EXECUTIVE OFFICER OF THE COUNCIL; HE SHALL PRESIDE AT ALL MEETINGS OF THE COUNCIL'S BOARD AND OF THE COUNCIL'S MEMBERS AND HE SHALL CAST THE DECIDING VOTE IN CASE OF A TIE ON ALL MATTERS COMING BEFORE THE COUNCIL; HE SHALL HAVE GENERAL AND ACTIVE MANAGEMENT OF THE AFFAIRS OF THE COUNCIL AND SHALL SEE THAT ALL ORDERS AND RESOLUTIONS OF THE COUNCIL'S BOARD ARE CARRIED INTO EFFECT; HE SHALL EXECUTE ALL CONTRACTS AND AGREEMENTS AUTHORIZED BY THE COUNCIL'S BOARD; HE SHALL HAVE THE GENERAL SUPERVISION OF ALL THE OTHER OFFICERS OF THE COUNCIL AND OF THE CHAIRMEN OF ITS COMMITTEES AND SHALL SEE THAT THEIR DUTIES ARE PROPERLY PERFORMED; HE SHALL HAVE THE AUTHORITY TO FILL ANY UNEXPIRED TERM OF A BOARD MEMBER CREATED THROUGH DEATH, RESIGNATION OR OTHER CAUSE, EXCEPT IN THE CASE OF A CHAIRMAN. NO CHAIRMAN SHALL BE ABLE TO APPOINT A SUCCESSOR TO HIMSELF; AND HE SHALL PROMPTLY REPORT TO THE COUNCIL'S BOARD AND TO ITS MEMBERS ALL MATTERS WITHIN HIS KNOWLEDGE WHICH, IN THE INTERESTS OF THE COUNCIL, SHOULD BE BROUGHT TO THEIR NOTICE.

SECTION 7. POWERS AND DUTIES OF THE YOUTH CHAIRMAN. UNDER THE GENERAL SUPERVISION OF THE ADULT CHAIRMAN, THE YOUTH CHAIRMAN SHALL PRESIDE OVER NOT LESS THAN ONE-THIRD OF ALL REGULAR MEETINGS HELD. THE YOUTH CHAIRMAN SHALL REPRESENT THE INTERESTS OF THE YOUTH WITHIN THE COUNCIL'S BOUNDARIES; AND HE SHALL PROMPTLY REPORT TO THE COUNCIL'S BOARD AND TO ITS MEMBERS ALL MATTERS WITHIN HIS KNOWLEDGE, WHICH IN THE INTERESTS OF THE COUNCIL, SHOULD BE BROUGHT TO THEIR NOTICE.

SECTION 8. POWERS AND DUTIES OF THE VICE-CHAIRMAN. IN THE ABSENCE OR DISABILITY OF THE CHAIRMAN, THE VICE-CHAIRMAN SHALL PERFORM THE DUTIES AND EXERCISE THE POWERS OF THE CHAIRMAN. THE VICE-CHAIRMAN SHALL HAVE SUCH OTHER POWERS AND DUTIES AS MAY BE PRESCRIBED BY THE BOARD OR BY THE CHAIRMAN.

SECTION 9. POWERS AND DUTIES OF THE YOUTH VICE-CHAIRMAN. IN THE ABSENCE OR DISABILITY OF THE YOUTH CHAIRMAN, THE YOUTH VICE-CHAIRMAN SHALL PERFORM THE DUTIES AND EXERCISE THE POWERS OF THE YOUTH CHAIRMAN. THE YOUTH VICE-CHAIRMAN SHALL HAVE SUCH OTHER POWERS AND DUTIES AS MAY BE PRESCRIBED BY THE BOARD OR BY THE YOUTH CHAIRMAN.

Section 10. Powers and ... of the Secretary. The Secretary shall attend all meetings of the Council's Board and of its members and shall record all votes and shall take minutes of all proceedings. He shall assist the NPC (Neighborhood Planning Council) in giving proper notice of all meetings of the Board and of the Council's members; he shall keep the Council's membership register which shall be open to inspection by any member of the Council; and he shall perform such other duties as may be prescribed by the Board or by the Chairman.

Section 11. Powers and Duties of the Youth Secretary. The Youth Secretary shall assist the Adult Secretary at all meetings. In the absence or disability of the Secretary, the Youth Secretary shall perform the duties and exercise the powers of the Secretary. He shall have such other powers or duties as may be prescribed by the Board or by the Youth Chairman.

Section 12. Powers and Duties of the Treasurer. The Treasurer shall have the custody of the Council's funds and securities and shall keep full and accurate accounts of receipts and disbursements in books belonging to the Council; which books shall be open to inspection by any member of the Council upon five (5) days written notice; he shall deposit all monies and other valuable effects in the name and to the credit of the Council in such depositories as may be designated by the Council's Board; he shall disburse the funds of the Council as may be ordered by the Council's Board, taking proper vouchers for such disbursement, and shall render to the Chairman, the Council's Board, and the Council's members, at each regular meeting or whenever they may require it, an account of all his transactions as Treasurer and of the financial condition of the Council. He shall perform such other duties as may be prescribed from time to time by the Council's Board or by the Chairman.

Section 13. Order of Succession. In the absence of the Chairman and the Vice-Chairman, the other officers shall succeed to the chair in the order in which they appear in Section 1 of this Article unless the Board shall determine otherwise.

ARTICLE VII
BOARD

Section 1. Number. Each Council shall establish a twenty (20) member board consisting of the elected officials, six elected adult members-at-large, and seven elected youth members-at-large. The youth member-at-large shall be 21 years and under. At least 3 of these members shall be male and 3 shall be female.

The officers of the Council shall serve as the officers of the Board.

Section 2. Election of Board. The members-at-large of the Board shall be elected from among the Council's members at the annual election of officers in October.

Section 3. Term of Office. Each Board Member shall serve for one (1) year or until his successor is elected and qualified.

Section 4. Vacancies. Any vacancy among the elected officials created by death, resignation or other causes shall be subsequently filled by the NPC Chairman through appointment to the unexpired term of office. In the event that the NPC Chairmanship becomes vacant the outgoing Chairman CANNOT appoint his successor. If the Chairmanship of the NPC becomes vacant for any reason, the Vice-Chairman shall automatically assume the position of NPC Chairman.

In the event that a vacancy shall occur on the Council Board, the NPC Chairman shall have the authority to appoint new members to unexpired terms of vacant Board Member seats except in the case of its Youth Representatives who shall have the same appointing authority and ascending process related to youth activities as their adult counter-parts.

Section 5. Removal. Any Board Member who misses three (3) consecutive meetings of the Council without cause shall automatically cease to be a Board Member and his office shall become vacant. A Board Member shall be removed from office for any conduct deemed detrimental and damaging to the Neighborhood Planning Council. In order to effectuate such a removal, the Board Members must do so by a four-fifths (4/5) majority vote after proper notification of such a meeting to do so as set forth in these By-Laws.

The Board may also act to suspend any Board Member during an investigation, by the same four-fifths vote process, which may lead to his removal under Article VI, Section 5. Any Board Member removed shall have the opportunity to be heard and cross-examine his accusors.

Section 6. Duties. It shall be the duty of the Council's Board to conduct its affairs and manage its property. It shall promptly report to the Council's members all reports and recommendations of its committees and all its actions and deliberations.

Section 7. Special Meetings. Special Meetings of the Board may be called by the Chairman on his own initiative and shall be called by the Chairman at the request of one-third of the Board or at the request of twenty (20) members of the Council.

Section 8. Meetings. All meetings of the NPC (Neighborhood Planning Council) shall be open to members of the Council.

Section 9. Notice of Meetings. Notice of the date, time and place of every meeting of the Board and, in the case of a special meeting, of the purpose or purposes for which the meeting is called, shall be given to Board Members at least five (5) days prior thereto and said notice shall be posted in NPC (Neighborhood Planning Council) headquarters and whenever possible use all mass media.

Section 10. Quorum. A quorum at any meeting of the Board shall consist of not less than one-third of the Board's members.

Section 11. Order of Business. The regular order of business at any meeting of the Board shall be:

(i) Meeting called to order by Chairman or Presiding Officer
(ii) Reading of Minutes of the Last Meeting
(iii) Reports of Officers
(iv) Reports of Committees
(v) Unfinished Business
(vi) New Business
(vii) Adjournment

Section 12. Conflict of Interest. In order to avoid conflict of interest, any officer or Board Member of an NPC (Neighborhood Planning Council) must disqualify himself from any proceedings that will award contracts or set policies for any program for which the NPC Officer or Board Member will be the recipient of any goods, services, monetary and personal gain.

Section 13. Voting. Each Board Member shall be entitled to one vote. Action on all matters shall be taken by two-thirds vote of those Board Members present and voting who are qualified under Article V, Section 6.

ARTICLE VIII
STANDING COMMITTEES

Section 1. Authorization. The Board of the Council may, in their discretion, designate one or more standing committees to manage the affairs of the Council to the extent and within the limitations provided by the authorizing motion, except that the Board may not delegate its power to make program decisions.

Section 2. Members. Membership on each such standing committee shall be open to all of the Council's members.

Section 3. Chairmen. The Chairman of the Council shall appoint the Chairman of each such standing committee from among the Council's members. They shall serve at his pleasure or until replaced by the appointees of any succeeding Chairman.

Section 4. Meetings. A meeting of each such standing committee shall be called at the discretion of the Board.

Section 5. Quorum. The presence of 60% of the members of each such standing committee shall consistute a quorum.

Section 6. Reports. The Chairman of each such standing committee shall present a full report on the activities of such committee at each regular meeting of the NPC (Neighborhood Planning Council).

ARTICLE IX
FISCAL YEAR

THE FISCAL YEAR OF THE COUNCIL SHALL BEGIN ON NOVEMBER 1 AND END OCTOBER 31 IN EACH YEAR.

ARTICLE X
PARLIAMENTARY PROCEDURE

ROBERT'S RULES OF ORDER, REVISED, SHALL BE THE BASIC GUIDE FOR THE CONDUCT OF ALL MEETINGS OF THE COUNCIL, AND THE COUNCIL, WHEN DEEMED NECESSARY, MAY SUSPEND ANY OR ALL PORTIONS OF THOSE RULES AT THAT MEETING.

ARTICLE XI

THE COUNCIL RESERVES THE RIGHT TO AMEND, ALTER OR REPEAL ANY PROVISION CONTAINED IN THIS CONSTITUTION AND BY-LAWS AT ANY MEETING OF THE COUNCIL'S MEMBERS BY A TWO-THIRDS VOTE OF THOSE MEMBERS PRESENT AT SAID MEETING AND ENTITLED TO VOTE, PROVIDED THAT WRITTEN NOTICE OF ANY PROPOSED AMENDMENT HAS BEEN CIRCULATED WIDELY WITHIN THE COUNCIL'S BOUNDARIES AND IS AVAILABLE FOR INSPECTION AT THE COUNCIL'S OFFICE AT LEAST TWENTY (20) DAYS PRIOR THERETO. AMENDMENTS SHALL NOT CONFLICT WITH OR SUPERCEDE THE STANDARD SET OF BY-LAWS APPROVED BY THE TWENTY (20) NPC CHAIRMEN.

PURPOSE OF HOLDING CITY-WIDE NEIGHBORHOOD PLANNING COUNCIL ELECTIONS

In order for the Neighborhood Planning Councils to realize its goals and accomplish its objectives, it is essential that the broadest possible community participation be generated. It is with this objective in mind that the Neighborhood Planning Councils have annual elections. The elections, through the democratic process, will ensure the opportunity for all members of the community to have a voice and participate in educational, recreational and employment programs designed to benefit children and youth of their various local communities.

Youth participation is certainly enhanced by this democratic election process, since thirteen year olders can hold office and cast their vote.

NOMINATIONS

Any registered member of the Neighborhood Planning Council can be nominated as candidates for office. Nominations may be made from the floor and/or by an appointed Nominations Committee.

QUALIFICATIONS OF NOMINEES

Adult Candidates for office must be over 21 years of age and reside within the geographical boundaries of the Neighborhood Planning Council where he is seeking office.

Youth Candidates for office must be between the ages of 13 and 21 years of age and reside within the geographical boundaries of the Neighborhood Planning Council where he is seeking office.

NOMINATION PROCEDURES

Candidates for office of the Neighborhood Planning Council must be nominated at the annual Council meeting on elections in the month of September.

Names of each candidate must be placed on a sample ballot and posted at least ten (10) days prior to the election to assist people in voting and publicizing the election.

1c. What kind of publicity is given to the neighborhood meetings where these proposals are voted upon?

When a meeting is scheduled to be held by a NPC, announcements are made in community papers, posted on bulletin boards in community centers and churches, through Council mailing lists, on T.V. or radio community spots, and during community meeting announcements.

This action must be taken in accordance with NPC Constitution and By-Laws, ARTICLE V, Section 10 "Notice of Meetings."

See attachment from Operations Manual-1972, p. 5. Also enclosed are samples of announcements regarding NPC meetings in Areas 2, 3, 6 and 15.

CONSTITUTI BY-LAWS
OF
NEIGHBORHOOD PLANNING COUNCIL #

ARTICLE I
NAME

THE NAME OF THIS ORGANIZATION IS

ARTICLE II
PURPOSES

THE PURPOSE OF NEIGHBORHOOD PLANNING COUNCIL # IS TO PROVIDE THE STRUCTURE FOR ADULT AND YOUTH PARTICIPATION IN THE DEVELOPMENT, IMPLEMENTATION, AND EVALUATION OF PROGRAMS FOR THE CHILDREN AND YOUTH OF THIS GEOGRAPHIC AREA AS SHOWN ON THE OFFICIAL NEIGHBORHOOD PLANNING COUNCIL MAP OF THE DISTRICT OF COLUMBIA, WHICH IS INCORPORATED HEREIN BY REFERENCE. THAT THE NEIGHBORHOOD PLANNING COUNCIL IS TO INSURE THE BROADEST POSSIBLE ADULT AND YOUTH PARTICIPATION IN ITS PROGRAMS AND ACTIVITIES. THE NEIGHBORHOOD PLANNING COUNCIL WAS ESTABLISHED BY ORDER OF THE COMMISSIONER NO. 68-219, DATED MARCH 25, 1968, WHICH IS ATTACHED HERETO AND IS INCORPORATED HEREIN BY REFERENCE.

ARTICLE III
BOUNDARIES

THE BOUNDARIES OF THE COUNCIL ARE ESTABLISHED BY THE DISTRICT OF COLUMBIA GOVERNMENT AND ARE AS SET FORTH IN ATTACHMENT A.

ARTICLE IV
OFFICES

THE PRINCIPAL OFFICE OF THE COUNCIL SHALL BE LOCATED WITHIN THE BOUNDARIES OF THE COUNCIL.

ARTICLE V
MEMBERS

SECTION 1. QUALIFICATION. MEMBERSHIP IN THE COUNCIL SHALL BE ACCORDED TO ANY PERSON THIRTEEN (13) YEARS AND OVER WHO LIVES WITHIN THE COUNCIL'S BOUNDARIES.

SECTION 2. APPLICATION FOR MEMBERSHIP. AN INDIVIDUAL WISHING TO BECOME A MEMBER OF THE COUNCIL SHALL DO SO BY REGISTERING HIS NAME, ADDRESS, TELEPHONE NUMBER AND, IF HE IS BETWEEN THE AGES OF 13 AND 21, HIS AGE, IN THE COUNCIL'S MEMBERSHIP REGISTER. NO FEE MAY BE IMPOSED AS A CONDITION OF MEMBERSHIP.

SECTION 3. REPRESENTATION. EACH CENSUS TRACT IN THE AREA SHALL BE REPRESENTED IN THE COUNCIL BY TWO RESIDENTS.

SECTION 4. RESIGNATION. ANY MEMBER MAY RESIGN FROM THE COUNCIL BY HAVING HIS NAME STRICKEN FROM THE COUNCIL'S MEMBERSHIP REGISTER.

SECTION 5. REMOVAL. ALL MEMBERS SHALL REGISTER ANNUALLY PRIOR TO ELECTIONS.

SECTION 6. VOTING. EACH MEMBER OF THE COUNCIL SHALL BE ENTITLED TO ONE VOTE. AFTER THE 1969 ELECTIONS, EACH MEMBER MUST ATTEND 50% OF ALL MEETINGS BETWEEN ELECTIONS AND FUNDING OF PROGRAMS TO BE ENTITLED TO VOTE FOR THE FUNDING OF PROGRAMS.

SECTION 7. QUORUM. A QUORUM AT ANY MEETING OF THE COUNCIL SHALL CONSIST OF AT LEAST TWENTY (20) MEMBERS, OF WHICH AT LEAST 50% MUST BE YOUTH BETWEEN THE AGES OF 13 AND 21 YEARS.

SECTION 8. REGULAR MEETINGS. THE COUNCIL'S MEMBERS SHALL HOLD NOT LESS THAN NINE (9) REGULAR MEETINGS, EXCEPT THAT IT SHALL HOLD ITS ANNUAL MEETING DURING THE MONTH OF OCTOBER. AT LEAST ONE-THIRD OF THE TOTAL NUMBER OF NPC (NEIGHBORHOOD PLANNING COUNCIL) MEETINGS MUST BE CHAIRED BY THE YOUTH CHAIRMAN OR YOUTH VICE-CHAIRMAN.

SECTION 9. SPECIAL MEETINGS. SPECIAL MEETINGS OF THE COUNCIL'S MEMBERS MAY BE CALLED BY THE CHAIRMAN ON HIS OWN INITIATIVE AND SHALL BE CALLED BY THE CHAIRMAN AT THE REQUEST OF ONE-THIRD OF THE COUNCIL'S BOARD OR AT THE REQUEST OF TWENTY (20) MEMBERS OF THE COUNCIL.

SECTION 10. NOTICE OF MEETINGS. NOTICE OF THE DATE, TIME AND PLACE OF EACH MEETING OF THE NPC (NEIGHBORHOOD PLANNING COUNCIL) MEMBERS AND, IN THE CASE OF A SPECIAL MEETING, OF THE PURPOSE OR PURPOSES FOR WHICH THE MEETING IS CALLED, SHALL BE GIVEN TO NPC (NEIGHBORHOOD PLANNING COUNCIL) MEMBERS AT LEAST FIVE (5) DAYS PRIOR THERETO AND SAID NOTICE SHALL BE POSTED IN NPC (NEIGHBORHOOD PLANNING COUNCIL) HEADQUARTERS AND WHENEVER POSSIBLE USE ALL MASS MEDIA.

ARTICLE VI

OFFICERS

Section 1. Number. The officers of the Council shall be a Chairman, a Vice-Chairman, a Secretary, a Treasurer, a Youth Chairman, a Youth Vice-Chairman, and a Youth Secretary. The Youth Chairman, a Youth Vice-Chairman and Youth Secretary shall be 21 years and under.

Section 2. Election of Officers. Each NPC (Neighborhood Planning Council) shall hold an election in October of each year. The Council members shall elect from among themselves all Officers.

Section 3. Term of Office. Each Officer shall serve for one year or until his successor is elected and qualified. No person may serve more than two consecutive terms in the same office.

Section 4. Vacancies. Any vacancy among the elected officials through death, resignation or other cause shall be filled by the members of the Council in a special election to be held at the next meeting of the Council's members or as soon thereafter as possible. The Council Chairman may appoint an acting officer until such time as a special election can be held.

Section 5. Removal. Any officer who misses three (3) consecutive meetings of the Board without cause shall automatically cease to be a Board Member and his office shall become vacant. An officer shall be removed from office for any conduct deemed detrimental and damaging to the NPC (Neighborhood Planning Council). In order to effectuate such a removal, the Council Members must do so by a four-fifths (4/5) majority vote after proper notification of such a meeting to do so as set forth in these By-Laws.

The Council may also act to suspend any officer during an investigation, by the same four-fifths vote process, which may lead to his removal under Article VI, Section 5. Any officer removed shall have the opportunity to be heard and cross-examine his accusors.

Section 6. Powers and Duties of the Chairman. The Chairman shall be the Chief Executive Officer of the Council; he shall preside at all meetings of the Council's Board and of the Council's members and he shall cast the deciding vote in case of a tie on all matters coming before the Council; he shall have general and active management of the affairs of the Council and shall see that all orders and resolutions of the Council's Board are carried into effect; he shall execute all contracts and agreements authorized by the Council's Board; he shall have the general supervision of all the other officers of the Council and of the Chairmen of its committees and shall see that their duties are properly performed; he shall have the authority to fill any unexpired term of a Board Member created through death, resignation or other cause, except in the case of a Chairman. No Chairman shall be able to appoint a successor to himself; and he shall promptly report to the Council's Board and to its members all matters within his knowledge which, in the interests of the Council, should be brought to their notice.

Section 7. Powers and Duties of the Youth Chairman. Under the general supervision of the Adult Chairman, the Youth Chairman shall preside over not less than one-third of all regular meetings held. The Youth Chairman shall represent the interests of the Youth within the Council's boundaries; and he shall promptly report to the Council's Board and to its members all matters within his knowledge, which in the interests of the Council, should be brought to their notice.

Section 8. Powers and Duties of the Vice-Chairman. In the absence or disability of the Chairman, the Vice-Chairman shall perform the duties and exercise the powers of the Chairman. The Vice-Chairman shall have such other powers and duties as may be prescribed by the Board or by the Chairman.

Section 9. Powers and Duties of the Youth Vice-Chairman. In the absence or disability of the Youth Chairman, the Youth Vice-Chairman shall perform the duties and exercise the powers of the Youth Chairman. The Youth Vice-Chairman shall have such other powers and duties as may be prescribed by the Board or by the Youth Chairman.

Section 10. Powers and Duties of the Secretary. The Secretary shall attend all meetings of the Council's Board and of its members and shall record all votes and shall take minutes of all proceedings. He shall assist the NPC (Neighborhood Planning Council) in giving proper notice of all meetings of the Board and of the Council's members; he shall keep the Council's membership register which shall be open to inspection by any member of the Council; and he shall perform such other duties as may be prescribed by the Board or by the Chairman.

Section 11. Powers and Duties of the Youth Secretary. The Youth Secretary shall assist the Adult Secretary at all meetings. In the absence or disability of the Secretary, the Youth Secretary shall perform the duties and exercise the powers of the Secretary. He shall have such other powers or duties as may be prescribed by the Board or by the Youth Chairman.

Section 12. Powers and Duties of the Treasurer. The Treasurer shall have the custody of the Council's funds and securities and shall keep full and accurate accounts of receipts and disbursements in books belonging to the Council; which books shall be open to inspection by any member of the Council upon five (5) days written notice; he shall deposit all monies and other valuable effects in the name and to the credit of the Council in such depositories as may be designated by the Council's Board; he shall disburse the funds of the Council as may be ordered by the Council's Board, taking proper vouchers for such disbursement, and shall render to the Chairman, the Council's Board, and the Council's members, at each regular meeting or whenever they may require it, an account of all his transactions as Treasurer and of the financial condition of the Council. He shall perform such other duties as may be prescribed from time to time by the Council's Board or by the Chairman.

Section 13. Order of Succession. In the absence of the Chairman and the Vice-Chairman, the other officers shall succeed to the chair in the order in which they appear in Section 1 of this Article unless the Board shall determine otherwise.

ARTICLE VII

BOARD

Section 1. Number. Each Council shall establish a twenty (20) member Board consisting of the elected officials, six elected adult members-at-large, and seven elected youth members-at-large. The youth member-at-large shall be 21 years and under. At least 3 of these members shall be male and 3 shall be female.

The officers of the Council shall serve as the officers of the Board.

Section 2. Election of Board. The members-at-large of the Board shall be elected from among the Council's members at the annual election of officers in October.

Section 3. Term of Office. Each Board Member shall serve for one (1) year or until his successor is elected and qualified.

Section 4. Vacancies. Any vacancy among the elected officials created by death, resignation or other causes shall be subsequently filled by the NPC Chairman through appointment to the unexpired term of office. In the event that the NPC Chairmanship becomes vacant the outgoing chairman CANNOT appoint his successor. If the chairmanship of the NPC becomes vacant for any reason, the Vice-Chairman shall automatically assume the position of NPC Chairman.

In the event that a vacancy shall occur on the Council Board, the NPC Chairman shall have the authority to appoint new members to unexpired terms of vacant Board Member seats except in the case of its Youth Representatives who shall have the same appointing authority and ascending process relates to youth activities as their adult counter-parts.

Section 5. Removal. Any Board Member who misses three (3) consecutive meetings of the Council without cause shall automatically cease to be a Board Member and his office shall become vacant. A Board Member shall be removed from office for any conduct deemed detrimental and damaging to the Neighborhood Planning Council. In order to effectuate such a removal, the

Board Members must do so by a four-fifths (4/5) majority vote after proper notification of such a meeting to do so as set forth in these By-Laws.

The ... may also act to suspend any Board Member during an investigation, by the same four-fifths vote process, which may lead to his removal under Article VI, Section 5. Any Board Member removed shall have the opportunity to be heard and cross-examine his accusors.

Section 6. Duties. It shall be the duty of the Council's Board to conduct its affairs and manage its property. It shall promptly report to the Council's members all reports and recommendations of its committees and all its actions and deliberations.

Section 7. Special Meetings. Special Meetings of the Board may be called by the Chairman on his own initiative and shall be called by the Chairman at the request of one-third of the Board or at the request of twenty (20) members of the Council.

Section 8. Meetings. All meetings of the NPC (Neighborhood Planning Council) shall be open to members of the Council.

Section 9. Notice of Meetings. Notice of the date, time and place of every meeting of the Board and, in the case of a special meeting, of the purpose or purposes for which the meeting is called, shall be given to Board Members at least five (5) days prior thereto and said notice shall be posted in NPC (Neighborhood Planning Council) headquarters and whenever possible use all mass media.

Section 10. Quorum. A quorum at any meeting of the Board shall consist of not less than one-third of the Board's members.

Section 11. Order of Business. The regular order of business at any meeting of the Board shall be:

(i) Meeting called to order by Chairman or Presiding Officer
(ii) Reading of Minutes of the Last Meeting
(iii) Reports of Officers
(iv) Reports of Committees
(v) Unfinished Business
(vi) New Business
(vii) Adjournment

Section 12. Conflict of Interest. In order to avoid conflict of interest, any officer or Board Member of an NPC (Neighborhood Planning Council) must disqualify himself from any proceedings that will award contracts or set policies for any program for which the NPC Officer or Board Member will be the recipient of any goods, services, monetary and personal gain.

Section 13. Voting. Each Board Member shall be entitled to one vote. Action on all matters shall be taken by two-thirds vote of those Board Members present and voting who are qualified under Article V, Section 6.

ARTICLE VIII
STANDING COMMITTEES

Section 1. Authorization. The Board of the Council may, in their discretion, designate one or more standing committees to manage the affairs of the Council to the extent and within the limitations provided by the authorizing motion, except that the Board may not delegate its power to make program decisions.

Section 2. Members. Membership on each such standing committee shall be open to all of the Council's members.

Section 3. Chairmen. The Chairman of the Council shall appoint the Chairman of each such standing committee from among the Council's members. They shall serve at his pleasure or until replaced by the appointees of any succeeding Chairman.

Section 4. Meetings. A meeting of each such standing committee shall be called at the discretion of the Board.

Section 5. Quorum. The presence of 60% of the members of each such standing committee shall consistute a quorum.

Section 6. Reports. The Chairman of each such standing committee shall present a full report on the activities of such committee at each regular meeting of the NPC (Neighborhood Planning Council).

ARTICLE IX
FISCAL YEAR

The fiscal year of the Council shall begin on November 1 and end October 31 in each year.

ARTICLE X
PARLIAMENTARY PROCEDURE

Robert's Rules of Order, Revised, shall be the basic guide for the conduct of all meetings of the Council and the Council, when deemed necessary, may suspend any or all portions of those rules at that meeting.

ARTICLE XI

The Council reserves the right to amend, alter or repeal any provision contained in this Constitution and By-Laws at any meeting of the Council's members by a two-thirds vote of those members present at said meeting and entitled to vote, provided that written notice of any proposed amendment has been circulated widely within the Council's boundaries and is available for inspection at the Council's office at least twenty (20) days prior thereto. Amendments shall not conflict with or supercede the standard set of By-Laws approved by the twenty (20) NPC Chairmen.

1d. Are the proposals perpetuated in funding because members of the groups already getting money pack or run for the councils?

The response to this question can be best understood with a review of the answer to question 1e. As can be seen from that material, there is more than a fifty per cent turnover in programs being funded each year. It may therefore be assumed that no one special interest group maintains control over the decision for funding programs, but rather that the judgment of all NPC members is exercised in determining which programs are best suited to the area's needs.

Another safeguard in insuring that a special interest group will not pack the funding meeting so that its proposal will be approved is a regulation in the NPC Constitution and By-Laws, Article V, Section 6, which states:

> "Each member of the Council shall be entitled to one vote. After the 1969 Elections, each member must attend 50% of all meetings between elections and the funding of programs to be entitled to vote for the funding of programs."

(See Voting Manual, 1970-71.)

Therefore, although anyone may become a member of the NPC, only active members may decide which programs are to be funded which protects against a "one night stand" by any one group who could pack the meeting place.

ARTICLE IV

OFFICES

The principal office of the Council shall be located within the Boundaries of the Council.

ARTICLE V

MEMBERS

Section 1. QUALIFICATION. Membership in the Council shall be accorded to any person thirteen (13) years and over who lives within the Council's Boundaries.

Section 2. APPLICATION FOR MEMBERSHIP. Any individual wishing to become a member of the Council shall do so by registering his name, address, telephone number and, if he is between the ages of 13 and 21, his age, in the Council's Membership Register. No fee may be imposed as a condition of membership.

Section 3. REPRESENTATION. Each census tract in the area shall be represented in the Council by two residents.

Section 4. RESIGNATION. Any member may resign from the Council by having his name stricken from the Council's Membership Register.

Section 5. RENEWAL. All members shall register annually prior to elections.

Section 6. VOTING. Each member of the Council shall be entitled to one vote. After the 1969 Elections, each member must attend 50% of all meetings between Elections and funding pf programs to be entitled to vote for the funding of programs.

le. What incidence is there of new groups getting money?

A comparison between 1972 and 1973 contractors is submitted for your review of those programs, both appropriated and OEO-funded, which were operated by the Neighborhood Planning Councils. Those names which are starred were funded during both years. For those programs funded by OEO during both years more than fifty per cent of the contractors were new groups or persons. In comparing the 1972 and 1973 contractors of Appropriated programs less than fifty per cent of the contractors operated programs two years in succession.

72-73	OEO
73-412-500	NPC# 12 (Anthony Johnson)
73-406-501	Charles Clinton
73-406-502	PTA Oyster Elementary School
73-406-503	William M. Mitchel, Jr.
73-406-504	Peter B. Work, Ann Colozzi, Western H.S.
73-406-505	Rev. Jo Tart., Jr.
*73-410-506	YWCA
73-410-507	Kingman's Boys Club
*73-410-508	N.W. Settlement House
*73-410-509	Corcoran St. Cmmty Center
*73-410-510	Fides Neighborhood House
73-419-511	Frederick Douglass Cmmty Center
73-419-512	S.E. Neighborhood House Action Board
73-416-513	C.E. Printing & Training
*73-416-514	Arthur Capper Consumer Fed.
*73-416-515	Black Coats, Inc.
73-413-516	Special Approaches in Juvenile Assist, Inc.
*73-416-517	NPC# 16, James Boyd
73-411-518	Creative Youth Studies
*73-405-519	NPC# 5, Velma Temple
73-405-520	NPC# 5, Doris McCannon
*73-413-521	Lincoln Civic Assoc. (Judith Dobbins)
*73-420-522	Vastine Blakney, NPC# 20
73-420-524	Joseph D. Fleming & Mrs. Renee King
73-411-525	Creative Youth (Matilda Brown)
*73-419-526	Frederick Douglass Cmmty. Ctr. (LaJohana Swann)
73-413-527	Dept. of Human Resources (Randolph Redish)
*73-416-528	Friendship House (John Harrod)

*73-405-529	NPC# 5 (D. Vanderburg)
73-416-530	Citizens Against The Use of Drugs
*73-409-531	Garfield Sunflower (N. Brown)
*73-409-533	Rev. Andre Bouchard & John Saunders
73-416-534	Ellen Wilson Advisory Council (James Beal)
*73-415-535	United Block Association
73-415-536	NPC# 15 (Yvonne McKie)
73-414-537	NPC# 14 (Orren Cohill)
73-414-538	Advisory Council Emery School
73-414-539	Daniel Robinson
*73-414-540	Montana Terrace Advisory Board (Mrs. Johnie Brown)
73-419-542	Miss Carrie Jasper
73-415-543	N.E. Youth Environmental Assembly (Virginia Evans)
73-405-544	NPC# 5 (Rev. Annie Woodridge)
73-415-545	Ivy City Target Youth Enterprise
73-405-546	NPC# 5 (Doris McCannon)
73-411-547	Creative Youth Studios
73-411-551	NPC# 8 (Walter Pierce)
*73-417-552	Alice Thomas
*73-415-556	Youth Meditators
*73-419-557	S.E. Neighborhood House
73-408-558	Mrs. Charlotte Filmore
73-408-559	Mt. Pleasant Montessori School
*73-408-561	Jerome Johnson
73-408-562	Park Morton Resident Council
*73-419-563	Sheridan Terrace Skills (Helena Lampkin)
*73-407-564	NPC# 7 (Everett Scott)
73-407-565	Mrs. Dorothy Loins
73-407-566	Lamond Riggs Boys Club
73-407-567	NPC# 7 (Yvonne Collins)
*73-417-568	Phyllis Martin
73-418-569	Fort Dupont Civic Assoc.
73-418-570	Richardson Deanwood Res. Council
73-418-571	Joseph Toyer
*73-418-572	Clarence Rhodes
73-419-573	Percy Battle
73-418-575	Elogus Rustin
73-418-576	Walter Lewis
*73-418-578	Dorothy McCraney
73-418-579	Samuel Stovall
73-418-580	Marjorie Smith
73-418-581	Thomas Young
*73-418-582	Toba Watts
73-418-584	Lester Jenkins
73-418-585	Esther Gist
73-418-586	Yvonne Better
*73-415-587	Nadine Winters
*73-415-588	Wilhelmema Payne
73-418-589	Emma Flythe
73-418-590	Thomas S. Young
73-418-591	Lester Jenkins
*73-418-592	Verona Wesley

APPROPRIATED 1972-73

50-107-300	Everett Scott
50-107-301	Lamond Riggs Boys' Club
*50-107-302	Area #2B PTA Council
50-105-304	NPC #5 Doris McCannon
50-105-305	NPC #5 Viola Lee
*50-116-307	Capitol Hill Group Ministry
50-116-308	Ellen Wilson Advisory Council
50-116-309	The Organization of Afro American
*50-116-310	Shooters Helping Hand Club
*50-116-311	NPC #16 Jackie Barnes
50-116-312	David Robinson
50-113-313	Francis Recreation Center
*50-113-314	Community Christ Church
50-113-315	Foundry Methodist Church
50-113-316	Patricia Holland
50-118-318	St. Luke's Civic Betterment
50-118-319	Burreville Youth & Parent Club
*50-118-320	Benning Terrace Resident Council
*50-118-321	NPC #18 (John Burns)
*50-118-322	Richardson Deanwood Resident Council
*50-118-323	Fort Davis Improvement Association
*50-118-324	Mayfair, Parkside, Paradise Civil Association
50-118-325	Benning Stoddart Parent Club
*50-118-326	East Capital Resident Council
50-118-327	Sister Helen J. Bellen
50-118-328	Eastgate Gardens Tenant Association
50-118-329	Stoneridge Resident Council
50-118-330	Capitol View Resident Council
50-118-331	South East Center Advisory Group
50-118-332	Cultural Workshop
50-120-333	Morris Johnson
50-120-334	John R. Jones
50-120-335	Valley Green Residents Council
50-120-336	NPC# 20 Ida Thomas
*50-110-337	NPC# 10 Fides House, YWCA
*50-109-338	Columbia Heights Youth
*50-109-339	Concern for Neighborhoods Inc.
50-109-340	Neighborhood Learning Center
*50-109-341	Friendship Flat Comm. Center
*50-109-342	YMCA
*50-109-343	Boys Club of Metro. Police
*50-109-344	Garfield Sunflower Programs
50-112-345	NPC# 12 Anthony Johnson
*50-114-346	Aboretum Civic Assoc.
50-114-347	Edgewood Civic Assoc.
50-114-348	Montana Terrace Exec. Board
50-114-349	Rev. Sheffield Gill
*50-114-350	Pioneer Athletic Program
50-114-351	Brookland Youth Center
*50-114-352	Rev. James Sommerville
50-114-353	Emery Community School
*50-114-354	Mrs. Annie Hudgins

50-114-355	Edgewood Civic Association
50-101-356	Mr. Henry Kennedy
*50-104-357	NPC# 4 Robert A. Devol
50-104-358	Hardy Home & School Assoc.
*50-104-359	Hardy Recreation Center
50-104-360	Spring Valley/Wesley Hgts. Citizen Assoc.
*50-103-362	NPC# 3 George T. Dennis
50-103-363	William Mitchell
50-111-366	Sibley Plaza Rec. Community
*50-111-367	St. Martin's Teen Center
50-111-368	Creative Youth Factory
50-111-369	Bloomingdale Citizen Community
50-111-370	Vee Street Block Club
50-117-373	Mary Smallwood
50-117-374	Phyllis Martin
*50-117-375	Annette Watson
*50-117-376	Dorothy Way, Helen Messell
*50-117-377	NPC# 17 Alice Thomas
50-108-378	NPC# 8 Hyacinth Gaskins
50-106-379	Grace Episcopal Church
50-106-380	Charles J. Clinton
*50-106-381	Boys Club of Greater Wash. Inc.
*50-106-382	Fillmore PTA
50-106-383	Mt. St. Albans
*50-106-384	Georgetown Educational Council
50-106-385	Oyster School PTA
50-106-386	Mrs. Ann C. Coluzzi
50-106-387	Students of Georgetown, Inc.
*50-106-388	D.C. Department of Recreation
50-102-389	NPC# 2 James Devlin
50-108-390	Blanca Westgate
*50-108-391	Edith M. Maeda
50-102-392	Wm. Mitchell & Rev. Richard Peard
50-102-393	John M. William
*50-119-395	St. Teresa Church
*50-119-396	St. John's CME Church
*50-119-398	Our Lady of Perpetual Help
*50-119-399	Southeast Neighborhood House
*50-119-400	Sheridan Terrace Tenant Council
*50-115-401	Isreal Baptist Church
50-115-402	Atonement House
50-115-403	Friendship Club
50-115-404	Montello Ingram Baptist Church
50-115-405	MCAC
*50-115-406	Ivy City-Trinidad Citizens Assoc.
50-115-407	Mt. Olivet Baptist Church
*50-115-408	Mt. Olivet Hgts. Civic Assoc.
*50-115-409	Mother's Helpers Education Center
50-115-410	Ham's Athletic Club
50-115-411	Coalition of Workers
50-119-414	NPC# 19 Planning Council

1f. What kind of control or review is done by your office over these proposals?

In order to understand the proposal review process of the OYOS, it will be necessary to outline the established proposal writing process.

(1) Each NPC is allocated its amount of funds based on the number of youth in its area. Funds from OEO must be spent on poor youth only, while Appropriated Funds are allocated on the basis of all youth in the area regardless of their economic status. (See Answer to 1g.).

(2) Each NPC meets to write proposals with both youth and adults participating. They write the proposal according to the various OEO and YOS guidelines.

(3) The written proposal is then voted upon by the NPC to determine whether it will be funded, and all proposals are submitted to OYOS where the initial check is to insure that all the proposals approved by the NPC does not exceed the amount allocated for that area.

(4) The OYOS receives the proposals which are reviewed by the staff proposal review committee. The review committee looks for answers to the following questions:

a. Does the proposal have a sound and attainable purpose?

b. Does the proposal have clear objectives which are capable of being measured?

c. Does the program have a site or location that is suitable for the program?

d. Does the proposal have a majority of youth employed?

e. If it is an OEO proposal, does it meet OEO guidelines?

f. Does the proposal meet all OYOS guidelines?

(5) Each proposal, after review, has a critique sheet written on it. Each point needing clarification is noted on the sheet with all the reasons and rationale why the particular question was raised by OYOS.

(6) These proposal critique sheets are returned to the NPC for clarification. After a reasonable length of time, the proposals are to be returned to OYOS. If all questions are cleared the proposals are accepted by OYOS.

(7) After the proposals are accepted they are rewritten in contract form between the operating agency for the NPC and OYOS of the D. C. Government.

(8) After the proposals are written, reviewed, signed and contracted OYOS evaluates each program with a special evaluation form.

For Specific Information See:

1) Proposal Review Critique Form
2) OYOS Evaluation Form
3) Guidelines for Operation of Programs and Termination of Program Policy
4) Letter of Warning (Suspension)

1g. What criteria will be used for the distribution of funds?

The criteria for distribution of funds varies according to the source of funds. For Appropriated monies the OYOS distributes city-wide to all areas on the basis of the 1970 Census figures of their youth (1-21) population (See Attachment, Dept. of Commerce, May 15, 1972). In accordance with OEO guidelines those young people who are eligible for the funds are the "target" or poor youth. The family income guide for identifying a poor child is included in the Operational Manual, 1972, p. 24, and through the 1970 Census figures.
A per capita allocation is made for each group of monies based on the number of young people in each NPC.

All NPC areas receive D.C. Appropriated money. According to 1970 Census figures those NPC areas eligible for OEO funds for 1973-74 are as follows:

Area 5	Area 14
6	15
7	16
8	17
9	18
10	19
11	20
12	
13	

1h. How will it differ from previous years?

1i. What kinds of distribution will be made this coming year, and on what basis?

The difference between the 1973-74 allocations from previous years depends solely upon the change in the amount appropriated to the Office of Youth Opportunity Services from Congress and the Office of Economic Opportunity.

The charts used to demonstrate the allocation of funds to all NPC areas for 1971-72, 1972-73, and 1973-74 are included, and will provide the monetary difference in distribution by NPC area based on the number of young people eligible for the funds.

NPC YOUTH POPULATION CHART AND 1973-74
D. C. APPROPRIATED YOUTH PROGRAMS FUND ALLOCATION

1. The basic population and poverty figures were developed by the United States Bureau of the Census based upon available data from the 1970 census.

2. FUNDING ALLOCATION SYSTEM

Appropriated funds are grants from Congress. The total amount of District Appropriated money which is to be spent in the Neighborhood Planning Councils Programs is approximately $600,000.00. One-half of this fund ($300,000.00) is divided equally among all Neighborhood Planning Councils, allowing each one $15,000.00. The second portion of the District Allotment ($300,000.00) is based on the total number of youth between the ages of 0-21. This money may be allocated for the summer and/or year round (June 4, 1973 - May 31, 1974).

PROPOSED ALLOCATION

NPC	0-21 Total Youth Pop.	Equal Share	Appr. Funds $1.03 @ Child	Total
1	$10,528	$15,000.00	$10,844.00	$25,844.00
2	,5,249	15,000.00	5,550.00	20,550.00
3	6,282	15,000.00	6,660.00	21,660.00
4	6,210	15,000.00	6,396.00	21,396.00
5	17,448	15,000.00	18,171.00	33,171.00
6	7,239	15,000.00	7,456.00	22,456.00
7	10,661	15,000.00	11,100.00	26,100.00
8	14,322	15,000.00	14,752.00	29,752.00
9	11,981	15,000.00	12,540.00	27,540.00
10	8,406	15,000.00	8,658.00	23,658.00
11	11,532	15,000.00	11,988.00	26,988.00
12	3,703	15,000.00	4,347.00	19,347.00
13	5,805	15,000.00	5,979.00	20,979.00
14	13,889	15,000.00	14,506.00	29,506.00
15	29,761	15,000.00	30,854.00	45,854.00
16	15,373	15,000.00	16,034.00	31,034.00
17	5,170	15,000.00	5,439.00	20,439.00
18	45,612	15,000.00	46,980.00	61,980.00
19	30,858	15,000.00	31,984.00	46,984.00
20	28,701	15,000.00	29,762.00	44,762.00
	288,730	300,000.00	300,000.00	600,000.00

96-548 O - 73 - pt.1 - 40

1j. What are the Federal restrictions in determining how money will be allocated?

Each Federal grant has its own unique and special guidelines which are generally designed to carry out a special mandate or goal. The OYOS handles a number, and because of this make a particular effort to insure that each set of funds is spent in accordance with the guidelines; for example,

(1) OEO funds must follow OEO guidelines handed down by the local CAPP agency, UPO; and the funds must be spent on poor youth. (See Attachment for sample).

(2) Transportation Fund must be spent according to policies and guidelines given to us by the National League of Cities.

(3) LEAA Fund is spent in accordance with the guidelines established by the LEAA Agency and handed down to OYOS through the local LEAA.

(4) HEW Funds must be spent in accordance with HEW guidelines and handed down through the Regional Office and the State Agency.

(5) Agriculture Grant (Summer Lunch Program) as administered by the D.C. Public Schools.

2. What kinds of technical assistance in planning and administering NPC programs does Youth Opportunity Services provide?

The Office of Youth Opportunity Services plays an instrumental role in both the planning and administering of NPC programs. The OYOS employs seven (7) FTA's who are directly responsible for channelling information to and from the NPC's. These Field Technical Assistants (FTA's) serve as representatives of OYOS interpret OYOS guidelines and policies to the NPC's, act as advisors in NPC problems, and generally provide assistance where identified by members of the Neighborhood Planning Council.

During the planning phase of NPC operation, the FTA's monitor the NPC to insure that adequate notice is given of the planning sessions. Then the FTA attends each of the minimum of six sessions to provide instruction when needed. He is there to answer any questions, to coordinate efforts and to provide information on programs that are seeking refunding. A Planning Manual, 1970-71 has been published by OYOS to present detailed instruction on writing proposals.

When the programs have been funded by the NPC, OYOS handles the administration of each program in terms of the payroll, accounting, ordering supplies and equipment, leasing, telephones, transportation, and insurance.

Technical assistance is also offered to the NPC's through periodic evaluation and review of each

NPC program. These evaluations serve as a basis for making recommendations, for improvement as a continual monitoring device for review, and as general source of information for program operation. Several information manuals providing instructions on OYOS administration of NPC programs have been published and are included.

For reference see:

(1) Program Planning Manual, 1970-71

(2) Employment Manual, 1970

(3) Operational Manual, 1972

(4) Washington Youth Corps Operational Manual

2a. Is it adequate?

Basically, the technical assistance provided by OYOS is adequate. A constant review is made of the operation, and changes are made based on community and staff recommendations as can be evidenced through the alterations in procedures and policies of OYOS since 1968. A major cause for change has been expansion, whereby the OYOS is presently serving a larger portion of the community than in 1968, and has had to establish new rules for operation although the mandate to serve youth is the same.

3. What special programs were provided for the Spanish-speaking residents of the District in terms of money, staff and programs?

   Where were these programs?

   What were they named?

   What activities were involved?

   There have been three (3) programs designed and operated by the Spanish-speaking youth of the District, all programs are located in NPC #8 and 12; where there are heavy concentrations of Latin Americans. (See Operational Manual, 1972, p. 3 for boundaries).

   1. Latin American Courtesy Patrol (amount budgeted $10,831.32) operates from the period of October 2, 1972 through September 30, 1973. The staff consists of one (1) Director, one (1) Senior Youth Aide and ten (10) Neighborhood Youth Corps. The purpose of this program is to provide services to the Spanish-speaking youth of NPC #8 and 12; some of the services involve helping those who are unable to speak English; for example, a child living in the area was lost and unable to find someone who understood Spanish. He could identify the boys in orange jackets in his neighborhood, who could help and understand him.
   2. Education Program sponsored by Juventad Latin Americana, served seventy-five (75) youth during October, 1971, through September, 1972. This program operated out of Lincoln Junior High School, located in NPC #8. The amount budgeted was $3,653.00 for which there were two (2) staff members during that period. The main objective of the program was tutoring in the English language, academic subjects and culture. The Education Program

also had skills training, cooking, sewing, home-making, and numerous cultural projects.

3. Spanish Catholic Center Education Program served seventy-five (75) youths during June through September, 1971. the amount budgeted was $5,500.00. The purpose of this program was to give assistance to the Spanish-speaking youth of NPC #8 in mastering the English language.

4. What responsibility does OYOS feel toward insuring high quality community programs?

When OYOS was created one of its mandates was to insure that young people of the District of Columbia are provided with high quality programs. OYOS, therefore acutely aware of its responsibility to administer good programs. This is achieved in several ways:

1) by providing technical assistance,
2) by serving as the administrative unit for NPC programs,
3) by coordinating all programs for children and youth in areas of education, recreation, and employment on a year-round basis,
4) by advising the Mayor-Commissioner on all matters pertaining to youth programs for the District,
5) by evaluating youth programs for the District,
6) by working with Federal agencies on matters concerning national programs for youth,
7) by providing continuous and comprehensive planning of youth programs for the District,
8) by existing as the agency responsible for seeking funds from all possible sources to finance programs involving children and youth. This includes pre-

paring all applications for both Federal and Private funds,

9) by acting as the liason between the Mayor's Office and the community to keep the Mayor informed of the problems, needs, and progress in solving any youth problem, and;

10) by advising the Mayor on solutions to emergency youth problems.

To fulfill this responsibility, the OYOS provides a sample of reviewing and administering good youth programs through the NPC Community Projects. (See answer 5).

Operational Manual, 1970, p. 8 and 9.

SEE QUESTION 5 "EVALUATION" FOR MORE DETAILED INFORMATION PERTAINING TO INSURING HIGH QUALITY OF PROGRAMS.

5. What objective criteria is set out by which to measure the quality of NPC Programs?

In order to provide an accurate review of program operation two basic types of criteria have been formulated;

1) OYOS guidelines and OEO guidelines for OEO funded programs; and

2) the stated goals and objectives of each program.

(See answer to 1f and attached folder of individual program objectives and goals).

There are several measuring devices used for NPC Programs, and some are administered by the program staff, and others by OYOS Staff.

1) OYOS Evaluation Form - used by OYOS staff provides a systematic and objective review of program operation. With regard to the appearance of the facility, the condition of supplies and equipment, the number of activities of both participants and staff, and the compliance with guidelines and program objectives an overall rating is given. These forms are used on each visit which is made four times a month and provide a general review of each program.

(See Attached Evaluation Form)

If a program receives three (3) ratings of "Poor" consecutively, it is automatically terminated. (See Attached "Guidelines for Operation of Programs and Termination of Program Policy" Operational Manual, 1972, pp. 23a, 23b.)

2) Bi-Monthly Report of OEO Programs - each program director of OEO programs submits a narrative report on the status of the program operation. It is both objective and subjective with a section for making an evaluation also of the technical assistance provided by OYOS during the two months included in the report. A sample response from this form is included for March, April, and May, 1972 (See Attached Monthly Report of OEO Programs; March, April, May, 1972.

3) End of Year Evaluation - made by the Field Technical Assistant during the last month of program operation gives in a narrative form a brief synopsis of the program's year, with a final rating that is particularly valuable if the program is requesting refunding for the coming program year.

(See Attached End-Of-Year Evaluation)

4) Youth Courtesy Patrol Activity Report - used by the twenty-one (21) Youth Courtesy Patrols to record all the services and activities provided to the residents of the area. These incident reports are completed daily and serve as the base data for information of the various patrols. It must be signed by a witness and the patrol members involved in order to be valid. For those activities such as patrolling, securing buildings, etc. the patrols use a daily check list for keeping records.
(See Attached Sample of Youth Courtesy Patrol Activity Report, District of Columbia Neighborhood Courtesy Patrol Handbook, 1969-70, p. 25.

5) Management Information System - a computerized system of OYOS to review and evaluate all existing youth programs in the District. An initial survey of eighty-three (83) programs was completed during February and March, 1973. All the information of the survey has been compiled in the D.C. Youth Programs Survey Conducted by the Office of Youth Opportunity Services, 1973. (Included).

This system also serves as the computerized reporting portion of services and results of the Youth Assistance Service Center(s) operated by OYOS.

6. What studies have been done on NPC programs? Please submit these to the Committee.

No outside evaluation has been made of the Office of Youth Opportunity Services since 1969 by Roy Littlejohn Associates, Inc. That report is included.

OYOS as a result of continuous monitoring and evaluation of existing programs has designed and published some of its own studies.

The evaluating techniques and formats vary according to what is needed to be measured. Two separate studies on the effectiveness of the Courtesy Patrol were designed and conducted during 1972 and can be found in The Washington, D. C. Youth Courtesy Patrol booklet (pp. 21-27). A summary report of the Courtesy Patrols' activities, incidents and services was compiled for the period from October 1971 through December 1973. (See YOS Summary Report)

Evaluations of the NPC programs are reported monthly to include the operation of both appropriated and OEO-funded programs, and are compiled in a quarterly study each year.

(1) The Washington, D. C. Youth Courtesy Patrol

(2) Report, 1969 Evaluation--The Summer Youth Program of the District of Columbia Roy Littlejohn Associates, Inc.

(3) Youth Courtesy Patrols, January 16, 1973-- A Summary Report from 10/71 - 12/73 by YOS.

7. Does OYOS feel there may be a conflict of role in having the same people who provide technical assistance to NPC's in writing proposals then take part in deciding which proposals are to be funded?

In response to the above stated question the Office of Youth Opportunity Services does provide technical assistance to the various Neighborhood Planning Councils in the area of proposal development and writing. This approach is embraced to increase the number of positive programmatic approaches that a particular community may use to deliver services to its children and youth. Also, the theory is to assist anyone who wants to submit program ideas to his Neighborhood Planning Council so that they may be evaluated and acted upon.

However, it cannot be emphasized strongly enough that at no time does the staff of OYOS take any part in the funding of NPC program proposals. This procedure is handled by the NPC elected officials and the NPC executive committee all of whom are selected and elected by local community residents rather than anyone from the Office of Youth Opportunity Services.

At the present time, it is felt that the individual community is best suited to determine its priorities in regard to youth programs. To this end, citizen participation is encouraged and stimulated but with outside independent contracted supervision of the election process that insure a true expression of community views rather than those of a particular government agency or department.

Further, the role of OYOS is to interpret all guidelines and insure that all applicable guidelines, rules, and regulations are strictly adhered to.

ADDITIONAL QUESTIONS

I. Provide the total amount of operating funds required to match FY 1973 Federal grants. It appears that you will not receive UPO funding.

Money is appropriated to match the various federal grants according to a set formula. The amount required may vary from fifteen percent (15%) of the total amount of the grant to thirty percent (30%) depending on the instructions. The matching requirement may be met in cash or in kind depending on the requirements of the grant.

Program	Funding Source	Amount of Grant	Percentage Requirement	Matching Requirement
Youth Assistance Service Center	H.E.W.	$ 225.0	25%	$ 75.0
Pilot Youth Service Center	L.E.A.A.	146.8	15%	26.9
Community Action Program	OEO/UPO	1,402.3	20%	361.6
Courtesy Patrol Equipment	L.E.A.A.	18.7	25%	6.3
Summer Transportation	Nat'l League of Cities	23.0	28%	8.6
		$1,815.8		$478.4

Ia. How is the money appropriated to match that (OEO/UPO) grant to be used?

Due to the nature of the Community Action Program, the matching requirement for OEO fluctuates. In addition, the personnel hired from the matching funds are utilized not only to work with the OEO grant, but for any other task that may need to be performed in order to provide services for the young people. The operational philosophy of this Office is to utilize the talents of its staff in a variety of ways in order to maximize their potential, and where possible, they may be serving not only in the capacity to support the OEO grant, but also to support programs that are necessary but have no overhead or staff. For example, during the shootings in the schools it was requested that we provide I.D. cards for identification purposes for 50,000 students. We used some OEO matching funds for that purpose. The Summer Feeding Program is also supported by some of those individuals. It is required that the support of OEO programs must be satisfied first, and where possible, we support other programs. Therefore, the list of personnel is subject to change in number, cost, and type.

Attached is a list of positions funded on the match part of the grant, that will provide some indication of the varied tasks that are required to operate the many programs.

The money appropriated to match the UPO Grant will be used to match the Washington Youth Corps Grant. The required match for this grant is 10% of the estimated $3.7 million or approximately $411,000. However, it should be noted that the OEO/UPO Grant is still operating now and that the same personnel used to administer the OEO/UPO Grant will be administering the Washington Youth Corps Grant.

II. Provide a listing of all facilities rented by OYOS, a breakdown of cost, number of parking spaces rented, location and cost.

The following list of rented or leased facilities reflect those currently held by OYOS. However, this office does not and has not ever leased parking spaces.

The rented facilities are as follows:

Appropriated Funds

1. Office Space for Administrative Offices of OYOS

This space is required to house the Staffs of the Director's Office, Personnel and Payroll, Administrative, Finance and Procurement Sections, and the Computer Systems Division. Space paid for from D. C. Appropriated funds for administration.

Location:	1319 F Street, N. W.		
Cost:	5th Floor - $1,433.33/month	--	$17,200/yr.
	2nd Floor - 300.00/month	--	3,600/yr.
	$1,733.33/month		$20,800/yr.
Lessor:	5th Floor - Bartlett & Sons	(via GSA)	
	2nd Floor - Frank Rich	(via GSA)	

2. Latin American Courtesy Patrol - NPC #8 and 12

In addition to providing patrolling services to the Spanish-speaking community, this program provides tutoring in English, academic subjects, culture, skills training, cooking, sewing, and homemaking. Space for this program is paid from funds earmarked for Appropriated NPC Programs (Other Services category).

Location:	2325 -18th- Street, N. W.
Cost:	$200/month - $2,400/yr.
Lessor:	18th Street Partnership c/o Ruth Nussbaumer 5455 -30th- Street, N. W. Washington, D. C.

Grant Funds

1. Communication Skills Program - NPC #16

This space is required to house a program that provides communication skills to youth in the following areas: (1) familiarization with communications equipment; (2) basic electronic theory training; (3) operation of communications equipment; (4) training for federal communication; and (5) operation of video production center. This space is paid for from the OEO Community Action Program.

Location:	730 -15th- Street, N. W.
Cost:	$100/month - $1,200/yr.
Lessor:	Donna Webb 9721 Riggs Road Adelphi, Md.

2. Teen Tutoring Center - NPC #8

Space required to house youth programs providing the following services: (1) career training opportunities (2) on-the-job-

training; (3) household services to the community at discount rates; (4) instruction to male teens in painting, electricity, carpentry, drafting/designing & landscaping; (5) to expose and instruct female teens in office skills and management, child care, family services, cosmetology; and (6) to tutor youth for High School Equivalency Exams and provide counseling. Space funded from OEO Community Action Program.

Location: 1811 Ontario Place, N. W.
Cost: $125/month - $1,500/yr.
Lessor: Sullivan Brothers
917 - 15th- Street, N. W.
Washington, D. C.

3. Creative Youth Studios - NPC #11

Space houses center where youth and adults produce pieces of ceramic arts, leather goods, clothing. Items are placed on sale at this location to the general public. Program provides employment for five (5) youth and two (2) adults. This space is funded from OEO Community Action Program.

Location: 2300 First Street, N. W.
Cost: $200/month - 2,400/yr.
Lessor: Stanley Grant
123 Adams Street, N. W.
Washington, D. C.

4. Multiskills Center - NPC #15

Space to house program to provide training to youth in marketable skills such as typing, dress design, woodworking, drafting, carpentry and photography. Youth are referred to existing training projects and jobs. This space is funded from OEO Community Action Program.

Location: 1537 Gales Street, N. E.
Cost: $125/month - $1,500/yr.
Lessor: Progressive Citizens
c/o Mrs. Payne
2029 Benning Road, N. E.
Washington, D. C.

5. Black Coats Maintenance - NPC #16

This space houses economic development program providing services in rug and upholstery cleaning, housing repair and renovation, and exterminating. Also houses a discount household goods supply store and provides training and employment for youth. This space is paid for from OEO Community Action funds.

Location: 729 -8th- Strret, S. E.
Cost: $125/month - $1,500/yr.
Lessor: S. E. Enrichment Center
729 -8th- Street, S. E.
Washington, D. C.

6. Audio Visual Workshop - NPC #9

This space houses program to train youth in skills of visual communication. Classes are held in the following areas (1) human relations; (2) consumer awareness; (3) health and family living;

(4) employment technique and job interviews; (5) drafting and woodshop skills; and (6) GED preparation. This space is paid for from OEO Community Action funds.

Location: 1421 Vee Street, N. W.
Cost: $166.66/month - $1,999.92/yr.
Lessor: Catholic Archdiocese
1721 Rhode Island Avenue, N. W.
Washington, D. C.

7. Skills Training Program - NPC #12

This space houses program providing career training opportunities; employment assistance and referral; furniture refinishing skills and services and on-the-job training. This space is paid for from OEO Community Action Program.

Location: 1778 You Street, N. W.
Cost: $175/month - $700-(Dec.-Mar.)
Lessor: Legum Realty Co.
3315 Connecticut Avenue, N. W.
Washington, D. C.

8. Typing and Tutorial Program - NPC #5

This space houses program giving instruction in typing, art of writing business letters and how to apply for jobs. Also provides tutoring in english, math and reading. This space is paid for from OEO Community Action Program.

Location: 3716 -14th- Street, N. W.
Cost: $166.67/month - $2,000.04/yr.
Lessor: Anthony Oliva
6225 -4th- Street, N. W.
Washington, D. C.

III. Substantiate the request of an increase of $12,800 for travel and transportation of persons.

The increase of $12,800 for travel and transportation of persons was the result of new and ongoing grant programs need for travel. There is a $2,000 reduction in travel in OYOS's operating budget. The federal grants calling for travel are as follows for FY 1973 and FY 1974.

Grant Title	Source	Travel 1973	Travel 1974
Pilot Youth Service Center	LEAA	1,000	1,000
D. C. Street Academy	Dept. of Labor	3,000	1,300
Community Action Program	OEO/UPO	20,000	26,000
Recreation Support Program	Dept. of Labor	16,800	25,300
Summer Transportation	Nat'l. League of Cities	23,000	23,000

The Community Action Program and the Summer Recreation Support Program estimate an increase in travel based on the number of requests for youth transportation during the summer months which OYOS had to turn down because of limited funds. This increase is a result of that request based on the need. However, it is to be clearly understood that the FY 1974 figures for grants are estimates and that there could be changes made by the funding source.

IV. Provide a breakdown of actual expenditures and total projected expenditures for FY 1973 for the category of rent, communications and utilities -- both grant and operating funds.

The following is a breakdown of our appropriated administrative costs in this category.

Appropriated (Admin.)	Actual as of 4/30/73	Projected thru 6/30/73
Rent	$ 17,333	$ 4,128
Communications	6,607	1,432
Utilities	--	--

The following is a breakdown of our appropriated NPC Community based program costs in this category:

Appropriated NPC Programs	Actual as of 4/30/73	Projected thru 6/30/73
Rent	$ 2,517	$ 958
Communications	2,703	814
Utilities	1,004	298

The following is a breakdown of our grant program cost in this category.

Grant Programs	Actual as of 4/30/73	Projected thru 6/30/73
Rent	$ 37,817	$ 8,819
Communications	9,542	1,862
Utilities	7,410	1,950

Va. Provide a breakdown of actual expenditures in FY 1972 and FY 1973 for the category of "other services," ($1,599,200 in FY '72 and $1,747,400 in FY '73). Substantiate the request for fiscal 1974. This "breakdown" should be detailed and specific.

The Office of Youth Opportunity Services has, since 1968, used the category of "Other Services" for its community programs, both Federal Grant and Appropriated monies. For the past four years we have recommended to the Budget Office that in addition to the line item title of "Other Services" that it should be noted in parenthesis exactly what "Other Services" represents; and, in our particular situation, it represents the bulk of our program budget which is Community-Based Youth Programs.

Appropriated-FY 1972-73	1,453,800.00
Community Programs	561,042.40
Matching Funds	388,137.93
Summer Feeding Program	300,000.00
Transportation	40,000.00
NPC Elections	2,997.16
Optimum Computer System	68,000.00
Insurance	10,000.00
NYC Costs	20,181.13
Eastern Board of Official	900.00
Ft. Lincoln Messenger Service	20,220.73
Sports Goods	11,654.00
Security/Janitorial/Solid Waste	12,838.13
	1,453,800.39

Va.	Grants - 1972	145,400.00
1.	Juvenile Delinquency Planning (HEW) To provide training for personnel associated with MIS Program developed by Optimum Computer Systems, Inc.	4,000
2.	Community Action Program (OEO/UPO) For consultant services as planned and programmed by the community NPC's; for CPA Audit of overall program; and for costs incurred for NYC enrollees.	137,300
3.	Youth Courtesy Patrol (HEW) For installation of locks on Courtesy Patrol Headquarters to secure equipment.	200
4.	Recreation Support Program (Labor) (a) Mayor's Tennis Tournament (b) Mayor's Athletic Clinic	3,900
		$145,400
	Grand Total	$1,599,200.00

V. b. Provide a breakdown of actual expenditures in FY 1973 for the category of "other services," ($1,769,300 in FY '73).

Appropriated - FY 1973 — $1,473,000

Direct Community Support & Programs	$ 599,183*
Matching Funds	478,400**
Hot Lunch Program	300,000
NYC Personnel Cost to YOS	5,000
D.C. Resident Camping Support	7,729
NPC Elections	4,490
Program Insurance	6,000
All-Star Football Game	1,900
D.C. Manpower Summer Jobs Transportation Support	40,000
Special Demands Events, Programs & Contracts	10,000
Support for Mayor's Youth Games	5,000
ADP Equipment & Share Program	7,598
Juvenile Delinquency Contractual Services	7,700
	$1,473,000

*See attached breakdown for programs and Courtesy Patrols.
**See response to Question #1.

Grants - 1973 — $ 296,300

1. Youth Assistance Service Center (HEW) — $ 23,900

   To provide the necessary medical, dental and other professional services as needed to enhance the performance of the center.

2. Pilot Youth Service Center (LEAA) — 42,800

   Same as (1) above. Also, for contractual services used in connection with the renovation and refurbishing of site located at 244 - 48 and 254 - 58 55th Street, N. E.

3. Community Action Program — 135,000

   Because we do not know status of continued funding for this program at this time, this amount should not be considered a part of this report.

4. Recreation Support Program	61,000	
Subcontract with New Image Film Workshop, rental of RFK Stadium, program insurance and admission tickets.		
5. D.C. Street Academy (Labor)	21,600	
OYOS has been informed by the Department of Labor that there will be no continued funding in FY 1974 for the Street Academy. Therefore, this amount for contractual services should be deleted from the report.		
	306,400	1,757,500
Less grant programs not new anticipated for FY 1974.	199,400	199,400
	107,000	1,558,100

V. c. Substantiate the request for fiscal 1974 [for the category of "other services," ($1,757,500 in FY '74)]. This "breakdown" should be detailed and specific.

Appropriated - 1974 — $1,451,100

Direct Community Support and Programs	$ 600,000
Matching Funds	443,900
Courtesy Patrol Equipment & Administrative Support	14,900
Hot Lunch Program	300,000
NPC Elections	9,000
Program Insurance	6,000
All-Star Football Game	2,000
D.C. Manpower Summer Jobs Transportation Support	45,000
Special Demand Events, Programs & Contracts	10,000
Support to Mayor's Youth Games	5,000
ADP Equipment & Share Program	7,600
Juvenile Delinquency Unit Contractual Services	7,700
	$1,451,100

Grants - 1974		306,400
1. Youth Assistance Service Center (HEW) To provide the necessary medical, dental and other professional services as needed to enhance the performance of the center.	46,000	
2. Pilot Youth Service Center (LEAA) Because we do not at this time know the status of continued funding for this grant beyond September 1973, the amount included in FY 1974 Budget submission for contractual services should not be considered a part of this report.	42,800	
3. D. C. Street Academy (Labor) Consultative services for program technical assistance, research, evaluation and administrative management. Also, to provide training and training materials.	20,000	
4. Community Action Program (OEO/UPO) For consultant services as planned and programmed by the community NPC's for CPA Audit of overall program; and for costs incurred for NYC enrollees.	140,000	
5. Recreation Support Program (Labor) Subcontract with New Image Film Workshop, rental of RFK Stadium, program insurance and admission tickets.	69,500	
	$ 296,300	$1,769,300

VI. Discuss the distribution of funds to the Neighborhood Planning Councils in FY '73, both Federal and appropriated, and give the reasons for the distribution.

See answers to Questions 1.g., 1.h., and 1.i.

(1) Dr. Jones, it has come to my attention that a grant award of $225,000 was made a year ago from the Department of Health, Education and Welfare to the Youth Opportunity Services office which you direct. Is that correct?

The Office of Youth Opportunity Services did receive a grant from HEW in the amount if $224,986.00.

(2) I believe these funds were particularly aimed at preventing delinquency and were to be used in Congress Heights- Anacostia. Could you tell me why they have not been used? Certainly there is a need for the kind of programs these funds were directed toward?

The funds are being used. The funds are being used consistantly with the grant application. Staffing for the Center is under way and these funds are being used for that purpose at this time. The Center is presently being renovated and will open during the summer of 1973. This Office agrees with you that a Center of this kind is needed in the Anacostia area and that is one of the reasons we selected that area for the Center. Further, I also indicated in my testimony before you that there had been a delay in the utilization of the HEW grant due to the fact that a judgment decision on the development of a second Center had been made to delay implementation in order to establish an experience base upon which the second Center could be developed. Such an approach would obviously eliminate unnecessary steps and would greatly enhance maximum cost benefits derived from the available resource dollars. Since we have gained the required experience and information from the other Center, we

will be moving with all deliberate speed to get the other Center operational. We have a target date of mid-summer. However, I hope we can reduce that time frame. But because of the many variables, especially the renovation, it is difficult to say exactly what date. We will however, provide service to the youth as each component is put in place.

3. You said elsewhere that $225,000 is not enough for a Youth Center. My understanding of this kind of grant is that HEW's National Delinquency Strategy policy clearly states that such funds are not expected to be enough, that perhaps an additional $3 will be necessary from other sources. Were you not aware of this policy?

We were aware that there was a limited amount of funds at the Department of Health, Education, and Welfare (HEW) and, as such, we requested the amount of money that they had indicated might be available. Our original estimate was $500,000. However, when HEW indicated that they did not have that kind of money available, we then reduced our request to $225,000.

In order to launch the Center, we requested other agencies who would normally be providing services in the vicinity of the Center to join with us and complete the program as written. This effort has proven successful in the first Center.

It is now our intention to open up between four and five of these centers to further complete the Comprehensive Plan as written. And, we are well aware that funds are limited in all areas, but it is incumbent upon us if we are to meet the challenge of

reducing delinquency, to continue to look for funds to set up this system. Based on the experience in the first Center, we have strong reason to believe that when the total four or five centers are fully operational that they will have a significant impact in reducing juvenile delinquency. Many states and cities to include foreign countries such as Israel have sent for information regarding our Comprehensive Plan to Combat Juvenile Delinquency, the 24-Hour Youth Assistance Service Centers, and the Youth Courtesy Patrols.

Finally, we should like to note that without the support of other agencies, it would require approximately $500,000 a year to operate a Center.

(4) I believe you have indicated before that you wanted to establish one center first, where you could work out problems before starting another one. In some cases that would certainly be commendable. But my staff tells me that HEW designed plans of operation and that upon request they will help with the planning of such centers, so delay would not seem necessary. Could you tell me why you did not request such assistance in order to move on to the second services center?

Please allow me to enlighten you as to the historical development of the 24-Hour Youth Assistance Service Center concept. In April of 1970, when this Office was designated by the Mayor-Commissioner as the State Planning Agency for the District of Columbia under the guidelines of the 1968 Juvenile Delinquency, Prevention Control and Rehabilitation Act, we proceeded to establish contact with all sources of available information and expertise in juvenile delinquency. To our dismay, the knowledge base and written material nationally was woefully inadequate to meet the impending need of comprehensive plan development for the District of Columbia.

Therefore, this Office independantly designed and published a plan for planning ("Interium Report for the District of Columbia," dated December 1970). Meanwhile, Y.D.D.P.A. at H.E.W. developed a so-called "National Strategy in January 1972 that provided no significant clue as to what approaches would have meaningful impact on delinquency from a programmatic standpoint. In analyzing other H.E.W. publications and relating our own Youth Programs background, this Office, with the assistance of our local vehicles for planning input, decided to merge the old Youth Service Bureau and the National Strategy into a coordinated and cooperative network of services for youth. The result was a document titled, "The Youth Assistance Service System" which was published in August 1971 as the District of Columbia Comprehensive Plan for the Reduction of Juvenile Delinquency.

It is significant to note that during the summer of 1972 the Congress, acting on a legislative recommendation by H.E.W., passed the existing, "Juvenile Delinquency Prevention and Control Act" which embraces the philosophy, language, and programmatic thrust of our 1971 Comprehensive Plan. By that time this Office had already applied for funding and arranged for additional resources to initiate our pilot 24-Hour Youth Assistance Service Center. In light of these facts it did not seem prudent to request technical assistance from an agency which was trailing our pioneering efforts by six months to a year.

CONCLUDING REMARKS

Senator BAYH. I think that is all for today, Doctor. We appreciate your answers, but I want to pursue some of these questions further. I would appreciate it if you would respond for the record.

Dr. JONES. Thank you very much.

Senator BAYH. Thank you—you and all the rest of your staff.

Public Safety

Metropolitan Police Department

STATEMENT OF JERRY V. WILSON, CHIEF OF POLICE

Senator Bayh. The next witness this morning is Chief of Police, Jerry V. Wilson testifying in support of the budget request for $110,770,600 and 634 positions.

Chief, we'll appreciate your patience this morning.

Chief Wilson. Thank you very much, Mr. Chairman. It's a pleasure to be here.

Senator Bayh. Please proceed.

OPENING STATEMENT OF POLICE CHIEF JERRY V. WILSON

Chief Wilson. Mr. Chairman, I am pleased to present our fiscal year 1974 budget request and to state our goals for the future and report on some of our past accomplishments.

When I presented our last budget to this subcommittee, I stated that one of our objectives for fiscal year 1973 was reduction in the number of crime index offenses to 48,800. This proved to be a rather conservative estimate. We were able to reduce fiscal year 1972 crime index to that amount. While fiscal year 1973 has several months to run, we have thus far been able to hold our crime index offenses at a level 25.3 percent below that for the comparable portion of fiscal year 1972. Even more interesting is a comparison of this city's statistics with those of comparable cities across the country. Among the 20 cities with populations between 500,000 and 1 million, Washington ranked second in 1970 in terms of crimes per capita. In 1971 we ranked 4th, and in 1972 we were 10th. When these same cities are arranged in order by their percentage of crime reduction in 1972, Washington heads the list.

A comparison of case closure rates for the same 2 calendar years shows an improvement from 20.1 percent in 1971 to 23.7 percent in 1972.

GOALS FOR FISCAL YEAR 1974

While the Department is pleased with these statistics, we cannot feel that they justify an attitude of complacency. We are establishing as our priority goal for fiscal year 1974 a further decrease of 10 percent in the crime index figure. As a second goal, we propose to improve our case closure rate by an additional 3 percent. While we are optimistic about achieving these objectives, we realize that particularly in the area of crime reduction the gain becomes more difficult as we approach the goal.

Mr. Chairman, most people would agree that one of the most prevalent and perhaps perplexing characteristics of our time is change—change in values, attitudes, and living patterns. When one nostalgically

recalls the "old days," the recollection is not so much on things being different but as a time of less turbulence. There was a relative stability that characterized those times. Today, new tastes and motivations have quickened the pace of change in our society to the point we speak now of "generation gaps" not only between a father and his son, but also between a 15-year-old and his 20-year-old brother. These rapidly changing conditions, the dynamism of our times, place varied demands on our police force that require a posture of increased adaptability. By adaptability I mean responsiveness, sensitivity, and flexibility in meeting the community's needs. It means that we cannot stand fast on traditional concepts and precepts, but we must experiment and innovate to keep pace with the behavior and lifestyle of new generations.

While being adaptable, we must maintain a posture which will provide the maximum amount of police service for the amount of resources available. Essentially, we are organized for this purpose into two basic levels of activity, the field operations forces which are directly involved in the daily tasks of preventing and detecting crime, apprehending criminals, and maintaining peace and order in the community; and the administrative, logistical, and technical elements which support the frontline forces and enable them more effectively to carry out their mission. These two groups work in close cooperation, combining their many talents and specialties in attacking the problem at hand, be it crime fighting, traffic control, crowd management, or any of the multitude of other activities which are covered by the general term "police services."

Foremost, among the purposes of our field forces is the protection of the lives of our citizens and their material possessions, and it is to this task that we have directed the greatest proportion of our resources. Our aim in this area is to deploy our patrol resources in such a manner as to discourage crime and reduce the opportunity for its commission, and to provide response to emergency calls so as to maximize the probability of apprehending the criminal when a crime has taken place.

No number of men assigned to street patrol duty could effectively cope with crime and disorder within a modern urban environment without a relatively enormous amount of support and assistance from the second level of police activity which I mentioned earlier. In a very large measure, the ultimate success of police operations will be determined by such factors as the effectiveness of the command and control apparatus, the sophistication of analytical services in support of crime investigation, and the availability and management of vast and diverse data banks.

TIMELINESS OF POLICE RESPONSE

Timeliness of police response depends foremost on a fully integrated, smoothly functioning communication system which begins with the action of a citizen in need of police assistance and ends when the assigned officer reports that the situation has been resolved. In fiscal year 1972, the 9–1–1 Emergency Communication System was implemented. This provides the public with a single number to call for any emergency service required—police, fire, or ambulance. Police operators must answer each of these calls—averaging 17,000 per week—and

switch it to its proper destination. In addition to this centralized dispatching system, we are currently installing new relay units which will provide each district commander with a reliable direct communication channel to all operational elements under this control.

The department will, as in the past, continue to explore and experiment with promising new concepts and developments which might enhance the timeliness and effectiveness of police response to the public's request for service. In this context, implementation of a pilot program featuring a new scout car patrol and dispatch concept is projected for the early part of calendar year 1973.

As in any large modern organization, effective management and operation demand the ability to acquire, store, retrieve, and disseminate vast amounts of operational and administrative data. The department has greatly enhanced its automatic data processing capability through the acquisition and assumption of management control over the powerful IBM 370/155 computer system. Full utilization of the capabilities of this system will enable the department to achieve greater efficiencies in current applications and an early expansion into new areas. The ultimate goal is the realization of a fully integrated computerized criminal justice system.

The goal of providing the city with the highest possible quality of police service must also be pursued through a continuing effort to improve the quality of the individual police officer. To this end, our training division has devised and implemented a task-oriented modular training program for basic police officers, and is currently applying the experience gained in its development to the upgrading of other training programs. The Department has also embarked on a program to increase the number of policewomen on the force and to assign to them generally the same duties assigned to male officers.

COMMUNITY COOPERATION

The effectiveness and quality of police service will always be enhanced in direct proportion to the amount of cooperation received from the community at large. To solicit this support, the Department has expanded the "officer friendly" program to include the seventh grade classes. We are always on the alert for new community relations programs which can be tailored to specific areas where increased citizen cooperation is particularly needed. In improving our relationship with the community, we have not lost sight of the importance of establishing and maintaining adequate standards of conduct for our own personnel. To this end, our field inspections division continuously monitors and reviews the activities of all organizational elements of the Department to insure that prescribed policies and procedures are being uniformly applied throughout the Department. Our internal affairs division conducts prompt and thorough investigations of any allegations of misconduct on the part of police officers.

The Department has in existence an active management improvement program. Programs and activities are monitored for the purpose of identifying explicit areas for study, improvement, innovation, and experimentation. In calendar year 1972 a number of management improvement studies were completed and their recommendations implemented. Among these were: a complete survey of the field operations

forces, an evaluation and revision of the cadet program, and an assessment of the Department's automatic data processing capabilities. A specially constituted working committee has been established to examine the Department's overall plans, policies, and programs, and to make recommendations in areas where improvements in effectiveness and efficiency can be achieved. In excess of 50 such recommendations made by the committee during fiscal year 1972 have been approved by Department officials and are now in various stages of implementation.

SUMMARY OF REQUEST

Mr. Chairman, our budget request for fiscal year 1974 operating funds totals $110.8 million ($110,771.6) of which $106.2 million ($106,240.2) would come from District of Columbia funds and $4.5 million ($4,531.4) would be provided through revenue sharing.

Of the total amount mentioned the preponderance or $71.8 million ($71,809.2) is for personnel compensation, $1.9 million ($1,863) for personnel benefits, $29.9 million ($29,929.8) for retirement pensions and survivor annuities, and $7.2 million ($7,169.6) would be used in other objects. Thanks to revenue sharing provisions, this budget request will allow us to maintain our manpower at or about present levels in spite of recent police pay increases, while permitting us to purchase much needed equipment notably for replacement and modernization of our motor vehicle fleet.

Mr. Chairman, members of the committee, in concluding let me say that given the realities of the financial plight of city governments, our budget request is reasonable as it will permit us to continue our successful fight against crime and to enhance the quality of life in our city with essentially the same level of resources available to us during the previous year.

CRIME RATE IN DISTRICT OF COLUMBIA

Mr. Chairman, I will respond to whatever questions the committee has.

Senator BAYH. Thank you, Chief.

Could you give us an up-to-date report on the crime rate in the District?

Chief WILSON. Yes, Mr. Chairman.

Senator BAYH. What is the trend? Why are serious, violent crimes on the increase——

Chief WILSON. I hope this chart is sufficiently large for you to see. You see, this is long-term chart of crime in the city going back—this is 1955, and this is 1973. And as you can see, our crime level from about 1962 doubled to about 1966, and then doubled again through 1969.

Our current level, although the monthly average tends to follow what is actually happening by about 6 months, is at about one-half the level in 1969.

Now, during last month, during April, our crime index offenses were down to 85 per day, an average of 85 per day from a peak of 202 per day in November of 1969. So we are now at just about half, slightly under half for the 1969 level.

Our crime is down in most categories. We have some problems, which are worrisome in terms, and many cities do, in terms of criminal homi-

cide, which while it is down from the peak, it is still much higher and is not showing the reductions which we would like.

Another problem, which is more difficult to analyze, is in terms of forcible rape. It is difficult to analyze just because the revised reporting system for rape in 1969, which greatly increased the number of forcible rapes reported by the Department, and also because there is apparently in this city, and in many other cities, a greater willingness for victims to report rape.

Robberies, that is crime index robberies, are down from 12,400 in 1969; for the calendar year 1972 to 7,000. Aggravated assault, which of course is often misinterpreted by the public as a street crime, but it is more often a family crime, is down from the peak, but is at about the same level, which it has maintained during the 1960's, at about 3,800.

Burglary is at about half the rate of 1969. Larceny is about half the rate, and auto theft is about half the rate.

Generally, with the exception of homicides and forcible rape and aggravated assault, our crime generally is at about half the level of 1969 at this point.

RELATIONSHIP BETWEEN CITY AND SUBURBAN CRIME RATES

Senator BAYH. Chief, what is responsible for the phenomenon of the crimes in the District going down, and the crimes in the suburbs going up?

Chief WILSON. Well, Senator, I am not sure that you can say that crimes in the suburbs have gone up all that much. There was a recent newspaper article, which made the point that crime in the suburb has increased considerably over the past decade, which of course is true. But the suburbs have grown considerably over the past decade.

If one takes the last calendar year, calendar year 1972, as I recall in all jurisdictions, except I believe Fairfax County, showed decreases in crime; Prince Georges County, for example, showed a fairly substantial decrease in crime. And Prince Georges, I mention specifically because it is the one jurisdiction which has a long coextensive boundary with the District, and really had been able to see some problems of crime going across the line, particularly in terms of holdups.

But even in terms of holdups, Prince Georges had a substantial decrease last year. And while crime is increasing some in the suburbs, given the greatly increased population and the greatly increased commercialization of the suburbs. I am not certain that it is particularly related to the District of Columbia crimes.

There have been several analyses made, which indicate that a crime really does not shift across boundaries to any great extent; with the single exception of armed robbery, which is a crime of a highly mobile criminal generally.

Senator BAYH. I'm sure you cooperate with the adjoining police agencies.

Chief WILSON. Yes, sir.

Senator BAYH. Do you have a record, Chief, of the number of District of Columbia residents who commit crimes in the suburbs?

Chief WILSON. There are records. I do not have one immediately available. We can provide one.

Senator BAYH. Can we have that, please?

Chief WILSON. Yes, sir.

I can tell you generally what it will show. And that is that the exchange between—and when we say commit crimes, of course, we're talking in terms of persons arrested and assume that that represents the crime picture.

The exchange between the suburbs and the District is about even in terms of overall crime index offenses. The one exception is in terms of armed robbery where there is—has been in 1971—there was about a 50-percent ratio of persons arrested for armed robbery in Prince Georges County, being District residents.

SPECIAL PROCEDURES WITH PRINCE GEORGES COUNTY

And for that reason, we established special procedures with Prince Georges to rebroadcast lookouts in this area. But I can provide you with complete data on that. It has been accumulated by the Council of Governments.

Senator BAYH. Thank you.

[The information follows:]

Available information indicates that during the period January to September 1972 11.6% of the arrests in Montgomery County and 12.2% of the arrests in Prince Georges County involved residents of the District of Columbia. A statistical Sample on Virginia Suburbs during calendar years 1968, 1969 and 1970 shows that an average of 3.9% of the arrestees in Fairfax County and 13.9% in Arlington County were residents of the District of Columbia. The cited figures relate to crime index offenses only.

OFFICIAL CRIME STATISTICS

Senator BAYH. Chief, I noticed that September of last year, there was an article in the Washington Post that was rather critical, that I would like to get your comment on. That stated that the method of obtaining official crime statistics is—and I think to quote the exact words of the article—you may remember them better than I—"so incomplete that it is impossible to tell whether the city's crime rate is climbing or falling."

And in the article, the reason was—and I quote again—"the police do not file written reports in almost 40 percent of citizens' calls about major crimes, in violation of the guidelines set forth by both the FBI and the International Association of Chiefs of Police."

I would like your comment on that.

Do you enforce the FBI–IACP standards when calls reporting citizens' complaints of crime, except for those which are unfounded? What is the practice?

Chief WILSON. The IACP, or the guidelines, or actually the guidelines of the Uniform Crime Reporting Handbook, which is devised by the Uniform Crime Reporting Committee, of the International Association of Chiefs of Police, and is published by the FBI as a service.

And the guidelines, if one interprets them literally, would require a report of every telephone call, a written report other than the dispatch card, which of course we make; a written report of every telephone call.

For example, if the caller reported his automobile stolen, as frequently happens, and the police respond to the scene, and as quite often

happens in a city such as Washington with a high tourist movement, the officer frequently, as a matter of good police practice, will take the individual around two or three blocks to make sure that he hasn't lost his car, which is often the case.

If one followed the IACP guidelines literally, one would have to make a stolen automobile report, full written report of that incident, and declare it unfounded.

Another example given in the Uniform Crime Reporting Handbook is that if a neighbor sees a person climbing through the window of a house, and puts in a call to the police that there is a burglar, and the police respond to the burglar and find that it's the owner of the home, who had locked himself out, who was climbing in the window—indeed, the example given in the book requires that a burglary report he made of that incident, and the case be declared unfounded.

I assure you, Mr. Chairman, there is no city of substantial size—and by substantial size, I would say over 10,000 population—in the United States including cities of the members of the Uniform Crime Reporting Subcommittee, which follows those guidelines, and we do not.

Senator BAYH. Do you report all complaints, citizens' complaints, which you feel are founded, well founded?

Chief WILSON. The process, Mr. Chairman, is that the car is dispatched. We also—I might add that we do audit. We make a—we of course have the dispatch card for the disaptch. And we do have field inspections which follow up and audit those on a random basis.

But we do make a report, we require a report of any offense which is—which has any substance whatsoever when the reporting officer arrives at the scene.

Senator BAYH. Is the policy consistent? Are you following the same policy that you did last year, and the year before, and the year before that relative to what calls are reported and what aren't?

CONSISTENT POLICY OF CRIME REPORTING

Chief WILSON. We are following essentially the same policy, Mr. Chairman; since 1969, the reporting system of this Department has undergone several changes over the last 20 years. One change occurred in 1966, as a conseqeunce of the survey of the International Association of Chiefs of Police in that year, which recommended a revised reporting system which was instituted at that time.

The system then was essentially as reported by the IACP, except that the system did not prohibit the maintenance of a complaint book in the stations; and in this, the complaint book traditionally has been used to put—to make a record of—it was intended to maintain a record of relatively minor things, such as a complaint of children, perhaps, playing in a person's yard, and tearing shrubs and things of that nature.

When I became Chief in 1969, I prohibited the use of complaint books. I required that they be abolished, and that all complaints go into the system; because the complaint book can be subverted to also include minor thefts, and has been from time to time.

So with that change, in 1969, and another change which was made by me in 1969 with regard to forcible rapes, I discovered as I began reviewing the reporting system, after I became Chief, that since 1940, the Department had had a policy of not making a formal report of a

forcible rape if the case was presented, as often is the case, to the grand jury, and the grand jury refused to indict.

And I changed that policy to require that a report be made of the rape whether or not, and without regard to prosecution and decision.

Other than that, we are following the same system as we did in 1969, 1970, 1971. Our audits showed, not surprisingly, that in 1969, when our record system was undergoing reorganization, we had some faults in the system, but that to the extent that there is a difference from 1969, it's a difference of improvement rather than a reduction in accuracy.

Senator BAYH. I suppose one of the questions that some people might ask, that I should ask, was the change in reporting initiated in 1969 in any way responsible for the decrease in the crime rate?

Chief WILSON. No, sir. The change in reporting, which was initiated in 1969, would have had the effect of increasing crime to an extent that the complaint books were reflecting crimes which should have been in the system.

POLICEMEN INVOLVED IN CRIMINAL ACTS

Senator BAYH. Chief, would you give us a description of the policies and procedures which the Department uses to prevent and uncover certain illegal acts that policemen themselves might participate in?

What has been the record over the last year relative to the number of policemen who are involved in certain kinds of criminal acts—corruption, this kind of thing?

Could you give us a general picture of that kind of thing, please?

Chief WILSON. We have an Internal Affairs Division, Mr. Chairman, which was organized about 10 years ago and has been expanded somewhat by me in the last 2 years, which is involved in monitoring illegal or unauthorized activity of police officers of all nature, not only corruption. But it also monitors other types of conduct which might not be perceived by normal supervisors.

This is ordinarily conduct which—we rely, of course, upon the supervisor to be the principal source of supervision over routine disciplinary problems, but in terms of corruption, we maintain an Internal Affairs Division, which works on trying to discover corruption among police officers.

For the past year, and now for 2 years—for the past 2 years, the division has been working very closely with the Office of the U.S. Attorney who has two assistants who are assigned to work with the unit, and which uses the grand jury system, because of the effectiveness of the grand jury system in uncovering that sort of conduct, to try to root out whatever corruptions we find in the Department.

Senator BAYH. How do you deal with an unfortunate incident like that reported in April—I think it was 11 policemen and 12 others who were indicted for protection of gamblers and numbers and this kind of thing?

Now, to what extent is that investigation initiated by the police, or by the district attorney or the grand jury?

Where does that initiative and the ingredients for that particular kind of investigation start?

Chief WILSON. That investigation, Mr. Chairman, was an investigation over a period of 2 years conducted by our Department in conjunction with the U.S. attorney, and quite frankly, I could not tell you at this moment which of us first discovered the problem. It was a joint investigation.

And I am tempted to take the credit for uncovering it, but I quite honestly could not say, because I frankly do not remember precisely where the problem initiated. It has been entirely a joint operation between our Department and the U.S. attorney.

To the extent that it may have come to the U.S. attorney first, it certainly was not through any lack of initiative on our part in trying to discover that sort of conduct.

Senator BAYH. I noticed a few days ago there was a report that the grand jury is investigating allegations that lawyers are paying policemen to have certain traffic cases referred to them.

Do you have anything to report on that?

Chief WILSON. If I could defer, Mr. Chairman, my problem there is I know all of the details of the investigation; I'm not quite certain how many of them are in the public. Could I defer answering on that?

Could I say that that was on investigation, that was initiated on one side by our Department, on the other side, independently by the U.S. attorney. But if you will excuse me from giving you the details, I'm not certain how many of the details that I know are in the public sphere at this point.

And the investigation, I believe, is still before the grand jury. It may be inappropriate for me to talk about the details of the case.

The case was initiated partly by our Department and independently by the U.S. attorney, who is investigating the activities of the lawyer, and then by a separate section of the U.S. attorney office, than that one which worked with us on police corruption. And together we came up with the essential case.

But if you would excuse me, I would appreciate it, from giving the details of the investigation.

Senator BAYH. That's all right. Just give us what you can on that if you will, please.

Chief WILSON. It essentially was involved with attorneys who were paying both police officers and employees of the court to arrange for cases to be dismissed. Insofar as we are able to find at this time, there is only one officer involved in the case. And I believe there will only be an indictment of one attorney, which—and I am assuming that there will be an indictment there, and of one or two court employees.

PERCENTAGE OF SUPERVISORY, ADMINISTRATIVE, AND CLERICAL OFFICERS

Senator BAYH. Could you tell us, please, what percentage of police officers are engaged in supervisory, administrative, clerical activities?

I notice that in fiscal 1967, it was 9.6 percent, and in fiscal 1971, it was 13.8 percent. Where is it today?

Chief WILSON. Mr. Chairman, 10½ percent of the force were engaged in supervisory, administrative, and clerical activities in fiscal year 1972.

OFFICERS ON NONPOLICE WORK

Senator BAYH. Could you tell me to what extent, if any, are some of your police officers being used to do jobs that could be handled by civilians, perhaps with less training and lower pay?

Mr. WILSON. It is a problem, Mr. Chairman, that we certainly have not completely resolved. And although I could not give it in terms of numbers, I would estimate that it is probably on the order of 250 men that should be, if we could devise a system, relieved of essentially clerical duties, and administrative duties by civilians.

We have done some work on this in terms of the cadet program. And we are now in the process of having a proposal before the City Council to change the age limit with regard to maximum appointments, so we could make our cadet program more effective.

One of the problems that we run into with that is that where with the present system we can only recruit cadets at the end of the school year; during the ensuing year, we invariably lose one-half of the cadets that become police. We are working with the City Council on the proposal to raise the maximum age limit to 21, and provided the cadets can go in at 20. So that we can have them all becoming police at the same time hopefully.

A committee under the auspices of the Program Budget Working Committee identified 204 uniformed positions for conversion to civilian positions. Of the 204 positions, the Program Budget Working Committee recommended 196 positions.

SUBSTITUTION OF POLICE AND CIVILIAN POSITIONS

Senator BAYH. Are you making an effort to try to deal with that situation?

Mr. WILSON. Yes, sir. The essential problem, of course, is that we do not have—we are trying to avoid asking for increases in either civilian personnel or police personnel. And with this system of asking for no increases in personnel, we have a difficulty in actually achieving the relief from these duties.

We are examining through our Program Working Budget Committee various systems for perhaps substituting civilian positions for police positions within the budget, rather than asking for new budgeted positions to achieve this. We have within the Department a program working budget committee, which constantly examines issues such as this to try to devise acceptable systems for achieving changes without having to go through the process of saying, we have 250 police working in clerical positions. We would like 250 civilian positions to permit us to relieve that.

I think we will be able to report to you next year that we will have some solutions on that.

Senator BAYH. Chief, do you have officers now currently assigned to work in public schools?

Chief WILSON. Approximately 60, Mr. Chairman, who work with the school system. They work under us but they actually work within the schools; yes, sir.

Senator BAYH. Are these officers given any special training, or are they just normal——

Chief WILSON. They are not specially trained for that, not in terms of the 60. We also have an Officer Friendly program which does involve special officers. The officers are not specially trained, but they are selected on their ability to deal with youth and we work very closely with the school system, with the principals of the various schools to insure that the officers that are working there are working in a manner acceptable to the school. So that we don't create problems rather than solving them.

POLICE ROLE IN YOUTH PROGRAMS

Senator BAYH. Could you give us some sort of an overview, Chief, of how Department's youth programs relate to and coordinate with the other agencies such as the Youth Opportunity Services, schools, recreation departments, Human Resources?

I would like to get your assessment. I think you were here when Dr. Jones was talking about the courtesy patrols. How effective do you think they are in helping in the control, suppression of criminal acts, and this sort of thing?

Chief WILSON. Well, in answer to your first question. We have a youth division within the Department which is responsible for coordination of our youth activities, which are primarily coordinated with the Juvenile Court, of course, but which also is responsible for coordinating with Dr. Jones' office in terms of an exchange of information with regard to programs that are going on, and potential referral programs, to which we can refer youngsters.

For example, truants, which has been a persistent problem in this city and many others, in terms of the Youth Courtesy patrols, themselves, Mr. Chairman, I couldn't give you a provable answer. I think generally, we all see them as programs which are probably helpful in terms of keeping youngsters involved in responsible activities; but whether or not they contribute solidly to crime reduction, I frankly couldn't say. I think they are—they have been a good program, and my own tendency is to recommend them.

But I quite frankly could not say in terms of specifics how much they have helped to reduce crime in their areas. One of the problems that one gets into in trying to analyze what reduces crime in areas is that most programs tend to zero in on very high crime areas, where everyone is making so much effort that it is very difficult to say that one program did something alone.

It is a great temptation sometimes to try to hold things static in an area, just to see how well a single program will impact. But the problem is that I don't think any of us can responsibly do that with a real high crime area, which is the type of area that both the youth program, the lighting program, and all tactical forces tend to work in.

Senator BAYH. From your standpoint as a police officer who has a great deal of experience in this area, do you think that the Courtesy Patrol does have an impact, a salutory impact?

Chief WILSON. I would say it has a salutory effect, Mr. Chairman.

I think I would endorse the notion that in an inner city environment, high crime areas, that there is value in getting youngsters involved in responsible activities, and I quite frankly can't speak to the administration of individual programs because I don't know that much about them. But I think the notion of youth programs is a good

idea, and has impact, not only in terms of crime reduction, but in terms of building responsibility among youngsters.

I think that is probably a useful tool, Mr. Chairman. Within our own Department, for example, we work very closely with youth in the police boys club for the same reason, because we think that in building rapport between youngsters and, if you will, the establishment, and building a sense of responsibility in youngsters, that there are a very definite achievements to the government.

POLICY ON DEALING WITH RUNAWAY YOUTHS

Senator BAYH. Could you give me your policy, please, relative to how the force deals with runaways, and with truants? I suppose truancy and running away are both technically law violations.

Chief WILSON. Truancy, Mr. Chairman, is as I recall the statute is—a law violation by parent, but in any event, truancy within this jurisdiction is the responsibility of the school system, as a matter of enforcement, the school system is responsible for enforcement of the truancy statute. However, simply because it is a very useful police practice, we have found, experience has shown us that many burglaries, for example are committeed by youngsters who are truant from school, and particularly daytime burglaries.

We very rigorously now look for youngsters who are out on the street during school hours and appear to be truant, and my recollection is that we make about 1,000 contacts monthly with truants.

Our policy is to return truants to the school, and return them to the principal of the school, and beyond that we do not engage in referrals to the Court of Truants.

You asked a second?

Senator BAYH. Runaways.

Chief WILSON. Yes, runaways.

Runaways are a problem which is more of a problem in terms of youngsters coming from other jurisdictions to the city, and in that case it is a very difficult problem to deal with. Our policy is to try to cooperate with the parents in locating youngsters for them, and in trying to find a way for the parent to get together with the youngsters.

But we are unable to arrest youngsters simply from being away from home, in terms of the typical young runaway which is a 15 or 16 year old child.

Senator BAYH. A 15 or 16 year old child who runs away, is not subject to arrest in the District of Columbia?

Chief WILSON. No; it is not a criminal violation on the part of the child, no, sir.

It is a problem, I might add, that seems to be diminishing, although there are still large numbers of youngsters reported as being absent from home, the problem we experienced 3 or 4 years ago of great numbers of runaways living in commune-type settings has greatly diminished in this jurisdiction, Mr. Chairman.

POLICIES REGARDING SUSPENDED OFFICERS

Senator BAYH. Could you give me a description please, Chief, of the Department's policy regarding payment of wages to suspended officers?

Chief WILSON. Our policy, Mr. Chairman, is that if an officer—we have two forms of suspension, essentially. We have a form of suspension which is placing on administrative leave with pay with suspension of police powers, and then we have a policy of suspension without pay.

Senator BAYH. Let me deal with the specifics, and I don't know how true these allegations are; I get them from the press as well as a complaint or two, and I would like for you to deal with them for the record if you please.

We have received some complaints that there is no uniform policy, and that may be an inaccurate complaint.

Chief WILSON. I think that is inaccurate, Mr. Chairman. Our policy is——

Senator BAYH. May I be specific, and then let you explain?

Chief WILSON. Oh, yes, I'm sorry.

Senator BAYH. I would like you to explain the differences that appear to be differences to me as a layman. To a person in the field, they may be perfectly understandable.

Chief WILSON. Yes. Go ahead, I'm sorry.

Senator BAYH. The police officers indicted recently in this kick-back situation were placed on administrative leave with pay.

Now, one of these officers—I think it was a Lieutenant Pazzotti, was allegedly allowed to retire with pension prior to determination of the charges against him.

Officers who have been charged with lesser offenses have been suspended without pay while their cases were pending administrative action.

Chief WILSON. OK. With regard to the officers who were indicted earlier this year, about January, when it became—it appeared to me, and I say appeared because obviously we did not know, but on the best information we had at that time it appeared to me that the officers would likely be indicted. We placed them on administrative leave with pay, pending their indictment.

Now, the reason that we did that was that in some cases we were uncertain that they would absolutely be indicted because of the process, the investigative process, was still underway. We did not want to reveal to them the charges which were likely to be brought to them because there were other investigations with regard to other officers continuing.

I did not feel that it was appropriate to suspend them without pay without giving them charges which they could answer. Indeed, I am prohibited by law in the case of veterans from doing that, and indeed one of the officers who was placed on administrative leave at that time was subsequently restored to duty, full duty, because the charge which we anticipated to bring against him proved to be wrong, incorrect.

They were placed on administrative leave with pay primarily because I thought this—they should be taken off duty since I was certain or relatively certain that they were guilty of criminal misconduct.

The officers when they were indicted wre served with notice that they would be suspended without pay. They perhaps are by now. The requirement under the Veterans Preference Act is a 30-day advance notice, so as soon as they were indicted, as soon as we were able to tell them what the charges against them were, we did suspend them.

Lieutenant Pazzotti, during the period that he was suspended indeed did apply for retirement, to say that he was permitted retirement, to retire, is not quite correct. He is by law entitled to retire.

The way we looked at the law at the time that he put his request in, my first inclination was to deny his request to retire, but under the existing law a member of this department who has served 20 years service is, once he has completed his 20 years' service, entitled to retire. He can make a request to retire, and I cannot stop him.

So while he was authorized by law to retire, the policy with regard to officers on administrative charges generally is that if it is a very serious administrative charge, we may suspend, pending trial board action.

A more typical thing is that a man will stay on duty until he goes to the Police Trial Board, and if he is recommended for removal from the force, he is then given notice that he will be suspended, and is suspended without pay.

RETIREMENT POLICIES CONCERNING CRIMINAL CONDUCT

Senator BAYH. In the case of intending to retire, does the law permit full pension benefits, even if the officer either retires or is discharged as a result of illegal conduct?

Chief WILSON. The law, Mr. Chairman, is that if he completes 20 years of service, he is entitled to retire.

Now, if before his 20 years of service are completed, he is suspended, then, of course, he cannot complete his 20 years' of service pending his suspension. If he is discharged before his 20 years' of service, he loses his pension rights.

Under the present law as we interpret it, once an officer completes 20 years' of service, he is entitled to full pension benefits without regard to any other action we can take against him.

The only exception to that is a 1950 statute which provides for any District employee, that any District employee who refuses to testify, who takes the fifth amendment either before or after he has retired, loses his pension. But aside from that statute, there is no—the law gives to a police officer his right to retire once he has completed 20 years of service, and there is no method of taking it away.

Senator BAYH. Going back to the questions that I asked about young people and the juvenile problems, arrests or apprehensions, is it policy for the officers involved to report to the parents the various kinds of community services that are available? Are they told of the 24-hour community center for example? Is this information given to the parents, or——

Chief WILSON. Not in terms of the truants, but in terms of normal youngsters, our youth division will make referrals if they can in a noncriminal situation, of parents to other services, yes, sir.

In terms of the 24-hour service specifically, I couldn't say, but in terms of general youth services, our youth division does keep track of other services that are available, in order to refer any instances of noncriminal conduct to those services. In terms of youngsters involved in criminal conduct, our posture is that really the referral should be made by the juvenile courts since it has a good feeling of what is going on in terms of youth work.

Senator BAYH. What is the general turnover in the force, Chief?

What percentage of your officers are leaving after 1 or 2 or 3 years of service, and what is the track record relative to minority officers?

Chief WILSON. In terms of resignations, Mr. Chairman, in fiscal year 1972, we had 482 resignations and in fiscal year 1971, 412, fiscal year 1972, 482. The first half of fiscal 1973, we had 168, which would indicate some reduction in the number of resignations.

The resignations invariably tend to be in the first 2 or 3 years of service, for a variety of reasons, and this has always been true, simply because officers come to the police work and find that it is not as romantic as they thought, or it is more difficult than they thought, or a variety of reasons; and then of course the other reason is that as an officer gets more service, the pension tends to hold him once he begins to build up pension systems.

In terms of minority recruitment, we have not been doing recruiting in the last 6 months, primarily because of the reduction in the force to reduce to an average of 4,950 positions this year, but at this point the force is 36 percent black officers, and I believe for the last year we were recruiting. But we recruited full time.

We recruited about 48 percent of our black officers.

Senator BAYH. The percentage of the force is 36 percent?

Chief WILSON. 36 percent, I believe, as of last month.

PERCENTAGE OF RESIGNATIONS

Senator BAYH. How about the percentage of the resignations?

Chief WILSON. I don't know that we have it. I am sure we could provide it.

Senator BAYH. Could you get that for us please, in the last 2 or 3 years?

[The information follows:]

The information concerning resignations and appointments by race and percentages for fiscal years 1970, 1971, and 1972 is as follows:

RESIGNATIONS

Fiscal year	Black	White	Total	Percent of black resignations
1970	66	207	273	24.2
1971	153	329	482	31.7
1972	193	289	482	40.0

APPOINTMENTS

Fiscal year	Black	White	Total	Percent of black appointments
1970	650	778	1,428	45.5
1971	518	660	1,178	44.0
1972	329	442	771	42.7

OFFICERS AND COURT APPEARANCES

Senator BAYH. Could you excuse me just a moment?

Chief WILSON. Yes, sir.

[A brief recess was taken.]

Senator BAYH. Chief, let me just throw a couple more questions your way, and then if it is all right, I think in reviewing the ones that

I had planned to ask you, perhaps the rest of them can be submitted in writing for the record, if you would please.

Chief WILSON. All right, fine.

Senator BAYH. I notice that last year it was reported that on an average day between 350 and 400 police officers—that is about 35 percent of the on-duty strength of the Department—were detailed in connection with court appearances or court related action.

At that time, the committee directed that steps be taken to reduce the time officers are needlessly in court, and I just wondered if you could tell us now what steps have been taken in this regard. How many officers are involved in court on an average day for what kinds of crime?

What is the record there?

Chief WILSON. Our fiscal 1972, Mr. Chairman, we had on duty 329—excuse me. An average of 41 men on duty each day in court, in mandays lost, and an average of 84 men off duty each day, which were mandays lost in as much as we have to either pay compensatory time or pay.

The real problem the Department has, Mr. Chairman, is that the appearances of officers in court is not something we can control within the Department very effectively, since we have to be there at the behest of the court.

One of the programs that has been advised that is being instituted in July to reduce this time is the change in the traffic—moving traffic violation system which would take it out of the former system of papering being done by individual officers into an automatic system.

I believe the committee recently approved a reprograming action for that purpose, but beyond that, in terms of appearances at court, the Department is quite frankly at the mercy of the court.

We must appear in the court at the time the court requires our appearance there, and we are unable to reduce the amount of time except as the court system becomes better scheduled, I would hope that we find improvements. I suspect that the improvements to date are primarily through better scheduling of the court as the reorganization has begun taking effect.

Senator BAYH. Do you have any suggestions as to what we might be able to do in the Congress to help in this regard? I realize that you are at the mercy of the court.

Chief WILSON. Mr. Chairman, it is a very frustrating problem, which I know that this committee and the City Council, this year in fact reduced our budget again because of court time in the budget which they forwarded to Congress. Quite frankly you are charging us with the responsibility that we really cannot effectively discharge, since we must be there to testify.

I believe that the program, the total court appearance program is going to improve substantially as the court reorganization continues to take effect. But we still have the problem, for example, of cases which are continued 11 and 12 times, and the officer must be there.

One of the real problems of the court, and I am sympathetic to the court is that when they get ready to go to trial, they need the witnesses there, and if they are not there, the case is lost; other than within our own Department requiring that no more than one officer appear on a case unless both are needed, there is not a great deal that we can do to

reduce the appearance of officers in court, at times that the court requires their appearance.

That had not been done previously in terms of scheduling days for hearings which are set in advance. For example, officers do have assigned court days for traffic cases and matters of that nature; but in terms of reducing the numbers of court appearances, we have no real solution other than to be there.

Senator BAYH. I recall last year, wasn't there some sort of an abuse of voucher systems, in which some officers——

Chief WILSON. We have had one or two of those over the years.

Mr. Chairman, that is not the crux of the problem, however. It is a problem which we have discovered from time to time simply through our own supervisory efforts, but that is not really the essential problem with the court appearance system. We do from time to time have an officer who is disciplined for abusing the system.

But that is not a widespread practice which is part of the problem.

NEW SYSTEM FOR PROCESSING TRAFFIC VIOLATIONS

Senator BAYH. You mentioned just a moment ago the reprograming which we did grant, to implement a centralized, computerized system for processing traffic violations.

Chief WILSON. Yes.

Senator BAYH. Now, we went along with this request by the Mayor because we were told that this would amount to a savings of 33 man-years of police service.

Chief WILSON. We estimate that it will save, yes, sir, 33 man-years of our police time, in terms of the time that officers have had to spend in obtaining warrants for moving traffic violation notices, and simply in paper processing within the Department of moving traffic violation notices, which will now be totally automated.

It is a system which we have been trying to get installed since 1955, and simply because the present process is—just has no real sense whatever, there is no reason in a day of automation to have what has been essentially a manual, hand-written system.

Senator BAYH. Then from a manpower standpoint, by implementing that system, we will be able to provide 33 additional policemen, or the services of them, throughout the year?

Chief WILSON. In terms of police man-time; yes, sir.

Senator BAYH. On the street, in various terms of the police duties, not clerical of nature.

Chief WILSON. Yes, sir.

As a matter of fact, much of the saving is in the administrative and clerical part.

Senator BAYH. I suppose you could also say then if you wanted to maintain police service at a present level, you could cut 33.

Chief WILSON. That would actually be correct, in terms of the level that we were—of course, the level that we are achieving this year is a reduction from the previous level, but that would be correct, yes.

NUMBER OF POLICE OFFICERS AND CITY POPULATION

Senator BAYH. We would like to have your thoughts on this: if you look at the statistics, the number of police officers per thousand resi-

dents in the District, when compared with any other city of comparable size, the police force of the Nation's Capital is higher, significantly.

Chief WILSON. That is correct, quite high.

Senator BAYH. What is the justification of this, please, sir?

Chief WILSON. Well, Mr. Chairman, the District of Columbia of course has always been high in terms of police per thousand population as compared with other cities, and when I say always, it's been high going back as far as 1955, when we had 2,500 police officers which made us the highest per capita, at that time, I believe, except for Boston.

During the 1960's when we had our greatest crime increase, we had the highest per capita police in the Nation.

There are reasons for this. One of the factors that you have to consider is that Eastern cities, if you look at the data, you will notice that Eastern cities, the older Eastern cities, core cities more or less, have traditionally had a higher ratio than many of the Midwestern or Western cities, which is a part of the history.

The secondary part of it is that second, this was a part—the great increase of police force in 1969 was a part of the program for achieving a major reduction in crime in the Nation's Capital. As I pointed out, during the period that crime was going up, we also were highest, and yet in 1969, the force was vastly increased, primarily as a part of the total assigning of priorities to reduction of crime in this city.

I think that it has shown—it has demonstrated that it can work. Increased police forces together with increased lighting and court reorganization and drug treatment programs can achieve reduction in crime, and of course as crime has come down, as I commented earlier, the force is gradually reducing in size.

We have reduced, although we were still showing an authorization for 3,500 men, our budget for this fiscal year, and for next fiscal year 4,950 men rather than 5,100; and I would anticipate that as we come closer to the goal of reducing crime to the level of 1962 or thereabouts, that we will be proposing further reductions in the force.

I might add that I don't anticipate that we will ever get down to the level of many of the Western and Midwestern cities which have traditionally been able to operate quite well with substantially lower per capital police than Eastern cities, and I quite frankly cannot tell you why.

It has existed for years, and it goes into the composition of the city, and to whether it is a central city or a suburban sprawl itself, and just a variety of items which quite frankly have never been—no one has ever been able to analyze fully.

USE OF CHIEF'S CONFIDENTIAL FUND

Senator BAYH. Could you tell us what the confidential fund is for?

Chief WILSON. The confidential fund? It is for expenses involved in investigating things such as narcotics traffic, gambling; it is cash funds for the use of undercover men in making purchases of narcotics as an example, or some of the funds go to things such as men engaging in gambling investigations, who we have to require to go to various restaurants and bars, and appear to be customers.

But the majority of it goes to expenses such as purchase of narcotics, for making narcotic cases.

Senator BAYH. So your recall what is the amount of appropriated funds are for that?

Chief WILSON. $200,000.

Senator BAYH. Thank you, I might have some more questions on this later.

Chief WILSON. All right, sir.

JUDGMENTS AGAINST THE CITY

Senator BAYH. Could you just give me a brief synopsis of where the city is, relative to the May Day demonstrations, and those violations, please?

Has there been a judgment rendered against the city?

Chief WILSON. There has been, as I recall, Mr. Chairman, two judgments. One judgment which was a consent judgment involved, I guess, both of them were—involved two employees of the Department of Labor who were arrested during May Day itself.

There has been another judgment, or perhaps a consent judgment, with regard to the arrest of some medics who were arrested prior to May Day at West Potomac Park, during the clearing of West Potomac Park.

So far as I can recall, those are the only two judgments that have been rendered at this point.

Senator BAYH. What is that going to amount to, relative to dollars?

Chief WILSON. That comes out of the Corporation Counsel budget, Mr. Chairman; my recollection is that the one judgment was in the nature of $8,000, and the other on the order of $30,000.

But I am not positive. The Corporation Counsel is responsible for the judgment payments.

NO-KNOCK AUTHORITY

Senator BAYH. Could you tell me please, Chief, how many times the Department has used the no-knock authority granted under the District of Columbia crime bill?

Chief WILSON. I would say that it is not something that we anticipated using very often. Five "no-knock" search warrants were obtained, all involving either gambling or narcotics cases, since the effective date of the District of Columbia Court Reform and Criminal Procedure Act of 1970. The Department uses the "no-knock" provision only in cases of absolute necessity, primarily where the preservation of evidence and the safety of the police officers might be in great jeopardy. Entry in all of these cases could have been gained without using the no-knock provision by resorting to the normal "knock-and-announce" procedure. However, the risks involved would have been greater. The use of the no-knock provision in the cited instances accomplished the police mission with greatly reduced risks.

MORE CONSTRAINTS ON POLICE

Senator BAYH. Are those no-knock entries ones that could have been used prior to the enactment of the 1970 act, or if no-knock had not been enacted?

Chief WILSON. I would judge they probably were. As you know, the no-knock law, although it was a cause celebre, really did not change the case law all that much. It actually placed more constraints on the police than the case law did that was in existence before.

The only principal difference as I recall was that the no-knock statute, the officer could relate the fact of feeling the need for a no-knock warrant at the time of obtaining the warrant, whereas the case law, as I recall, prior to this statute actually permitted an officer who came upon this information which is more often the case anyhow, after the warrant, to engage in no-knock, in any event; so my guess is that there were.

But I will include that in the record.

Senator BAYH. Thank you.

PREVENTIVE DETENTION PROVISION

Another provision of that act was the preventive detention provision. Did the police seek preventive detention, or is this the prosecutor or who, seeks preventive detention?

Chief WILSON. The prosecutor is responsible for seeking preventive detention, Mr. Chairman, and that statute has been rarely used.

Senator BAYH. It has been rarely used?

Chief WILSON. Rarely used, yes, sir.

Senator BAYH. Could you give us a record in writing, please, of how many times?

Chief WILSON. Yes, I will.

[The information follows:]

The U.S. District Attorney for the District of Columbia advises that preventive detention for individuals not on probation or parole was requested about 45 times and granted approximately 10 times. These figures do not include instances where a 5-day holding period was requested and granted for individuals on probation or parole—an almost daily occurrence. In this context, it is interesting to note that, in Calendar Year 1972, 693 arrests were made for armed robbery of which 487 involved persons free on some type of release. This equates to over 70% of the total arrests made.

AVERAGE SCORES: PROMOTION EXAMS

Senator BAYH. Thank you, Chief.

Will you provide the average scores on promotion exams, broken down by race? How many women police officers have been promoted in the last year?

Chief WILSON. The average scores, by race, on the written portion of the 1972 Police Promotional Examination is shown on the following table:

	Blacks	Whites
Sergeant:		
Average	96.81	98.73
Number taking exam	462	774
Lieutenant:		
Average	91.61	91.94
Number taking exam	50	288
Captain:		
Average	97.00	94.13
Number taking exam	4	60

During calendar year 1972, two (2) female police officers were promoted.

METRO SECURITY

Senator BAYH. Have you been working with the other area jurisdictions to develop a program for providing security on Metro? What plans have been prepared thus far?

Chief WILSON. Yes, we have. There have been numerous meetings during the past 2 years on this subject. Current plans call for each jurisdiction to be responsible for the security of the stations and parking areas within each jurisdiction. There will be a Metro transit police force which will be responsible for security on the trains as well as for the cash collections and Metro equipment.

Senator BAYH. Has the Police Department improved its process for responding to citizen complaints about the performance of police officers? How is the Department moving to improve relations with the community?

Chief WILSON. To facilitate the reporting and documentation of complaints against police officers, revised procedures incorporating the new "citizen complaint form" (PD form 99) were instituted in March 1973. These procedures permit the submission of complaints for investigation by police superiors through the mail, by telephone or in person at any of our local station houses or at police headquarters. All such complaints receive prompt attention.

This Department fully recognizes that community involvement and backing are essential for successful crime prevention. To provide greater emphasis to our community relations efforts, the Police Department has allocated additional personnel resources to such areas as our "Officer Friendly" program which was recently expanded to reach additional grades and classes of school children. There has also been greater police participation in District government programs such as the service area system and environmental expositions. We continue to place great emphasis on police participation in civic association meetings and cooperation in other community action programs. An effort is also being made to acquaint our citizens with police operations by means of such activities as our ride along program and guided tours of the Department.

CLOTHING ALLOWANCE

Senator BAYH. What is the $163,000 requested for "clothing allowance" for? There was no such item in fiscal year 1972 or 1973.

Chief WILSON. The $163,000 requested for "clothing allowance" reflects the implementation of that portion of Public Law 92-401 (section 112) dated August 29, 1972 which authorizes myself, the Chief of Police of the Executive Protective Service, and the Commanding Officer of the United States Park Police to provide a clothing allowance, not to exceed $300 in any one year, to an officer or member assigned to perform duties in "plainclothes." This clothing allowance is not treated as part of the officer's or member's basic compensation and is not used in computing overtime, promotions, or retirement benefits.

CONFIDENTIAL FUND

Senator BAYH. Last year the committee denied a request to increase the confidential fund from $100,000 to $200,000. What is the amount budgeted for the fund in fiscal year 1974 in appropriated funds?

96-548 O - 73 - pt. 1 - 43

I note you expect an LEAA grant for $75,000 for a confidential fund in fiscal year 1974. What is the total in the confidential fund for fiscal year 1974? Why is more than $100,000 requested?

Chief WILSON. Mr. Chairman, in our fiscal year 1972 budget we requested and received approval to increase the spending authority for the confidential fund from $100,000 to $200,000.

Last year, although the appropriation language provided the authority to spend up to $200,000, we requested additional funds in order to increase our base from $100,000 to $200,000. Since fiscal year 1972, we have been spending close to $200,000 in this account and our fiscal year 1974 budget includes $200,000 of appropriated funds for this account. You will note in the budget that no increases—no new funds—are being requested for the confidential fund. We have shown in the budget an additional amount of $75,000 as an anticipated grant, but this grant request has not been approved.

Mr. Chairman, most of this fund is used to combat narcotic traffic and transactions. We can see very definite improvements in the narcotic problems, but the pressure must be maintained. It would be very unwise to slack off at this time. The cost of conducting the covert operations and purchases necessary for successful prosecution are increasing.

Senator BAYH. The second largest item in your budget request is pension payments—$30 million out of $111 million in appropriated funds—the largest is for field operations. This is an increase of about 40 percent since fiscal year 1972. What is or can be done to keep these costs at a minimum?

Chief WILSON. I share your concern about the increased cost of pension payments. However, retirements represent statutory entitlements, and as such are unmanageable expenses.

DISABILITY RETIREMENTS FROM FORCE

Senator BAYH. What is the percentage of retirees who qualify for disability retirement? What safeguards exist to assure that disability retirement is not abused?

Chief WILSON. Disability retirements accounted for 71.4 percent of total retirements in 1972, and for 55 percent in the first 4 months of 1973. Every effort possible is being made to reduce this percentage still further.

All disability retirements must be approved by a majority vote of a five-man board composed of representatives of the Police Department, Fire Department, District of Columbia Personnel Officer, Health Department, and the Office of the Corporation Counsel. This board, which is chaired by the District of Columbia Personnel Officer, receives in writing a detailed medical history prepared by the Board of Police and Fire Surgeons. If additional information is required, the board has the power to subpena witnesses and to hear testimony from the applicant, before arriving at a decision.

Senator BAYH. To what uses has the police helicopter been put? How much does it cost the city? Is it worth it? Why?

Chief WILSON. The helicopters are used in routine crime prevention patrol. They participate in "crime in progress" type of calls, in searches involving suspects and missing persons, in night illumination missions, and in emergency situations such as might arise from reported drownings. I estimate the helicopter program to cost about $482,000 in fiscal year 1974. I believe that it will be possible to reduce the cost somewhat in future years, particularly since we are now past the original investment, i.e., the purchase of the helicopters.

There is a definite place for helicopters in police operations. They are unique in that they are an aerial platform and therefore provide a vantage point and capabilities not possible with police ground operations. We are still experimenting as to their best utilization and we will adjust our program level accordingly. I am impressed with the helicopter's overall capabilities and favor the continuance of the program.

Senator BAYH. Last year this committee recommended a reduction in the police cadet program from 300 authorized positions to 250. How many cadets are enrolled in the program now? Does the present enrollment provide a sufficient number of officers?

Chief WILSON. The Congress reduced our police cadet strength. Our onboard police cadet strength is currently 122. The authorized strength of 199 does not provide sufficient police recruits to offset the normal attrition rate.

Senator BAYH. In fiscal year 1973, 87 court cases were dismissed due to police failure to appear or tardiness. You anticipate 83 such cases in fiscal year 1974. What is done to reduce such cases to a minimum?

Chief WILSON. The fiscal year 1974 goal of 83 cases dismissed because of police failure to appear or tardiness represents less than one-half of 1 percent—0.48 percent—of the approximate 17,400 cases per year tried by the U.S. district court and the Superior Court of the District of Columbia. Further reduction is limited by the fact that most of these case dismissals are due to separations, resignations, and deaths of police officers. Continued disciplinary measures will be taken against those few officers whose cases are dismissed due to negligence on their part.

Senator BAYH. I understand and applaud the Department's policy of assigning policewomen to essentially the same duties as policemen. Has this policy been implemented successfully?

Chief WILSON. It is the current policy of the Metropolitan Police Department to make assignments of officers without regard to sex. An intensive program to evaluate the effectiveness of policewomen in routine patrol division functions is in progress. This evaluation is scheduled for completion in September 1973 and will probably influence the future course of the policewoman program.

Senator BAYH. The Department has obtained a large IBM 370/155 computer system, I understand. What is this computer used for? How much does it cost the city? Is it compatible with the city's other computers, such as those at the SHARE center?

Chief WILSON. Our computer is used for the storage and instantaneous retrieval of large amounts of information relating to the apprehen-

sion of criminals and the prevention of crime. It is also used as an important management tool in the planning and implementation of Department programs and in the evaluation of their effectiveness. The estimated cost for the operations of the computer system including peripheral equipment, for fiscal year 1974 is $826,000. The computer is compatible with the SHARE system which utilizes very similar equipment.

Senator BAYH. What duties do the 240 part-time and 30 temporary employees perform?

Chief WILSON. There are 240 permanent part-time employees in the Department. Of these, 225 are school crossing guards employed during the school term, and 15 are employed as doctors at the police and fire clinic.

There are also 30 summer aides employed during the summer months, who perform clerical duties.

Senator BAYH. Last year you were conducting a study on a 4-day week. Has the study been completed? What were the results?

Chief WILSON. Due to the critical crime situation which existed at the time, we felt that it was not advisable to allow this experiment to interfere with certain crime fighting programs which were beginning at that time to demonstrate their effectiveness. In consequence, we were unable to fully implement the 4-day week even in the experimental district. The results of the trial were, therefore, inclusive, and since certain difficulties in the areas of command integrity, internal communications, and court attendance were encountered, it was decided to abandon the program. This is not necessarily a closed issue and may be attempted again in the future.

Senator BAYH. Has the Department implemented the Nelsen Commission recommendation that it purchase intermediate-size cars on a trial basis? What have been the results?

Chief WILSON. We went out on competitive bids for intermediate-sized cars. None of the four major automobile manufacturers submitted a bid; therefore, we were unable to purchase intermediate vehicles this fiscal year. We are again going out for bids in fiscal year 1974 for the intermediate-sized cars.

POLICY ON ADMINISTRATIVE LEAVE

Senator BAYH. What is your policy with respect to continuing to pay officers who are on administrative leave? Would you provide for our review a breakdown of the number of persons on administrative leave, by race, with pay and without, and the time period the individuals have been on such leave.

Chief WILSON. Police officers are placed on administrative leave for a variety of reasons such as sabbatical leave to attend school, illness or injury in performance of duty, death of a citizen caused by use of

a police revolver by the officer, a member of the force being under investigation for a serious violation of departmental rules, or if a member is charged with a violation of the criminal code. Members placed on administrative leave are entitled to leave with pay unless indicted by a grand jury, if an injury or illness is determined to be not in line of duty, or if the sabbatical leave is for the benefit of the member only. At present, 55 members—35 white and 20 black—have been on administrative leave with pay for an average of 3 months; three members have been on administrative leave without pay—2 white and 1 black—for an average of 3 months.

Senator BAYH. What effect will the administration propose discontinuation of the Leep program have on further education of policemen in your Department? I understand that several police officers are now participating in this program on their own time.

Chief WILSON. Over the past several years I have supported an active educational program designed to encourage members of the force to seek further education. This has been a very successful program and we now have a total of about 550 officers who have participated. Currently, about 230 officers are receiving assistance from the Leep program. We sought this assistance when the educational cost to the Department became so great that it could no longer be allowed to expand. We now pay, from appropriate funds, 100 percent of the cost for one course for each officer per semester. Officers desiring to take more than one course per semester must receive assistance from the Leep program or pay the additional courses from their own pockets. The 230 officers currently receiving Leep assistance are receiving approximately $135,000 per year in the form of tuition and educational expenses. It is reasonable to assume that a substantial proportion of these officers would be unable to continue their education to the same degree that they are now. The end result would be a general reduction in the further education of policemen in the Department.

Senator BAYH. If financing of this program is discontinued as presently proposed in the President's budget, what will be the effect on the Department and on the educational opportunities for the police officers? I am concerned about this. Please give me your views on this, Chief Wilson.

Chief WILSON. If financing of this program is discontinued, our first action would be to seek additional appropriations so that we could continue to support the effort. In the event that these appropriations were not forthcoming, the result would be a serious curtailment of the Department's educational program and a consequent lowering of the overall educational level of the Department.

Senator BAYH. Thank you for your cooperation.

Chief WILSON. Thank you, Mr. Chairman.

STATEMENT OF BURTON JOHNSON, FIRE CHIEF

ACCOMPANIED BY:
DANIEL PLASS, ASSISTANT FIRE CHIEF FOR SERVICES
EDWARD EBERHARD, ADMINISTRATIVE OFFICER
FRANKLIN MAPHIS, BUDGET OFFICER

BUDGET REQUEST

Senator BAYH. Our next witness is Mr. Burton W. Johnson, chief of the fire department. Chief Johnson will testify in support of a budget request of $36,340,100, and 1,544 positions for the fire deparment.

Chief, welcome to the committee for the first time.

Chief JOHNSON. Thank you, sir.

Senator BAYH. Congratulations on your new appointment.

Please proceed.

OPENING STATEMENT OF FIRE CHIEF BURTON JOHNSON

Chief JOHNSON. Mr. Chairman, the fire department is charged with the responsibility of providing fire prevention, fire suppression, and emergency ambulance services to the District of Columbia. It carries out the first of these responsibilities through strict enforcement of the District's Fire Prevention Code; the second my maintaining a force of 53 firefighting companies in constant readiness; the third responsibility is met by a fleet of 10 ambulance units operating around-the-clock. The department's annual appropriation funds all of these activities as well as the cost of pension payments made to former members of the department under the Police and Firemen's Retirement and Disability Act.

To report on how the department's resources are used to meet these responsibilities at present and in the future I will outline some of the recent activity in each of these areas.

FIRE PREVENTION

The department is currently reorganizing its Fire Prevention Division to provide two geographic inspectors for each of the city's nine service areas. These inspectors make regular inspections to all licensed premises, businesses, schools, and similar establishments in these areas. They also serve as the department's representatives to the service areas committees (SAC) and teach fire-safety in the schools.

The inspections made by these geographic inspectors are further supplemented by technical inspections of establishments which represent special hazards such as hospitals, gasoline stations, and places of public assembly. These inspections are made by specialists in each field.

Further inspections are made by members of the firefighting units by taking the companies "on-the-air" to make both fire prevention inspections and informative inspections so that firefighters will be familiar with the building should an emergency occur in any of them.

The department also uses firemen temporarily on "light-duty" because of injury or sickness to further supplement the assigned inspection force.

The Nelsen Commission recommended that the District test whether general schedule employees could be used for fire prevention inspection instead of firemen. The fire department and the Department of Eco-

nomic Development are cooperating to make this test, and will report later on the results.

FIREFIGHTING

Firefighting units made 65,500 unit responses to 29,700 alarms in fiscal 1972 at which they extinguished 9,200 fires (resulting in a loss of 41 lives and $3,796,945 in property loss) and performed 2,700 other services.

Included in the 29,700 alarms were 11,000 false alarms. Although the number of false alarms is still high, the department has noted a continuing decrease in that number and attributes it to the new voice alarm boxes and to its community relations effort. We are therefore continuing our evaluation of the pilot voice alarm system, in accordance with the Nelsen Commission's recommendation IV–50, with the prospect of converting the entire municipal fire alarm system to this type of box. We are also continuing our community relations effort.

EMERGENCY AMBULANCE SERVICE

Recognizing the need to impove the quality of the District's ambulance service, the city council enacted regulation 72–29 last December to govern ambulance service in the District of Columbia according to the standards of the Highway Safety Act (Public Law 89–564). These standards require that all ambulance personnel working in the District be licensed and receive 80 hours of initial training plus 20 hours of review training every 2 years. The fire department has the operational responsibility to provide this training to its own personnel, as well as to those employees of other District agencies and those of private operators. The fiscal 1974 budget requests three instructors for this purpose as well as to maintain first aid and medical training for all department personnel.

It is the District's intention to organize the emergency ambulance service as a separate division within the fire department with its own supervisory staff. This year we are requesting positions for this staff who will provide around-the-clock supervision for units on the street.

It is also planned to use general schedule emergency ambulance service technicians (EAST) on fire department ambulances instead of firemen. The use of EASTs will accomplish two things. First, it will develop long-term employees who will remain in the emergency ambulance speciality throughout their career. The supervisory position will provide a career ladder in the ambulance service through which the EASTs can advance instead of returning to firefighting to win promotion as firemen now do. Second, the workweek for ambulance personnel will be reduced from 48 hours worked by firemen to 40 hours worked by GS employees. The 10-hour day and 14-hour night shifts worked by firemen have long been recognized as excessive for a service with the workload of the EAS. Seventeen positions are requested to implement the 40-hour workweek.

The standards of the Highway Safety Act require a much larger and more sophisticated ambulance vehicle than that which is presently used by the department; therefore, equipment base funds have been redirected from the now complete 4-channel radio system to provide for the additional cost of these vehicles. The new vehicles are usually built as a patient compartment module mounted on a separate

chasis. By reusing the patient module and replacing only the chasis and cab, the department hopes to effect savings in the total cost of ambulance vehicles in future years.

FIREMEN'S RETIREMENT AND DISABILITY

Nelson Commission recommendation VI–55 and the Congress (H.R. report 92–1340 p. 13) require extensive study of the Police and Fire Retirement System. This study is now underway and its results will undoubtedly affect the sytem's cost in future years, but it is doubtful that they will affect cost in fiscal 1974.

Therefore, the department is requesting additional funding based on the historic pattern of 1-percent growth in pension cost each month and an adjustment to provide for the increase in payments authorized by the police and firemen's pay raise (Public Law 92–410) approved August 29, 1972.

SUMMARY OF FISCAL 1974 REQUESTS

The fire department requests $36,340,100 and 1,544 positions for fiscal 1974. This is $5,336,900 (increase of $5,569 less $232,100 base reduction) and 32 positions more than has been appropriated for fiscal 1973. Of this $4,271,800 is for firemen's pay raises and will later also be reflected in the total fiscal 1973 funding through supplemental appropriations. Of the net increase of $1,065,100, $916,000 is necessary to meet increased pension cost. The remaining $149,100 increase plus the base reduction, restated as an increase, will provide $60,000 to annualize seven new fire inspector positions authorized in fiscal 1973 and $321,200 with 25 new positions to implement the improvements in the emergency ambulance service.

Seven other new positions are requested, without funding, to continue development of an automated information system.

The need for assembled and accurate information to make day-to-day decisions as well as long-range decisions is imperative. The department has already started using the computer to accumulate such information by producing 14 monthly reports from its automated ambulance reporting system. These reports tell us such things as where ambulances are dispatched, the kinds of treatment most often administered, what are the peak periods, and where the patients are taken. Such information is used to determine what we need to do today to improve the service and gives an insight on what plans should be made for the future.

We have plans to extend computer technology to other facets of the department so that in the end the department will have a total information system. Such a system will be a valuable tool in helping render the best possible service for each dollar spent.

The present ADP section consists of one systems analyst and four Emergency Employment Act employees. In addition to operating the ambulance reporting system, they have a cost accounting system and fire reporting and recording system under design. The loss of the EEA program will mean termination of all of this ADP work. Therefore, to assure the continued development of our automated information system, the seven appropriated positions are requested.

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

CONSOLIDATION AND CLOSING OF FIREHOUSES

Senator BAYH. Is the Department now considering any proposals to consolidate fire companies, and to close any fire stations in the District?

Chief JOHNSON. Sir, that recommendation was part of the Nelsen Commission report. The Department viewed that recommendation and frankly, did not know where to start with closing up houses.

Whose property do we neglect in closing up houses? We feel that our services are needed throughout the city, and that to deprive any citizen of the due protection of our services would be at fault.

Senator BAYH. Then the answer is no.

Chief JOHNSON. Yes.

Senator BAYH. Could you give me some thoughts about the ambulance service situation? How long would it take to fit the amublance service to paramedic personnel? What would be the source of that new personnel, as far as recruitment is concerned, and would it be possible to accomplish this within existing resources?

Chief JOHNSON. Sir, we are requesting additional funds to take our services down from 48 hours to 40 hours. We are also requesting additional personnel to bring that into focus. The accomplishment of transferring from uniform personnel to civilian personnel in an ambulace service is projected through the positions that we are requesting, as a basis for acquiring personnel, training personnel, and effectively going up with the program of removing uniform men from the services.

Senator BAYH. What additional moneys are going to be required for that?

Chief JOHNSON. For that service, sir, we are requesting—this is for the personnel—$321,200.

Senator BAYH. Do you feel it is necessary to have that many additional dollars?

We couldn't provide that service within the bounds of present resources?

Chief JOHNSON. No, we do not feel that we could, sir.

Senator BAYH. What is the morale within the Fire Department now, and what has been your experience relative to recruiting new officers?

Chief JOHSON. I'm sorry, I didn't understand you.

Senator BAYH. What is the morale within the fire department now, and what has been your experience relative to recruiting new officers?

Chief JOHNSON. We feel that the morale is stable, sir. There have been some reports that morale was low, but it has not been evidenced. We are still going about our daily jobs of extinguishing fires, protecting people of the city from fires, and we have not noticed any drop in that service.

With respect to recruiting, we have a vacancy condition. We feel that we might be able to fill those positions. We do have an active register from Civil Service that we are working with and on, in an attempt to fill our positions.

Senator BAYH. How many vacancies do you have now, Chief?

Chief JOHNSON. On the uniform vacancies, sir, there are 64.

Senator BAYH. Out of a total force level of——

Chief JOHNSON. Of 1,512, sir.

CONCERN OVER NEW CHIEF'S APPOINTMENT

Senator BAYH. There were some rumblings after your appointment as the first black fire chief in the District relative to discontent in some sources. Has this discontent, if it did exist, been quieted?

Had you had any resignations, or anything like this that might evidence discontent?

Chief JOHNSON. We have had no evidence of resignations through discontent. We feel that our forces are stable.

The remarks carried by the news media were the expressions of an individual. He has the right to make that expression, and he too is going about his daily duty of performing his services as a fireman.

Senator BAYH. Well, as I said earlier I compliment you for your appointment myself.

Chief JOHNSON. Thank you, sir.

Senator BAYH. Are there other areas outside the ambulance service area where the Department has made an effort to see that those jobs that could be performed by civilians, nonfiremen, were performed by civilians?

Chief JOHNSON. Yes, sir. One of the recommendations of the committee was that we go into a pilot program, possibly, a surveying program of fire inspections conducted by nonuniform persons.

We are willing to go and ready to perform with that program. However, that is an accomplishment that would take place with the efforts of the Department of Economic Development, and we understand there are some budget constraints there that don't allow that program to go forward today.

With our communications services, we are reducing our uniform personnel there, and moving into civilian persons, and the same with our administrative division. We have reduced our level of uniform persons there. With respect to the administrative division, we have reduced our uniform level there, sir.

POLICY CONCERNING RETIREMENT OF FIREMEN

Senator BAYH. Your funding request for pension payments includes provision for a 1-percent growth rate in pension roll costs per month. Is this the consistent, citywide policy? Is the Police Department request based on the same assumption?

Chief JOHNSON. It is not a city policy decision for both the Fire Department and the Metropolitan Police to estimate the same rate of increase in pension cost. Both Departments constructed their analysis independently and reached approximately the same conclusion.

Senator BAYH. The Nelson Commission recommended that by December 31, 1972:

> The Fire Chief present to the Mayor . . . a detailed action plan to restructure the career pattern within the Fire Department, creating a more pyramidal structure, strengthening and enlarging the managerial responsibilities of captains, and reducing total operating costs for salaries of command officers.

What is the status of your response to this recommendation?

Chief JOHNSON. The Department is still studying the recommendation. Under our present system, the captain functions as both the company manager and a member of the firefighting team. From the recom-

mendation, we perceive that the captain would have to be removed from the firefighting team. When he is removed from the firefighting team (thereby creating a vacancy in operating strength), the company strength must be supplemented in some way. This requirement of supplemental strength creates the problem of increasing costs.

Other problems involve coordinating two different work schedules for total firefighting efficiency, assuming the captain would not be on the same schedule as the firefighting teams (that is, 40-hour week and 48-hour week).

From the studies made so far, in order to create a true pyramidal structure and to place the captain in the position as recommended, total operating costs would be increased. Therefore, the Department has not yet developed a detailed operating plan.

SUBCOMMITTEE RECESS

Senator BAYH. Thank you very much, Chief.

Chief JOHNSON. Thank you, Mr. Chairman.

Senator BAYH. We will recess for an hour, and be back at 2 in the afternoon.

[Whereupon at, 1:10 p.m., the subcommittee was recessed, to reconvene at 2 p.m. the same day.]

[Afternoon Session, 2 O'clock, Wednesday, May 16, 1973]

Public Defender Service for the District of Columbia

STATEMENT OF NORMAN LEFSTEIN, DIRECTOR

ACCOMPANIED BY:
J. PATRICK HICKY, DEPUTY DIRECTOR
MS. BONNIE LARSON, EXECUTIVE ASSISTANT

BUDGET REQUEST

Senator Bayh. We will continue our hearings. Mr. Norman Lefstein, Director, Public Defender Service, will now appear. He will speak in support of a budget request of $1,883,300 and 124 positions to provide counsel to those financially unable to afford a lawyer in criminal, juvenile, and mental health commitment proceedings.

How are you, sir?

Mr. Lefstein. Good afternoon, Mr. Chairman.

Senator Bayh. Please proceed.

OPENING STATEMENT OF NORMAN LEFSTEIN

Mr. Lefstein. Mr. Chairman, the Public Defender Service for the District of Columbia (PDS) was created by the District of Columbia Court Reform and Criminal Procedure Act of 1970 (Public Law 91–358), enacted July 29, 1970. The PDS is the successor to the Legal Aid Agency created by Congress in 1960, with the personnel of the Legal Aid Agency becoming employees of the PDS. The major difference between the Legal Aid Agency and Public Defender Service statutes is that the earlier statute anticipated the presence of relatively few attorneys, whereas the PDS bill sought to expand the scope of the Agency's representation and lays the foundation for a larger and more influential agency.

BOARD OF TRUSTEES

The PDS is governed by a seven member uncompensated Board of Trustees, who are responsible for the agency's general policies. Members of the Board of Trustees, all of whom are members of the Distict of Columbia bar, are appointed for 3 year terms by the Chief Judges of the four District of Columbia courts and the District's Mayor-Commissioner. The Trustees hire the Director and Deputy Director of the Service, who operate the agency on a day-to-day basis and are answerable to the Board.

THE "MIXED SYSTEM" OF REPRESENTATION

Pursuant to its statute, the Service's major responsibility is to represent persons financially unable to obtain adequate legal representation in the following courts and proceedings: felony and misdemeanor cases in United States District Court and in the Superior Court of the

District of Columbia; proceedings before the Superior Court's Family Division where juveniles are alleged to be delinquent or in need of supervision; proceedings before the Commission on Mental Health involving civil commitments; appellate cases; and any proceedings ancillary or collateral to the foregoing representation. Under the PDS statute, however, representation by the Service is limited to not more than 60% of the cases, thereby insuring participation by the private bar in at least 40% of the more than 20,000 indigent cases annually requiring appointment in the District. This "mixed" system of representation, combining public defenders and private attorneys, also has been mandated by Congress in all Federal courts pursuant to the Criminal Justice Act. The underlying philosophy of this system is that there should be full-time public defenders with great expertise in the criminal law handling many cases on their own, who also serve as a vital resource for private assigned counsel. Thus, the defense of indigents in the District of Columbia is not to become the domain of either a small group of public defenders or private lawyers; instead, the burden of representation is to be shared by both groups, with the Public Defender Service ultimately representing up to 60% of the cases.

To assist the courts in administering the "mixed" system of legal representation, the Service is required by its statute to establish and coordinate the operation of an effective and adequate system for appointment of private attorneys. . . . This is done by the Service's Coordination of Appointments Division, as explained more fully in the Agency Program Statement (see Schedule 13 of the Budget, page FG–1).

THE PDS LEGAL STAFF

The Service presently has forty-four authorized attorney positions, six of whom are required to spend most of their time in discharging supervisory and administrative responsibilities. At the passage of the Court Reform Act in 1970, Congress appropriated $5 million to the District of Columbia for the expenses of court reorganization and the Service received from this amount funds for increasing its staff attorneys from thirty-four to forty-four. Yet, despite the increasing number of indigents requiring counsel and requests from the Public Defender Service for additional attorneys to move the Service toward the 60% representation goal mandated by Congress, no increases were approved in either fiscal 1972 or 1973.

The inadequate size of the Service's legal staff is apparent when contrasted with the number of lawyers authorized for the District of Columbia prosecutor offices. The United States Attorney has an authorized staff of 140 assistants, nearly 130 of whom are designated for the handling of criminal trials and appeals. The Corporation Counsel has 18 assistants authorized to handle juvenile cases. The Public Defender Service has responsibility for providing representation in both criminal and juvenile matters, and the PDS also appears in more than 1,000 Mental Health Commission hearings annually in which neither the United States Attorney nor the Corporation Counsel is involved. While precise statistics are lacking, knowledgeable estimates indicate that more than 90% of all persons prosecuted for criminal and juvenile offenses by the United States Attorney and Corporation

Counsel are indigent. This means that from a comparative standpoint the Public Defender Service should have, at the very least, a staff of about 75 attorneys, i.e., 60% of the total number of Assistant United States Attorneys and Assistant Corporation Counsels assigned to criminal and juvenile cases less about 10% for non-indigent cases. In fact, the PDS believes that to adequately represent 60% of the cases, its attorney staff size must be larger than 75, since the time demands in defending criminal and juvenile cases are greater than those involved in prosecution.

An extremely large number of highly qualified attorneys seek legal positions with the Public Defender Service each year. Since May 1, 1972, the Service has received 595 new applications, many from attorneys in other parts of the country who were attracted by the Service's high reputation. Virtually all new attorneys have had some prior legal experience, and such experience has become, with rare exceptions, a requisite for employment. The Service's attorneys have a wide variety of legal backgrounds, including clerkships to trial and appellate court judges, work in other government agencies, and the private practice of law. The quality of the Service's legal staff is suggested by the presence of three former law clerks to Supreme Court Justices. A commitment to remain with the agency for 3 years is required from all attorneys hired.

During the first 6 weeks of their employment, new attorneys attend a full-time course of intensive instruction concerning criminal and juvenile law, and day-to-day practice in District of Columbia courts. Included in the program is extensive study of case law, staging of mock motions, argument and trial hearings, and visits to penal institutions, treatment facilities, and the Metropolitan Police Department. Classes are taught by the Director, Deputy Director and senior staff attorneys. This program helps to assure that the agency's attorneys will provide quality legal representation—a primary PDS objective.

CONTRIBUTION OF PDS TO CRIMINAL JUSTICE SYSTEM

During the fiscal year which concluded last July, PDS attorneys closed the cases of more than 6,300 persons. This meant that each attorney actively engaged in litigation was responsible on the average for the closing of approximately 170 cases in the courts. Of course, a wide variety of cases is included within this figure. One PDS attorney, for instance, was required to spend the equivalent of 4 full months in preparing and litigating a client's defense in a complex narcotic conspiracy case where the Government's principal evidence had been acquired by wiretapping. The 170 closed cases figure also includes time-consuming appeals as well as a variety of miscellaneous proceedings which take relatively little time.

The contribution which the Service makes to the administration of criminal justice in the District cannot be measured solely in terms of statistics. Statistics do not reflect, for example, the frequent reliance by the courts on the expertise of the PDS staff. Since the reorganization of the District's court system, a number of judges on the superior court bench have specifically requested that the Service provide representation for indigents in particularly difficult criminal cases. Recently, for example, a superior court judge requested that an agency

lawyer immediately take charge of the defense of a serious felony case involving a complex insanity defense; although a private lawyer already was appointed to the, case, the court lacked confidence that the private attorney could adequately deal with the insanity defense and thus protect the defendant's legal rights.

The Service also is frequently called upon to provide representation in situations where private attorneys are unwilling to accept appointment because of the unavailability of compensation under the Criminal Justice Act. PDS attorneys, for example, routinely answer the call of the courts to advise witnesses of their privilege against self-incrimination, and also supply representation at hearings concerned with the release of St. Elizabeths Hospital inmates previously found not guilty by reason of insanity. In the superior court's family division, PDS attorneys receive numerous assignments of children alleged to be—in need of supervision—another category of cases not covered by the Criminal Justice Act.

During the past several years the Service has been increasingly called upon by the appellate courts to offer assistance in complex criminal appeals. On four occasions since January 1, 1973, the Service has been requested by the U.S. court of appeals to participate as *amicus curiae*. In the fall of last year, the District of Columbia Court of Appeals asked that the Service handle the appeals of all persons represented by the PDS at the trial level. This has meant that the Service has had to establish a full-scale appellate section. It is estimated that in its first year this section of the agency will file more than 100 briefs in the appellate courts.

The Service also has been actively engaged in litigating important legal issues affecting the manner in which the criminal justice system deals with children alleged to be delinquent, and with the conditions of confinement of adults at the District of Columbia jail. In the former case, Chief Judge Greene of the superior court issued an order in January of this year terminating the use of the receiving home for children except for temporary detention lasting up to 24 hours. During the litigation the Service maintained that there were suitable alternative facilities available and Chief Judge Greene ultimately agreed. In his written opinion, Chief Judge Greene referred to—the imaginative proposals of the Public Defenders—as having influenced the court's decision.

Finally, PDS attorneys contribute to the criminal justice system in a way not statistically measurable by aiding private attorneys assigned to handle criminal and juvenile cases pursuant to the Criminal Justice Act. Such assistance is required by both the legislative history and language of the PDS statute which, as noted previously, envisions a system of representation involving both private and public defenders.

Each day one PDS attorney is on duty for the purpose of answering questions posed by assigned counsel. Also, PDS attorneys regularly meet with appointed lawyers to discuss substantive and tactical problems confronted in their cases. Written materials have been specially prepared by the PDS staff for distribution to appointed counsel. Thus, after reorganization of the District's courts the Service prepared and distributed to private lawyers memoranda pertaining to the representation of indigents in criminal and juvenile proceedings in the superior court and the handling of appeals before the District of Columbia

Court of Appeals. These guides to procedure have been most helpful in insuring that the rights of indigents are protected while avoiding delays in the judicial process caused by inexperienced lawyers. Moreover, each year numerous PDS attorneys participate extensively in the preparation and staging of the Criminal Practice Institute, sponsored by the Service with the young lawyers section of the District of Columbia Bar Association.

CONCLUSION

In its fiscal 1974 budget, the PDS is requesting 17 new positions, 12 attorney positions and 5 secretaries. The cost of these positions based on 9-month funding is $170,600. The addition of 12 attorneys to the PDS staff would move the agency further toward the objective of representing 60 percent of the persons within its statutory jurisdiction. Twelve additional lawyers would also enable the Service to contribute more effectively and extensively to the criminal justice system in the various ways detailed earlier in this statement. As suggested by the discussion at page 5, the Service would not encounter any difficulty in filling the 12 new positions with highly qualified attorneys. The five secretarial positions requested are necessary if there is to be adequate support staff to assist the new lawyers.

RELATION OF LEGAL AND SOCIAL SERVICES

Senator BAYH. Thank you for your statement. I have three or four questions I would like to address to your relative to the legal services.

Mr. LEFSTEIN. That would be perfectly fine with us.

Senator BAYH. Could you please tell us just what is the relationship between these services provided by the Offender Rehabilitation Division and social services provided by the District court system and other city departments?

Mr. LEFSTEIN. Well, the services provided by the Offender Rehabilitation Division differ from those of the courts probation departments fundamentally in the sense that the Offender Rehabilitation Division becomes involved with the defendant usually soon after the defendant enters the process, prior to the time that there is either a guilty plea entered or a conviction of guilt following a judge and jury trial which is the normal time when the probation departments become involved.

The Offender Rehabilitation Division is an adjunct to the lawyer services, and is a recognition of the fact that the defendent who is arrested and comes into the criminal justice system frequently has immediate social problems which need to be dealt with.

If you wait only until conviction, those problems may not be attended to for a period of many months, so specifically, what the Offender Rehabilitation Division does is try to develop plans for the defendant's pre-trial release, aids the defendant in narcotic counseling, family problems, the whole variety of social services are made available through this arm of the agency.

In the budget submission of the agency, I believe it is at page FG–10, there is a quotation from the American Bar Association standards, relating to providing defense services, which is this pamphlet here, which you perhaps are familiar with, this series of pamphlets.

96-548 O - 73 - pt. 1 - 44

One of the things which the American Bar Association said in that pamphlet in providing defense services was, and I will quote here just a single sentence:

> The expanding concept of the lawyer's function in a criminal case, which may include a significant role in the development of a program of rehabilitation for the defendant, necessitates the availability of personnel skilled in social work and other related disciplines, the program in the Public Defenders Service is one aimed at trying to fulfill the concept expressed in the ABA pamphlet.

Senator BAYH. I salute you for the effort that you are making. I think this is extremely important, if we believe in the call of justice.

Do you or does your Department have any specific position relative to where these Criminal Justice Act reimbursements should come from? There has been some sort of a difference of opinion between those who feel that it should be a part of the LEAA budget, and the Justice Department's budget, and those who feel it should come from the District budget.

Do you have any words of advice and counsel on this particular subject?

Mr. LEFSTEIN. I think, Senator, we can answer those questions as lawyers, and simply point out that under our reading of the Criminal Justice Act it would appear to us to be the responsibility of the administrative office of the United States courts to seek the appropriation and to handle the disbursement.

I think both the language of the statute as well as the legislative history makes clear that when the Criminal Justice Act was amended, effective February 11, 1971, there was still an intention that Criminal Justice Act moneys would be made available through the administrative office to the local courts in the District of Columbia.

That view of the statute and its legislative history is summarized, as perhaps you are aware, in an opinion of the Comptroller General of the United States, which was issued last May; and therefore certainly as a legal matter the way the law seems to be written now, and because of the way that Congress intended it, the funds, as our view, should come through Federal appropriation for the administrative office of the United States courts, and as part of the appropriatiton for the Criminal Justice Act throughout the country.

Senator BAYH. That seems to me to be the place it should be situated, The Senator from Maryland and I had talked it over in the opening days of the supplemental and we were determined to get the money from one place or another.

Both Senator Ervin and I have written to the chairman of the Judiciary Appropriations Subcommittee, Senator Pastore, and we are hopeful for some progress.

FUNDING REQUIRED FOR LEGAL SERVICES FOR INDIGENTS

Senator MATHIAS. Mr. Chairman, if you would yield at that point—have you suggested a figure which you think is the minimum necessary figure for this purpose in the District of Columbia?

Mr. LEFSTEIN. We have cooperated with the courts in providing data which suggests that the figure necessary for the local courts, that is, the District of Columbia Court of Appeals and the Superior Court is in the vicinity of $2,300,000; and I believe the figure which has been requested by the courts is $2,259,000.

I don't recall precisely.

Senator MATHIAS. That seems to be reasonably close to the original effort, and I think we are very forunate that the chairman of this subcommittee has showed such an active interest and such personal support for this concept, and without it I think we would have less chance of seeing that this particular need was funded this year.

I think it is very important that it be funded this year.

Senator BAYH. I appreciate the accolades of my colleague from Maryland. I would rather describe this as a team effort in which we are equally interested.

Senator MATHIAS. Mr. Chairman, speaking of team effort, we are going to have to team it over to the floor.

Senator BAYH. I think that probably now is as good a time as any, if you would just forgive us momentarily. I have two or three more questions I would like to pose.

[A brief recess was taken.]

Senator BAYH. Well, I apologize. We not only had one vote but two.

We were talking about the source of funds for the kind of services that you provide, and this might be an appropriate place to note in the record that yesterday the Senate Appropriations Committee reported out the fiscal year, second supplemental appropriation bill which included a full $543,000 for expenses of attorneys appointed by judges in the district court of appeals and the judges of the superior court.

The House had allowed only about $400,000, I think, of that $543,000. The Senate put the whole budget request in, and what will be the final outcome will depend on the House-Senate conference on the supplemental.

What changes have been made in the guidelines for paying private attorneys who defend indigents under the Criminal Justice Act?

GUIDELINES FOR PAYING PRIVATE ATTORNEYS

Mr. LEFSTEIN. You are talking about the amounts of money that private lawyers may earn under the Criminal Justice Act?

Senator BAYH. Yes.

Mr. LEFSTEIN. The superior court adopted last year, effective July 1 of last year, a guideline which made it impossible, or at least exceedingly difficult for attorneys practicing under the Criminal Justice Act in the superior court, and—well, I guess just the superior court—to earn in excess of $18,000 annually.

The Public Defenders Service, which is involved in assisting the superior court in administering the appointed counsel program, furnishes information to the local courts, on the numbers of appointments which local attorneys are receiving, and by limiting the number of appointments which attorneys can receive based upon the amount of vouchers which have been submitted in their behalf, there is a control system in operation.

At the present time it appears quite clear that lawyers, this fiscal year—that is from July 1 of last year through June 30 of this year—will not earn in excess of $18,000 with one or two exceptions; and in those exceptional cases, they will not be eligible for appointments until sometime into fiscal year 1974.

So that when you stretch over a period in excess of 12 months, no one will, on an average of 12 months, earn greater than $18,000, pur-

suant to the guidelines approved by the Board of Judges of the superior court.

Senator BAYH. Do you have any problem getting qualified people with that limitation?

Mr. LEFSTEIN. There was a concern by some, I believe, that some attorneys who had been practicing in the superior court would leave the court and would not be available to take assigned cases on a voluntary basis. I think the evidence during the past 9 or 10 months makes it quite clear that there has been no mass departure because of those guidelines.

There have been concerns by private lawyers that if Criminal Justice Act funds are not available, they may leave. But I don't believe that there is any thought that we have lost substantial numbers of lawyers because of the $18,000 limitation.

Senator BAYH. Do you have any statistics to advise the committee on what percent of the lawyers practicing in the District provide services to indigents requiring legal counsel?

Mr. LEFSTEIN. You are talking about the bar, or the District of Columbia as a whole—there is a report, which the Public Defender Service is going to submit to the courts probably by the end of this month, which has not yet been made public, but which discusses this very issue, and the report will indicate generally that lawyers—that only a relatively small percentage of the bar of the District of Columbia is involved in representing indigents at the present time.

Largely, they are a group of volunteer lawyers in the superior court, and a group of volunteer lawyers in the U.S. District Court.

It is possible, and it is a policy judgment on the part of the courts, to include a larger number of members of the private bar in the assigned counsel program than is presently being done.

It occurs to me, Senator, if I may, that I probably did not answer your question as specifically as I might have. Numerically, there probably are somewhere between 200 to 300 lawyers who take assigned cases in the District of Columbia at the present time, at the trial level. Within that number there probably is a concentration in 50 or 60 lawyers who take a substantially high percentage of the total number of assigned cases.

PERCENTAGE OF CASES HANDLED BY PUBLIC DEFENDER

Senator BAYH. Let me ask one last question, relative to the specifics of the 15 new positions and $170,600, to enable Public Defenders Service to fulfill the statutory mandate to represent up to 60 percent of the persons in the District of Columbia eligible for appointed counsel. Could you please advise the committee what percentage are now being represented?

Mr. LEFSTEIN. In the superior court, which is the focus of our representation at the moment, we are representing approximately 30 to 35 percent of the cases within our jurisdiction. In the U.S. District Court, which is also within our jurisdiction but which does not have common-law crimes, but only offenses under 18 United States Code so-called Federal offenses, we are representing only a small fraction of the cases, because when the Reorganization Act went into effect,

we shifted our jurisdiction, or shifted our emphasis I should say, to the supreme court.

Senator BAYH. Will the new positions permit you to attain the 60 percent?

Mr. LEFSTEIN. I don't believe they will permit us to attain the 60-percent level. They will move us closer in that direction.

As I indicated in our statement submitted for the record, 12 new lawyers will move us to 56 total attorneys; a contrast with the prosecutor offices, demonstrates the overall inadequacy of our staff size. For example, the U.S. Attorney's Office in the District of Columbia has 140 assistants. Approximately 130 of those are assigned to the prosecution of criminal cases.

The Corporation Counsel's Office has 18 assistants assigned to the handling of juvenile delinquency matters, and children alleged to be in need of supervision.

Now, the Public Defender Service is involved in both of those categories of representation. In addition, the Public Defender Services is involved in representing virtually all of the persons against whom the Mental Health Commission seeks involuntary civil commitments, and in those cases, neither an asssitant U.S. Attorney nor an assistant Corporation Counsel is involved.

If we were to have a staff size which was 60 percent the staff size of the prosecutor offices, we would have approximately 75 attorneys, and I am allowing a certain diminution for persons who are able to afford their own counsel.

So my answer to your question is, it will not permit us to handle 60 percent of the cases, but it will certainly move us in that direction.

Senator BAYH. How many more would you need to reach the 60 percent mark?

Mr. LEFSTEIN. Our belief is that 75 lawyers would bring us close. It might not bring us precisely to the point, and I could give that subject some further detailed thought. At the moment we have been sufficiently far enough away from it that we haven't addressed ourselves precisely to the number that might be required.

One of the factors, for example, that bears on our ability is the extent to which we are involved in appeals. For example, within the past 8 or 9 months, the District of Columbia Court of Appeals has taken the position, for what I think are very sound reasons, that they would like to have the Public Defender Service involved at the appellate level in all cases which are tried and lost at the trial level; and that means for the first time we are handling a substantial volume of appeals.

Numerically, that is a fairly small number of cases. For example, a defense lawyer over the course of a year may not be able to brief and argue more than approximately 25 appeals during the course of a 12-month period—let's say, five lawyers handling 25 cases a year, is only 125 cases, so it is only a small fraction of the 60 percent. And yet it is something to which we sometimes get very much involved in, and are involved now, as a result of the request of the District of Columbia Court of Appeals.

So that when you start talking about a percentage, you really have to look behind it to see what kinds of cases are involved, because some cases take very little time, others, such as apppeals, can take a great deal of time.

BREAKDOWN OF STAFF OF PUBLIC DEFENDER SERVICE

Senator BAYH. The 68 nonlawyers—is that secretarial, support staff, or do you have some paralegal staff there?

Mr. LEFSTEIN. Let me, if I may, just briefly break it down for you.

Senator BAYH. Why don't you just put that in the record for us. Could you submit that?

Mr. LEFSTEIN. Sure. I would be very happy to.

[The information follows:]

Legal Services

Director	1
Deputy Director	1
Staff Attorney	44
	46

Public Defender Service attorneys provide representation in criminal, juvenile and mental health commitment cases. In the criminal area, as a result of court reorganization, PDS attorneys practice primarily in Superior Court, although legal services also are provided in the United States District Court. Juvenile delinquency and in need of supervision cases are defended in the Superior Court's Family Division. Civil commitment patients are represented before the Mental Health Commission for the District of Columbia and are later reviewed in the Superior Court. PDS lawyers also provide representation before the United States Court of Appeals for the District of Columbia Circuit and the District of Columbia Court of Appeals.

Appointment of Counsel Program

Director	1
Assistant Director	1
Coordinator	1
Deputy Coordinator	1
Legal Assistant	1
Investigator	1
Secretary	6
	12

The Public Defender Service is required by law to assist the courts in coordinating an effective system

for the appointment of private counsel in criminal and juvenile cases not represented by PDS lawyers. In the Superior Court, the agency works closely with the court in preparing lists of private lawyers eligible for taking court assignments, and in devising procedures for billing the Government under the Criminal Justice Act. Personnel of the Service interview defendants to determine their eligibility for appointment of private counsel, prepare orders requiring persons of limited financial resources to contribute to their defense, maintain and prepare daily lists of attorneys available to accept court appointments, and process payment vouchers submitted by court appointed counsel. Overall, the Service is responsible for making certain that there is a sufficient supply of lawyers available to handle the number of indigency cases which require appointed counsel. In individual cases, the quality of representation provided by appointed lawyers is subject to review by the Public Defender Service in cooperation with the Criminal Justice Act Advisory Board, which was established in 1971 pursuant to the District of Columbia's Criminal Justice Act Plan.

Offender Rehabilitation Division

Division Chief	1
Program Developer	7
Counselor	5
	13

The Offender Rehabilitation Division (ORD) of the Public Defender Service provides social services to criminal and juvenile offenders while functioning as part of the defense-client relationship. Referrals to ORD normally are made by defense attorneys,

rather than by the courts or prosecutors. Frequently, the ORD worker enters a case almost as soon as the defense lawyer, and aid is provided in obtaining the client's pretrial release from custody by locating a job or a place to live. While the case is pending, the ORD worker deals with the client in tandem with the lawyer, arranging for psychiatric or family counseling, narcotics treatment or whatever is indicated to avoid future involvement in the criminal process.

Investigative Division

Division Chief	1
Investigator	12
	13

Adequate legal representation for the accused in criminal and juvenile cases depends upon a full factual investigation of the charges. Without such information an attorney is unable to make an informed judgment of whether to advise his client to plead guilty or to contest the Government's evidence in a trial. The principal functions of PDS investigators include interviews of witnesses, photographing and measurements of crime scenes, and obtaining police records and other data for the attorney. Public Defender Service investigators assist PDS attorneys as well as members of the private bar appointed to criminal and juvenile cases under the Criminal Justice Act.

Administrative/Secretarial/Clerical Division

Executive Assistant	1
Personnel Director	1
Office Manager	1
Law Clerk	2
Secretary	15
Receptionist	3
Clerk	1
Courier	1
	25

The Public Defender Service's administrative, secretarial and clerical division furnishes vital support services for the agency's legal, investigative and offender rehabilitation programs. Included within this division, as noted above, are the agency's executive assistant who handles a wide variety of administrative duties, personnel director, secretaries for the legal staff, messenger and law clerk.

TOTAL Staff Size, Public Defender Service - 109

DEALINGS WITH JUVENILES

Senator BAYH. You mention that you deal with juveniles, is that accurate?

Mr. LEFSTEIN. Yes.

Senator BAYH. I note that Judge Greene is present. I don't want to ask you or him questions that might be unethical or embarrassing, but one of the items that this committee has to decide on that I as chairman have felt rather strongly about is the place for a detention center for children—a receiving home—in the scheme of things in the District.

Now, we have been having some discussions with the Mayor, and we didn't find a resolve. But unless steps are taken rather quickly, this project is going to be started and once it is started we are never going to get it stopped.

Do you or any of the attorneys that work with the Public Defenders Service have any strong feelings relative to the need of a juvenile detention center with the present status of things?

Mr. LEFSTEIN. I am not sure, Senator, whether or not we have a precise position on whether there should or should not be a new receiving home or a new detention center. I think that some very substantial arguments could be made that there ought to be a new facility for the temporary detention of juveniles.

I perhaps should say that the Public Defenders Service has been involved in litigating the appropriateness of the current receiving home for children, and it was in a lawsuit which we were responsible for bringing in the superior court that Judge Greene wrote an opinion on the subject of the use of the present receiving home, and he declared—and I know he is going to follow me as a witness, and I gather he is sitting somewhere behind me and could tell you better than I—but I believe in that opinion——

Senator BAYH. He is not glowering, sir.

PRESENT RECEIVING HOME NOT SATISFACTORY

Mr. LEFSTEIN. Well, I am pleased to hear that. I believe in that opinion he wrote that the receiving home was not a satisfactory place in which juveniles could be detained, and he ordered it closed, except for temporary 24-hour detentions; and now, children who are held for longer than 24 hours are incarcerated out at the Children's Center in Laurel, Md., and brought back to court when it is necessary to bring them back, and some arrangements have been made for children to be visited by lawyers and families here in the city.

The process of monitoring what is happening to that court order is an ongoing procedure, and I understand there will be a hearing on Judge Greene's order within the next few days, as to what the status is of the temporary detention of children.

I do suppose that in the long run of things, there is an argument that can be made, that it would be better if children not be sent so far out of the city, to be detained on a temporary basis, if they are going to be detained at all; but instead it would be better in many respects to have them at a facility which was closer to the court, closer to the families and closer to their lawyers.

But as Judge Greene ruled in this case, the receiving home is not an appropriate facility in which those children could be temporarily detained.

Senator BAYH. Well, Blue Plains, which is the location of the planned center, is hardly like downtown Washington.

Mr. LEFSTEIN. I am not suggesting necessarily that that is the best place, but in fairness I would have to say I have not made a careful examination of what the alternatives are.

Senator BAYH. All right, perhaps I should not have asked the question.

I have some very serious questions about locking up 125 kids in a predetention pretrial situation, and I am searching for answers. But just building something new to follow an old philosophy isn't going to do the job. A new facility might make it a little more hygenic but just as selfdefeating as far as an effort to rehabilitate these youngsters is concerned.

Mr. LEFSTEIN. One of the things which Judge Greene did in his opinion was to permit the Department of Human Resources to embark on an experimental idea involving home detention, which would put somebody in—put a child in the parents' home or in some other facility in the community under some very close counseling and observation, and the Public Defender Service was quite pleased, because we thought this moved away from pretrial incarceration of juveniles into a very imaginative alternative.

Senator BAYH. Well, that makes a lot of sense to me, while we are going through the trial period, it would seem to me there would be no need to rush out in the next 30 days and take bids to start constructing a new facility. It would be far better if you could wait and see what the results on implementing Judge Greene's order is; well, there is a difference of opinion on that.

You have been very kind. I appreciate your letting us have your thoughts on this issue, and I particularly appreciate the contribution that you and your colleagues are making.

Mr. LEFSTEIN. Thank you very much, sir.

District of Columbia Court of Appeals

STATEMENT OF CHIEF JUDGE GERARD D. REILLY

ACCOMPANIED BY:
ALEXANDER T. STEVAS, CLERK OF THE COURT
MRS. CLAIRE M. WHITAKER, FIRST DEPUTY CLERK AND PLANNING COORDINATOR

BUDGET REQUEST

Senator Bayh. Our next witness this afternoon is Chief Judge Gerard D. Reilly of the court of appeals, who will speak in support of a budget request of $1,350,000 and 53 positions for operation of the court.

Your Honor, we appreciate your being with us. I apologize for keeping you waiting while we had to leave to make those votes a moment ago.

Judge Reilly. Not at all, Mr. Chairman. We deeply appreciate the opportunity of presenting the budget of the court of appeals to you this year, and if it is agreeable to you I should also like to deal with an item that hadn't been budgeted—matter of Criminal Justice Act funds in 1974.

Senator Bayh. Thank you, Judge. Please proceed.

OPENING STATEMENT OF GERARD D. REILLY

Judge Reilly. Mr. Chairman, it gives me great pleasure to appear before you today to discuss with you the District of Columbia Court of Appeals' fiscal 1974 budget request. This, of course, is one segment of the joint budget for the District of Columbia judicial system, which includes our court as well as the superior court. I have with me today Mr. Alexander Stevas, clerk of the court, and Mrs. Claire Whitaker, the court's budget officer.

I am today requesting an increase of $30.6 in that portion of the judicial appropriation allotted to our court. The budget for the current fiscal year ending June 30, 1973, amounts to $1,319,400. In other words, we are seeking an increase only slightly more than 2 percent.

As you know, the Judicial Reorganization Act of 1970 made our court of appeals the highest court in the District of Columbia. Prior to its enactment, the U.S. Court of Appeals for the District of Columbia Circuit was the court of last resort in this jurisdiction, even in cases of controversies arising under local statutes as well as Federal laws. Under that act our court was increased in size from six to nine judges in 1970 in order to effect the transfer of jurisdiction over all local matters during the ensuing 30-month period of transition from the U.S. district court to the superior court.

On August 1, 1973, the third and final phase of this three-step period of transition will be completed. On that date, the superior court will have trial jurisdiction over all probate matters as well as all civil actions for damages irrespective of the amount in controversy. Obviously this means a substantial increase in the number of trials in the superior court which, in turn, means that more appeals will be filed in our court. We are already feeling the effects of the second phase of the reorganization which occurred last August, when all felonies defined by the District of Columbia Code were transferred to the superior court for trial.

In the years immediately preceding the Reorganization Act, the caseload of the court fluctuated between 300 and 350 filings a year. Since the act became effective on February 1, 1971, our caseload has been steadily enlarged. For example, in fiscal year 1972, 662 appeals were filed. In the first 7 months of fiscal 1973, 521 appeals have been filed—an average monthly rate of 74 or 912 projected on an annual basis. In all probability this figure will be higher, as the full impact of the second phase upon the volume of appeals has not yet been realized. When the third phase occurs next August, it will readily be perceived that by the end of fiscal 1974, our caseload may well have surpassed that of the U.S. court of appeals which presently handles approximately 1,200 filings each year.

Under the new act, our court was also given supervisory authority over the bar of the District of Columbia. Our responsibilities include the testing, screening, admission, censure, suspension, or disbarment of all attorneys practicing in this jurisdiction.

Since April 1972 this court has entertained 1,170 applications for admission to the bar by examination, and 494 motions for admission of lawyers admitted to practice in other jurisdictions. The court has also ordered the suspension of 10 persons from the practice of law. One set of bar examinations have already been graded and the results announced. We have just completed, with the assistance of our board of examiners, administering the midwinter bar examinations which tested some 350 applicants.

Upon enlargement of our appellate jurisdiction, we patterned our clerk's staff after the clerk's office of the U.S. court of appeals. Congress authorized 11 positions in fiscal 1973, but classified them as "temporary." These positions have enabled the court to stay abreast of its increasing caseload and to carry out our responsibilities incident to admissions to the bar and policing the unauthorized practice of law.

We are not asking for additional positions in fiscal 1974 but we are requesting that the 11 positions be authorized as permanent. Although our clerk's office is still considerably smaller than the corresponding office in the U.S. court of appeals, we believe that our employees will be ableto process the increasing workload smoothly and efficiently. Our employees are well-trained and, under the leadership of Mr. Stevas, highly motivated. Therefore, we are deferring a request for additional personnel until such time as we can no longer operate efficiently at our present size.

Our specific requests are as follows: We are requesting the sum of $15.7 for in-grade advancements, and $7.3 for annualization of three positions authorized in fiscal year 1973. We seek an additional $5.1

to provide retirement allowance for one of our judges who will reach the mandatory retirement age of 70 in April of 1974. We request an addition in the amount of $2.0 for the travel and training fund allotted to this court. Now that our court has become the highest in the District of Columbia, it becomes imperative for its members to participate in conferences and meetings held in various parts of the country. Although this is a modest request, I believe it will be adequate to satisfy our needs. The last item—the sum of $500—is needed to establish a judicial conference for the District of Columbia Circuit sponsored by the U.S. court of appeals has dealt with local as well as Federal problems of judicial administration. But early in fiscal 1974, all local jurisdiction will have been transferred from the Federal courts to the District of Columbia judicial system. Hence, a judicial conference, under the supervision of this court, is essential to fill the gap created by the absence of a Federal judicial conference dealing with the coordination of criminal justice activities and related problems affecting our local courts and the local bar.

RETIREMENT OF CHIEF JUDGE HOOD

I might say that I have become chief of this court fairly recently. My distinguished predecessor, Chief Judge Hood, who has been head of the court for 10 years, retired last July so that I have the responsibility of his administrative duties only in the last 9 months.

Although the number of cases before our court is continuously increasing, our budget request this year I would characterize as a bit on the frugal side. We have not asked for any new positions.

Senator BAYH. Thank you, Judge.

COMPTROLLER GENERAL'S REPORT ON COURTS

Judge REILLY. I wondered, Mr. Chairman, since you were good enough to send me the report of the Comptroller General, with respect to the local court system, if you wanted some comments by the chief judges on that report.

Senator BAYH. Could I just phrase one question as a result of the GAO report which we received just earlier this week and sent you a copy?

Judge REILLY. Yes?

Senator BAYH. The question that I had is based on a statement on page 6 of the report, which says, and I will just read it:

> The Clerk of the D.C. Court of Appeals advised us that although the number of cases filed is important in determining personal needs, no standards had been developed to determine how many judges and supporting personnel are needed in relation to the number of cases filed.

Now, I just wondered if you could comment on that observation. If that is an accurate observation, are you or any other organization preparing such standards?

Judge REILLY. I think probably our best guide, Senator, is to look to the staffing of the Federal circut. You will notice in the paragraph immediately preceding that, it speaks of 796 cases having been filed in 1972, and about 3,000 motions. The figures for those are based on

calendar years, and the figure for the corresponding an the latest calendar year, 1973, brings the number of filings up to 966, and the number of motions to 4,058.

Now, at the present time, the number of appeals in the Federal circuit is running more than 1,000 annually. I expect in calendar 1974 our total will easily have exceeded 10,000, and on motions they are entertaining about 5,000, with 4,000 of the figure for our count in fiscal 1974.

I expect ours will be about 5,000 in 1974.

COMPARISON OF PERSONNEL

Now, looking at their table of personnel, and I will put it in the record, you will have an opportunity to study it.

[The table follows:]

COMPARISON OF PERSONNEL

U.S. COURT OF APPEALS AND D.C. COURT OF APPEALS
(Authorized positions FY 1973)

U.S. COURT OF APPEALS		D.C. COURT OF APPEALS	
Judges (Active)	9	Judges (Active)	9
Judges (retired who sit part-time)	4	Judges (retired who sit part-time)	4
Judges' Law Clerks	20	Judges' Law Clerks	10
Judges' Secretaries	12*	Judges' Secretaries	9
Messengers to Judges	4	Messengers to Judges	----
Sub-TOTAL	49	Sub-TOTAL	32
Clerk of Court	1	Clerk of Court	1
Secretary	1	Secretary	1
Chief Deputy Clerk	1	Chief Deputy Clerk	1
Secretary/Rehearings	1	Secretary/Rehearings	1
Secretary	1	Secretary	----
First Deputy Clerk	1	First Deputy Clerk	1
Secretary	1	Secretary	1
Secretary	1	Secretary	----
Motions Clerks	3	Motions Clerks	3
Marshal	1	Courtroom Deputy Clerk & Marshal	1
Deputy Clerk/Personnel	1	Deputy Clerk/Personnel Calendar	1
Deputy Clerk/Calendaring	1	Deputy Clerk/Calendaring	----
Deputy Clerk/Opinions & Judgements	1	Deputy Clerk/Opinions & Judgements	1
Deputy Clerk/Public Office Supervisor	1	Deputy Clerk/Public Office Supervisor	1
Deputy Clerk/Public Office	4	Deputy Clerk/Public Office	3
Deputy Clerk/Motions and CJA Appointments	1	Deputy Clerk/Motions and CJA Appointments	1
Deputy Clerk/CJA Vouchers & Court Reporter Problems	1	Deputy Clerk/CJA Vouchers & Court Reporter Problems	1
Deputy Clerk/Courtroom & Procurement	1	Deputy Clerk/Procurement, Minutes/Librarian	1
File Clerk in Charge	1	File Clerk in Charge	1
File Assistant (Messenger)	2	File Assistant (Messenger)	1
Steno/Motions	1	Steno/Motions	1
Librarian	1	Librarian	----
Assistant Librarian	1	Assistant Librarian	----
Sub-TOTAL	29	Sub-TOTAL	22
Bar Coordinator	----**	Bar Coordinator	1
Secretaries	----**	Secretaries	2
Sub-TOTAL	29	Sub-TOTALS	25
GRAND TOTAL	78	GRAND TOTAL	57

* This figure exceeds number of active Judges because: Judge Tamm who is one of the Active Judges has an additional secretary assigned to him because of extra workload due to his service on certain Judicial Conference USA Committees and since he also serves as Chief Judge of the Emergency Court of Appeals. In addition, retired Judges Miller and Fahy who sit part-time are each assigned a full-time secretary.

** The U.S.C.A. did not handle Bar function. These duties were previously in the U.S. District Court and transferred to the D.C. Court of Appeals on 4/1/72

96-548 O - 73 - pt.1 - 45

COMPARISON OF STAFFING FOR APPEALS COURTS

Judge REILLY. Let me summarize it briefly if I may—they have two law clerks apiece, with the chief judge having three. We have one apiece, with our chief judge having two. Then they have 29 people in their clerk's office, including the motions clerks, who are part of the clerks' office here, as compared to our 22.

I didn't include in the total of 22, three people also attached to our clerks' office, because they perform a function which has never been performed by the Federal circuit. Under the statute, we have a responsibility for conducting bar examinations, as well as entertaining motions for admission from lawyers from other States. We have a staff of three people handling these matters: an executive clerk and two secretaries.

So as you can see, the personnel comparisons between the two courts, as far as the clerk's office is concerned is 20 for circuit, 22 for us. I would rather think that when our caseload reaches the figures for 1974 that I predicted, we probably will have to come back next year for an increase in the number of people in the clerks office, possibly as many as five more. I just don't know.

As you can see, whenever even—there is an enormous amount of just mechanical work in jacketing the cases, and putting on docket numbers for every motion, and than seeing that on subsequent pleadings and memoranda in opposition, those all get jacketed correctly before they go before our own motions division.

Of course on appeals on the merits, the amount of clerical work in keeping track of whether the parties are meeting their schedule on ladging the record designated in the transcript, getting their briefs in on time, takes an enormous amount of clerical work.

One of the reasons we have been able to keep fairly current in our scheduling of cases is that our clerks office notifies me if people don't file their records on time, and if they don't meet their briefing schedule, and I serve Rule to Show Cause on them as to explain why they haven't done so, and that generally brings them to life, and the case eventually gets scheduled fairly promptly.

GAO REPORT

Senator BAYH. Thank you. We will put the GAO report in the record at this point.

[The document follows:]

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

May 10, 1973

The Honorable Birch Bayh, Chairman
Subcommittee on the District of Columbia
Committee on Appropriations
United States Senate

Dear Mr. Chairman:

In a letter dated July 27, 1972, Senator Daniel K. Inouye, your predecessor, requested that we (1) assist the Subcommittee in evaluating the D.C. courts' present personnel situation and their ability to function effectively under the expanded jurisdiction provided by the District of Columbia Court Reform and Criminal Procedure Act of 1970 (84 Stat. 473) and (2) assess how many additional personnel will be required for the courts to be effective in fiscal year 1974.

To evaluate the D.C. courts' personnel requirements, we visited and discussed court system operations with officials of three State courts and one county-city court. They advised us that they had not developed standards to determine the number of staff needed to effectively handle their courts' workload.

We also discussed court operations with officials of some professional judicial organizations whose activities involve research in judicial administration. These officials told us that they had not developed workload or staffing criteria to determine the number of personnel needed to effectively operate a court system.

An official of one judicial organization advised us, however, that the organization has undertaken a study in 11 States which, when completed, may provide work standards to evaluate court system staff requirements. The organization expects to complete its study in June 1973.

Your office later agreed that, because work measurement standards for court systems are not available and because a judicial organization is studying the matter, we should not examine or evaluate the District courts' personnel needs at this time. Your office requested, however, that we report on the following matters pertaining to personnel and workload changes since the court reorganization and our observations on staffing patterns for law clerks and secretaries.

THE SUPERIOR COURT

The District of Columbia Court Reform and Criminal Procedure Act of 1970, consolidated the Court of General Sessions,

the Juvenile Court, and the D.C. Tax Court, into the Superior Court. The act provided also for the periodic transfer of jurisdiction over all local criminal and civil matters from the U.S. District Court for D.C. to the Superior Court. An objective of the act was to enhance the deterrent effect of the criminal law by (1) reducing the time between arrest and trial and (2) increasing the number of felony prosecutions.

Under the first phase of reorganization which became effective on February 1, 1971, the Superior Court assumed jurisdiction over cases of local civil litigation involving claims not exceeding $50,000, land condemnation on behalf of D.C., local criminal offenses carrying penalties up to 15 years, juvenile and family matters, and certain real property and equity cases.

The second phase of reorganization became effective August 1, 1972. The Superior Court assumed jurisdiction over all D.C. criminal offenses and some civil matters, such as cases involving the mentally ill and the commitment and maintenance of substantially retarded persons.

The final phase of the reorganization will become effective on August 1, 1973, and the Superior Court will assume jurisdiction over all remaining local civil matters and all probate functions presently within the jurisdiction of the U.S. District Court.

Personnel and workload changes

The number of authorized positions and the amount of funds appropriated for operating expenses for the Superior Court for fiscal years 1971 through 1974 are shown below.

Fiscal year	Number of authorized positions	Appropriations for operating expenses
1971	[a]901	$11,452,100
1972	894	17,116,500
1973	[b]1,046	[c]18,362,700
1974	[c]1,184	[c]20,199,700

[a]Includes 282 positions authorized by the Supplemental Appropriations Act for fiscal year 1971 (84 Stat. 1981), approved January 8, 1971.

[b]Includes 166 temporary positions.

[c]Estimate.

The above data includes the positions authorized and the funds appropriated for the D.C. Court System, which is the nonjudicial administrative organizational unit for the Superior Court and the D.C. Court of Appeals. However, most of the work of the D.C. Court System involves the Superior Court. The Congress authorized 68 positions and appropriated about $2.9 million for the D.C. Court System in fiscal year 1973.

From the first phase of the court reorganization through fiscal year 1973, the Congress increased the number of authorized positions for the Superior Court from 619 to 1,046. The Superior Court's budget justifications indicated that most of

the additional positions were needed to (1) accommodate the increased case workload and the more complex cases that resulted from the expanded jurisdiction brought about by reorganization and (2) carry out the objectives of the reorganization. The following table shows the increase in the court's workload between 1970 and 1972.

Cases Filed

	Calendar year	
	1970	1972
Criminal division	86,871	124,642
Civil division	159,751	164,351
Family division	13,946	15,446
Total	260,568	304,439

Other workload factors have also increased. The number of adult and juvenile probation cases received increased from about 6,250 in 1970 to about 7,230 in 1972. Similarly, moneys collected from fines and fees increased from about $6.8 million in 1971 to about $9 million in 1972.

Before the first phase of reorganization in February 1971 when all felony cases were prosecuted in the U.S. District Court, the highest number of felony indictments in D.C. in any year was 2,197 (in fiscal year 1969). In 1972, 2,348 felony indictments were entered in the Superior Court and 2,146 were entered in the U.S. District Court.

Since the court's reorganization, criminal cases have been brought to trial more promptly. For example, information obtained from court officials showed that defendants in misdemeanor cases come to trial within an average of about 4 weeks after arraignment; defendants in felony cases come to trial within an average of about 8 weeks after indictment; and defendants in juvenile delinquency cases come to trial within an average of about 6 weeks after arrest. In 1970, before reorganization, the average was about 7 weeks for misdemeanor cases, about 9 months for felony cases, and about 4 months for juvenile delinquency cases.

Reorganization also accelerated the handling of civil cases. For example, civil jury cases are tried within an average of about 7 months compared with previous delays of about 17 months, and contested divorce cases are brought to trial within an average of about 60 days compared with previous delays of about 16 weeks.

Secretaries and law clerks

On the basis of information obtained during our visits to other courts, we question whether all of the personal secretaries and law clerks authorized for the Superior Court are needed.

The Superior Court has 44 judges--an increase of 17 since reorganization. The Congress authorized 10 judges in fiscal year 1971 and 7 in fiscal year 1973. For fiscal year 1973, the Congress also authorized 44 secretaries and 44 law clerks for the Superior Court.

Officials of three of the four court systems we visited said that, for the most part, a secretarial pool arrangement is used in their courts and judges do not have their own secretaries and law clerks. They also told us that this arrangement is satisfactory. An official of the other court system said that each judge has a personal secretary, but that the number of law clerks in the court is less than the number of judges. However, information concerning the number of law clerks employed was not available.

Probation officers

The President's Commission on Law Enforcement and Administration of Justice has recommended a workload of 50 work units per probation officer a month. The following table shows the average work units of probation officers as reported by the Superior Court for calendar year 1972.

	Number of officers	Average work units
Adult probation officers	69	86
Juvenile probation officers	56	78

An official of the Division of Probation, U.S. District Court, told us that he believes the standard 50 work units is a good general rule, but that it should vary for the type of probationers supervised--high risk probationers require more supervision than low risk probationers. The official stated that the Division of Probation is making a time and motion study which may result in varying work standards for probation officers.

The Intra-Family, Neglect and Conciliation Branch of the Social Services Division of the Superior Court, also employs probation officers to handle cases involving child support and neglect. The court has established a standard of 140 work units a month per probation officer for this branch. According to court records, the average monthly work units for this branch was about 5,100 in 1972. Thus the 25 probation officers authorized for the branch had an average workload of about 204 work units.

COURT OF APPEALS

The act of 1970 also increased the jurisdiction of, and the number of cases assigned to, the D.C. Court of Appeals. The Court of Appeals has jurisdiction over appeals from the Superior Court and from decisions and orders of the D.C. Government. It also is responsible for the admission, censure, suspension, and disbarment of attorneys.

The number of positions authorized and the amount of funds appropriated for operating expenses for the Court of Appeals, exclusive of nonjudicial administrative expenses (see p. 3) for fiscal year 1971 through fiscal year 1973 are shown below.

Fiscal year	Number of authorized positions	Appropriations for operating expenses
1971	[a]42	$ 892,100
1972	[b]42	1,087,100
1973	[b]53	1,276,400

[a]Includes 13 positions authorized by the Supplemental Appropriations Act for fiscal year 1971 (84 Stat. 1981), approved January 8, 1971.

[b]Includes 11 temporary positions.

In 1970, 454 cases were filed in the D.C. Court of Appeals, and 796 were filed in 1972. The number of motions received in the court has also increased from about 1,130 motions in 1970 to 3,050 in 1972.

The Clerk of the D.C. Court of Appeals advised us that, although the number of cases filed is important in determining personnel needs, no standards have been developed to determine how many judges and supporting personnel are needed in relation to the number of cases filed.

As requested, we have not obtained comments from the D.C. courts on these matters. We do not plan to further distribute this report unless you agree or publicly announce its contents.

Sincerely yours,

Comptroller General
of the United States

REDUCTION IN NUMBER OF APPEALS

Senator BAYH. There are two or three more questions that I would proceed to.

Judge REILLY. Yes, Senator.

Senator BAYH. In your judgment, could the number of appeals filed with the court be reduced as a result of changes in the way cases are handled in the superior court?

Judge REILLY. In my opinion the number of appeals could not be substantially reduced as a result of changes in the way cases are handled in the superior court. Some small decrease might be effected by increasing the jurisdictional amount in the small claims branch—now $750—which cases are not appealable of right, but require an application to this court for a determination of whether the record merits an appeal or not. This would require a statutory amendment and would in no way affect the number of cases filed in this court on petitions for review of decisions of District of Columbia administrative agencies as such orders are directly reviewed by this court and the cases do not proceed through the superior court.

Proportionately, the number of appeals taken from the U.S. district court to the U.S. court of appeals—many of which cases are now triable in the superior court—is much higher than the current rate of appeals to this court from the superior court, notwithstanding the fact that the total number of actions, including civil and criminal, begun in the superior court is many times greater than that of the U.S. district court. The following statistics will bear this out:

CASES FILED (CALENDAR YEARS 1971-72)

	Superior court	D.C.C.A. Appeals	U.S.D.C.	U.S.C.A. Appeals
Calendar 1971:				
Civil	163,458		2,616	
Criminal	116,523		2,400	
Family	15,697			
Total	295,678	613	5,016	1,066
Calendar year 1972:				
Civil	164,351		2,569	
Criminal	124,642		2,146	
Family	15,446			
Total	304,439	796	4,715	1,235

ABUSE OF APPEALS PROCESS

Senator BAYH. Have you noted any abuse of the appeals process?

Judge REILLY. This court has noted some few abuses of the appellate process. Consequently, in civil cases, the court has adopted rule 38 which permits this court, if it determines that an appeal is frivolous, to award just damages and single or double costs to the appellee. For some years, in landlord and tenant cases the court was deluged with appeals because tenants could thereby file a motion for a stay of eviction by prolonging the case at the appellate level even thought the prospect of reversal was not apparent. Subsequently, this court began requiring such appellants to post a supersedeas bond as a condition for granting the stay of the superior court judgment of eviction. This reduced the number of appeals taken purely for dilatory purposes.

Criminal cases present another problem. In indigent cases, where a notice of appeal has been filed the court has adopted the policy of appointing trial counsel also to represent the defendant in this court. Then in cases where the defense counsel recognizes that the trial has committed no error, he may file a motion to withdraw, supported by a legal memorandum showing the absence of any nonfrivolous issue. If the motions division of our court agrees, the appeal is then dismissed. I doubt that any further restriction could be placed upon the right of defendants to file appeals in this court from criminal convictions for other than petty offenses, even though it appears to the trial judge and to trial counsel that the appeal is in all likelihood frivolous.

Senator BAYH. How many positions are you requesting the committee to convert from temporary status to permanent status?

Is it 11?

Why should we do this?

Do you think the load of the court has stabilized so that it is wise to convert the staff to permanent civil service?

What happens if the court workload decreases?

Isn't that a good possibility in view of the decrease in the crime rate?

What is the adverse effect if the committee does not authorize the conversion of the temporary positions to permanent positions?

Judge REILLY. We have recommended that the 11 positions which were authorized on a temporary basis in fiscal 1973 be converted to permanent positions in fiscal 1974 for several reasons.

The court has already hired all of these employees, and our ability to keep our calendar reasonably current is due in large part to the additional help they have provided. Eight of these positions had originally been requested in fiscal 1972. Only three were requested in fiscal 1973. Our budgetary requests for fiscal 1972 and 1973 were combined into the fiscal 1973 request and approved in July of 1972. Unfortunately, the court was in such great need of these positions in fiscal 1972 that it was forced, in January and February of 1972, to borrow five vacant positions from the Superior Court of the District of Columbia. When the fiscal 1973 budget was approved, these borrowed positions were returned and we immediately filled our newly acquired temporary positions.

I do not foresee any time in the reasonable future when these 11 positions will not be needed. Incumbents of three of these positions work exclusively on matters which have no relationship to case handling, namely administrative duties incident to giving bar examinations, screening applicants for admissions on motions, and providing clerical services to the committee of bar examiners and the committee on unauthorized practice of law. These functions previously performed by the staff of the U.S. District Court were permanently transferred to our court by the Judicial Reorganization Act of 1970, in April 1972.

The other eight positions, assigned to the clerk's office, are indispensable to the court's ability to keep abreast of the rising caseload on the merits and motions calendar. The figures I have cited for 1971, 1972, and 1973 show a dramatic upward trend and any reduction in the number of personnel assigned to case handling would severely impair our capacity to keep these calendars reasonably current. Even with a larger staff, the U.S. Court of Appeals has been confronted

with a tremendous backlog. It is apparent to me that when the volume of appeals in our court goes over 1,000 next year—as seems inevitable—that our present staff will be inadequate in numbers to handle all the paper work.

I am also concerned for the persons now filling the 11 temporary positions. We have been able to secure first-class employees in the clerical jobs because of the prospect of their becoming permanent. In terms of recruitment and retention a permanent position offers more security and other benefits. Without permanent status, there is no guarantee that these trained employees will not transfer elsewhere as the demand for legal secretaries exceeds the supply.

As to your inquiry regarding the stabilization of workload and its effect on the staff of the court, I regret to say that I do not feel that the appellate workload has come anywhere near reaching its peak as yet. The criminal indictments being returned in the superior court outnumber those in the U.S. District Court by more than 2 to 1. Whether or not the crime rate in Washington is decreasing, the number of criminal appeals will rise proportionately with the growing indictment rate. Moreover, the civil workload will continue to rise when the third and final phase of the court reorganization takes effect next August, for it eliminates the ceiling on damage actions in the superior court and vests the court with jurisdiction in probate matters. This will obviously mean a substantial increase in the number of appeals in civil actions.

Although we have not asked for additional positions, we feel that if the workload continues to rise we will have to request additional positions in fiscal 1975. If the workload does decrease in the next few years, which I think is very unlikely, I assure the subcommittee that we will recommend a reduction in staff.

CRIMINAL JUSTICE ACT FUNDS

Judge REILLY. May I say something about the criminal justice funds while I am here?

Senator BAYH. That will be fine.

Judge REILLY. It was not until late in October last year that we were notified by the Director of the Federal Courts that they decided not to request any amount in the 1974 budget for the District of Columbia judicial system, even though the Criminal Justice Act itself is very specific in actually enumerating our courts by name in that statute. We attempted to get them to reconsider, and they declined to do so.

By that time, the budget for the District of Columbia had already been made up, and since it was a balanced budget, we had little recourse except to submit a letter to Mr. Ash, the U.S. Director of Management and Budget, asking him if he would include an item in the Federal budget. He was rather sympathetic toward it but said that in view of the opposition of the judicial conference to it being included in the budget for the Federal judiciary, he could not include it himself.

Senator BAYH. Could I ask a question which you may answer or not answer?

It is customary for the judicial conference that is made up of judges that are to preside over the enforcement of our laws to take

a position which is contrary to the requirement in the statute that funds be provided to support legal defense counsel in a certain way?

Judge REILLY. It is the first time I have ever known that to happen, Mr. Chairman.

If you would like, I would be glad to submit my request to the Director of the Budget. I should also explain that the statute provides that even though the director of local budget and the Director of the Federal Budget do not approve our request, we can still submit them directly to Congress ourselves. This is the first time, however, I have ever known our system ever to do this, but it is such an emergency situation that I felt that we had to because unless there is some appropriation made to enforce the Criminal Justice Act in the District of Columbia courts, our ability to have defense counsel on after June 30 will be under a dreadful handicap.

A survey was made some years ago to discover how many lawyers could be utilized to act as counsel for indigent defendants in the trial court, and on appeal, and while there were something like 15,000 lawyers in Washington, only about 800 have had even minimal trial experience as distinguished from experience for administrative agencies or drafting instruments or other phases of lawyers' lives, and obviously with 700 indigent counsel being appointed every month in the trial court—about 35 average now, Mr. Stevas told me—this 800 could not possibly be asked to do that for nothing. It would really mean confiscating their services without compensation.

And the present system has worked quite well in both the superior court and our court, are reasonably current in their docket. We are probably the only courts in the country that are, and with the volume of criminal cases rising because of the phaseout—in fact, there are three grand juries of continuous sitting in the superior court. It is easy to see that we will need for the next fiscal year at least as much—I mean considerably more than was expended this year.

BUDGET FOR PROVIDING COUNSEL TO INDIGENT OFFENDERS

So the budget that we have submitted has been one for $2,149,000 for attorneys' fees, $64,000 for transcript fees, roughly a total of $2,213,000. That figure was based upon the fact that in the appeals court the average cost per case is—I am thinking now of indigent defendants' cases, the average fee averaged $400, so consequently we projected that $120,000 would be needed in fiscal 1974. The superior court has projected approximately 13,530 Criminal Justice Act cases in fiscal year 1974, and as average, these cases at $150 each case. The national average is $199, and the transcript cost estimates were developed from the figures from prior fiscal years plus appropriate percentages of transcript expenses previously incurred in the U.S. court of appeals on the type of cases which will now be handled in our courts, Senator.

These figures also include a breakdown for administrative expense of approximately $42,000. We assume that the director of the Federal court staff would not handle it and that it would be handled by the executive officer's staff of the joint committee of our courts. As you know, Senator, I am sure, under the Judicial Reorganization Act of the District of Columbia, the Joint Committee of the Court of Appeals

and the Superior Court elected an executive officer to handle the budgetary and auditing matters for both courts.

Senator BAYH. Thank you.

LETTER AND FIGURES ON COURT AUDITS

Judge REILLY. If it is agreeable, Senator, I would like to submit my letter to Mr. Ash, and then a breakdown of these figures prepared by the fiscal officer for the District of Columbia courts.

Senator BAYH. Fine, thank you.

We will put all that in the record.

[The information follows:]

DISTRICT OF COLUMBIA COURT OF APPEALS
WASHINGTON, D. C.

March 13, 1973

Mr. Roy L. Ash
Director
Office of Management and Budget
Executive Office Building - West Wing
Washington, D.C. 20503

Re: Request for Funds to Administer the Criminal Justice Act in the District of Columbia

Dear Mr. Ash:

Pursuant to D.C. Code 1967, § 11-1743 (Supp. V, 1972), the Joint Committee on Judicial Administration in the District of Columbia (id. § 11-1701), requests that the budget estimate submitted to Congress for an appropriation to carry out the provisions of the Criminal Justice Act, 18 U.S.C. 3006A, for the fiscal year 1974, include an additional amount in the sum of $2,259,000 for expenditures made under such act for services performed in the Superior Court and the Court of Appeals for the District of Columbia. The budget request submitted by the Administrative Office of the United States Courts to Congress for fiscal 1974 omits any budget estimate for the District of Columbia judicial system, despite subparagraph 8(2)(1) of the Act reading as follows:

> The provisions of this Act, other than subsection (h) of section 1, shall be applicable in the District of Columbia. The plan of the District of Columbia shall be approved jointly by the Judicial Council of the District of Columbia Circuit and the District of Columbia Court of Appeals. (18 U.S.C. 3006A, as amended by Pub. L. No. 91-447, 84 Stat. 916).

In prior fiscal years, the Administrative Office of the Federal Courts pursuant to the foregoing paragraph of the statute has included an estimate for the applicability of the Act to the District of Columbia in its requests. This year the Administrative Office discontinued this practice because of directions issued by the United States Judicial Conference. The Chief Justice of the United States has informed our Joint Committee that both he and the Director of the Administrative Office are bound by this action of the Judicial Conference, notwithstanding an earlier opinion by the Comptroller General to the contrary. (The letter of the Chief Justice and the opinion of the Comptroller General are attached hereto.)

The omission of such an item for the local court system means that unless this request of the Joint Committee is transmitted to Congress, the House committee on appropriations will provide no funds for the payment of fees and expenses to court-appointed counsel for indigent criminal defendants after June 30, 1973, although the appointment of such counsel will

still be mandatory under the Criminal Justice Act. Obviously, this was not the intent of the statute.

Inasmuch as the obligation to make such payments stems not from any enactment peculiar to the District of Columbia but from a federal statute, it would seem that the appropriations to carry it out should be included in the same appropriation act which has previously been the source of such funds.

In fiscal 1974, funds required to compensate attorneys and pay transcript fees in this jurisdiction under the Criminal Justice Act total $2,213,000:

	Attorneys Fees	Transcript Fees	Total
D.C. Court of Appeals	$ 120,000	$ 5,000	$ 125,000
Superior Court	2,029,000	59,000	2,088,000
	$2,149,000	$64,000	$2,213,000

In view of the fact that the Federal Administrative Office is no longer willing to audit and disburse such fees, internal administration will be handled by the Executive Office of the Joint Committee. It is estimated that $46,000 will be required for such purpose. Approximately $5,000 for nonrecurring costs is needed to establish this function in the District of Columbia courts. Accordingly, the total amount needed by the D.C. Courts in fiscal 1974 is $2,259,000.

As to attorneys' fees, the District of Columbia Court of Appeals averages between 20 to 25 cases per month which fall under the provisions of the Criminal Justice Act. The average cost per case is $400. Based on 300 cases a year at $400 a case, $120,000 is needed in fiscal 1974 for the compensation program in the Court of Appeals. The Superior Court has projected approximately 13,530 Criminal Justice Act cases in fiscal 1974 and has averaged these cases at $150 per case (the national average is $199).

Transcript cost estimates were developed on prior fiscal year spending levels, plus appropriate percentages of transcript expenses previously incurred in the United States Court of Appeals for the District of Columbia Circuit and the United States District Court for the District of Columbia.

Since the number of eligible attorney fee cases in the District of Columbia Courts processed by the Administrative Office of the United States Courts represents approximately one-third of the Administrative Office's workload, administrative costs and the size of the staff were projected on this basis.

Sincerely yours,

Gerard D. Reilly

Chairman, Joint Committee on Judicial Administration in the District of Columbia

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

May 26, 1972

Dear Mr. Kirks:

Your letter of March 7, 1972, requests our opinion as to whether, in light of the reorganization of the local courts in the District of Columbia pursuant to the District of Columbia Court Reform and Criminal Procedure Act of 1970, Public Law 91-358, 84 Stat. 473, the funds appropriated to the Federal Judiciary for the implementation of the Criminal Justice Act (CJA), 18 U.S.C. 3006A, are available to pay attorneys and experts appointed in the District of Columbia Superior Court as well as pay for other services, in cases where exclusive jurisdiction over the criminal offense charged is vested in that court; and if it is our decision that such funds may be so applied, in what categories of cases could such attorneys and experts be compensated. You also ask what responsibilities the Judicial Conference of the United States and your office would have over the administration of, and budgeting for, the CJA program in the District of Columbia (D.C.) Superior Court and the District of Columbia (D.C.) Court of Appeals if we determine that CJA applies to cases peculiar to the local jurisdiction of those courts. We wrote to the Executive Officer of the D. C. Courts for his views on these matters, and in response thereto The Honorable Harold Greene, Chief Judge of the Superior Court of the District of Columbia furnished us the views of the District of Columbia courts.

In 45 Comp. Gen. 785 (1966)--referred to in your letter--we stated that the Criminal Justice Act is intended to provide adequate representation at all stages for persons charged with the commission of felonies or misdemeanors, other than petty offenses as defined in section 1 of title 18, United States Code, who are financially unable to obtain an adequate defense. We noted that in making such provision, the act was framed in terms of the Federal Court System of which the District of Columbia Court of General Sessions has traditionally not been considered a part. However, we pointed out that with respect to the purposes of the Criminal Justice Act of 1964, the United States District Court for the District of Columbia had concurrent jurisdiction over all criminal cases which could properly be heard in the 'United States Branch' of the D. C. Court of General Sessions, and that all criminal cases heard in the Court of General Sessions--other than those involving violations of police or municipal ordinances or regulations-- were prosecuted by a United States attorney in the name of the United States. We stated that since the United States determined whether a defendant in a criminal case was to be tried in the United States District Court or in the Court of General Sessions, it was difficult to reach the conclusion that the Congress intended a defendant's entitlement under the Criminal Justice Act to be dependent upon whether the United States should choose to prosecute him in one court rather than another. Thus, we concluded that the Criminal Justice Act of 1964 should be construed as covering the United States Branch of the D. C. Court of General Sessions and that any plan covering application of the act in the District of Columbia should include that Branch. See also our decisions of September 24, 1970, B-153485 and 48 Comp. Gen. 569 (1969).

On July 29, 1970, the District of Columbia Court Reform and Criminal Procedure Act of 1970, Public Law 91-358, 84 Stat. 473 (henceforth referred to as the D. C. Court Reform Act) was enacted into law. Among other things, that act merged the three local courts--the Court of General Sessions, the Juvenile Court, and the D. C. Tax Court--into a new Superior Court. The Superior Court is given exclusive jurisdiction "of any criminal case under any law applicable exclusively to the District of Columbia" except for those already commenced in the United States District Court or those filed there during an 18-month transition period. The D.C. Court Reform Act also established the District of Columbia Public Defender Service and phased out over a 30-month period the former pro rata contributions made from District of Columbia appropriations for the maintenance of the United States District Court and the United States Court of Appeals.

You state that the D. C. Superior Court, having been invested with both misdemeanor and felony criminal jurisdiction of local application, has assumed much of the character of a State court. You further state that it appears that two of the major premises of our original opinions finding the Criminal Justice Act of 1964 applicable to the D. C. General Sessions Court are now eliminated: first, there is no longer concurrent jurisdiction shared by the local court and the United States Court and second, the trial jurisdiction is no longer dependent upon whether the United States should choose to prosecute a defendant in one court rather than another.

On October 14, 1970, shortly after the enactment of the D.C. Court Reform Act, there was enacted Public Law 91-447, 84 Stat. 916, amending 18 U.S.C. 3006A (the CJA), which amendment you describe as a "virtual rewriting of the Criminal Justice Act." While in this act the Congress did not disturb the section (18 U.S.C. 3006A(k)) defining the United States "District Courts" to which CJA is applicable, it added a new subsection (1) to the CJA, which subsection provides:

> "(1) Applicability in the District of Columbia. - The provisions of this Act, other than subsection (h) of section 1, shall be applicable in the District of Columbia. The plan of the District of Columbia shall be approved jointly by the Judicial Council of the District of Columbia Circuit and the District of Columbia Court of Appeals.'

This language (except for the phrase 'other than subsection (h) of section 1") was initially introduced on April 30, 1970, on the floor of the Senate, by Senator Hruska as an amendment to the bill which amended the CJA. At the time the amendment was introduced, Senator Hruska made the following statement:

> "Mr. President, the amendment that I have offered would make the provisions of the Criminal Justice Act, as amended by S. 1461, fully applicable to the District of Columbia.
>
> "This amendment is needed to clarify the application of the act to appointed counsel appearing before the court of general sessions or any other courts of general jurisdiction, now or in the future, in the District of Columbia. The Criminal Justice Act of 1964, as originally enacted, omitted any reference to the District of Columbia Court of General Sessions,

although the Comptroller General ruled in 1966 that the act does extend to certain classes of cases prosecuted in that court. As I recall, that was also the intent of the 1964 act.

"Since the Constitutional Rights Subcommittee began consideration of S. 1461, and other proposed amendments to the 1964 act, legislation has been proceeding through the Senate and House District Committees that would significantly reorganize the Federal courts of the District. That legislation is now before a conference committee.

"The concurrent jurisdiction of the District of Columbia District Court and the District of Columbia Court of General Sessions over certain offenses against the United States would end under that legislation, and the court systems would be greatly changed. It is the concurrent jurisdiction, however, upon which the Comptroller General based his opinion of coverage under the 1964 act.

"Therefore, to insure coverage of the Criminal Justice Act in the District, whether or not the court reorganization bill is enacted, for those classes specified in the 1964 act as amended by S. 1461 as reported by the full Judicial Committee, this amendment is offered." (Congressional Record--Senate, April 30, 1970, S6500, Temp. Ed.)

Senator Hruska's amendment making the CJA applicable in the local courts of the District of Columbia was agreed to by the Senate. It was subsequently accepted by the House, with additional amendments after the Department of Justice noted that the language of the Senate amendment left unclear the applicability of the public defender organization provisions of the Act within the District of Columbia and the question of compensation of counsel appointed to represent juveniles. (See the Hearings before Subcommittee No. 3 of the House Judiciary Committee, June 18 and 25, 1970, pages 96 to 99.) While the Department of Justice proposed specific language to deal with these problems, the House Committee merely amended the bill to exempt the District of Columbia from the public defender organization provisions of the CJA within the District of Columbia courts. Thus, House Report No. 91-1546, 91st Congress, explains:

"Amendment No. 11 provides that except for subsection (h) involving defender organizations, the provisions of the Criminal Justice Act apply in the District of Columbia. The District already [sic] a Public Defender Service (title III, Public Law 91-358)."

The House and the Senate both accepted this further amendment of Senator Hruska's amendment.

Further, we note that section 210(a) of the D. C. Court Reform Act revises, codifies, and enacts the general and permanent laws of the District of Columbia relating to criminal procedure. That section revises title 23, D.C. Code, and provides, in effect, that all criminal prosecutions--except (in most cases) for prosecutions for violations of all police or municipal ordinances or regulations and for violation of all penal statutes in the nature of police or municipal regulations, where the maximum punishment is a fine only, or imprisonment not exceeding one year, or prosecutions for violations of section 6

of the act of July 29, 1892 (D.C. Code, section 22-1107), relating to disorderly conduct, and for violations of section 9 of that act (D.C. Code, section 22-1112), relating to lewd, indecent, or obscene acts--shall be conducted in the name of the United States by the United States attorney for the District of Columbia, or his assistants. In other words, most, if not all, criminal prosecutions formerly brought by the United States attorney in the name of the United States in the "United States Branch" of the Court of General Sessions or in the United States District Court for the District of Columbia will now be brought by the United States attorney in the name of the United States in the D. C. Superior Court. Application of the CJA to these cases in the Superior Court would accomplish the stated purpose of the sponsor of subsection (1) of the CJA that CJA coverage in the District under the 1970 amendments should include those classes of cases which were covered by the 1964 act prior to the reorganization of the D. C. Court System.

Moreover, the intent to make applicable the CJA to the District of Columbia courts is obvious from the wording of subsection (1) of the CJA. As noted above, the last sentence of that subsection provides:

> "The plan of the District of Columbia shall be approved jointly by the Judicial Council of the District of Columbia Circuit and the District of Columbia Court of Appeals."

We agree with Judge Greene's interpretation of this sentence that:

> "* * * Had it not been the clear congressional intent for the Criminal Justice Act to apply to the D. C. Court system, there would, of course, have been no reason whatever for requiring that the Criminal Justice Act plan for the District of Columbia be approved by the District of Columbia Court of Appeals, a local court without strictly 'federal' responsibilities."

We agree that the rationale of our former decisions making the CJA--prior to the 1970 amendments thereto-applicable to the D. C. Court of General Sessions (i.e., the concurrent jurisdiction shared by the local court and the United States District Court for the District of Columbia and the fact that the choice of forum was up to the United States) no longer applies to the D. C. courts as reorganized by the D. C. Court Reform Act. However, it is our opinion that except as to subsection (h) of the CJA relating to public defender systems, subsection (1) of the CJA, as added by Public Law 91-447, clearly and unequivocally makes the CJA applicable to prosecutions brought in the D. C. Superior Court and the D. C. Court of Appeals with regard to those prosecutions brought in the name of the United States, and we so hold.

As to the application of the CJA to juvenile proceedings, section 3006A(a) of title 18, United States Code, provides, in effect, that the CJA will cover:

> "* * * any person financially unable to obtain adequate representation (1) who is charged with * * * juvenile delinquency by the commission of an act, which if committed by an adult, would be such a felony or

misdemeanor * * * or, (4) for whom the Sixth Amendment to the Constitution requires the appointment of counsel or for whom, in a case in which he faces loss of liberty, any Federal law requires the appointment of counsel. ***"

House Report 91-1546, dated September 30, 1970, states on page 3 that the purpose of 18 U.S.C. 3006A is to:

"* * * render explicit the coverage [under section 3006A(a)(1)] of persons charged with juvenile delinquency. Within the District of Columbia, children would also be covered by section [3006A(a)(4)], insofar as the District of Columbia Court Reform and Criminal Procedure Act of 1970 (Public Law 91-358, approved July 29, 1970) requires the appointment of counsel for them in cases in which they face loss of liberty ***"

In other words, the provisions of 18 U.S.C. 3006A(a)(1) are applicable in the District of Columbia, as in all the other CJA covered jurisdictions, to persons charged with juvenile delinquency by the commission of an act which, if it had been committed by an adult, would be a felony or misdemeanor (Other than a petty offense as defined by 18 U.S.C. 1) or with violation of probation covered by the provisions of the CJA, and the provisions of 18 U.S.C. 3006A(a)(4) cover persons charged in juvenile proceedings in the District of Columbia for whom the Sixth Amendment of the Constitution requires the appointment of counsel, or for whom, in a case in which the juvenile faces loss of liberty, any Federal law--including, in particular, the D. C. Court Reform Act--requires the appointment of counsel.

As to your final question, the Administrative Office of the United States Courts should handle the administration of, and budgeting for, the CJA program in the District of Columbia's local courts generally in the same manner as it has in the past and to the extent possible as it administers and budgets for programs of the Federal district courts, except, of course, that the administration of, budgeting for, and financing of, the District of Columbia Public Defender Service should be in accordance with sections 306 and 307 of the D. C. Court Reform Act. Except for the aforementioned, this decision should not be construed to increase or decrease the responsibilities of the Judicial Conference of the United States or the Administrative Office of the United States Courts under sections 604, 605, and 610 of title 28, United States Code with respect to the D.C. Superior Court and the D. C. Court of Appeals.

Copies of this decision are being sent to the Executive Director of the District of Columbia Courts and to the Chief Judge of the Superior Court of the District of Columbia.

Sincerely yours,

/S/ R. F. KELLER

Deputy Comptroller General
of the United States

Supreme Court of the United States
Washington, D. C. 20543

March 6, 1973

Dear Judge Reilly:

Since the conversation on Monday afternoon with you and Chief Judge Greene of the Superior Court, I have undertaken to review the background of the problem of your budgeting of the cost of the Superior Court and District of Columbia Court of Appeals compliance with the Criminal Justice Act under Title 18 § 3006(a). I note that subparagraph (1) provides that the Criminal Justice Act shall apply to the District of Columbia Superior Court and the District of Columbia Court of Appeals. Offhand, I would read subparagraph (1) as the commitment by Congress to the principle that counsel is to be provided in all cases in the newly created local courts for the District of Columbia in the same manner as is provided for all the federal courts.

You are already aware, of course, from the correspondence that passed between you and the office of the Director of the Administrative Office of the United States Courts that the Judicial Conference of the United States has explicitly directed that no provision be made in the budget of federal courts for the Superior Court of the District of Columbia or the District of Columbia Court of Appeals in terms of compliance with the Criminal Justice Act. The Director of the Administrative Office is, of course, bound by the Judicial Conference action and I am equally bound by that action. For that reason, the budget of the Administrative Office presently under consideration by the House Subcommittee does not include any provision for the local courts. Hearings have already been concluded on that budget.

I am also familiar with the expressions of the Comptroller General of the United States under date of May 26, 1972, that the "Administrative Office of the United States Courts should handle

the administration of and budgeting for the Criminal Justice Act Program in the District of Columbia's local courts generally in the same manner that it has been in the past and to the extent possible." The views of the Comptroller General are entitled to respect but the statutes do not support his construction, and the Judicial Conference action to the contrary is, of course, binding on me, as I have noted.

Although this matter is not within the jurisdiction of the Judicial Conference of the United States, I feel bound to say that it is hardly conceivable that Congress will allow the crucial problem of representation of indigents to fall "between two stools." I am not clear why this cost was not included in the budget presented to Congress for your two courts since it is a District expenditure. However, you are now confronted with a hard practical problem, and it seems to me your best course is to amend your budget request and assume that ultimately the plain intent of Congress in the Criminal Justice Act will find expression in the budget appropriation for the District. The Nation's Capital, as a "showplace," can hardly fail to give the same protection to accused persons as the Congress has provided for all strictly federal courts.

Cordially,

Warren E. Burger

COMPARISON OF PERSONNEL

U.S. COURT OF APPEALS AND D.C. COURT OF APPEALS
(Authorized positions FY 1973)

U.S. COURT OF APPEALS		D.C. COURT OF APPEALS	
Judges (Active)	9	Judges (Active)	9
Judges (retired who sit part-time)	4	Judges (retired who sit part-time)	4
Judges' Law Clerks	20	Judges' Law Clerks	10
Judges' Secretaries	12*	Judges' Secretaries	9
Messengers to Judges	4	Messengers to Judges	----
Sub-TOTAL	49	Sub-TOTAL	32
Clerk of Court	1	Clerk of Court	1
Secretary	1	Secretary	1
Chief Deputy Clerk	1	Chief Deputy Clerk	1
Secretary/Rehearings	1	Secretary/Rehearings	1
Secretary	1	Secretary	----
First Deputy Clerk	1	First Deputy Clerk	1
Secretary	1	Secretary	1
Secretary	1	Secretary	----
Motions Clerks	3	Motions Clerks	3
Marshal	1	Courtroom Deputy Clerk & Marshal	1
Deputy Clerk/Personnel	1	Deputy Clerk/Personnel Calendar	1
Deputy Clerk/Calendaring	1	Deputy Clerk/Calendaring	----
Deputy Clerk/Opinions & Judgements	1	Deputy Clerk/Opinions & Judgements	1
Deputy Clerk/Public Office Supervisor	1	Deputy Clerk/Public Office Supervisor	1
Deputy Clerk/Public Office	4	Deputy Clerk/Public Office	3
Deputy Clerk/Motions and CJA Appointments	1	Deputy Clerk/Motions and CJA Appointments	1
Deputy Clerk/CJA Vouchers & Court Reporter Problems	1	Deputy Clerk/CJA Vouchers & Court Reporter Problems	1
Deputy Clerk/Courtroom & Procurement	1	Deputy Clerk/Procurement, Minutes/Librarian	1
File Clerk in Charge	1	File Clerk in Charge	1
File Assistant (Messenger)	2	File Assistant (Messenger)	1
Steno/Motions	1	Steno/Motions	1
Librarian	1	Librarian	----
Assistant Librarian	1	Assistant Librarian	----
Sub-TOTAL	29	Sub-TOTAL	22
Bar Coordinator	----**	Bar Coordinator	1
Secretaries	----**	Secretaries	2
Sub-TOTAL	29	Sub-TOTALS	25
GRAND TOTAL	78	GRAND TOTAL	57

* This figure exceeds number of active Judges because: Judge Tamm who is one of the Active Judges has an additional secretary assigned to him because of extra workload due to his service on certain Judicial Conference USA Committees and since he also serves as Chief Judge of the Emergency Court of Appeals. In addition, retired Judges Miller and Fahy who sit part-time are each assigned a full-time secretary.

** The U.S.C.A. did not handle Bar function. These duties were previously in the U.S. District Court and transferred to the D.C. Court of Appeals on 4/1/72

DISTRICT OF COLUMBIA COURTS

SALARIES AND EXPENSES

For necessary expenses of the District of Columbia Courts to administer the Criminal Justice Act of 1964. $46,000. (18 U.S.C. 3006A, as amended by Public Law 91-477, 84 Stat. 916.)

Program and Financing (in thousands of dollars)

Identification code		1972 actual 1/	1973 estimate 1/	1974 estimate
	Program by activities:			
	1. General administration	...	...	46
10	Total obligations	...	...	46
	Financing:			
40	Budget authority (appropriation)	...	...	46
	Relation of obligations to outlays:			
71	Obligations incurred, net	...	...	46
72	Obligated balance, start of year	...	...	...
74	Obligated balance, end of year	...	...	- 3
77	Adjustments in expired accounts	...	...	...
90	Outlays	...	...	43

OBJECT CLASSIFICATION (in thousands of dollars)

Identification code		1972 actual 1/	1973 estimate 1/	1974 estimate
	Personnel compensation:			
11.1	Permanent positions	...	...	31
	Total personnel compensation	...	...	31
	Personnel benefits:			
12.1	Civilian	...	...	2
23.0	Rent, communications, and utilities	...	...	5
24.0	Printing and reproduction	...	...	2
25.0	Other services	...	...	1
26.0	Supplies and materials	...	...	1
31.0	Equipment	...	...	4
99.0	Total obligations	...	...	46

1/ Included in the Administrative Office of the United States Courts' budget for fiscal year 1974.

DETAIL OF PERMANENT POSITIONS

	1972 actual [1]	1973 estimate [1]	1974 estimate
GRADES AND RANGES			
GS-9, $11,614 to $15,097	..	..	1
GS-7, $ 9,520 to $12,373	..	..	2
Total permanent positions	..	..	3
Unfilled positions, June 30	..	..	..
Total permanent employment, end of year	..	..	3

[1] Included in the Administrative Office of the United States Courts' budget for fiscal year 1974.

For compensation and reimbursement of expenses of attorneys appointed to represent persons under the Criminal Justice Act of 1964 (18 U.S.C. 3006A, as amended by Public Law 91-477, 84 Stat. 916), as it applies to the District of Columbia, $2,213,000.

Program and Financing (in thousands of dollars)

Identification code	1972 actual 1/	1973 estimate 1/	1974 estimate
Program by activities:			
1. Court appointed counsel and transcripts	...	...	2,213
10 Total obligations	...	...	2,213
Financing:			
40 Budget authority (appropriation)	...	...	2,213
Relation of obligations to outlays:			
71 Obligations incurred, net	...	...	2,213
72 Obligated balance, start of year	...	...	...
74 Obligated balance, end of year	...	...	- 778
77 Adjustments in expired accounts	...	...	...
90 Outlays	...	...	1,435

OBJECT CLASSIFICATION (in thousands of dollars)

Identification code	1972 actual 1/	1973 estimate 1/	1974 estimate
25.0 Compensation and out-of-pocket expenses of court appointed counsel	...	...	2,149
25.0 Transcripts	...	...	64
99.0 Total obligations	...	...	2,213

1/ Included in the Representation by Court Appointed Counsel and Operator of Defender Organizations' budget for fiscal year 1974.

Senator BAYH. And we will try our best to support your position and ours as to where those indigent counsel funds should originate and make sure you get them.

Judge REILLY. Yes.

Senator BAYH. Thank you very much for your testimony.

Judge REILLY. Thank you very much, Senator. We appreciate very much your courtesy.

SUPERIOR COURT AND DISTRICT OF COLUMBIA COURT SYSTEM

STATEMENT OF HAROLD H. GREENE, CHIEF JUDGE, SUPERIOR COURT

ACCOMPANIED BY:
ARNOLD MALECH, EXECUTIVE OFFICER, DISTRICT OF COLUMBIA COURT SYSTEM
JOSEPH M. BURTON, CLERK OF THE COURT

BUDGET REQUEST

Senator BAYH. Our next witness is the Honorable Judge Harold H. Greene, chief judge of the superior court. He will testify in support of a budget request of $18,641,300 and 1,113 positions for the operation of the superior court.

Judge, we appreciate your being with us this afternoon.

Judge GREENE. I am happy to be here, Mr. Chairman.

Mr. Arnold Malech, the executive officer of the District of Columbia courts, and Mr. Joseph Burton, the clerk of the court, are with me, too.

Senator BAYH. Fine. We are happy to have them here, too. Please proceed.

OPENING STATEMENT OF JUDGE HAROLD H. GREENE

I appreciate the opportunity to testify before the subcommittee in support of the appropriations requested by the Superior Court of the District of Columbia for fiscal year 1974.

COURT REFORMS

As you are well aware, the court system in the District of Columbia is in the midst of a transition from a system in which local litigation was split between the local and Federal courts to a system in which all local litigation is handled in the local courts. The new system, mandated by the Court Reform and Criminal Procedures Act of 2970, was the result of increasing concern at all levels of Government with the continually lengthening delays between the commencement of litigation and its conclusion, and commensurately skyrocketing backlogs. The increasing crime rate, the growing numbers of civil trials, and the increased complexity of litigation all contributed toward making the caseloads unmanageable. Felony prosecutions in the district court, juvenile delinquency proceedings in the old juvenile court, and civil and domestic relations litigation in the old court of general sessions were so plagued with delays and backlogs that they were no longer viable elements of the local system of justice. The only aspect of the multicourt system in operation in the District of Columbia that continued to be more or less current at all times was the misdemeanor

branch of the old court of general sessions and, as a result, felony prosecutions were routinely reduced to misdemeanors in order to keep some semblance of a system of criminal justice which was speedy enough to offer some degree of deterrence to criminal activity.

The enactment of the Court Reform and Criminal Procedures Act of 1970, which created a new Superior Court for the District of Columbia in which was vested all local jurisdiction, was the culmination of efforts to improve the District's judicial system and to contain the city's growing crime problem. You are well aware of many of these efforts such as the increase in the size of the District's police force, the development of a narcotics treatment program, and new efforts at effective corrections programs. Within the local court system efforts at reform prior to court reorganization included a new criminal assignment system, improvement of the caliber of the criminal bar by means of the Criminal Justice Act, and increased utilization of modern data processing methods for management of the criminal calendar. With the increased judcial and supporting personnel made available by court reorganization, the new superior court was able to expand its reforms to noncriminal areas and to eliminate backlogs in juvenile, domestic relations and civil cases.

I am now in a position to report that, for the first time since 1963, all local, criminal, civil, and family trial calendars are current, and that pending cases in all areas of local litigation are again small enough to be manageable. I believe that the superior court may be unique among general jurisdiction courts in major urban centers in being current with its caseload and I am pleased to note that these reforms were realized although more felony indictments were returned in 1972 in the District of Columbia than in any prior year and although a substantial proportion of the criminal calendar here is disposed of by trial rather than, as appears to be the situation in many urban courts, having a situation where trial is a hypothetical possibility but where actually 95 percent or more of case dispositions are by guilty plea.

The Superior Court of the District of Columbia now stands as a forum in which the citizens of the District of Columbia can achieve justice both in the handling of individual cases and in the certainty that their disputes, whether criminal, civil, or family related, will be disposed of in a reasonable time period.

During 1972 the court handled a total of 304,439 cases of all types; 67,405 of these cases were major, that is, they were cases other than traffic, small claims, and landlord and tenant cases.

As of December 31, 1972, criminal jury cases (felony and misdemeanor combined) were pending against only 1,732 defendants, compared to 1,980 on January 1, 1972, for a decrease of 248. The number of defendants against whom charges were pending thus constituted 13 percent of the total number of criminal defendants coming before the court during the year. To put it another way, at the rate at which the court is disposing of criminal cases the number of cases pending can be fully disposed of in approximately 6 weeks. Actually, since the average time lapse between the filing of an indictment or information in the superior court and the disposition of the case is 8 weeks for felonies and 4 weeks for misdemeanors, the District's court system is now operating at well below the 60- to 90-day time frame called for nationally as the goal to which courts in large cities should aspire.

The number of pending civil jury and nonjury cases was reduced to its lowest level in 8 years, jury cases from 2,942 at the beginning of the year to 2,419 at the end, and nonjury cases from 791 to 506. Both of these categories are now far below their respective highs of 4,198 (for jury cases—December 1, 1970) and 3,077 (for nonjury cases—November 1, 1970). Trials are set 7 months after joinder of issue for jury cases (compared to 24 months in June 1968) and 6 weeks for nonjury cases (compared to 18 weeks in June 1968).

The number of pending divorce actions was reduced from 1,610 at the beginning of the year to 843 (555 contested, 288 uncontested). The waiting period in contested divorce cases was reduced from 15 weeks after joinder of issue to 8 weeks. Uncontested divorce cases are set down in 4 weeks. The reciprocal support backlog was likewise substantially reduced, from 1,289 to 766.

NEW PROGRAMS IN SUPERIOR COURT

New programs in the superior court have been numerous. Some such programs are, of course, mandated by the Court Reorganization Act, but most are simply part of the court's ongoing effort to improve its services to the citizens of the District of Columbia. Among the new programs begun in the past year are the functioning of the office of auditor-master as a part of the superior court, the operation of the commission on mental health within the superior court, the placing of a ceiling on the amount of money which any attorney may earn through the Criminal Justice Act, monitoring of CJA expenditures in the court, development of new forms in the landlord-tenant area, monitoring of all phases of the criminal process to guard against undue incarceration due to lack of communication between agencies and the criminal justice process, the use of sentencing councils in felony cases, increased utilization of data processing throughout the court, including the installation of computer terminals in the family division, criminal division, and the central violations bureau to allow instant verification of case status and other information on cases being processed in these divisions, full implementation of intrafamily social services and marriage conciliation services, the use of six-man juries in some civil cases, the development of a volunteer organization to aid the court, and the development of uniform statistics throughout the various branches of the court.

SUMMARY OF REQUEST

I am proud of the accomplishments made to date by the new superior court, and I know that the personnel of the court, both judicial and nonjudicial, are committed to continuing to provide a high caliber of service to the citizens of this city. The budget request of the superior court is for an operating budget of $18,992,689 for fiscal year 1974. This represents an increase of $3,608,505 over the adjusted 1973 budget, primarily as a consequence of the implementation of the final phase of the court reorganization and the transfer to the superior court of complex and significant additional functions and responsibilities. The specific reasons for the requested increases are:

1. The transfer, pursuant to the Court Reform and Criminal Procedures Act of 1970, of the Office of the Register of Wills from the U.S. district court to the superior court as of August 1, 1973. This office, with 48 employees, will perform within the superior court the necessary functions pertaining to the court's assumption of local probate jurisdiction. The cost of this transfer is $545,156.

2. In fiscal year 1973, 150 positions required by the court on a permanent basis were funded only on a temporary basis. These include positions of the office of the auditor-master and the commission on mental health, both by statute permanent components of the superior court, as well as positions for law clerks, bailiffs, and courtroom clerks for most recently authorized judges. Clearly the personnel required to carry out these important functions are permanent rather than temporary aspects of the court's operation. Annualization of these authorized positions amounts to $604,080.

3. The assumption by the superior court of jurisdiction over the most serious felonies has necessitated reexamination of the court's security requirements.

The Board of Judges, acting on the recommendation of the U.S. Marshal and a committee of judges, approved the installation of certain security devices within the courthouse. Concurrent with the renovations necessary to install this equipment, it is important to complete the installation of amplification equipment in all courtrooms since at the present time, accoustics in most of the courtrooms are so poor that juries can scarcely hear witnesses and attorneys and the public can hear little, if any, of the court's operations. The total cost of these two essential programs will be $295,250.

4. The Court's Social Services Division is undoubtedly a key factor in the long-range success of the city's criminal justice system in rehabilitating large numbers of the individuals convicted of criminal activity. To do their job in a meaningful fashion it is essential that probation officers have a workload which will enable them to provide the necessary individual assistance to their clientele. To reduce the work units in the Social Services Division to 75 for adult probation and 65 for juvenile (as compared to 50 work units recommended by the American Correctional Association), and 204 units for the Intrafamily and Neglect Branch (for which the recommended standard is 140 units), 32 additional probation officers, 10 supervisory and supporting personnel, and certain equipment will be needed to a total cost of $547,334.

5. The District of Columbia presently lacks machinery for bringing to the attention of the court, on a systematic basis, violations of orders for the support of children. As a result, many families, who should be supported by the father, are instead a burden on the taxpayers who must support them through the welfare rolls. To remedy this situation, the court intends to establish a small unit within the Family Division of the Clerk's Office which will have responsibility for maintaining a system of continuing control and review of all outstanding support orders and initiating whatever action may be necessary for their enforcement. Five positions, at a total cost of $37,111, will enable the court to undertake this function. However, it may be expected that this unit will save the District many times that amount in reduced public assistance payments.

6. The vast increases in the jurisdiction and workload which occurred on August 1, 1972, and which will occur on August 1, 1973, and which transformed the superior court from a relatively minor tribunal for the settlement of small controversies into the sole court of general jurisdiction for the District of Columbia with unlimited criminal, civil, equity, domestic relations, juvenile, and probate jurisdiction, necessitates some increases in supporting personnel and services if the new powers are to be exercised effectively. The total cost of these increases will be $244,505. All other increases in the budget are for required items such as salary increases and juror's fees.

CAPITAL OUTLAY

The court's budget request also includes a request for $3 million to design a new courthouse. The court presently operates out of seven buildings located several blocks from one another with the result that significant amounts of time of judges, attorneys, witnesses, jurors, other court personnel, and citizens generally are lost in simply moving from one office or courtroom to another. To alleviate this problem and to allow the court to operate with full degree of officiency it is essential that a new court building be constructed which is adequate to the needs of the reorganized court. A predesign study of the courthouse, for the purpose of recommending special allocations and relationships, was conducted by the Westinghouse Corp. for the District of Columbia government. The funds requested would take the recommendations of the Westinghouse study as well as the comments on that study by concerned personnel, and develop a design for the new courthouse which would fit within the available funds and be appropriate to the selected location. It is anticipated that a 50-courtroom facility, housing the major operational components of the court system, but not housing certain subsidiary components, can be constructed at a cost of $60 million. I cannot overstress the priority I attach to the construction of an adequate courthouse for the new court system. Because of the inefficiency, the confusion, the lack of security, and the improper mingling of the various participants in the court process necessitated by the present physical arrangement, it is not possible for the court to embody the sense of detached and reasoned justice, dignity, and decorum which is necessary to optimize the public confidence in the system of justice.

I would note that requests for budget increases, as well as the request for design money for a new building, have been held to an absolute minimum. It is my policy when submitting budget requests to seek only what is absolutely necessary and not ask for more than that which is needed with the hope of obtaining some lesser amount which is actually required. In view of the District's uncomfortable financial position I have taken an even stricter view of what is absolutely essential. In my judgment the budget presently requested is the minimum necessary and I believe that if the requests made therein are not granted the court will be unable to continue to give satisfactory service to law enforcement, to individual litigants, and to the community, and that court reorganization will, to that extent, have failed.

GAO REPORT

Senator BAYH. Thank you, Judge. You are familiar with the GAO report that we just received a copy of earlier this week. I thought I ought to touch on that.

Judge GREENE. Yes, Mr. Chairman, I received that last night.

Senator BAYH. The courts currently utilize a staffing pattern of one law clerk and one secreteary for each of the 44 judges of the superior court. The report points out that three of the four courts visited by the GAO use the secretarial pool arrangement, and judges do not have their own secretaries and law clerks.

If that is the case, then what is the justification of the current staffing pattern, in view of the information relative to the other courts?

Could you justify that for us, please?

Judge GREENE. Mr. Chairman, one would really have to know what kind of courts the General Accounting Office looked at, whether they were courts of general jurisdiction or whether courts of special jurisdiction. Were they courts in large cities with large volumes of business, and all of that would have a bearing on whether a judge requires the service of a law clerk and a secretary or not.

One of the problems that we have, of course, is that we are, as you know, spread out in seven buildings and the secretarial, law clerk pool arrangement would be difficult to work with on the basis of the geographical separation alone. If the pool is in the same building, it can perhaps be more easily handled and someone would have to run every letter and every opinion or order that the judge wants to write, run it by messenger to another building to the pool and back. It would further complicate the life that we are leading under these present circumstances.

I might point out that when the court reorganization legislation was passed in 1970, for the first time there was a requirement, a statutory provision for a law clerk and a secretary. At that time the Congress evidently felt, although we did not specifically request that, that each judge have a law clerk and a secretary. I do not believe that anything has occurred since then to remove the justification for that.

On the contrary, we have now acquired much more serious jurisdiction, many more opinions are being written than used to be written before, more research needs to be done, more writing and I believe that these two positions are justified.

Senator BAYH. Do you care to make any observations relative to the position of the superior court with respect to the financing of lawyers for indigent defendants in the court system?

You are familiar with the many confrontations there, I am sure.

FUNDING FOR COUNSEL FOR INDIGENT OFFENDERS

Judge GREENE. I am very familiar with it, and we of course will have to bear the brunt, on July the 1st, if something does not happen between now and then because we will on July 1 have to look around the courtroom to find lawyers for 65 or 70 defendants who cannot hire their own counsel, and unless the Congress in some way provides for continued funding. I foresee in very short order after July 1 some element of chaos in the administration of criminal justice in this city.

Now, on the question as to how this should be handled, it was perhaps implied in your remark, Mr. Chairman, as to whether it should be handled through the Federal judiciary appropriation or the District of Columbia appropriation. We, of course, would like the money to be appropriated, irrespective of where it comes from. We are in a position of a drowning man to whom a life jacket is thrown, we really do not ask too many questions about it.

My own personal view is the Comptroller General having ruled that it is an obligation of the Federal judiciary, perhaps a better legal case can be made for that, but beyond that, we would simply hope that the jurisdictional dispute among the outside agencies would not hamper the Congress in coming to a decision.

Senator BAYH. Judge, you were present when I addressed the question earlier relative to the detention center? I do not know whether it is appropriate for me to address a question like that to you or not?

I did not address it to Judge Reilly because it is my understanding he might have to sit in judgment on that final decision. You have already sat.

Is it appropriate for me to explore that with you?

If so, I would like to. If not, why that is all right.

Judge GREENE. Well, the litigation actually is not over. I will hold a further hearing on the matter next week, but certainly not on the specific question that you asked, as I understand it, on whether it would be desirable to have a new receiving home or simply continue on the present basis.

The basic for my decision was that simply the old receiving home was not a suitable place of detention under the law, and it did not go beyond that. The city had the option opened under that decision to deal with juveniles awaiting trial as it saw fit, either in the new receiving home or under this differential detention plan.

I still, as a matter of law, it is still something that the court would not be involved in. It is a matter of policy, legislative, executive policy.

I would think that whatever is adopted, it would seem that some of the advantages of differential detention plan; that is, lesser detention for those who do not need maximum security, should be retained. For example, retention of some of the children at shelter houses, halfway houses, and perhaps a detention plan for those who do not need maximum security, that could be retained irrespective of whether there is a new receiving home or whether the maximum security facility at the children's center in Laurel are retained.

Senator BAYH. Now, as I recall, according to your order, there are still some boys that are in maximum security.

Is that not accurate?

Judge GREENE. That is correct.

Senator BAYH. How many in the present situation, please?

Judge GREENE. My recollection is that 20 percent of the population of the receiving home, the then-population of the receiving home was in maximum security, and I think that would amount to perhaps 35.

NUMBER OF JUVENILES REMANDED FOR SECURE DETENTION

Senator BAYH. Do you remember, or could we have for the record, please, the specific numbers of how many boys over the last year or two or three, as the case may be, the court remanded to the Depart-

ment of Human Resources for what you would call secure detention, and what the average length of stay for these young men would be before the adjudication of charges?

Judge GREENE. Yes. At a rough estimate, I could say now probably around 120 or 130 were there because that was more or less capacity of the receiving home until I ordered it reduced to something in the neighborhood of 90 to 100, and their stay there would have been on the order of perhaps 5 to 6 weeks because it does not take us much longer than that to reach juvenile delinquency cases for trial.

There was a time 2 or 3 years ago when the stay ran to 2 or 3 months, but now the stay is not anywhere near that long.

MAXIMUM SECURITY OR RELEASE

Senator BAYH. Correct me if I am wrong, but the fact that there were that many boys there did not mean that there were that many that needed maximum security.

Judge GREENE. No, no. There was simply no other place. Either they went to maximum security or they went out on the street. That is not the most desirable palate.

Senator BAYH. I share that feeling, and frankly, salute you for trying to do something about the present deplorable conditions which I want to do something about, too. But I want to do the right thing. I just do not want to build another edifice that is merely a modern building to carry out an old, obsolete program. That is the reason why I would like to see your plan tried for a year before the district goes out and builds a facility which, as is presently recommended to us, would cost $6.5 million and provide 125 beds. You could build a lot of shelter homes and provide a lot of personal counseling services for young men and thus maybe prevent them from coming back before you ultimately requiring baximum security or secure detention.

I have a few claims that are more of a technical nature.

Judge GREENE. I would be pleased to answer.

TIME NEEDED FOR CRIMINAL CASES

Senator BAYH. Do you see any reason that the speed with which the superior court is presently handling criminal cases might change significantly?

As you know, this has an important effect on the number of persons who might be incarcerated at the new detention center.

Judge GREENE. I have no reason to believe that the speed with which the superior court is presently handling criminal cases would change significantly. As the more serious felony charges have been brought in the court in greater numbers, it has tended to place somewhat of a strain on the court's resources. However, thus far the court has managed to overcome these tensions and to maintain time factors between indictment and trial which are both reasonable and low. One variable which cannot fully be foreseen is the transfer of the most complex civil jurisdiction to the superior court which will occur on August 1 of this year. At that time civil cases in which a judgment in excess of $50,000 is sought will be tried in the superior court rather than in the U.S. district court. It may be that this caseload could

require the assignment of judges who are presently assigned to the criminal division and to that extent some difficulties may arise in the speedy handling of criminal division cases. However, it is my present judgment that this problem should not be sufficiently aggravated to cause a significant increase in the disposition time of criminal cases.

FELONY CASES

Senator BAYH. Please explain how your sentencing councils work in felony cases.

Judge GREENE. The superior court began using sentencing councils after the felony jurisdiction was transferred from the U.S. district court. These councils are patterned after similar councils established in the U.S. district court in Detroit some years ago. The judges assigned to the felony branch are assigned in groups of three at the beginning of their tour of duty in that branch to a particular council, with one of the group designated as chairman. The council takes up at regular intervals, usually once weekly, all the sentences scheduled for the members that the judges feel warrant group discussion. Cases that are simple or clear cut may be excluded, although some of the judges submit all of their sentences to council discussion.

Prior to the discussion, all the judges on a particular council receive copies of the presentence reports prepared by the social services division for all the defendants who are about to be sentenced by any of the council members. The social services division officer who prepared the report, and sometimes his supervisor, may be invited to participate in the council discussion of the cases in whch he prepared the report. At the conclusion of the discussion concerning the factors each judge—and the soial servies division officer—deems relevant, the judges each propose a sentence with respect to each case before the council that day. The judge who tried the case or before whom the plea of guilty was entered is free to impose whatever sentence he wishes, irrespective of the recommendations of the other judges. However, the discussion and the recommendations are bound to have an influence, if only to sharpen the judge's understanding of the various considerations and to make him aware of considerations he might not have thought of himself.

The process tends to bring about sentences that are fairer than those arrived at without such discussion, and it also tends to reduce unwarranted sentencing disparities. The ultimate responsibility for sentencing, however, remains with the judge who constitutionally is required to impose the sentence.

ADVANTAGE IN PERMANENT POSITIONS

Senator BAYH. What is the advantage to the court or the employees in question of making the 150 positions you refer to on page 5 permanent instead of temporary?

I am concerned because according to the May 10 GAO report, standards to determine the number of staff needed to effectively operate a court system are not available, though some are being worked on and may soon be available.

Would it be wise to await standards before making this large number of positions permanent?

Judge GREENE. In my opinion it would be an error to suppose that if standards were worked out to determine the number of staff generally required to operate court systems, this would in any way affect the 150 positions which are at issue here. Most of the positions that were authorized last year on a temporary basis only are positions that are intrinsically permanent; that is, they would be needed on a permanent basis irrespective of any standards that may ultimately be worked out.

This conclusion is most vividly illustrated by considering the 30 positions in the Commission on Mental Health and in the Auditor-Master's Office. These two units were transferred last year from the U.S. district court to the superior court pursuant to the court reorganization legislation. They had been for many years a permanent part of the district court organization, and there is no reason whatever to suppose that they will not be permanently needed in the superior court. Similarly, the seven new judges appointed last year require support by way of bailiffs, courtroom clerks, and the like, to precisely the same extent and degree as the judges appointed earlier, and they require this support on a permanent basis.

The fact of the matter is that the 150 positions which were funded only on a temporary basis last year seem to have been picked more or less at random, without any particular consideration of the necessity for these positions on a permanent or temporary basis. I am fully convinced that these positions are needed permanently.

As the committee knows, I have never made it a practice to ask for positions only for bargaining purposes, so to speak, or on a padded basis, in order still to have enough personnel left should the Congress effect cuts. I have always regarded such a practice as unseemly, particularly for a court of law. I urge the committee to provide permanent funding for the 150 positions in question. This is important not only from the point of view of the necessity of the jobs for the efficient operation of the court but also from the point of view of attracting and retaining competent personnel.

The recruitment of such personnel is difficult at best because of the relatively low salaries the court is able to pay compared to outside organizations; the problem is compounded when those being hired and those who are now in these positions can be given no guarantee that their employment will last for more than 1 fiscal year at a time. In addition to the problems this creates for the court, it is also unfair to the employees, some of whom come from permanent positions in the U.S. district court. Others work next to employees in identical jobs and job classifications but with permanent status.

Finally, it should be noted that while the General Accounting Office mentioned standards to determine the number of staff needed effectively to operate a court system, no such standards are in existence anywhere in the United States, and it may be doubted that valid standards can be postulated without an enormous amount of comparative research and a consideration of many intangibles. I respectfully suggest that it would be unreasonable to subject the superior court to that kind of delay, particularly when that court—as all objective indicate—has been perhaps the most successful of all metropolitan

courts in effectiveness of operation. That kind of performance in itself is a strong indication of efficiency and quality. And that performance should not be hobbled by the kind of restriction that would be implied by a continuation of many positions in a temporary status.

Senator BAYH. Your statement on page 7 indicates that the 5 positions and $37,000 requested for a unit within the family division of the clerk's office to maintain records on support orders will save the District many times that amount in reduced public assistance payments.

On what basis it that made?

What is your projection of savings?

Is this a proper job for the judicial branch—you say the unit will initiate whatever action may be necessary for enforcement of support orders?

Judge GREENE. The main thrust of the new unit would be directed toward those who are in the economically marginal area and thus threaten to become or are dependent upon public assistance. Support payments to members of this group may, in many instances, make the difference between being able to remain independent or to seek welfare assistance. In most cases, persons in this group are financially and otherwise unable even to pay the counsel fees necessary to initiate enforcement proceedings.

There are presently 19,097 accounts through which support and alimony payments are to be made, of which approximately 15,250 are relatively active. Even though there are no statistics on the size of the marginal group, we can reasonably use the group of 3,847 inactive accounts as a base and make certain assumptions for a projection of savings. It is reasonable to believe that at the very least, one-third of these inactive accounts represent marginal obligees (1,262). The present average support payment under court order is $40 per week; however, to be even more reflective of the earning power of these obligors, it can be halved to $20 per week, making average projected recovery per account per year $1,040 or $1,312,480 per year for the category. Even if only one third of these accounts could be successfully activated, an income of $437,493 per year could be considered as a savings offset to welfare expenditures.

The unit would also perform the function of effecting regular notification to those responsible to make payment at a time before arrearages have grown out of all practical proportions, and it could act to bring together the parties, if possible through their attorneys, so that adjustments can be made, at least temporarily, depending upon the situation. This kind of service would, in my opinion, be useful to all concerned, and would permit a practical solution to problems which now exist largely unsolved and unattended.

The projected activities of the new unit would in my opinion be fully appropriate for the judicial branch. The unit would not bring enforcement proceedings on its own, but it would direct attention to delinquent accounts through maintenance and monitoring. After a finding of apparent delinquency were made, the unit would request that action be taken through appropriate channels, that is, through the Corporation Counsel or through private attorneys. If private counsel were reluctant to proceed on a pro bono basis, the court could grant

leave to withdraw and permit the person entitled to payment to proceed pro se. It is hoped that the unit would ultimately be able to provide the necessary pleadings and notice forms for this purpose, similar to the kinds of forms that are provided in the small claims branch.

EXTENT PLEA BARGAINING USED

Senator BAYH. To what extent is plea bargaining used in the court? Specifically how many misdemeanants were convicted in fiscal year 1972 and what proportion were as a result of guilty pleas to misdemeanors instead of felonies?

Judge GREENE. In the Superior Court there is no plea bargaining with court participation. Some time ago, the U.S. Attorney's Office suggested a plea bargaining system with judicial participation but the program was never started. Plea bargaining does exist in the sense that the prosecution agrees in some cases to dismiss some counts of an indictment if the defendant will plead guilty to certain other counts. However, it should be noted, first, that this type of plea bargaining is insignificant compared to reductions of charges that used to be common in the District of Columbia as little as 2 years ago, and second, that it is insignificant compared to the wholesale plea bargaining and reduction of charges to induce pleas of guilty that is common in almost every major city in the United States.

Until 2 years ago, the limit of the U.S. District Court's capability to try felony cases was around 2,200 per year. In no year between 1950 and 1970 did the number of felony indictments in the District exceed that figure. The district court, with its limited judicial and other personnel and its manifold Federal responsibilities, simply could not have absorbed a greater number of felony indictments and dispositions. All criminal acts which under the law would have amounted to felonies accordingly had to be reduced, by plea bargaining or otherwise, to misdemeanors, and lesser sentences had to be accepted as a consequence. Since the transfer of jurisdiction to the superior court there has been a dramatic increase in felony indictments. During 1972, district court and superior court grand juries combined indicted close to 4,500 individuals for felonies—double the annual rate of the previous 20 years. To the extent of that increase, then, plea bargaining and charge reductions have been drastically diminished.

Even more significant perhaps is the contrast betwee nthe practice in the superior court and that of comparable tribunals in other cities. In most large cities, the guilty plea rate fluctuates between 90 and 95 percent. Hardly any criminal cases are actually tried, either to the judge or to a jury. An article in the American Bar Association Journal of December 1970 reports that in Chicago, 5,000 indictments resulted in only 600 jury trials; in Brooklyn, 3,000 indictments in 200 jury trials; in Detroit, 9,000 indictments in 600 jury trials; and in Houston, 7,000 indictments in 400 jury trials. It is obvious that such results could not be achieved without some degree of pressure on the defendants and, beyond that, without a large degree of leniency extended, by way of plea bargaining or otherwise, to induce defendants on a

wholesale basis to plead guilty. As Life Magazine aptly described the situation in New York City's courts:

> Trials are obsolete. In New York City only one arrest in thousands ends in trial. The government no longer has time and money to afford the luxury of presuming innocence, nor the belief that the truest way of determining guilt is by jury trial. Today, in effect, the government says to each defendant, "If you will abandon your unsupportable claim of innocence, we will compensate you with a light sentence." The defendant says, ""How light"?—and the D.A., defense lawyer and judge are drawn together at the bench. The conference there is called "plea bargaining," and it proceeds as the playing of a game, with moves and countermoves, protocol, rules and ritual. Power is in the hands of the prisoners. For as increasing crime has pushed our judicial system to the crumbling edge of chaos and collapse, the defendant himself has emerged as the only man with a helping hand. The government needs guilty pleas to move the cases out of court, and the defendants are selling their guilty pleas for the only currency the government can offer—time. But no matter what sentence is finally agreed upon, the real outcome of this bargaining contest is never truly in doubt. The guilty always win. The innocent always lose.

I am pleased to say that the criminal court system in the District of Columbia is capable of operating without such practices.

FELONY CASES TERMINATED ON MERITS

Senator BAYH. What proportion of felony cases are terminated or concluded on their merits?

What are the numbers for fiscal year 1972 associated with this rate?

Judge GREENE. 2,348 felony indictments were returned in the superior court during calendar year 1972, 202 did not come before the court because of fugitivity and similar causes, leaving a total of 2,146 defendants. Of the remainder, 671 or 31.3 percent resulted in trials, 1,119 or 52.1 percent were disposed of on guilty pleas, and 356 or 16.6 percent were disposed of otherwise, such as by dismissals by the court, determinations of incompetency, and the like. As indicated in a reply to a previous question, this may well be the highest rate of disposition on the merits in any major city in the United States.

SOCIAL SERVICES

Senator BAYH. Why should the court provide social services?

Why shouldn't social services be provided by the executive branch, the Department of Human Resources?

Judge GREENE. The Social Services Division of the Superior Court performs functions that are wholly different from those performed by any agency of the executive department, such as the Department of Human Resources. Basically, the Social Services Division represents simply a merger of the Probation Department of the old Court of General Sessions with the comparable unit of the Juvenile Court. When the two courts were combined, so were their probation departments, and they became the Social Services Division of the new court.

A central feature of the Court Reorganization Act of 1970 was the creation within the Superior Court of the Social Services Division. The need for such a department was emphasized again and again in the

legislative history as an especially attractive feature of the new court system.

The Division of Social Services administers not the kind of programs administered by the Department of Human Resources but the type of activity always associated with the judicial branch of government. Specifically, with respect to adults, the Division of Social Services performs the function of a Probation Office just as do similar Offices in the Federal courts and elsewhere. This Office provides the judges with presentence reports and presentence information generally, and it provides the supervision directed by the judge over an individual who is placed on probation. As I indicated in response to an earlier question, the relationship between the judges and the probation officers is extremely close and confidential, to the point where probation officers sometimes sit in on deliberations of the sentencing councils. Employees of an executive department could never provide the kind of support, first because of the confidential and traditional relationship that is here involved, and second, because only as a result of the control that the court has over its Social Services Division can speedy sentencing be guaranteed. Experience with elements of the Department of Human Resources raise considerable doubt, to say the least, that the present speed of disposition of criminal cases could be maintained if the court had to rely on that agency for presentence investigations and reports.

Confidential and close interaction between the judge and the probation officers is equally important with respect to juvenile and intrafamily matters. Juvenile judges have traditionally relied very heavily on their social service staffs to provide them with the support and understanding necessary to adjudicate properly the very difficult problems that are involved in juvenile delinquency cases. Juvenile justice in this city would in my judgment be seriously hampered or worse if the judges assigned to juvenile matters had to rely on executive branch advice with respect to their judicial activities.

In short, the Social Services Division of the Superior Court exists as an adjunct to the court and its sole function is to assist the court in its predisposition activities as well as its post-disposition supervision function. The Division does not become involved in community programs of the type that Human Resources operates. The Division maintains close liaison with Human Resources in order that the court's defendants and respondents may be beneficiaries of these programs if, by reason of probationary or pretrial status, they can qualify for them. The Division does not operate such programs of its own, however, and has no purpose or intention to do so.

BACKLOG IN CIVIL CASES

Senator BAYH. What is the backlog in civil cases?

How long does it take a civil case, for example, a suit stemming from property damage in an automobile accident, to be adjudicated?

Judge GREENE. The civil case backlog is today lower than it has been in many years, and it actually is at a point where it could not be further reduced without interfering with the need of attorneys to prepare their cases. As of January 1, 1973, a total of 2,419 cases were pending on the jury calendar, and 506 cases on the nonjury calendar.

A property damage action in an automobile accident case would be reached for trial in an average of 7 months from the date of issue

if a jury trial is demanded, and 6 weeks if the case is to be tried by the judge. Issue, meaning the serving of both the plaintiff's complaint and the defendant's answer, occurs approximately 4 weeks after the complaint is first filed in the court. It may be interesting to note the favorable trend with respect to backlogs and delays during the last 6 years. In 1966, 3,412 jury cases and 1,668 nonjury cases were pending, and the delay between issue and trial was 21 months for jury cases and 16 weeks for nonjury cases. In 1967, the comparable figures were 3,427 jury cases and 1,347 nonjury cases pending and a delay of 21 months for jury cases and 20 weeks for nonjury cases; in 1968, there were 3,543 jury cases and 1,242 nonjury cases pending, and a delay of 20 months for jury cases and 12 weeks for nonjury cases; in 1969, there were 3,315 jury cases and 1,832 nonjury cases pending and a delay of 18 months for jury cases and 20 weeks for nonjury cases; in 1970, there were 4,055 jury cases and 2,548 nonjury cases pending and a delay of 17 months for jury cases and 36 weeks for nonjury cases; in 1971, there were 2,943 jury cases and 791 nonjury cases pending and a delay of 7 months for jury cases and 12 weeks for nonjury cases; and, as stated earlier, in 1972, there were 2,419 jury cases and 506 nonjury cases pending and a delay of 7 months for jury cases and 6 weeks for nonjury cases.

COORDINATION BETWEEN COURTS AND EXECUTIVE BRANCH

Senator BAYH. How is coordination effected with the executive branch of the Government?

Specifically with the Board of Parole and the Department of Corrections?

The court coordinates its administrative activities with the executive branch of the District government in many ways. Contact is maintained with respect to policy matters between the Mayor and his department heads and the Chief Judge. There is constant liaison on housekeeping matters such as maintenance of buildings, budget, personnel, and the like with the executive officer and the clerk of the court.

As concerns specific coordination with the Board of Parole and the Department of Corrections, this is accomplished in a number of ways. For example, presentence reports prepared by the social services division of the court are shared with the Board of Parole and the Department of Corrections for their use in the event the defendant is sentenced to imprisonment. When an individual is on both probation and parole concurrently, one officer from either the social services division of the court or the Department of Corrections supervises him. Quarterly reports on such individuals are shared by the agencies. The agencies likewise share information on employment opportunities for those under their jurisdiction. The social sevices division and the Department of Corrections also share information on the availability of community-based rehabilitation programs, particularly where there is a need to determine whether work release or detention in a halfway house would be appropriate. The Department of Corrections is a member of task force set up to coordinate all activities affected by all dealings with the court. These are, of course, just some representative examples of the constant interchange of information and assistance.

MANAGEMENT IMPROVEMENTS AND COST SAVINGS

Senator BAYH. What management improvements and cost savings have been effected during fiscal year 1972?

Judge GREENE. Without going into a great amount of detail, following are some of the management improvements and cost savings effected by the Superior Court during the past year.

A monitoring system was developed as a result of a study made by a task force on the operations of the criminal justice system. Under this new procedure all "come ups", commitments, and releases of defendants are reviewed by a special group of monitors to insure complete accuracy. This process reviews actions concerning approximately 2,000 criminal defendants per week. Since the new program was started a considerable number of errors have been uncovered, and undue incarceration and improper releases have thereby been avoided.

The court's date processing equipment is now being utilized to prepare lists of prisoners being transported from the Department of Corrections to the court and back. As a result of innovation, a great deal of judicial and clerical time has been saved.

The court's computer is now also being utilized to prepare an intrafamily index of juvinile cases. This too has permitted much closer and more efficient monitoring and review of matters being handled by the court.

A major innovation has been the installation of three computer terminals accessible to the public. These terminals permit attorneys and others to obtain the basic data concerning the well over 100,000 persons who are being or have been processed through the criminal divisions of the court. In my judgment this is a very important service the court is rendering to the public and to the bar. As I understand it, the superior court is the only court in the Nation to provide this kind of facility.

The board of judges of the court adopted a rule providing for six-man juries in civil cases unless a 12-man jury is specifically requested by the parties. Statistics thus far have shown that the six-man jury system has been utilized in 83.5 percent of all the civil jury cases. This new system should result in significant savings both in time and in money—as a result of a reduction in juror fees.

The court's computer system has been utilized to provide expedited payment of their fees to the several hundred jurors called for duty in the court every month. The previous system of manual preparation of lists and facts caused a considerable hardship on those jurors who were dependent upon prompt receipt of immediate income. The new computerized system the time period for the issuance of checks from approximately 3 weeks to less than 1 week.

The court is now using two hearing examiners in the family division to handle uncontested divorce matters and juvenile cases in which the presence of a judge is not absolutely essential. This new systems has resulted in a savings of judicial time.

Within the past 2 months procedures have been adopted which prevent any widespread reductions of collateral in traffic cases. Such reductions, even if legitimate, can be affected by the judge in chambers only with respect to a maximum of three traffic violation notices. Any contest beyond that must be heard in traffic court.

The court recently entered into an agreement with the U.S. district court and the two courts of appeals in the District of Columbia for a precise system of priorities with respect to the engagements of counsel. In the past conflicting scheduling caused not only considerable difficulties for the attorneys involved but often resulted in unnecessary postponements when counsel was engaged in another court. The new system should eliminate such difficulties or at least minimize them to an acceptable level.

The court has made two computer terminals available to the Police Department for telephone checks through which a policeman on the street can determine instantly whether a traffic violation notice is outstanding with respect to a particular automobile. It is estimated that this innovation alone has been largely responsible for the $1.7 million increase in collateral received by the Central Violations Bureau this year.

DISPOSITION OF CRIMINAL CASES

Senator BAYH. How long does it take for disposition of criminal cases, both felonies and misdemeanors, and separately identify those.

Judge GREENE. Felony cases are currently being tried or otherwise disposed of in an average of 8 weeks. Misdemeanor cases are currently being tried or otherwise disposed of in an average of 4 weeks.

LENGTH OF AVERAGE SENTENCES HANDED DOWN—ALL CASES

Senator BAYH. What are the average sentences handed down in fiscal year 1972 for crime index offenses, murder, rape, robbery, et cetera?

Judge GREENE. While time has not permitted an exhaustive study, it appears that the average sentences for crime index offenses in the superior court are as follows:

1. Homicide (16 defendants):
(*a*) 14 sentenced to confinement, average 20 years.
(*b*) 1 Youth Corrections Act.
(*c*) 1 probation.
2. Rape (two defendants): 2 sentenced to confinement, average 19 years.
3. Robberies (150 defendants):
(*a*) 127 sentenced to confinement:
(1) 78 straight terms, average 8½ years.
(2) 49 Youth Corrections Act.
(*b*) 22 probation.
(*c*) 1 suspended sentence.
4. Manslaughter (2 defendants): 2 sentenced to confinement, average 38 months.
5. Grand larceny (101 defendants):
(*a*) 69 sentenced to confinement:
(1) 48 straight terms, average 2½ years.
(2) 21 Youth Corrections Act.
(*b*) 26 probations.
(*c*) 6 suspended sentence.
6. Assault (felony) (200 defendants):

(*a*) 135 sentenced to confinement:
  (1) 113 straight terms, average 4 years.
  (2) 17 Youth Corrections Act.
  (3) 5 work release.
(*b*) 64 probation.
(*c*) 1 suspended sentence.

TRANSFER OF REGISTER OF WILLS

Senator BAYH. Tell me about the requested transfer of $534,700 and 48 positions from the U.S. District Court for the District of Columbia to the superior court as a result of the transfer of the function of the Register of Wills.

This is required by statute, is it not?

Judge GREENE. District of Columbia Code section 11–2101, enacted as part of the District of Columbia Court Reform and Criminal Procedure Act of 1970, transfers the Office of the Register of Wills from the U.S. district court to the superior court as of August 1, 1973. That Office has 48 employees, and all of them will be needed to carry out in the superior court the identical functions they are presently performing for the U.S. district court. The cost of operation of the Register of Wills Office is $534,700. The date of transfer of jurisdiction is 30 months from the effective date of the act and is the final transitional phase of court reorganization. The transfer of the probate court from the U.S. district court will eliminate from the court the last of the so-called local or State functions, and transfers them to the Superior Court of the District of Columbia, thereby making the superior court truly a court of general, unlimited, original jurisdiction. The request for the positions involved is not an optional request at all. It is required by statute.

NEW PROGRAMS AND POSITIONS

Senator BAYH. Tell me about the 71 new positions and $1,400,000. How much of this is for higher workloads; how much for new programs? What are the new programs?

On what basis are you estimating higher workloads? I thought crime was decreasing in this city.

Judge GREENE. While the question requests an explanation concerning 71 new positions, there actually are 87 new positions, in addition to the 48 positions associated with the transfer of the register of wills from the U.S. district court.

Of these 87 new positions, 33 are for new programs and 54 are due to increased workload or improvements in current operations. Specifically, with respect to new programs, 12 positions are required to operate the new landlord-tenant hearing commissioners section which is expected to improve greatly the fairness and effectiveness of the adjudication of landlord-tenant disputes in the District of Columbia. Five positions will be required to administer the support order services unit in the family division, that is, the unit which will stimulate the enforcement of orders for the support of famlies which are now in many cases delinquent. Finally, 16 positions will be required to permit the superior court to assume the collection of fines arising out of moving traffic violations. Those fines are presently being collected through means of

the police department and the bureau of motor vehicles. However, pursuant to an understanding with those two agencies, the superior court will undertake this function, in part because, due to data processing equipment, this can be accomplished more effectively and with a greater degree of success. The funds to pay for these positions are being transferred from the Metropolitan Police Department, the Corporation Counsel's Office, and the bureau of motor vehicles to the superior court and there will thus be no net increase to the cost of the Treasury.

The requests for the remaining positions are attributed to either increases in workload or necessary improvements in performance or both. Only a very small number of these jobs pertain to the criminal division of the court, and those few are essentially concerned with the monitoring operation which I described in an answer to a previous question. There are a small group of positions which are needed for such operations as financial and administrative support. The only increases of any size relate to the operations of the civil division which, of course, will receive significant additional jurisdiction on August 1, 1973, the last stage of court reorganzation, and to the division of social services which has always operated under the difficulty of a workload far in excess of that considered standard in the field. The American Correctional Association and the various crime commissions have consistently recommended that probation officers carry a workload of 50 work units per officer; with the additional employees probation officers in the superior court will be carrying a load of 75 units per officer. While this is still far larger than is regarded as appropriate by experts in the field, I believe that this higher workload would not be excessive and would permit the officers to perform adequate jobs. However, I do not believe that the number of work units should exceed that standard.

INTERNAL BUDGETING PROCEDURES

Senator BAYH. Describe for the benefit of the committee the internal budgeting procedures employed by the courts.

Judge GREENE. In order to obtain information concerning anticipated needs in the following fiscal year, a memorandum is sent to each division head or equivalent. This memorandum requests them to state what personnel and other resources they believe are needed to operate their organizational unit during the project year. General courtwide operating expense needs such as postage, printing, and jury fees and the like are developed in the financial operations and administrative divisions.

After the responses are received, a staffing factsheet is developed for each organizational unit. This factsheet itemizes the positions currently authorized, the vacancies existing, any new positions being requested, and an itemized summary of any increase in cost associated with the requested item increase.

This information is reviewed by the clerk of the court, the fiscal officer, the administrative officer, and the assistant executive officer. Following review, revised sheets are developed and returned for any further information. This cycle may be repeated three or four times. Ultimately the budget requests are reviewed by the chief judge, the executive officer, and the clerk of the court, and organizational unit heads are required to justify their requests to these officials orally, or

in writing, or both. When final determinations have been made, the information is combined with that collected for the District of Columbia Court of Appeals and the District of Columbia court system. The budget is then developed in final form in the prescribed format outlined in the budget preparation manual issued by the District Office of Budget and Financial Management.

SMALL CLAIMS

Senator BAYH. Do you have a backlog in small claims?

Are you reducing your overtime to $50,000 if the new positions you have requested are approved?

Judge GREENE. The short answer is that there is no backlog in the small claims branch. Actions filed in that branch are heard within 14 days after filing.

If the new position requests are approved, overtime for that branch will be completely eliminated.

STATUS OF STATISTICAL REPORTING SYSTEM

Senator BAYH. What is the status of your computerized statistical reporting system?

Does family, social services, and criminals have complete statistical services?

What kind of information is provided by this coverage that enables you to evaluate more accurately the courts' performance?

What are some examples of the graphs and tables that might be produced by the three positions requested for the Planning and Research Division?

Judge GREENE. The Criminal Division of the court is completely computerized, in the sense that cases filed, tried, and disposed of are on the computer system and are available for statistical purposes. Those statistics are broken down into such categories as charge, bail, dates for various types of hearings, and type of trial, dispositions.

Insofar as the Family Division is concerned, the data processing division provides detailed statistics concerning the progress and disposition of juvenile delinquency and neglect cases, with rather detailed breakdowns concerning the types of charges, and the characteristics of the offenders. The computer operation also completely operates the child support program, with a running account kept of moneys owed. Funds received are automatically recorded and the appropriate checks are prepared by the computer to be issued to the beneficiaries. The intrafamily branch of the Social Services Division is likewise computerized, and statistics regarding the operations of that branch are available.

All of this information is, of course, vital to an evaluation of the court's performance. These data are constantly being used in such matters as the assignment of judges to the various divisions and branches, allocations of court resources, and the preparation of budget estimates. Without these kinds of statistics and that degree of sophisticated computerization, it would be virtually impossible for those who manage the court to be constantly in control of an operation that involves more than 300,000 lawsuits annually.

The three positions requested for the Planning and Research Division would enable the court to prepare statistical presentations and graphs on a more detailed basis than is possible now concerning the number of cases filed, the length of time involved in the various judicial steps, the disposition of cases, the number of cases pending in each of the branches, and the detailed characteristics of the prosecutions and lawsuits as well as those involved in these prosecutions and suits.

PLANNING AND RESEARCH DIVISION

Senator BAYH. What does the Planning and Research Division do?

Judge GREENE. The Planning and Research Division is divided into two sections. The largest branch of this Division is the statistical branch which issues monthly statistical reports and special reports on such matters as drug usage, case flow through the juvenile branch, the number of juvenile respondents with multiple cases, and the like. That branch also is working with the data processing operation and the Social Services Division on procedures for improved statistical counting. In essence, that branch provides the chief judge and other court executives and managers with the necessary statistical reports for effective management of the court.

The records management branch of the Division drafts and issues standardized forms for all the various divisions of the court. In addition, that branch assets the various diivsions in revising and refining paperwork procedures.

The functions of the Division include also the coordination of all outside grants and other experimental programs within the superior court. For example, the Division has been involved in the operation of narcotics testing, the preparation of plans for narcotics pretrial diversion, the appointment of counsel program, planning for the court's sentencing institute, and formulation of a systemwide criminal justice report. The Division is involved in all reforms and new and experimental programs that the court may be operating or contemplating.

FAMILY DIVISION

Senator BAYH. Is the Family Division current?

If so, why do you need another deputy clerk in the assignment office?

Judge GREENE. The Family Division is current. The position in the assignment office referred to is one of the temporary positions authorized and which has been filled since October 1, 1972. The current status of the calendars in that Division may be attributed, in part at least, to the availability of this position.

SUPPORT ORDERS ON PUBLIC ASSISTANCE RECIPIENTS

Senator BAYH. What if a public assistance recipient is reluctant to pursue enforcement of an outstanding support order?

Will the court be pursuing support orders independent of the wishes of the beneficiary of the order?

Do you have any general understanding of the socioeconomic characteristics of those defaulting on support orders?

Will the court send defaulting payees to jail through this proposed system?

Judge GREENE. Public assistance recipients are sometimes either reluctant or at least not interested in pursuing the enforcement of outstanding support orders. It often makes no financial difference to them whether the support order is, or is not, enforced since the amount of the welfare payment may remain the same. However, if the support order is enforced, the husband's payment would be transferred by way of the court to the Department of Human Resources which, to some extent, would expend less in total welfare payments.

Because of this basic difficulty the court would refer the matter for enforcement either to the Corporation Council or to an attorney, if there is one in the case, irrespective of any request by the recipient. It would then be up to the attorney involved, most generally the Corporation Counsel, whether or not enforcement proceedings should be brought. An enforcement proceeding if pursued to conclusion would, of course, mature into a court order. Such an order if willfully violated could have the consequence of a contempt citation and could result, at least theoretically in a jail term. However, in practice the court has long recognized the need to temper sanctions with practicality, realizing that a jailed husband is a double burden: he cannot be productive and must himself be supported during incarceration while the family continues in need of assistance. The use of the threat of imprisonment with stays of execution freely entered based upon reasonable conditions including purge of the contempt has proven to be the most productive for these cases.

The socioeconomic characteristics of these defaults on support orders by public assistance recipients are generally as might be expected, being in the lower income group with a lack of permanent employment. In a considerable number of cases there may be a second family to support and thus there is some difficulty in meeting the obligations to the persons whose support the court has required. However, there would appear to be a significant number of instances where support in accordance with the court's decree is economically feasible but where a history of strife and bitterness induces the husband to default on his obligation.

HEARING EXAMINER-TYPE BOARD OF APPEALS

Senator BAYH. What are the pros and cons of setting up a hearing examiner type of board of appeals?

Judge GREENE. The court decided to set up a hearing examiner system for landlord-tenant cases, provided the necessary funding becomes available, in order to rectify serious problems that now exist in the handling of landlord-tenant cases in the court. These cases number well over 100,000 annually. In most instances attorneys are not involved on the defense side although landlords are generally represented by counsel. On the other hand, occasionally, particularly in cases which may be characterized as rent strike cases, Neighborhood Legal Services' attorneys actively represent the tenants involved. In many instances the primary issue is whether the premises involved fall below the standards set by the housing code, and if so, whether the fault for these conditions lies with the landlord or the tenant. Experience has shown that much of the time the result may depend not so much on the intrinsic merits of the case for one side or the other but

on the availability of counsel to the plaintiff or the defendant. The court at the present time has no way of verifying whether substandard conditions are caused by faulty or inadequate maintenance by the landlord or by vandalism by the tenants or his friends or children.

The hearing examiner concept was proposed in an effort to inject a measure of expertise and experience into this process. The two hearing examiners would be expected to become quickly acquainted with conditions in most of the major housing developments in the District. Additionally, inspectors who would be available to these examiners would conduct on-the-spot surveys, again with a view to determining the true responsibility for inadequate conditions. It is anticipated that by this means fairer results would be achieved in the bulk of the cases, and those results would depend less than they do now upon the availability of attorneys.

It is, of course, true that these hearing examiners would not be judges and it could be argued that to that extent the court would be providing less than the full measure of its resources to landlord-tenant disputes. However, after a thorough discussion the board of judges decided, and I am personally convinced, that this objection is far outweighed by substantive advantages which would accrue from the new system.

Senator BAYH. Thank you, Judge.

Thank you, gentlemen, I appreciate it very much your joining us here this afternoon.

Judge GREENE. Thank you.

96-548 O - 73 - pt. 1 - 48

District of Columbia Court System

STATEMENT OF ARNOLD MALECH, EXECUTIVE DIRECTOR

BUDGET REQUEST

Senator Bayh. Our next witness is Mr. Arnold Malech, executive officer of the District of Columbia court system, in support of a budget request of $1,558,400 and 71 positions to provide administration for the District of Columbia court system.

Mr. Malech, please proceed.

OPENING STATEMENT OF ARNOLD MALECH

Mr. Malech. Mr. Chairman, thank you for presenting the opportunity of appearing before the Subcommittee on the District of Columbia of the Committee on Appropriations in support of the annual estimate of appropriations requested by the District of Columbia court sysem for fiscal year 1974.

The District of Columbia court system was established pursuant to the provisions of the District of Columbia Court Reform and Criminal Procedure Act of 1970.

The total request for fiscal 1974 is $1,343,900 which is a decrease of $1,535,500, resulting from a change in the statutory formula involving reimbursement to the United States for Federal facilities and services. In spite of a decrease in excess of 50 percent in the court system's budget, there is a small increase over the adjusted base that consists of required items, namely, the annualization of positions authorized for the court system in the 1973 budget, the classified pay increase of January 1973, funding for certain positions which had been authorized as temporary and reallocations of court reporter positions for which a career development plan was implemented in order to recruit and retain the best qualified reporters available in the Nation. In addition to the required items, the court system is requesting three additional positions of court reporter, two of whom are designed to perform actual court reporting functions no longer being performed by the supervisory court reporter and the deputy chief; the third position is required to record proceedings conducted by the auditor-master of the superior court and of other special committees and commissions of the District of Columbia Court of Appeals, such as the Committee on Admissions and the Committee on Unauthorized Practices.

MANAGEMENT IMPROVEMENTS

Senator Bayh. Thank you. What management improvements have been made in the court system in the last year?

What improvement efforts are scheduled for fiscal year 1974?

Mr. MALECH. The following management improvements have been made in the court system in the last year:

1. Work continued on a comprehensive personnel and classification survey of all nonjudicial positions in the court system.

2. Career patterns were developed and implemented for several groups, such as court reporters, probation officers and clerical staff in the Social Services Division; other career patterns were developed and should be implemented for courtroom support personnel, financial operations staff and the auditor-master's office when funds are available.

3. Methods have been established to utilize personnel resources to their maximum potential. This includes the original planning for computerized periodic reports of certain personnel information to assist court management.

4. Planning started for inservice training programs for all nonjudicial court personnel in the system. Initial training programs were started.

5. Work continues on development of general personnel policies for the Joint Committee on Judical Administration in the District of Columbia.

6. (a) Rules relating to practices and procedures for court reporters were being studied and developed. The rules have been adopted and implemented. They are probably the first of their kind in the United States. (b) Deadlines for transcribing proceedings for cases on appeal have been effectively reduced by 50 percent. The court computer maintains current records of orders for transcripts placed with court reporters and a weekly status report on open transcripts.

7. Planning for the transfer of jurisdiction and personnel of the auditor-master and Commission on Mental Health to the Superior Court made the transition and physical relocation proceed smoothly. Planning and arranging for the transfer of jurisdiction and personnel of the Register of Wills and Probate Court from the U.S. District Court in August 1973 commenced in mid-year.

8. A juror badge was developed to serve a two-fold purpose, namely, to identify the jurors so that attorneys and others may refrain from discussing cases in their presence, and to present to the jurors a souvenir of their civic service to the community. At the end of the year, an in-depth study of juror utilization was undertaken. It is expected that this project will be performed utilizing in-house personnel resources and should be completed in 1973.

9. At the direction of Chief Judge Harold H. Greene of the superior court, a task force was formed to determine weak points in the system which resulted in injustices such as lost defendants and undue incarceration. The task force study resulted in recommendations which were implemented and minimized the human costs and other injustices inherent in a large, highly-complex, urban criminal justice system. The superior court is now operating more effectively and efficiently in processing defendants through the courts.

10. Through the combined efforts of concerned superior court personnel, executive office staff, the Metropolitan Police Department and other involved agencies, a task force report on moving violations was prepared for Chief Judge Greene in August. The thrust of this is to develop a method for posting collateral by mail and for the refund of posted collateral. It involves a shift of some functions from the Metro-

politan Police Department and the Corporation Counsel to the superior court. A substantial amount of additional revenue should be collected once the program is implemented and the data is placed in the memory storage bank of the court's computer.

11. During the year, in cooperation with officials from the State of Maryland and the Commonwealth of Virginia, the executive officer obtained computer discs for all Maryland and Virginia automobile registrations. These discs have facilitated the processing of traffic violation notices issued against persons with vehicles registered in these jurisdictions and have also increased revenue to the District of Columbia by identifying more readily multiple traffic offense violators (scofflaws).

FUTURE IMPROVEMENTS

The following improvement efforts are scheduled for fiscal year 1974:

1. My staff has undertaken a comprehensive review of bond and collateral required for violation of offenses within the District of Columbia. Working closely with the judges' committee on bond and collateral, my staff began to compile for a current list of offenses and the amount of bond and collateral.

2. An in-depth study of jury utilization was undertaken, and it is expected that this project will be performed using in-house personnel resources and should be completed during the fiscal year.

3. The problems of timely service of bench warrants will be studied and reviewed.

4. The operation of the small claims branch of the civil division of the superior court is scheduled for review.

Senator BAYH. What will the three new positions you are requesting be used for?

Mr. MALECH. Each of the three new positions requested in the fiscal year 1974 budget is a court reporter position. In order to provide required court reporter support to the trial courts on a timely, continuing basis, and to provide adequate reserve strength in the absence of other reporters, there is a need for three additional court reporter positions in fiscal year 1974. The primary responsibility for the administration and management of all court reporter functions is now lodged with the supervisory court reporter who is assisted by a deputy. These management officials assign reporters on a daily basis to support the needs of the court, to supervise the production of transcripts by reporters and transcription typists, to manage the multitrack sound recording system operating in seven high volume courts, to perform personnel management duties relating to court reporters and to perform daily liaison with judges and members of the bar. This new concept of centralizing administration and management functions has relieved court reporters of the responsibility for duties which had previously been performed at the expense and time of transcript production. The many responsibilities placed on the supervisory court reporter and the deputy, both of whom are qualified reporters, have removed them from active participation in recording judicial proceedings conducted by the auditor-master of the superior court and other special committees and commissions, such as the Committee on Admission.

Senator BAYH. Thank you very much. We appreciate your cooperating with us.

STATEMENT OF COMER S. COPPIE, SPECIAL ASSISTANT TO THE MAYOR-COMMISSIONER FOR BUDGET AND FINANCIAL MANAGEMENT

BUDGET REQUEST

Senator Bayh. Our next witness is Mr. Comer S. Coppie, Special Assistant to the Mayor-Commissioner for Budget and Financial Management, who will appear in support of a budget request of $10,125,000 to reimburse the U.S. Treasury for 75 percent of the expenditures of the District of Columbia offices of the U.S. Attorney and the United States Marshal for such local as opposed to Federal proceedings conducted by these offices.

Mr. Coppie, please proceed.

Mr. Coppie. Mr. Chairman, we are requesting a total of $10,125,000 for payment to the U.S. Treasury for 75 percent of the anticipated expenditures of the Office of the U.S. Attorney and the U.S. Marshal for the District of Columbia. This mandatory payment is required by section 203 of the State, Justice, Commerce, Judiciary, and Related Agencies Appropriation for fiscal year 1974.

This request is an increase of $3,448,500 over fiscal year 1973. The increase in part reflects annualization of a fiscal year 1973 supplemental for the Department of Justice. Pay raise requirements, plus additional costs in communications equipment are also part of the requested increase.

As a result of the Court Reform and Criminal Procedures Act of 1970, the U.S. Attorney and U.S. Marshal for the District of Columbia have experienced rapid expansion in workload and personnel. For example, in fiscal year 1971, only 345 felony cases were disposed of in Superior Court. In fiscal 1972, a total of 1,675 felony cases were disposed of in that Court, or about a fourfold increase over fiscal 1971. The number of attorneys almost doubled over the same period to meet the increasing workload demands. The Department of Justice see no diminution in the increase of workload for fiscal 1974.

This reimbursement is mandatory; no control over the required amount is vested in the District Government.

DETERMINATION OF 1974 REQUEST

Senator Bayh. Thank you, Mr. Coppie. In view of the fact that supplemental funding was required for this expenditure for fiscal 1972 and 1973, do you believe the 1974 budget request will be adequate to meet the actual need?

How was the 1974 request determined?

Mr. Coppie. Mr. Chairman, we believe the 1974 request for this reimbursement will be more than adequate to meet the actual need.

However, the District Government does not have a clear understanding of how the Department of Justice determined the estimated obligations on which our request is based.

LETTER ON REIMBURSEMENT AMOUNTS

I would like to provide for the record a letter received from the Department of Justice. Together with my opening statement, this letter contains all the information available to us on the amount that will be needed to reimburse the United States Treasury for services provided by the United States Attorney's Office and the United States Marshal's Office.

[The letter follows:]

U.S. DEPARTMENT OF JUSTICE,
Washington, D.C., October 24, 1972.

Mr. COMER S. COPPIE,
Special Assistant to the Mayor-Commissioner, Government of the District of Columbia, District Building, Washington, D.C.

DEAR MR. COPPIE: In response to your request dated July 5, 1972, you are advised that the total obligations for the office of the U.S. Attorney and U.S. Marshal for the District of Columbia in fiscal year 1974 are estimated to be $13,500,000.

You are also advised that a request for supplemental appropriations for fiscal year 1973 has been submitted to the Congress. The latest estimate of total obligations for fiscal year 1973 is $11,200,000.

Sincerely,

JOHN J. KAMINSKI,
Director, Office of Budget and Accounts.

RELIABILITY OF REIMBURSEMENT ESTIMATE

Senator BAYH. What arrangements have been made to improve the reliability of the estimate for this reimbursement?

Mr. COPPIE. We have had several meetings with officials of the Justice Department to discuss this matter. The department staff have been sympathetic about the difficulties we have experienced because the initial estimates of the required reimbursement have been below actual expenditures in the last several years. I understand that in developing the estimate for fiscal 1974, the Justice Department has attempted to avoid the shortages experienced over the past few years.

There is a problem in developing accurate estimates because the budgeting and accounting systems at the Justice Department are not designed to provide separate cost estimates for the offices operating in the District. We understand that the Justice Department will be conducting a thorough review of their procedures for calculating the reimbursement to be made by the city government.

Senator BAYH. Suppose the committee disagreed with the cost estimate in the budget and directed in the report that the same level of effort be provided by the Department of Justice, but that the District pay a lesser amount into the Treasury—what would be the adverse effect, if any, of such an action by the committee?

Mr. COPPIE. Mr. Chairman, that is a difficult question to answer because not all aspects and legal requirements associated with the reimbursement have been clearly defined. The only effect we can predict with a reasonable degree of accuracy is a reduction in revenues to the U.S. Treasury below the amount anticipated.

The Justice Department is required by law to prosecute certain types of cases in the District, and we would expect that these services would be provided at the required level. Since the Department's appropriation covers the full cost of operations, sufficient funding would be available to maintain the required services.

Senator BAYH. Thank you again, Mr. Coppie.

District of Columbia Bail Agency

STATEMENT OF BRUCE D. BEAUDIN, DIRECTOR

ACCOMPANIED BY WILLIAM R. CECIL, ASSISTANT DIRECTOR

BUDGET REQUEST

Senator Bayh. Now we will hear from Mr. Bruce D. Beaudin, Director of the D.C. Bail Agency, who will support a budget request of $674,800 and 59 positions for the District of Columbia Bail Agency.

Mr. Beaudin. Mr. Chairman, good afternonn. I would like to present Mr. Cecil, who is the Deputy Director, and I might say the only opening remark I would like to make, I am very much interested and pleased to hear a man who is not so much interested in iron and steel as he is in personal services, because I think that is where it is in this city now.

Senator Bayh. Thank you. Please proceed.

OPENING STATEMENT OF BRUCE D. BEAUDIN

Mr. Beaudin. Mr. Chairman, the crime problem in the District of Columbia is one that has to be shared equally by those agencies which form a part of the administration of criminal justice. Newspaper articles, editorials, statements made by responsible law enforcement officials of the District, et cetera, allude to the fact that the system for dealing with criminal justice as a fragmented one. The Bail Agency's role in this system as defined by its statute is one that encompasses a plethora of services. The Agency must submit reports to the courts and the prosecutors; it must provide defendants with a number of social services; it must assist the police with a citation program; and it must monitor the conditions of release of more than 3,000 releases. In simple terms, the Agency has all the responsibilities of a probation office.

You will note that the Agency has requested an increase of about $100,000 to fund 10 positions. The increase will be concentrated in the area of the supervision of conditions in a way consistent with the apparent demands of the community. Equally as important however, is the mandate given the Agency to assist in the development of rehabilitational programs for these same releasees.

I respectfully urge that the committee approve our requested funding for it is only in the implementaion of these kinds of programs that this Agency can hope to have a significant impact on the reduction of crime.

FAILURE TO APPEAR RATE

Senator Bayh. Last year, if I recall, you told the subcommittee—and I have a quote here—"I have confidence we will be able to appear before you next year and talk about a decrease of over 50 percent in the failure to appear."

What is the track record now?

How does that compare with the private bail bondmen's rates?

Mr. BEAUDIN. I cannot tell you. I honestly cannot tell you. There has not been any 50 percent decrease in failure to appear rate, I am sure.

Senator BAYH. What is the failure to appear rate now?

Mr. BEAUDIN. I think it is probably in the area of 7 percent, but the problem in answering your question is that it is so difficult to answer. Failure to appear can be measured by a defendant who has five appearances that he has to make over the course of his case, and on the fifth one does not make it, so it could be one out of five. It could be a 20 percent figure. It could be one defendant out of 100 who fails to appear once, and you have got a 1 percent failure to appear rate. It can be one defendant who leaves the jurisdiction and never appears at all for any hearing, in which case you have now got a fugitivity rate. It is almost an immeasurable kind of thing because we do not have any automation, Mr. Chairman, and I have to count it, and to answer your direct question, comparing it with the professional bonds rate, of course as you know, we have no control over the bondsman and what he does, and I suspect that that answer has to come from the court computer as to what the professional bondsman does with his clients and which ones are forfeited and which ones do not appear. We have no way to count that.

Senator BAYH. I do not want to be overly severe, but as you are well aware, the plan that is being followed in the District relative to bail is a new, innovative plan in which we are testing out certain philosophies that have not been tried before. There are a lot of people that are asking questions that I cannot answer and I do not think any other member of Congress can answer them. They seem to be legitimate questions.

You and those who run your agency are the only ones that can have the answer. Because of uncertainties we required, when the statute was written, that the director shall make an annual report. I recall checking with the staff—I just now received a copy of the annual report for calendar year 1971. Does it contain the statistics that you point out?

In other words, it is working or is it not working?

I would concede that you cannot apply the same rule of success or failure to the specific examples that you just referred to, but somebody in the agency ought to be able to give us the individual categories, should they not?

In other words, you should be able, should you not, to apply the same standard of success or failure in judging what the percentage of success or failure is to a publicly financed bail program as you would to a privately financed bail program?

Mr. BEAUDIN. Yes, sir, I agree.

Senator BAYH. Well, sitting here right now, I do not know what the rate of success or failure is in these various cases for a private agency. I do not know what a public agency is either, and we are being asked to spend money on it.

NEED FOR AUTOMATED INFORMATION SYSTEM

Mr. BEAUDIN. Of course, one of the problems, Mr. Chairman, is this. The bail agency, you will not see anywhere there has ever been an approval for the bail agency to have computer money. There is no grant money that has ever been given to a bail agency for computer money, although it has been requested for LEAA before, and I will say to you that as long as you have a statistical data base that is split up among the court systems, you cannot get—I mean, I can give you an answer to the questions you asked that is as good an answer as anybody in the city can come up with, and nobody can prove it is wrong.

The problem is that you will not be able to say after you have my answer that you then know as a matter of fact that the failure to appear rate of the indigent who did not use a professional bondsman is higher or lower than the failure to appear rate of the professional people, and the reason that you will not is that there are different measurements. We have no control and no way to measure except for going through the court dockets to measure who is released and what their rate of return or failure to appear is.

We have got to, as you know, we have got a statute that requires us to do an unbelievable number of things, one of which is not to research and the problem that I think I find myself faced with daily is the criticism that 3,000 people are being supervised by nine, and the reports are not being given to court, that the court every day has 65 to 100 people coming in that must have reports given to the judge on their background, and therefore the priorities would dictate that that work be done first.

Now, I agree with you that there is no sense in keeping—in pouring money down a rathole if, in fact, the programs do not work, and that there should be a measurement and an evaluation of how well they work or whether they work.

Senator BAYH. I do not know the answers, and you tell me you do not know the answers, and that concerns me even more.

Mr. BEAUDIN. Congressman Rangell whote and asked in the study—as you know, Senator Ervin is studying the Federal Bail Reform Act and its impact in the various Federal districts. There is a pretrial services bill that will be presented in your body of the Congress on setting up 10 pretrial service agencies in 10 districts. That bill has been drawn, much of it based on the experience of the bail agency, and what services it provides in the District of Columbia.

Now, I would suggest that perhaps Senator Ervin and his staff in having studied the agency may have some of the answers that you are looking for, but to tell you or to mislead you into believing that we can answer the questions you ask, I would not have any intention of doing that.

I can answer them. I can tell you about my case control and I can tell you about the cases that are processed through our office, what our rates are, but that does not tell you how that rate compares with the rate of another part of the system, which I cannot say.

Senator BAYH. Who is covering the other part of the system?

You are not in charge of the whole bail agency?

BAIL AGENCY DEPENDENT ON COURTS

Mr. BEAUDIN. Yes, sir, I am in charge of the bail agency, but the bail agency is a supportive service, as it were, and what we do is totally dependent on what the courts do with us.

I do not have the responsibility—we have the responsibility under the statute to interview everybody that is charged with a crime and present a report to the court on that person's background. Then the judge can set the conditions of release he deems appropriate.

If he sets conditttions of release that are nonfinancial, I have an obligation then under the statute to notify those people of their return dates for court, and to provide them with services or to assist them with securing other services. I have no responsibility under the statute for doing anything with the bondsmen's cases and following up those. I do not have any responsibility if a judge sets a money bond to do anything further with that case, so I do not know what happens to it. And that is 35 percent of the cases coming through the courts.

Senator BAYH. This act was passed in 1970, was it not?

Mr. BEAUDIN. Yes, sir. The present bail agency statute is part of the Court Reorganization Act.

Senator BAYH. When was it functioning?

Mr. BEAUDIN. It was created in 1967—well, 1966 at the same time as the Bail Reform Act to assist the courts—the specific purpose was to assist the courts in the District of Columbia in implementing the Federal Bail Reform Act of 1966.

Senator BAYH. When did you actually have staff?

When were you actually given money-

Mr. BEAUDIN. We had 13 people up until Febraury 1971. In February 1971 we got authorization for up to 30, 33, or 34 people. That would have been February 1971.

Senator BAYH. It is doubly frustrating when you point out that there is this other bill kicking around in our Judiciary Committee that Senator Erivn is interested in which is gong to setup a natonal program to conduct this kind of activity and nobody can really tell us how the one pilot program we have is working. Yet we are going to launch a national one.

How would you vote if you were sitting on this side of the table and were confronted with that kind of fact?

Mr. BEAUDIN. With all due respect, I do not think Iwould be asking——

COMPLIANCE WITH REPORTING REQUIREMENTS

Senator BAYH. All right, I will not ask.

But I will ask you what steps you have taken to comply with the law that says you are supposed to have a report coming in here on a fiscal year basis and for us to just be getting the 1971 calendar year report?

Are steps being taken to see that the report comes in more expeditiously?

Is that what some of this new staff is for?

Mr. BEAUDIN. Specifically, to answer that question, Mr. Chairman, yes. Many steps have been taken to stop the reason for this 1971 report being so late from happening again.

The 1972 calendar year report will be done b ythe end of June and will be in your hands, and the 1973 calendar year report will be done, I hope, by March 1974.

Senator BAYH. Why did you go from the year prescribed in the statute to the calendar year?

Is there a reason for that?

Mr. BEAUDIN. It was a totally arbitrary period and in my judgment it was kind of a silly reporting period. It does not come into fiscal year basis, and it was not a calendar year basis, but it was part of the package that caused so much controversy that it was such a little thing that I could not get anybody to change it.

Senator BAYH. Have you suggested to Congress that it be changed?

Mr. BEAUDIN. Yes, sir; I have. I suggested it during the hearings for the court reorganization bill. I suggested it when Senator Tydings was the chairman of this committee and we had worked it out at that point and there was a separate bail agency bill being considered. We worked it out, but the report—the statute was much based on the original Legal Aid Act, and that is the way it was originally set up, in the original Legal Aid Act, and I was not in on things then. At that time it was deemed to be a good time, but as I went over it, the first report which the executive committee forwarded to the Congress, I wrote in that report that I was departing from the statutory formula so that you would have a meaningful report that would give you comparative analysis based on the comparisons that other criminal justice agencies make.

If everybody else in the system talks about calendar year operation—and that is the way all the cases are numbered—it would seem meaningless to talk about a fiscal year operation because you are talking about apples and oranges.

Now, I suppose I am guilty of not complying with that law. It says I should file a fiscal year—not even a fiscal year but a calendar year report as prescribed by statute, and I will do that, I will file whatever our expenditures are and everything else and the responsibility I think it says further that my responsibilities are—my administration of the duties of the agency are to be included. I just thought that it would be a more meaningful thing for the Congress to have a full year report.

USE OF COMPUTER SERVICES OF DISTRICT GOVERNMENT

Senator BAYH. Have you approached any of the other agencies of the Federal Government—I mean of the District Government? What about your relationship with the SHARE computer system? Have you been in touch with those people?

Mr. BEAUDIN. Yes; I have. We are working with Jeff Corbett from the staff of the Office of Criminal Justice Planning and as you know they are into it precisely because Chief Wilson started to issue a report every day about people who are being rearrested for one thing or another, some on parole, some on probation, and I have been telling this staff since it was first called a different name back in 1970 when—before project TRACE started in the U.S. Attorney's Office. Those

things got started because Mrs. Jacoby, then in the Office of Crime and Analysis worked with me on how to set it up.

So, to answer your question, yes; we have been working with them, but as a stepsister and a stepchild of the criminal justice system with the least amount of voice, the least amount of pressure and the least amount of anything else, we just continue to roll along and try to do an insurmountable job, and that is where it is, I deserve your criticism.

Senator BAYH. Who are you working with to try to get into computerization?

Mr. BEAUDIN. Particularly Jeff Corbett from the Office of Crime Analysis in trying to get a piece of this money that is going up through—a piece of LEAA money that is going through the Regional Director's office.

Senator BAYH. Have you talked with any of these people in the District government that already have computers set up?

Mr. BEAUDIN. I have been working with also Jimmy Vassileck from the superior court system and the superior court computer. They have some time available. It is a matter of getting it adopted. It is a matter of adopting our records and their time with their priorities to let us in, and they cannot—I mean, I cannot argue too much with them, Mr. Chairman, that they ought to pick me up, or they ought to pick up the bail agency because their first interest is in managing the court's business, in addition to which, as you know, we have the responsibility for the Federal court system.

I mean, our agency records, if we could gear them to one place or another, it would be a heck of a lot easier, but since they have to operate both in the Federal court and in the superior court, again it is this mixed bag of a jurisdiction that makes us responsible to both of the courts, and I cannot see the expense of going for somebody to build myself up a huge computer for what we do.

On the other hand, the answers to the information we have, to draw the analysis that you want should be in somebody's computer for the whole system.

Senator BAYH. I do not think we ought to set up a whole computer but surely to goodness, in considering the number of people, pupils, patients, inmates that are handled every day in the District of Columbia, the number of people you put out on bail is not very large compared to all these other numbers.

It would seem to me we ought to be able to find somebody to share a little time to get this information. I am not suggesting that you are not acting as responsibly as any human being can act. I do not know. I give full faith and credit to your efforts, but nobody really knows whether this system will function. Nobody really knows what impact it has on an inmate as far as collective numbers are concerned.

INFORMATION PROVIDED TO POLICE DEPARTMENT

Mr. BEAUDIN. In 1969 or 1970 given the small staff we had, which was then 13, we took one position and started to fill out a thing called a WALES form which does not mean anything except that it is shorthand for the Washington Area Law Enforcement System, and Senator, for 2 years we sent that information daily on every single person

who was released on personal recognizance or on some condition to the Police Department where it was put into a computer in the Police Department so that theoretically all of the information would be somewhere on the people that were on recognizance. I would suggest, without giving you the answer because I am not sure that I know it, that you asked Chief Wilson what happened to those figures for 2 years, because that was located strictly in the police computer and we did not have the position available, but we had somebody work overtime to make sure that information got in there, and we quit doing it because we saw no result from it.

Senator BAYH. In other words, you are not filling out the Wales report now.

Mr. BEAUDIN. We are not filling it out now; no, sir. We just have not got the people to do it.

Senator BAYH. Is that another one of those examples where the law says you should but you do not have the——

Mr. BEAUDIN. No, indeed. The law does not say anything about it.

Senator BAYH. OK. I did not know what force and effect the Wales report has.

Mr. BEAUDIN. That was done out of the spirit of cooperation to try to do exactly what you are suggesting, to have things together somewhere where they could be looked at.

Senator BAYH. All right.

I have several other questions that I would like to pose.

Mr. BEAUDIN. Yes, sir.

REARREST RATE FOR PERSONS UNDER SUPERVISION

Senator BAYH. What is the rate of those who are under your supervision who are rearrested?

How does this compare with private bail bondmen's rates?

Mr. BEAUDIN. It is about 15 percent. I do not know the rearrest rate of surety releases.

NOTIFICATION UNIT

Senator BAYH. Has there been an improvement in the ability of the Notification Unit to reach defendants supervised by the bail agency?

Mr. BEAUDIN. We attempt notification by both phone and letter and are now able to check return mail for bad addresses, et cetera.

SERVICES AND RESOURCES DIVISION

Senator BAYH. What is the relationship of the bail agency's services and resources division to the social services provided by the Public Defender Service and the District of Columbia court system?

Mr. BEAUDIN. We are a referral source to other agencies already funded such as the Offender Rehabilitation Division of P.D.S., Quaker House, et cetera.

Senator BAYH. Tell me exactly what the 10 new positions and $61,400 will be used for.

Will this increased staff have an impact on the number of persons in the District of Columbia jail?

Mr. BEAUDIN. The positions and money will be used to implement the supervision of conditions of release section of the statute. It should not affect directly the number of persons in jail.

Senator BAYH. Thank you.

Mr. BEAUDIN. I should like to offer additional information for the record.

[The information follows:]

DISTRICT OF COLUMBIA BAIL AGENCY
601 INDIANA AVE., N.W.
WASHINGTON, D. C. 20004
SECOND FLOOR

May 17, 1973

M E M O R A N D U M

To: Honorable Birch Bayh
United States Senate
Chairman
Committee on Appropriations
Subcommittee on District of Columbia

From: Bruce D. Beaudin
Director

Re: District of Columbia Bail Agency Goals and Services.

Having testified before you for the first time I feel that you should have a better picture of the Agency's accomplishments than I was able to present in my testimony. The most important thing of course is to realize that the measurements of the effectiveness of the Agency - principally because it is a service Agency responsible and responsive to a rapidly changing justice system - lie in an evaluation of whether it meets the needs of the system. Indeed, if it provides reports in all cases, if it provides the notification and assistance required by the statute, it is accomplishing its goals. Perhaps the Courts we serve can provide the best evaluation of our performance.

On the other hand, no one can deny that Rearrests, Failures to Appear, and Condition Violations are tangible results of a release system that must be measured as well as jail population etc. Unfortunately, the Agency can evaluate these items only with respect to cases under its control. I would respectfully suggest that an evaluation of these things must be made by a source outside the Agency and the system. The Agency cannot make such evaluations because it is a secondary source and relies on the Courts, the Prosecutors, the Department of Corrections, etc. for the information necessary. Such information cannot be obtained accurately by us.

Since its inception in 1966 the main goal of the D.C. Bail Agency has been to assist the Courts and the entire Judicial System with the extremely difficult task of fixing appropriate pretrial release conditions of all persons charged with crimes and awaiting trials in the courts of the District of Columbia. Initially a staff

of about 9 provided roughly 13,000 reports upon which such determinations were based. Studies by Police, prestigious Judicial Council Committees, the Courts, the Department of Justice of the United States and Criminal Justice Agencies of the District of Columbia concluded however, that the Agency's duties, functions, and staff should be increased significantly. As part of his pledge against the war on crime the President of the United States announced that the Agency must at least triple its size. Thus, in the Court Reorganization Act of 1970, many new duties were demanded of the Agency. Today it has a staff of 49, a budget of $585,000, provides nearly 28,000 reports each year, supervises nearly 3,300 people on pretrial release at any one time and notifies defendants of nearly 35,000 court dates a year.

The additional duties of supervision and notification created the biggest impact on the Agency. It was geared of course to provide the initial reports but the development of procedures for monitoring pretrial release conditions, recording information accurately so that it could be readily produced for court hearings, notifying defendants of court dates, providing medical, social, employment and psychiatric counselling, etc., provided a challenge not as yet imposed in any other jurisdiction in the United States. Since the above-listed services had never before been offerred there was no way to predict accurately the resources which would be necessary.

Today, after nearly two years of working with the new laws, and after extremely close supervision by the policy setting Executive Committee the Agency can submit a realistic appraisal of the minimum resources necessary to fulfill mandatory, statutory, directives. The amount allowed is simply inadequate to permit the Agency to perform all the duties imposed by statute. While we recognize that all programs cannot be funded on an Utopian level, yet we should not be deluded into thinking that the Agency is in total compliance with its enabling statute.

There is no valid way of course to measure accurately the qualitative or quantitative effect on the community, or the Criminal Justice System of the work of the Bail Agency. When pretrial release is conditioned upon non-financial criteria such as employment, narcotic or curfew conditions, then many defendants are released who would otherwise be incarcerated during this period. Accordingly, the community is saved the expenditure that it would otherwise make to maintain them during detention. A few cost comparisons however, may serve as startling recognition of some of the results of Agency work. We have been told that it costs $13.98 a day to confine a man in D.C. Jail. That same man, free on pretrial release, is supervised by the Agency at a cost of 11 cents a day. A man free on pretrial release who receives the expert social services of the Agency does so at a cost of $3.92 a day. After conviction, it would cost $18.00 a day for the same service. We need not enumerate such factors as pretrial detention while under the presumption of innocence, the savings of Welfare because a man

works instead of sits in jail, the substantially greater likelihood of Probation if convicted or the other community cost saving factors mainly because they are too intricate to measure. Suffice it to say that the Agency can reach a man when he first enters the Criminal Justice System and work with him to begin his rehabilitation then.

On the other hand, consider the limitations. A mere staff of 10 using only telephones cannot begin to provide the courts and law enforcement officials with enough information to enforce effectively conditions of release. We need at least five men on the street and twenty in the Office to provide effective, accurate, and timely reports on all releasees, and to monitor actively and accurately the more than 12,000 conditions outstanding at any given time.

A staff of six certainly cannot even see let alone counsel 10,000 defendants a year. We need at least fifteen to begin to provide such a service. These two programs represent the ones most in need of both attention and funding. The policy makers of the Agency have committed it to seeking funds until these goals are reached.

Finally, it would be well to note that not a year goes by without some new burden being placed on the Agency. Responsive to all the courts of the District, the Agency must often provide services it has neither the manpower nor resources to provide. In so doing of course, programs are overloaded because of the necessity of continuing as a service Agency. As the prime mover in the system concerned with all persons charged with crimes the Agency cannot often carry out what it feels to be the spirit of the law. There are people, juveniles and adults, who are in prison awaiting trial solely because they are forgotten or have no one "interested" in them. There are people on pretrial release who are violating conditions yet are not reported because of the understaffing at the Agency. There are people who are convicted and sent to prison who might be released if the Agency had the resources to forward to presentence writers reports on everyone at liberty on pretrial conditions. There are people who need and can respond to assistance by a socially oriented staff if such were available. In more than one sense, the measureless value of increased human freedom is to our profit and someday perhaps these goals will be reached.

STATEMENT OF MAJ. GEN. CHARLES L. SOUTHWARD, COMMANDING GENERAL

ACCOMPANIED BY:
BRIG. GEN. CUNNINGHAM C. BRYANT, ADJUTANT GENERAL
COL. LEONARD F. BERGSTROM, QUARTERMASTER

BUDGET REQUEST AND PREPARED STATEMENT

Senator BAYH. Next we have Maj. Gen. Charles L. Southward, Commanding General of the National Guard, who will support a budget request of $278,500 and 20 positions to provide the District's support of the National Guard budget. Please proceed.

OPENING STATEMENT OF MAJ. GEN. CHARLES L. SOUTHWARD

General SOUTHWARD. Mr. Chairman, I appreciate this opportunity to testify on the District of Columbia National Guards portion of the District of Columbia fiscal year 1974 budget which totals $278,500. I have with me today, Brig. Gen. C. C. Bryant, the Adjutant General of the District of Columbia National Guard, and Col. L. F. Bergstrom, USPFO, who, in addition to his other duties acts as the District of Columbia quartermaster and fiscal officer. These officers are prepared to furnish specific details concerning the utilization of the District of Columbia funds by the District of Columbia National Guard.

The National Guard traditionally has a dual mission, first to train as a military unit to augment the active forces in time of a national emergency, and second, to support civil authorities in civil disturbances or in any other emergency situation, as required. The guardsman receives armory training, annual field training, and special schooling to make him proficient in his dual role.

While the District of Columbia National Guard continues to train for its primary mission, its secondary mission, support to District authorities, has assumed major proportions. As recently as the Presidential inauguration on January 19, and 20, 1973, the District of Columbia National Guard was committed to provide support to the District of Columbia police force in the form of traffic control and police precinct patrols with a standby reaction force to be utilized in the event of possible disturbances.

Over the past 5 years the DCNG on 24 different occasions has made available its military force in support of the Metropolitan Police Department, and in each instance the cost was borne by the Federal Government.

On all of these 24 occasions, the performance of the District Columbia guardsmen resulted in high praise from many civilian and military sources.

In the area of community relations the benefits derived either directly or indirectly from the District of Columbia Guard are numerous. The most obvious is the Federal pay and allowances for inactive duty training and annual training, as well as contracts for supplies and services, a good part of which finds its way back into the hands of the landlords and merchants in the District.

YOUTH LEADER PROGRAM

The youth leader program is firmly established with selected students from local and area high schools being provided a 10-day leadership training encampment at Aberdeen Proving Ground, Md. This is accomplished under the auspices of the District of Columbia National Guard and supported financially by local businessmen working through the Metropolitan Board of Trade. In addition to this program the National Guard also cosponsors other programs such as providing a Christmas party for the underprivileged children in the area, and a 1-week camp for girls in the armory.

Recently, there have been considerable changes in our recruiting strength picture. The revision of the draft procedures and the emphasis on the All-Volunteer Force has eliminated our once lengthy waiting lists. Our reorganization of February 1, 1972, which added one infantry battalion to our troop list has presented us with an even greater challenge in recruitment. We are currently conducting a vigorous recruiting campaign to fill the vacancies resulting from normal attrition and for those new positions created by the formation of the infantry battalion.

We endeavor continuously to improve the racial and geographic composition of the Guard to reflect more equitably a cross section of the community with special emphasis on increasing the District of Columbia resident percentage. Special effort is being placed on attracting the District of Columbia high school students. Headway has been made in these areas in the last year with an increasing number of new guardsmen coming from the District, including a few female members.

The training and technical skills these young men and women receive should benefit the individual both during and after a tour in the National Guard. In a time when education costs are constantly rising we feel the Guard offers the guardsman an excellent opportunity to enhance his knowledge and ability in a number of vocational fields at no cost to himself.

The District of Columbia National Guard also offers its members the opportunity for meaningful interrelationships with people from all walks of life which is one of the many indirect benefits for which it is impossible to place a price tag.

A more active part in community projects has been emphasized. The color guard, band and marching units take part in parades and ceremonies, and speakers are provided from our speakers bureau to local clubs, and school activities. Whenever possible, the Guard assists youth activities such as the Boy Scouts, Drum and Bugle Corps, rifle teams, and such.

Our assistance ranges from providing the use of our small bore range for rifle teams to assisting in the administration of the Cherry Blossom Drill Team match on our drill floor.

Mr. Chairman, the foregoing describes generally the National Guard support which the District of Columbia has received at no

direct cost to the District. However, there are certain areas which by law are made the responsibility of the respective States, in this case the District of Columbia. These areas include the responsibility for the protection of Federal property issued to the States—the estimated value of the present inventory of the District of Columbia Army and Air National Guard units exceeds $40 million and is constantly growing with the acquisition of additional and newer equipment—and administrative support for the District of Columbia National Guard Headquarters.

A breakdown of the District portion of the District of Columbia National Guard budget provides $229,600 for pay and allowances and a very austere $48,900 for other expenses. When this total of 278,500 is compared with the Federal portion of the District of Columbia National Guard budget of approximately $11,000,000 it is apparent that the District budget is justified for the total value of services received by the District of Columbia and its citizens.

RECRUITMENT EFFORTS

Senator BAYH. General, what special recruitment efforts are planned for the National Guard?

General SOUTHWARD. Recruiting has been our No. 1 priority for the past year as strength is our most serious problem. Schools have been established to train recruiters in all units and we have also sent representatives to the recruiter school conducted by Fort Benjamin Harrison, at Indianapolis, Ind. Though our efforts have not been as successful as we had hoped, we did have a net increase in actual strength of approximately 6 percent the past 12 months. We have made excellent progress in recruiting black members for the ARNG who now represent 38 percent of our strength compared with 30 percent a year ago. Our primary objective is to reach those young men and women who are uninformed about the National Guard. Special recruiting efforts which are being conducted and have been planned, include the following:

(a) A public "open house" for families, friends, and the general public at the D.C. Armory on Sunday, June 3, 1973.

(b) Establishing close liaison with high school counselors to make known the benefits of National Guard membership so that they could inform senior students.

(c) Formation of two-man recruiting teams from each company to conduct recruiting activities at home station while parent unit attends annual training.

(d) Establishing recruiting booths and displays at nearby shopping centers during week-end training assemblies, manned by unit recruiters.

(e) Through the command channel, making a major effort to retain personnel whose expiration of term of service is approaching.

(f) Working closely with Army separation centers to obtain names of personnel separating from the Active Army whom we contact to make known opportunities for them in the National Guard.

(g) Increasing our efforts to attract females to become members.

(h) Maintaining our efforts to attract minority groups so that our overall membership will be more representative of the community we serve.

(i) Establishment of a speakers bureau and offering speakers before civic, educational, parent-teachers and other local group meetings to explain the National Guard.

(j) Taking advantage of the public service announcement of the mass-media to tell our story.

(k) Making a major effort to attract more black members to the Air National Guard.

ADVANTAGES OF GUARD MEMBERSHIP

Senator BAYH. What are some of the advantages of membership in the Guard?

General SOUTHWARD. The advantages of membership in the National Guard are many and include:

(a) Acquiring a skill, through military schooling and training which will enable a young person to obtain a better position or advancement in the business world.

(b) Supplemental income to better support himself and family with opportunities for advancement and higher pay and benefits.

(c) An opportunity to serve the community, and participate with friends and neighbors in discharging the citizen's military obligation to his country.

(d) A method to obtain a commission through the officer candidate school system for those who are so motivated.

(e) Benefits to include exchange privileges on training days; protection up to $15,000 through servicemen's group life insurance; retirement after 20 years service, payable later in life; membership in certain discount buying services; and membership in active officers' and noncommissioned officers' clubs.

(*f*) The opportunity to obtain full-time employment in the technician program for those who can qualify.

(*g*) An opportunity to acquire and develop leadership and managerial techniques at an early age which will be beneficial in all fields of endeavor throughout his life.

(*h*) Exposure to military life for those who may be curious in pursuing the military as a career.

MEMBERSHIP RESPONSIBILITIES

Senator BAYH. What are the responsibilities of membership?

General SOUTHWARD. Membership in the National Guard requires the individual to participate satisfactorily in 48 training assemblies (normally 12 week-ends) at home armories or nearby training sites and 15 days annual training during each year of membership. For this duty he is entitled to pay and retirement points. In addition, as a member of the National Guard he is subject to State duty during emergency situations to assist local authorities in disaster and the protection of lives and property of the citizens. Under current laws the statutory obligation is for 6 years. As a member the individual is expected to do his part to insure that he remains qualified in his job and aids the unit in attaining the readiness needed to perform unit missions when required.

Senator BAYH. How does one go about contacting a recruiter?

General SOUTHWARD. Any U.S. Army recruiting officer is responsible to refer interested persons to the nearest National Guard unit. The Active Forces are experienced in recruiting techniques whereas this skill must now be taught to guardsmen since active recruiting on a large scale has not been practiced for several years. However, information may be obtained by contacting a DCNG recruiter by:

(*a*) Visiting the recruiting office at the D.C. National Guard Armory, or by calling 544–460.

(*b*) Visiting any D.C. National Guard unit at the DCNG Armory, Camp Simms, Alabama Avenue SE., or Andrew Air Force Base.

(*c*) Inquiring at any D.C. National Guard recruiting team operating in shopping centers or at the entrance of the DCNG Armory or other locations throughout the city.

Senator BAYH. Thank you, General.

SUBCOMMITTEE RECESS

Senator BAYH. We will recess now, subject to the call of the Chair.

[Whereupon, at 4:05 p.m., Wednesday, May 16, the subcommittee was recessed, to reconvene at the call of the Chair.]

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1974

WEDNESDAY, MAY 23, 1973

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

The subcommittee met at 10:40 a.m., in room 1224, Everett McKinley Dirksen Office Building, Hon. Birch Bayh [chairman] presiding.

Present: Senators Bayh and Mathias.

DISTRICT OF COLUMBIA

PUBLIC SAFETY

DEPARTMENT OF CORRECTIONS

STATEMENT OF DELBERT C. JACKSON, ACTING DIRECTOR, DEPARTMENT OF CORRECTIONS

ACCOMPANIED BY:
CHARLES M. RODGERS, ASSISTANT DIRECTOR FOR OPERATIONS
WILLIAM D. GOLIGHTLY, ASSISTANT DIRECTOR FOR ADMINISTRATION

OVERALL BUDGET REQUEST

Senator BAYH. As we continue our hearings on the District of Columbia budget requests, our next witness will be Mr. Delbert C. Jackson, Acting Director, Department of Corrections, who will testify in support of a budget request of $31,827,000 and 2,328 positions to operate the Department.

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

I would like to introduce several of the staff whom we have with us this morning: Mr. Charles Rodgers, Assistant Director for Operations and Mr. William Golightly, Assistant Director for Administration.

Mr. Chairman, the Department of Corrections is requesting $34 million to finance its operations during fiscal 1974 and $23 million in capital projects. This request is made against a backdrop of unrest and dramatic confrontations within the corrections system. I am happy to report to you that the outcome of these disturbances has taken a far different tack from similar events elsewhere in the Nation. However, the recent glare of publicity has served to bring to public atten-

tion many of the things which the Department has been saying for years in gatherings such as this, and to anyone who would listen.

The budget proposal for fiscal 1974 was hammered out on the anvil of our 1973 experiences. Adjustments to it were needed as new priorities became evident. Fulfillment of the requests we are making will go a long way toward meeting the needs that have manifested themselves both recently and for some considerable time in the past. As with most agency budgets, change and improvement shows itself most readily in terms of personnel. For 1974, the Department is seeking 470 added positions as well as permanency for 161 positions that Congress declared temporary in 1973.

Under the proposal as presented, attention is given to the following needs:

1. *Security will be tightened.*—Besides specialized security equipment, we are asking for 235 correctional officer positions. These will go primarily to the Lorton complex but provision is also made for the Women's Detention Center and Youth Center No. 1.

2. *Basic care needs will be met more adequately.*—The budget recommendation contains significant advances in personnel, equipment, and contractual services for our medical care program, the food service operation, and the recreation system.

3. *The Administrative Side of the Department Will Be Strengthened.*—In the press of new programs and security imperatives over the past five years, corresponding attention has not been paid to administration. We are beginning to suffer for this now and, in response, 66 new positions are sought to augment our administrative processes and to purchase badly needed new equipment. Funds are also requested for a substantial management development program.

4. *Operations and Institutional Management Capacities Will Be Improved.*—Functions to be strengthened here include the activities of the Warrant Squad and the expansion of our institutional records offices to meet a crushing workload.

5. *Program Services Will Be Increased.*—A total of 118 posts are requested in this category as well as the authorization of two new halfway houses. Institutional emphasis in this regard is weighted in favor of improvements in the educational system, more in-depth evaluation of incoming clientele and more individualized attention to inmate needs throughout the length of their confinement.

6. *Provision Is Made for Basic Financing.*—This incorporates annualization of temporary positions, increased costs of goods and services, and funds to fulfill union agreements.

7. *Replacement of the D.C. Jail Is Requested.*—Contained in the 1974 Capital funding is the bulk of the resources needed to bring the new Detention Center into being. This continues the project already begun and assumes additional capital funding as part of a 1973 Supplement.

The mission of the department continues to be primarily rehabilitative in nature. While program expansion still forms a substantial portion of our budget request, it has been deemed essential that, at this juncture, attention be given to some of the other basic needs of the department. With the capital projects planned or already in progress, the outlines of new programs on the drawing boards, and the improvements being made in our management processes, the Department and the District of Columbia can look forward to the future of its Correctional System with confidence.

The Department appreciates this opportunity to present its views.

NEW ERA FOR DEPARTMENT

Senator BAYH. Let me proceed with the questions, or do you have any other comments you would care to make?

Mr. JACKSON. I would like to say that I think Corrections is moving into a new era because for so many years—as a matter of fact, I would say aproximately 400 years—we have been at the bottom of the totem

pole in terms of being recognized as an integral part of the criminal justice system.

Now, as of late, we are coming into our own in terms of being recognized as an entity that has to be dealt with, because those people that come into our system, whether we like it or not, are going to come back into society. And it's our responsibility not to permit those people to come back as they went in. We cannot.

And that is why we are here today asking for an increase of approximately $5 million in our appropriation.

Thank you, sir.

Senator BAYH. I personally think it is a healthy sign to see the Department of Corrections attain a more significant position in the whole criminal justice area.

My questions to you this morning and the questions I will pose later regarding capital improvements as well as those questions regarding the Detention Center, have been and will be the result of my recognition of the importance of a good, modern, constructive correctional system indispensably intertwined with the other aspects of our criminal justice system.

I hope that you will not interpret the concern that I express as less than full and complete understanding of the importance of the role that you play; or that role of those who are here for Human Resources, who deal with these problems at the juvenile level. My concern is that just spending more money doesn't guarantee we are doing a better job; just building a new, shiny sterilized institution, if we follow the same old practices that have failed, is going to lead to the same record of failure.

Therefore, in addition to investing new resources, whether it is $5 billion in operating funds or several tens of million dollars in building new facilities, we must also examine the sensitivity of the programing to meet the problems of those individuals who have violated our laws, and whom we are forced to incarcerate. We must find a better way to punish or correct them as the case may be.

Now, I just wanted to lay that foundation because I have no desire to just lash out and be critical with you, sir, or any of the people that work——

Mr. JACKSON. Well, Mr. Chairman, I couldn't agree with you more, but I think if we review the philosophy of our past Director, Mr. Kenneth L. Hardy, all of his intentions, concepts and precepts were geared in the direction you have just indicated.

Senator BAYH. That's what I intend to do. I just wanted to lay that foundation in the event some of the questions might have a critical or at least concerned, I think is a better way to describe it, tone to them.

Referring to your statement, which we have just heard, Mr. Jackson, do you subscribe to that totally and completely? We want to make sure that that represents your position as well as former Director Hardy—or do we have two different opinions here?

Mr. JACKSON. We do not have two different opinions. I support Mr. Hardy; I have supported him for approximately 12 years. I intend to continue, whoever the Director of the Department of Corrections may be, what Mr. Hardy intended to accomplish.

As you know and as I know, Mr. Hardy had a great deal of difficulty in accomplishing these goals; sometimes because of monetary re-

straints, or because of other reasons which I don't care to go into. But Mr. Hardy's goals and concepts and mine are identical. The implementation may be different.

POPULATION FOR NEW DETENTION CENTER

Senator BAYH. We have addressed ourselves earlier to the need to construct a new detention center.

Mr. JACKSON. Yes, sir.

Senator BAYH. And for various reasons, some of which I happen to believe are related to congressional concern that has been expressed, the original plan to build a 1,500-man detention center has been changed to a 1,000-man detention center with the possibility of expanding to 1,500 when and if the need occurs in the future. The fact is that we've had a decrease in population in the present jail—is it not?

Mr. JACKSON. That is correct.

Senator BAYH. Now, could you tell us what the population history has been at Lorton, and what it is now, and where you anticipate it may go? We are talking about the need for 2,000 additional spaces at Lorton. I will deal with the actual physical structure when we talk about the capital improvements budget, but I would just like to establish a foundation.

Mr. JACKSON. Mr. Chairman, as I indicated to you in our previous hearing, I have a great deal of difficulty in dealing with population projections. A great deal of difficulty, because there are so many variables that enter into them, so many components, all the components of the criminal justice system—that Corrections has absolutely no control over.

Let's put it that I am fearful that if the District of Columbia Government builds capacity for 1,000 and leaves it there, one day I am going to be confronted with a situation that I was confronted with as Superintendent of the Correctional Complex at Lorton between March and the summer of last year.

I don't want that to happen to anybody.

Now, perhaps I'm looking at it from a——

Senator BAYH. Let me just suggest that I hope that we don't suggest that the difference between 1,000 and 1,500 as far as the detention center, is going to keep from happening what happened last summer out at Lorton, because there are a lot of factors, as I understand it, involved in that.

I certainly share your concern that that not happen, but I hope we don't fall back on the argument of keeping that from happening every time.

Mr. JACKSON. I have absolutely no intention of falling back on that, but I am talking from experience—this is the voice of experience, because I went through it. And I would not recommend it again for anyone.

Senator BAYH. Having not gone through it, but having witnessed it with great interest in the news media—

Mr. JACKSON. I had my share of it, too, sir.

Senator BAYH. I'm sure that none of us can fully appreciate it, having not gone through it, but, you know, you can let that particular argument suggest you ought to double the size of your budget.

Mr. JACKSON. No, no, no. I agree with you wholeheartedy. I think that what we want to address ourselves to is dealing with the budget realistically, and when I said that——

Senator BAYH. The thing I'm concerned about is quality, and I'm sure you are too, as well as quantity.

Mr. JACKSON. Most certainly.

Senator BAYH. Maybe if we spend money more effectively dealing with a limited number of inmates, this would be better than building a structure to hold twice as many inmates as we now have.

Mr. JACKSON. I'd love to be very selective in picking inmates, sir.

INMATE POPULATION AT LORTON COMPLEX

Senator BAYH. We really don't want to get into construction this morning.

What has been the population of Lorton over the last couple of years? What is it now, and what do you think it will be during the next fiscal year?

Let's just deal with that since we are talking about the operational budget.

Mr. JACKSON. Mr. Golightly will address himself to that.

Mr. GOLIGHTLY. Mr. Chairman, on this chart is indicated the population for 1971, 1972, and 1973. The red line you see on the chart is the projection of the population.

It shows that in January of 1971, the population for sentenced, incarcerated persons was approximately 3,500. The sentenced, incarcerated population is actually composed of three elements. First of all, you have got the population of Adult Services, all of which is at Lorton. Second, you have the population of Youth Services, with two youth institutions at Lorton. The third component is the halfway houses. The halfway houses themselves contain roughly 500 people.

If we deducted that (halfway house population) from the figure of 3,500 here, we would have the actual population of all of the Lorton institutions. So, total sentenced, incarcerated population at that point was 3,500.

Pursuant to that, roughly beginning in the period around January 1972, we experienced a substantial increase to the point where it peaked right about last summer, when we experienced the majority of our difficulty. It peaked at about 4,500.

The population projections then, which have been calculated in conjunction with population experts from the District of Columbia, indicate the slide now taking place, which has already taken place at this point in time. And right now, indicated for January 1973 it is back down to the base of about 3,500.

Then the population is projected to drop through January of 1974, at which time, we are looking at a figure of about 2,500, until we hit a leveling-out point, and our population is projected to stabilize somewhere in the vicinity of 1975 to 1976 for sentenced, incarcerated people at approximately 2,300 or 2,400.

Senator BAYH. Could you put your finger on the chart there at July 1 of this year, please?

Mr. GOLIGHTLY. July 1 of this year, yes, sir. That's right here.

Senator BAYH. That's last year.

Mr. GOLIGHTLY. Oh, you're talking about this current calendar year, right here.

Senator BAYH. And what number is that?

Mr. GOLIGHTLY. That would indicate 3,500.

Senator BAYH. 3,500 as of July 1. What will it be in July 1 of next year?

Mr. GOLIGHTLY. July 1 of 197——

Senator BAYH. The end of this coming fiscal year.

Mr. GOLIGHTLY. The fiscal year of 1974?

Senator BAYH. In other words, I wanted to get some projection of the fluctuation in the budget we are talking about.

Mr. GOLIGHTLY. Right.

In terms of the fiscal year July 1, 1973, to July 1, 1974, the population as of July 1, 1974, is projected to be approximately 3,000 people.

Senator BAYH. All right, now.

Could you give me a breakdown? What was the terminology you used?

Mr. GOLIGHTLY. Sentenced, incarcerated.

Senator BAYH. Sentenced, incarcerated. All right, now.

Does that figure include women as well?

Mr. GOLIGHTLY. Yes, sir. It does count woman.

Senator BAYH. I would like to have a breakdown; the three areas were the Lorton facility itself, Youth Services, halfway house. Are there women at Lorton?

Mr. GOLIGHTLY. No, sir, not at the present time.

Senator BAYH. Just men. Then you have another——

Mr. GOLIGHTLY. The Women's Detention Center, of course, houses our detainees. Most of the long-term sentences, however, are in Federal institutions.

BREAKDOWN OF INMATE POPULATION FIGURES

Mr. JACKSON. Mr. Chairman, I can give you the count in each of those institutions as of yesterday.

Senator BAYH. Would you please?

Mr. JACKSON. Yes, indeed. At the District of Columbia jail, the count was 685; Women's Detention Center, 70; at the Correctional Complex, 1,068.

At Minimum Security, 275; Maximum Security, 311; Youth Center No. 1, 343——

Senator BAYH. Excuse me. Minimum Security was again what?

Mr. JACKSON. 275.

Senator BAYH. And maximum?

Mr. JACKSON. 311.

Youth Center No. 1, 343; Youth Center No. 2, 214; which is a subtotal for all institutions, as of yesterday, of 3,242 minus 276, because that's counting the District of Columbia prisoners that are under the Federal prison system.

Senator BAYH. Now, looking at the decrease in population from an operational standpoint again, please, Mr. Jackson, has this decrease in numbers had any effect on your budget?

Mr. JACKSON. I would say minimal, if any, because it has long been my contention, Mr. Chairman, that the Department of Corrections has been perenially underbudgeted. I am saying that—and I can think of

a classic example: If we opened a new institution tomorrow and we had to appoint a new superintendent, I would have a great deal of difficulty finding, in midlevel management, a person to assume that responsibility. And I say that in all sincerity.

We have had occasion to have to reach all the way down into the ranks of a shift captain to find an associate superintendent. That is a situation that we cannot tolerate. We cannot allow to continue.

Among other things, we've got to train people. That's what I think we're talking about, I hope, when you say adequate utilization of resources. And it's going to take money to do it.

The Department of Corrections has stated and restated its needs time and time again over a period of the last several years. We do not have sufficient personnel—correctional, program, or administrative. Our institutions are in a state of poor maintenance due to the lack of sufficient funds to hire people and to buy materials to keep up with the work. As a result, years of deferred maintenance have built up. We need funds for the expansion of programs and to maintain a proper correctional officer balance in institutions which, because of their size and physical arrangement, are extremely difficult to control. Such basic support requirements as food and medical services have been underfunded for a number of years.

All of these problems are addressed in the 1974 Budget which you have before you. We have lacked these necessities for a long time, even when our population was below the peak it reached last summer. It is for this reason that I indicated to you that the population decline would have a minimal effect on our budget request. That which is contained in it is really a statement of what we had needed all along.

Senator MATHIAS. Mr. Chairman, may I inquire at that point what assistance you get from the Department of Justice in this whole problem of recruiting and training personnel?

Mr. JACKSON. None, sir. Unless you mean LEAA.

Senator MATHIAS. Has any application been made to LEAA for assistance in this area?

Mr. JACKSON. We have training grants, sir.

Senator MATHIAS. You have a training grant?

Mr. JACKSON. Yes, for midlevel management, training, and it is very, very much required, very much necessary.

Senator MATHIAS. What's the amount of that grant?

Mr. JACKSON. $207,000.

Senator MATHIAS. And how do you use it?

Mr. JACKSON. We have not used it at all yet. What we plan to do is train our midlevel management to be more effective managers in the future, a problem that we have not been able to cope with in the past.

Senator MATHIAS. Will this be in-house training, or will you send them away?

Mr. JACKSON. It will be a combination of the two. We have a training academy located at Lorton that will be utilized in part. We will also utilize the city school system, and the college system.

Senator MATHIAS. But those will be the two areas. There are no federally sponsored programs in other areas that you could utilize?

Mr. JACKSON. Oh, yes. We have grants for several programs that we're utilizing. For example, we have a—you're talking about personnel?

Senator MATHIAS. Right.

Mr. JACKSON. Because we have one or the prison, a college program, which you may be aware of.

Senator MATHIAS. I'm talking about your custodial personnel.

TRAINING ACADEMY AT LORTON

Mr. JACKSON. Well, the bulk of our custodial training is done at the training academy located at Lorton, and on-the-job training after the man comes from the training academy into the institution where he's going to be working. That's done there, and that's 80 hours in the training academy plus 80 hours training onsite.

Mr. GOLIGHTLY. Senator, a great deal of our management training program, however, will make use of outside contacts. For example, utilization of other prison systems for onsite inspections and exchange of personnel. We will be using some of the Federal courses and seminars which are offered by such institutions as the Department of Agriculture, et cetera.

So it's quite a varied type of program designed to give our people a wide spectrum and a wide perspective on the management system.

Senator BAYH. How long have you had that grant capability?

Mr. GOLIGHTLY. We just received it, sir.

Senator BAYH. You just received it?

Mr. GOLIGHTLY. Yes, sir.

Senator BAYH. While we're discussing that area and the Senator is following that line of questioning, let me just deal with another grant area, namely the psychiatric treatment unit.

The way I understand it, and if I'm wrong, correct me, the Department got a 3-year LEAA grant that expires this November. Is that accurate?

Mr. JACKSON. We have had the grant since June of 1971, and it is now being implemented. It is for residents, as opposed to staff, sir.

Mr. GOLIGHTLY. It expires December 31.

Senator BAYH. I think we all agree that training, particularly the sophisticated kind of training that gives people the opportunity to really come to grips with the problems of inmates and noninmates, that nevertheless are wards of the court and of the system, that is extremely important.

Why is it, if you agree that that is important, that you go for over 2 years and not have the program implemented?

Mr. JACKSON. That program, Mr. Senator, is not for staff. It is solely for members of the resident population.

Senator BAYH. There are no members of the resident population that need that kind of treatment?

Mr. JACKSON. Oh, yes indeed, sir.

Senator BAYH. Then why hasn't it been implemented?

Mr. JACKSON. There have been several contractual difficulties, some problems within the Department of Corrections, some within the contracting agency.

Senator BAYH. Over 2 years of contracting difficulties?

Mr. JACKSON. I'm afraid so, sir.

Senator BAYH. Well, how in the world are you going to be able to go back to the funding agency?

Mr. JACKSON. The original contract was with the Psychiatric Institute Foundation.

Senator BAYH. It was what?

Mr. JACKSON. It was the Psychiatric Institute Foundation, and they had some difficulty, and as I understand it from a second-hand report, of coming up with a psychiatrist onsite. Then, additionally, they requested some renovations that we had not considered, and through budgetary considerations could not accommodate at that time. There were also delays in selecting the contractor, and problems in negotiating the contract after that.

Senator BAYH. What is this program designed to do?

Mr. JACKSON. It is designed to deal with those members of the inmate population who require psychiatric treatment.

Senator BAYH. Is the purpose as described in the justification, a reasonable description of it? I see that this is a "residential treatment center with an inpatient and outpatient component designed to identify and provide seriously disturbed individuals, estimated at 10 to 15 percent of the total population, with special help."

Mr. JACKSON. Special psychiatric help.

Senator BAYH. Special psychiatric help, and all of that is rather important.

Mr. JACKSON. That's very important.

Senator BAYH. Well, tell me again the reason why you can go for more than 2 years and not have this program implemented. I can see where you might get a bad start, but if we're really doing the kind of job in an area that is as important as that should be, we shouldn't have $225,000 sitting around not being used.

At the same time, you come and ask for an increase of $5 million. I'd like to have a better understanding of this situation, please.

INFORMATION ON PSYCHIATRIC TREATMENT GRANT

Mr. JACKSON. Well, that information, Mr. Chairman, if I may, I'd like to insert that for the record.

Senator BAYH. All right.

I'd like very much to have it.

[The information follows:]

Psychiatric Treatment Unit

Discretionary Grant #71-DF-802

June 4, 1973

A proposal for a Psychiatric Treatment Unit for the Adult Correctional Facility was submitted to LEAA in the fall of 1970. The purpose of the grant was to establish a residential treatment unit with in-patient and out-patient components so that appropriate treatment can be provided seriously, mentally disturbed inmates.

LEAA awarded the Department this grant June 22, 1971 in the amount of $222,751. The first program year was to run from June 15, 1971 to June 14, 1972. Due to the difficulty in finding a qualified contractor to deliver the psychiatric services, the lengthy negotiating period with the contractor, and the contractor's difficulty in filling the position of chief psychiatrist for the project, four time extensions were requested and received from LEAA. The most recent Grant Adjustment Notice is dated March 13, 1973 and extends the grant through December 31, 1973. The Department is required to obligate all funds for this project by December 31, 1973, and spend all funds by March 31, 1974.

A Miscellaneous Encumbrance Record (MER) was established for the project December 6, 1972 which obligated $55,687.75 of the total award. The contractor, The Psychiatric Institute, has submitted bills against this amount, but before payment is made the Department wishes to verify that the services billed for have been received.

The project has had three Project Directors in its two year history. Dr. John Opal, Chief Medical Officer, was the first Project Director for the period of July 1, 1971 to March 31, 1972. However, when Dr. Opal was taken ill, Calvin C. Scott, Office of Program Development, took over as Project Director until June 30, 1972. When Mr. Scott was transferred to the Director's office his responsibilities were such that he could no longer serve as the Project Director, and Mr. Jesse Jones, Chief of Program Coordination, became the new Project Director.

A contract between the Department and the Psychiatric Institute was signed December 18, 1972. On page 10 of the contract, it states that "D.C.D.C. will provide the facilities - space for office and group services, and a residential dorm for in-patient psychiatric care" needed for this program. In the grant application to LEAA, $16,000 was budgeted for renovation and construction to be paid from the local share. The federal share for construction as shown in the grant application was $2,000. This allowed for a total of $18,000 to be spent on renovation and construction. However, the Capital

Improvement Program (CIP) recommended to the D.C. Office of Budget and Financial Management that construction funds be deleted from this grant.

As the Department considered construction and renovation needs, several problems emerged which were discussed at a meeting March 27, 1973 in the Superintendent's Office at the Central Complex at Lorton. Attending the meeting were: Mr. Larry Swain, Acting Superintendent of Adult Services; Mr. James Morgan, Security Coordinator, Office of Program Coordination; Mr. Leroy Benns, Engineer; Capt. James Swobda, Assistant Administrator for Operations; Dr. John Opal, Chief Medical Officer; Dr. Robert E. Lee, Health Director; Mr. Howard Calkins, Project Coordinator; Mr. Jesse Jones, Project Director and Chief of Program Coordination; Mr. Charles Rodgers, Assistant Director for Operations; Mr. John Johnson, Associate Superintendent for Programs; Mr. William Carr, Chief, Psychological Services; Dr. Olivia Aiken, Social Services Coordinator; and Ms. Pat Bledsoe, Project Advisor from the Planning and Program Analysis Office.

The problems raised were:

1. According to operations officials, space renovations required for the program would exceed $18,000 allowed for this in the budget.

2. Furthermore, Mr. Rodgers said the Department did not have the $16,000 to spend on renovations from the FY-1973 Capital Budget.

3. Mr. Rodgers also said that building a high security facility (the in-patient unit) within a medium security area would be a security problem.

After having heard of the project's possible termination, Mr. Jack Durell, President of the Psychiatric Institute of Lorton, Inc. said in a letter to Mr. Delbert Jackson, Acting Director of the Department of Corrections, dated April 3, 1973: "...it may well cost more to cancel the contract at this point than to continue it on a reduced basis for the remainder of the fiscal year. We have been advised by our attorneys that the District will be liable for expenses incurred to date and for other expenses related to our performance under the contract. For example, we have entered into a binding contract with a psychiatrist to serve as Director of the proposed unit. That contract includes a 60 day notice requirement for cancellation."

In response to Mr. Durell's letter, Mr. Jackson in a letter dated April 26, 1973 said: "We have no intention of cancelling the contract and I hope that shortly we will be able to resolve the difficulties and get on with the job."

In response to a memorandum from Tedson J. Meyers, D.C. City Council, dated March 29, 1973, concerning the status of the Psychiatrict Treatment Unit, Mr. Jackson said in a memorandum dated April 26, 1973: "...regarding the provision of facilities... we do not at the present time have the money. If it finally turns out that these funds are essential, then in all probability they can be made available in the beginning of FY '74."

The current status of program implementation follows:

1. Dr. Opal, Chief Medical Officer, is making office space available at the hospital (a 6-bed ward, room no. 28) for the Psychiatric Institute Staff. This arrangement is for the summer months only for he anticipates he will need the ward for inmates in the fall.

2. Dr. George Krinzek, M.D. was hired as the Chief Psychiatrist for the program in April 1973. He is currently being paid out of the Psychiatric Institute payroll. The contract shows this position should be paid from the federal grant funds.

3. Ms. Eleanor Heath R.N. has been with the Psychiatric Institute of Lorton for a year. She also is being paid by the Psychiatric staff.

4. The Engineering Branch has received a work order to place partitions in Room 28 at the hospital to create offices for the Psychiatric Institute staff.

Two things remain to be done before the project can get underway:

1. Staff office space must be provided by fall to replace that now occupied in Room 28.

2, Space and funding must be provided for the construction of an in-patient unit.

POTENTIAL VALUE OF PSYCHIATRIC PROGRAM

Senator BAYH. Again, I'm not being critical of the program. It's this kind of program that is tailor made to zero in on specific problems, and get away from the notion of herding a thousand people in the same pen and suggesting they all have the same problem.

To get on top of the problem with inmate disturbances and this kind of thing, we are going to have to do a more effective job of creating individualized programs, and I'm a little bit disturbed that that money hasn't been utilized.

Mr. JACKSON. Well, I am equally disturbed, Mr. Chairman. We have applied for an extension, and these moneys will be effectively utilized. I can assure you of that.

Senator BAYH. I'm sure you speak with all sincerity. I will rest a little easier when I find out why they haven't been effectively utilized for over 2 years.

Is that a reasonable question to ask?

Mr. JACKSON. I think that's an excellent question to ask, and I intend to respond to it, sir.

Senator BAYH. I hope you're asking this question of some of the people that are under you, those that are charged with the responsibility for running that program.

Mr. JACKSON. I most certainly shall, sir.

Senator BAYH. What percentage of the manpower budget goes for training and educational programs, and what percentage goes for security provisions?

Mr. JACKSON. We have a pie chart on total breakdown of expenditures.

Senator BAYH. I have the 1972 figures here if that might be helpful. It shows that 71.68 percent was allocated for security, and 3.91 percent to educational and training programs.

Now, is that going to be about the same percentages in this budget?

Mr. JACKSON. I think that you're going to—as a matter of fact, I know you're going to have a change, due to requested additions.

Senator BAYH. I'm talking about manpower allocation.

Mr. JACKSON. In manpower allocation, as you probably already know, we're asking for additional correctional officers.

Senator BAYH. Does that increase the percentage on security?

Mr. JACKSON. That increases the percentage budget for security, yes, necessarily so.

Senator BAYH. I don't want to get involved in philosophical flights that don't have some meaning.

Mr. JACKSON. But we also have additional staff required. I think an example might be administration. The allocation for administration positions has increased only 19 percent, while other areas have grown 89 percent over the past 5 years.

Senator BAYH. When you're talking about 89 percent, what area are you talking about?

Mr. JACKSON. There are also funds in this budget, as you're aware of, for education, recreation, medical; every area, every spectrum of the correctional system is covered in terms of what we feel our requirements are.

What I am saying is that administration has to catch up if we are going to be able to deal effectively with operating the institutions.

Senator BAYH. I am familiar with the increase in personnel that is requested, and we are studying that very carefully. I want to get your opinion of the reasons behind that request.

I would like to have a breakdown, please, in the increased personnel, of what percentage is going for administration, what percentage is going for security, what percentage is going for education and rehabilitation.

If it would be helpful, you can supply that for the record.

Mr. JACKSON. That's what I intend to do, sir.

Senator BAYH. OK.

After you get through answering that, I'd like to know where this leaves us as far as the percentage breakdown. We have last year's breakdown, which I just read to you from this chart. I would like to see what the percentages are this year.

Mr. JACKSON. We have a pie chart available on total costs, but not the way you're asking for it.

Senator BAYH. Well, rather than get a pie chart that really doesn't break it down to the degree I would see it, I would like to have a detailed numerical breakdown like this [indicating], the chart that we have for fiscal 1972, and titled "Institutional Manpower Cost Allocation Projection for Fiscal Year 1972, Amounts and Percentages."

On this chart, you break it down: security, education, training, evaluation, recreation, general education, medical care, social rehabilitation, et cetera, et cetera, et cetera.

Mr. JACKSON. That will be submitted to you.

Senator BAYH. All right, please. Thank you.

[The information follows:]

BREAKDOWN OF EXPENDITURES BY FUNCTION
OPERATING
Department of Corrections

The totals shown for the two fiscal years are comprised of the following:

CATEGORY	FY-1973	FY-1974
D. C. Funds	$26,836.7	$26,877.0
Revenue Sharing	-	4,950.0
Reimbursements	2,139.0	1,484.0
Grants	1,491.1	642.1
TOTAL EXPENDITURES:	$30,466.8	$33,953.1

Budget Expenditures By Selected Categories

Assumptions used in the prepartion of the attached table included the following:

- The distribution of personnel by category was in agreement with the staffing complement as determined by the Assistant Director for Administration. As such, the distribution (72 percent of the total in 1973, and 75 percent of the total in 1974) was made by actual numbers of employees assigned to a unit.

- The average salary used was $11,303 for 1973, and $10,582 in 1974. The latter figure was lower in 1974 due to base cuts sustained along with partial year funding of new positions.

- Operating cost distributions were made as a percentage of the pre-determined total. Those percentages are shown below:

CATEGORY	FY-1973	FY-1974
. Administration, Staff, Clerical	2%	2%
. General Support	70%	63%
. Correctional Officers	3%	5%
. Rehabilitation/Program	25%	30%

The increase in total expenditures supports the Department's philosophy of continuing to emphasize the rehabilitation and program content. To wit, the greatest increase, 27 percent, is in the program area. The second greatest increase, 18 percent, is in the security function, and the administrative category shows an increase of 15 percent.

In addition, a distribution of expenditures was requested similar to an Institutional Manpower Cost Allocation Projection prepared for fiscal year 1972. That information is shown in the same manner as was done in 1972 with the following changes:

- The title "General Care" has been changed to "Food Service".

- The title "Medical Service" has been changed to "Health".

The figures shown represent the cost of all positions fully funded for the fiscal year; this information is therefore in conformance with the supporting document to the fiscal plan entitled "Summary of Positions". It should also be noted that the figures shown are personnel costs only.

EXPENDITURES BY GENERAL CATEGORIES

FISCAL YEARS 1973 and 1974

CATEGORY	NUMBER OF PERSONNEL		PERSONNEL COSTS		OPERATING COSTS		TOTAL COSTS		DISTRIBUTION		INCREASE (DECREASE) AS A PERCENT OF TOTAL COSTS
	1973	1974	1973	1974	1973	1974	1973	1974	1973	1974	
Administration, Staff, Clerical	280	343	$3,164.8	$3,663.9	$159.0	$168.9	$3,323.8	$3,832.8	11.5	11.5	15.3
General Support	256	321	2,893.6	3,428.9	5,566.5	5,320.5	8,460.1	8,749.4	29.2	26.3	3.4
Security (Correctional Officers)	1,044	1,289	11,800.3	13,769.1	238.6	422.3	12,038.9	14,191.4	41.5	42.6	17.9
Rehabilitative/Program	280	375	3,164.8	4,003.9	1,988.1	2,533.5	5,152.9	6,537.4	17.8	19.6	26.9
Sub-Total	1,860	2,328	$21,023.5	$24,865.8	$7,952.2	$8,445.2	$28,975.7	$33,311.0	100.0	100.0	15.0
Grant Expenditures	70	44	899.1	400.7	592.0	241.4	1,491.1	642.1	-	-	(56.9)
Department Total	1,930	2,372	$21,922.6	$25,266.5	$8,544.2	$8,686.6	$30,466.8	$33,953.1	100.0	100.0	11.4

INSTITUTIONAL MANPOWER COST ALLOCATION

Fiscal Years 1973 and 1974

AREA	ADULT SERVICES		DETENTION SERVICES		YOUTH CENTERS		TOTAL INSTITUTIONAL SERVICES	
	1973	1974	1973	1974	1973	1974	1973	1974
Security	$4,037.2	$6,120.4	$3,097.0	$3,627.4	$2,261.4	$2,567.9	$9,395.6	$12,315.7
Food Service	201.0	275.4	128.8	171.2	118.1	143.5	447.9	590.1
Education and Training	191.0	384.9	43.6	55.5	294.2	370.6	528.8	811.0
Recreation	24.3	85.5	12.5	35.3	9.7	32.1	46.5	152.9
Health	272.9	381.1	262.1	362.0	103.0	139.2	638.0	882.3
Administration	214.7	343.2	160.8	322.9	179.8	248.7	555.3	914.8
Evaluation and Treatment [1]	756.2	1,100.0	130.0	260.8	524.7	602.7	1,410.9	1,963.5
Facility Support	1,251.1	1,791.8	500.4	716.7	750.6	1,075.1	2,502.1	3,583.6
TOTAL:	$6,948.4	$10,482.3	$4,335.2	$5,551.8	$4,241.5	$5,179.8	$15,525.1	$21,213.9
	PERCENTAGES							
	1973	1974	1973	1974	1973	1974	1973	1974
Security	58.1	58.4	71.4	65.3	53.3	49.6	60.5	58.1
Food Service	2.9	2.6	3.0	3.1	2.8	2.8	2.9	2.8
Education and Training	2.7	3.7	1.0	1.0	6.9	7.1	3.4	3.8
Recreation	.3	.8	.3	.6	.2	.6	.3	.7
Health	3.9	3.6	6.0	6.5	2.4	2.7	4.1	4.2
Administration	3.2	3.3	3.7	5.8	4.2	4.9	3.6	4.3
Evaluation and Treatment [1]	10.9	10.4	3.0	4.8	12.5	11.6	9.1	9.3
Facility Support	18.0	17.2	11.6	12.9	17.7	20.7	16.1	16.8
TOTAL:	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

1. Includes Religion and Psychological Services

Senator BAYH. Let me tell you what I'm after here. I am just trying to define where we are going. When I say "we," you have the primary responsibility, but I have a share of it.

Mr. JACKSON. Of course.

Senator BAYH. We have to rely on your expertise and your concern and dedication, which I am sure is significant. But the concerns that come to my mind, in light of what we have all talked about, are new approaches, individual attention, the need, as you say, to rehabilitate and the fact that you feel you have a responsibility to see that those people that go into that institutional structure come out a little bit differently than they went in, so that they don't end up coming right back in again.

You mention in your statement, which I salute, on page 3, that the mission of the Department continues to be primarily rehabilitative in nature.

Now, that is a very salutory statement, but I am a bit concerned that the allocation of resources do not really substantiate to the degree I would like to see them substantiate that as a primary mission. If you have over 70 percent——

Mr. JACKSON. We're going to have to get the figures you request for the new year.

Senator BAYH. Let me finish, please. If you have over 70 percent allocated to security and less than 4 percent allocated to education and training programs——

Mr. JACKSON. Mr. Chairman, I'm going to have to modify that somewhat as opposed to Mr. Hardy's initial statement. Our first and primary consideration is keeping them there. We can't reform or rehabilitate them if they're not in the institution.

We must have them there if we're going to accomplish that mission, and the correctional staff has been grossly inadequate, grossly inadequate, to accommodate this purpose.

By the same token, other portions of our budget have increased. Education and training are only a portion of the rehabilitative program. There are other things to be considered such as counseling, classification and parole, psychological services, religion, and visitor services. If I had the current percentages in front of me, I would not be surprised but what expenditures for program purposes have increased proportionaly more than those for security purposes, even though the numbers for security are larger. With the rehabilitative emphasis of the Department, program expenditures have been assuming an ever-larger proportion of the budget each year. It is a fact, however, that because the number of persons involved in security is the greatest, this forms the largest percentage of the budget.

Senator BAYH. I would like for you to supply these figures for the record. We're talking about how many—you're asking for 235 more correctional officers. Is that accurate?

Mr. JACKSON. That is correct, sir.

Senator BAYH. That is the total request, 235?

Mr. JACKSON. That's 188 at the Correctional Complex, the Central Facility; 27 at Maximum Security; 10 at Youth Center No. 1; and 10 at the Women's Detention Center.

Senator BAYH. Yes, all right.

Now, of the 188, at the major Lorton complex, how many new personnel are being requested in the budget?

Mr. JACKSON. The total for Adult Services is 272, sir.

Senator BAYH. 272.

Do you have a breakdown handy there, Mr. Jackson, as to what category those individuals fit into?

Mr. JACKSON. I think Mr. Golightly has the information again, sir, and he will address himself to that.

Mr. GOLIGHTLY. Mr. Chairman, at the Adult Services level, the types of positions which are being requested, and these are in general categories: Clergy, 1; correctional officers, 215; correctional program specialists——

Senator BAYH. When you say correctional officers, are those guards?

Mr. GOLIGHTLY. As you have said, yes.

Senator BAYH. I mean, I'm trying in laymen's terms——

Mr. JACKSON. No, no. Let's redefine that, sir. We do not call them guards.

Senator BAYH. We do not call them guards. We call them correctional——

Mr. JACKSON. Officers.

Senator BAYH (continuing). Officers who are charged with maintaining security?

Mr. JACKSON. That is correct, but not in totality; it also reflects that he is a counselor in fact. In fact, the correctional officer—having been one, I know this—is the person that is really the closest to the resident.

Senator BAYH. All right.

You're asking for 215 correctional officers.

Mr. JACKSON. Yes.

CORRECTIONAL OFFICER RECRUITMENT

Senator BAYH. Can you tell me what the job specifications are, the criteria that must be met before a person could be hired as a correctional officer?

Mr. JACKSON. There is an 007 standard that is established by the X118 of the Civil Service Commission.

Senator BAYH. And what does that means?

Mr. JACKSON. I will have to furnish it to you.

Senator BAYH. What kind of educational experience does a person have to have to be a 007?

Mr. JACKSON. Education is one of several factors that is considered, but experience in certain fields may be substituted. All of this is contained in the brochure I will submit to you.

[The information follows:]

Subject: Correctional Officer Recruitment

Correctional Officer recruitment has been the major preoccupation of the Personnel Office for the last 3 years. We have seen extreme fluctuations as to the labor market for this type of position. This was a shortage category position between 1968-1971, But in the Spring of 1972 we found a "tight" labor market with other jobs being scarce. Our efforts were not to find applicants then, but to refine selection procedures to identify highly qualified candidates from the large number of applications we were receiving. Extensive newspaper advertizing was sufficient to attract applicants and over 150 were hired.

However, during the fall of 1972 this situation changed. Possibly the Jail disturbances in October and extensive media coverage was a major influence then. At that time it seemed we had tapped the pool of manpower to its limit. We found difficulty in attracting candidates and a real danger existed as to possible deterioration of quality of applicants since our range of consideration was very limited. In anticipation of this problem and faced with critical manpower needs, we undertook recruitment efforts outside the Washington metro area concurrently with revived attempts to attract local applicants.

We found considerable success with this approach. Beginning in November and December we were successful in meeting our needs with 165 new officers brough on board between November 1, 1972 and February 1, 1973 with most being employed from outside the D.C. area.

There are several conclusions which can be drawn from our recent recruitment initiatives: 1) Blacks will relocate to Washington for jobs offering a sound starting salary; 2) the percentage of white applicants for positions in our Department does not increase when candidates are sought outside Metropolitan area; 3) veterans have a high proclivity for Correctional type jobs; 4) perhaps due to the "tight" job market, college educated people are interested in correctional officers positions (this is especially true outside this area); 5) most recruits are men who are at the age when one is looking for a career position.

The new Correctional Officer in our system is generally Black, in his late 20's or early 30's, probably has military experience, at least high school education, and most likely is from the Metropolitan D.C. area. However, our recruitment effort in November and December of last year which included Southern Virginia, North Carolina and West Virginia regions did attract many applicants who were very similar to the applicants that were attracted from the D.C. area. One fact does seem to be apparent: ethnic, geographical, or educational stereotypes tend not to identify good officers as much as the observation of the personal work habits of individuals who have been functioning in the position for 8-10 months. This is due to the nature of prison work, the lack of comparable positions in the community and related job experience, and the lack of adequate measures of the psychological stamina of applicants.

Based upon a statistical analysis of the results of these recent recruitment drives we believe that the trends noticed as a result of these efforts are both valid and reliable and can serve as accurate projections as to the results of present and future recruitment drives by the Department.

RESULTS OF CORRECTIONAL OFFICER RECRUITMENT

	LOCAL (± 200)	Non-LOCAL (± 140)
RACE:	Black 73% White 27%	Black 75% White 25%
VETERANS:	56%	58%
EDUCATION:	14 yrs. + 16%	14 yrs. + 35%
AGE	25 below 17% 26-35 54% 36-above 29%	25 below 18% 26-35 54% 36 above 28%

Considering the present number of Correctional Officer vacancies within the Department, and the projected number of new vacancies that will become available in fiscal year ' 74 it is likely that the Department will once again be forced to recruit outside of the Washington area concurrent with D.C. efforts.

The Department feels that it has the ability to adequately respond to the need for recruitment of large numbers of Correctional Officers and can be successful in attracting applicants who meet our critera for identification of highly qualified applicants, namely: 1) good intelligence; 2) a social consciousness; 3) natural skills in dealing with people; 4) sensitivity to community conditions; 5) committment to undertake self-improvement activities and 6) education beyond the high school level.

ADDITIONAL INFORMATION WAS SUBMITTED AND IS BEING HELD IN COMMITTEE FILES

Senator BAYH. You can't tell me as a superintendent what it means?

Mr. JACKSON. Yes, I can tell you exactly what it means.

Senator BAYH. Tell me what it means.

Mr. JACKSON. What it means to me is that I have to have a man who can relate to members of the resident population, in terms of salvaging whatever is left, and in terms of reformation—and I dislike using the term "rehabilitation," because that means I am sending a man back to where he came from, and I can't accept that.

But we are talking about an individual who has the knowledge and the expertise in the human behavioral sciences to deal with a man that in some areas, in some norms of society, has been identified as abnormal, who has exhibited antisocial behavior.

Perhaps that is the reason for his incarceration.

This expertise is proven only by experience in a working situation at one of the institutions.

Senator BAYH. I don't think education is an absolute barometer of that capacity. But are there minimal standards? In other words, to be a——

Mr. JACKSON. Oh, yes sir.

Senator BAYH. Is that figure 007?

Mr. JACKSON. That is the series under the competitive civil service.

Senator BAYH. All right.

Do you have to be a high school graduate?

Mr. JACKSON. No, sir.

Senator MATHIAS. Will the chairman yield on that?

Senator BAYH. Yes.

Senator MATHIAS. The fellows who teach automobile mechanics at Lorton, would this be 007?

Mr. JACKSON. No, sir.

Senator MATHIAS. That is a special?

Mr. JACKSON. That is a special standard.

Senator BAYH. We are talking about correctional officers.

Mr. JACKSON. Let's make a distinction. We are moving in two areas now.

Senator BAYH. Yes, but I just want to make sure that you and I are talking about the 215 correctional officers, right?

Mr. JACKSON. Right.

Senator MATHIAS. And I was raising the question of those personnel at Lorton, who have educational duties, whether this is included in the 007 category.

Mr. JACKSON. No, sir. That is another standard. They have to be accredited instructors. They can teach in the public school systems.

Senator MATHIAS. That is a higher standard than the others.

Mr. JACKSON. It's a higher standard.

Senator MATHIAS. All right.

Senator BAYH. Now, could you go ahead? I am very anxious to get that criteria, and I hope you will be candid with us, because I understand——

Mr. JACKSON. I can have it over here in 5 minutes, sir.

Senator BAYH. I don't need it in 5 minutes. I will have a chance to study it if you get it here in the next day or two. I can't be helpful to you unless we are totally candid. You are limited by this committee as far as money is concerned.

I am limited as to what I can get out of the parent committee. It really doesn't do any of us any good if the impression is conveyed that we are hiring 215 highly skilled, sensitive, responsive people who have had a lot of experience, who can develop the rapport with the inmates necessary to give them the kind of incentive and the capacity to provide for themselves and not get back in Lorton, if what we are really hiring are people that have minimal standards who will be employed to keep inmates from getting out of Lorton. Period.

Do I make myself clear as to what——

Mr. JACKSON. No, not entirely—when you say minimal standards, I wish you would——

Senator BAYH. Minimal standards.

CLARIFICATION OF MINIMAL STANDARDS

Mr. JACKSON. I said minimal standards. I wish you would clarify that, because the criteria is very clearly delineated in the pamphlet, and I am going to insert it for the record, sir.

Senator BAYH. Well, fine.

I hope we will not only have the words of the pamphlet, but you know we need to have a candid appraisal of whether the words——

Mr. JACKSON. I can tell you very candidly right now that if we hire 215 today, all of that 215 are not going to meet that criteria, even though they may meet it quantitatively on paper.

But in terms of pursuing his responsibilities and obligations to the job, that man may not make it. That is why we have a turnover percentage of approximately 12 percent.

Senator BAYH. Well, I appreciate your candid impression of that. But——

Mr. JACKSON. Every man we hire is not going to make it, because in the probationary status, if he does not meet the standards outlined in the performance evaluation, that man will be removed during this probationary period, which is 1 year.

Senator BAYH. Yes.

I guess what I want to emphasize is the importance of getting correctional officers instead of guards.

Mr. JACKSON. One hundred percent, sir.

Senator BAYH. Could we go ahead with that breakdown? We got as far as one clergyman and 215 correctional officers.

Mr. GOLIGHTLY. Yes, sir.

Correctional program specialist, 1; correctional treatment specialist/parole, 14; educational——

Senator BAYH. Treatment specialist?

Mr. GOLIGHTLY. These are what are known as our C and P officers, classification officers within the institutions.

96-548 O - 73 - pt. 1 - 51

Senator BAYH. Fourteen?
Mr. GOLIGHTLY. Yes, sir.

PERSONNEL AUTHORIZATIONS

These are additions I am reading to you now. Education specialist, 13; food service specialist, 6; general support personnel, 2; medical personnel, 2; medical support personnel, 1; psychologists, 4; record specialists, 5; recreation specialists, 5; and secretarial-clerical, 3.

That should all add up to 272, and I might add, Mr. Chairman, that we have a total breakdown on the Department such as this which can be submitted, if you so desire.

Senator BAYH. Please provide that for the record. I appreciate it.

[The information follows:]

CATEGORICAL SUMMARY OF REVISED
DEPARTMENT OF CORRECTIONS'
PERSONNEL AUTHORIZATIONS

POSITION CATEGORY	EXT.	REQ.	TOTAL
OFFICE OF THE DIRECTOR			
Administration	4	-	4
Secretarial/Clerical	5	-	5
TOTAL -- OFFICE OF THE DIRECTOR	9	-	9
ADMINISTRATION			
OFFICE OF MANPOWER & MANAGEMENT			
Administration			
Administration	1	-	1
Secretarial/Clerical	1	-	1
Total	2	-	2
Personnel			
Administration	1	-	1
Personnel Specialists	9	4	13
Secretarial/Clerical	6	3	9
Total	16	7	23
Training Academy			
Administration	1	-	1
General Support	1	-	1
Secretarial/Clerical	1	1	2
Training Specialists	6	4	10
Total	9	5	14
Management Analysis			
Analysts	2	1	3
TOTAL -- Manpower & Management	29	13	42
OFFICE OF AUTOMATIC DATA PROCESSING			
Administration	1	1	2
Computer Specialists	9	13	22
Secretarial/Clerical	1	-	1
TOTAL -- Automatic Data Processing	11	14	25

POSITION CATEGORY	EXT.	REQ.	TOTAL
OFFICE OF FISCAL & MATERIEL MANAGEMENT			
Administration			
Administration	1	-	1
Secretarial/Clerical	1	-	1
Total	2	-	2
Budget			
Analysts	3	1	4
Secretarial/Clerical	1	-	1
Total	4	1	5
Accounting			
Administration	2	-	2
Financial Specialists	23	1	24
Secretarial/Clerical	4	1	5
Total	29	2	31
Purchasing			
Administration	2	-	2
Purchasing/Supply Specialists	23	4	27
Secretarial/Clerical	2	2	4
Total	27	6	33
General Services			
Administration	1	-	1
General Support	10	4(5-1)	14
Secretarial/Clerical	2	-1	1
Total	13	3	16
Transportation			
Administration	2	-	2
Automotive Maintenance	22	4	26
Secretarial/Clerical	0	1	1
Total	24	5	29
TOTAL -- Fiscal & Materiel Management	99	17	116
OFFICE OF PLANNING & PROGRAM ANALYSIS			
Administration	1	-	1
Analysts	10	4	14
Secretarial/Clerical	3	-	3
TOTAL -- Planning & Program Analysis	14	4	18

POSITION CATEGORY	T.	REQ.	TOTAL
OFFICE OF FACILITIES MANAGEMENT			
Administration			
Administration	2	-	2
Engineering	5	1	6
Secretarial/Clerical	2	1	3
Total	9	2	11
Construction & Maintenance			
Administration	2	-	2
Engineering Maintenance	30	6	36
Total	32	6	38
Electrical			
Administration	2	-	2
Engineering Maintenance	11	1	12
Total	13	1	14
Mechanical			
Administration	2	-	2
Engineering Maintenance	27	2	29
Total	29	2	31
D.C. Jail & Women's Detention Center			
Administration	1	-	1
Engineering Maintenance	6	5	11
Total	7	5	12
TOTAL -- Facilities Management	90	16	106
* **SUMMARY -- ADMINISTRATION**			
Administration	22	1	23
Analysts	15	6	21
Automotive Maintenance	22	4	26
Computer Specialists	9	13	22
Engineering	5	1	6
Engineering Maintenance	74	14	88
Financial Specialists	23	1	24
General Support	11	4 (5-1)	15
Personnel Specialists	9	4	13
Purchasing/Supply Specialists	23	4	27
Secretarial/Clerical	24	8 (9-1)	32
Training Specialists	6	4	10
TOTAL -- ADMINISTRATION	243	64	307

POSITION CLASSIFICATION	EXT.	REQ.	TOTAL
OPERATIONS			
OFFICE OF PROGRAM COORDINATION			
Administration	1	-	1
Correctional Program Specialists	1	1	2
Correctional Treatment Specialists/Parole	1	-	1
Education Specialists	2	-	2
Secretarial/Clerical	3	1	4
TOTAL -- Program Coordination	8	2	10
WARRANT SQUAD			
Administration	1	-	1
Investigators	4	4	8
Secretarial/Clerical	1	1	2
TOTAL -- Warrant Squad	6	5	11
DIAGNOSTIC UNIT			
Administration	1	-	1
Correctional Treatment Specialists/Parole	3	5	8
Programs Support	0	1	1
Psychologists	2	3	5
Secretarial/Clerical	1	2	3
TOTAL -- Diagnostic Unit	7	11	18
NEW COMMUNITY OUTREACH UNIT			
Correctional Treatment Specialists/Parole	-	1	1
Secretarial/Clerical	-	1	1
TOTAL -- Community Outreach Unit	-	2	2
ADULT SERVICES			
Administration & Support			
Administration			
Administration	5	-	5
Correctional Program Specialists	2	-	2
General Support	2	2	4
Secretarial/Clerical	5	-	5
Total	14	2	16
Health			
Administration	1	-	1
Medical	6	2	8
Medical Support	12	1	13
Secretarial/Clerical	1	-	1
Total	20	3	23

POSITION CATEGORY	MT.	FEO.	TOTAL
Records			
Administration	1	-	1
Records Specialists	5	5	10
Total	6	5	11
TOTAL -- Administration & Support	40	10	50
Operations			
Security			
Administration	11	-	11
Correctional Officers	421	215	636
Total	432	215	647
Food Service			
Administration	1	-	1
Food Service Specialists	16	6	22
Total	17	6	23
TOTAL -- Operations	449	221	670
Programs			
Classification & Parole			
Administration	1	-	1
Correctional Treatment Specialists/Parole	35	5	40
Secretarial/Clerical	16	2	18
Total	52	7	59
Psychology			
Administration	1	-	1
Correctional Program Specialists	1	1	2
Correctional Treatment Specialists/Parole	4	9	13
Psychologists	6	4	10
Secretarial/Clerical	1	1	2
Total	13	15	28
Religion			
Clergy	2	1	3
Recreation			
Recreation Specialists	3	5	8
Education			
Administration	2	-	2
Education Specialists	17	13	30

POSITION CATEGORY	EXT.	REQ.	TOTAL
Programs Support	1	-	1
Secretarial/Clerical	1	-	1
Total	21	13	34
TOTAL -- Programs	91	41	132
Agriculture			
Administration	2	-	2
Agricultural Specialists	12	-	12
TOTAL -- Agriculture	14	-	14
* SUMMARY -- ADULT SERVICES			
Administration	25	-	25
Agricultural Specialists	12	-	12
Clergy	2	1	3
Correctional Officers	421	215	636
Correctional Program Specialists	3	1	4
Correctional Treatment Specialists/Parole	39	14	53
Education Specialists	17	13	30
Food Service Specialists	16	6	22
General Support	2	2	4
Medical	6	2	8
Medical Support	12	1	13
Programs Support	1	-	1
Psychologists	6	4	10
Records Specialists	5	5	10
Recreation Specialists	3	5	8
Secretarial/Clerical	24	3	27
TOTAL -- ADULT SERVICES	594	272	866
DETENTION SERVICES			
Administration & Support			
Administration			
Administration	3	-	3
Secretarial/Clerical	3	-	3
Total	6	-	6
Health			
Administration	1	-	1
Medical	4	1	5
Medical Support	13	3	16
Secretarial/Clerical	0	2	2
Total	18	6	24
Records			
Administration	1	-	1
Records Specialists	9	9	18
Total	10	9	19
TOTAL -- Administration & Support	34	15	49

POSITION CATEGORY	EXT.	REQ.	TOTAL
Operations			
Security			
Administration	5	-	5
Correctional Officers	285	-	285
Total	290	-	290
Food Service			
Administration	1	-	1
Food Service Specialists	7	3	10
Total	8	3	11
TOTAL -- Operations	298	3	301
Programs			
Administration	1	-	1
Clergy	2	1	3
Correctional Treatment Specialists/Parole	8	-	8
Education Specialists	3	-	3
Psychologists	1	-	1
Recreation Specialists	2	1	3
TOTAL -- Programs	17	2	19
Women's Detention Center			
Administration & Support			
Administration	1	-	1
Secretarial/Clerical	1	-	1
Total	2	-	2
Operations			
Administration	2	-	2
Correctional Officers	69	10	79
Food Service Specialists	4	-	4
Total	75	10	85
Programs			
Correctional Treatment Specialists/Parole	3	-	3
Education Specialists	1	-	1
Psychologists	1	-	1
Total	5	-	5
TOTAL -- Women's Detention Center	82	10	92
* SUMMARY -- DETENTION SERVICES			
Administration	15	-	15
Clergy	2	1	3
Correctional Officers	354	10	364
Correctional Treatment Specialists/Parole	11	-	11

POSITION CATEGORY	EXT.	REQ.	TOTAL
Education Specialists	4	-	4
Food Service Specialists	11	3	14
Medical	4	1	5
Medical Support	13	3	16
Psychologists	2	-	2
Records Specialists	9	9	18
Recreation Specialists	2	1	3
Secretarial/Clerical	4	2	6
TOTAL -- DETENTION SERVICES	431	30	461
YOUTH SERVICES			
Administration			
Administration	2	-	2
Analysts	1	-	1
Correctional Treatment Specialists/Parole	1	-	1
Secretarial/Clerical	1	1	2
TOTAL -- Administration	5	1	6
Youth Parole			
Administration	1	-	1
Correctional Treatment Specialists/Parole	10	2	12
Secretarial/Clerical	2	-	2
TOTAL -- Youth Parole	13	2	15
Youth Progress House			
Administration	2	-	2
Analysts	2	-	2
Correctional Officers	8	-	8
Correctional Treatment Specialists/Parole	12	-	12
Employment Specialists	1	-	1
Programs Support	1	-	1
Secretarial/Clerical	3	-	3
TOTAL -- Youth Progress House	29	-	29
Community Treatment Center for Youth			
Administration	2	-	2
Correctional Officers	6	-	6
Correctional Treatment Specialists/Parole	2	-	2
Programs Support	3	-	3
Secretarial/Clerical	2	-	2
TOTAL -- CTCY	15	-	15
New Youth Community Center			
Administration	-	2	2
Correctional Officers	-	6	6
Correctional Treatment Specialists/Parole	-	3	3
Programs Support	-	3	3
Secretarial/Clerical	-	2	2
TOTAL -- Youth Community Center	-	16	16

POSITION CATEGORY	INT.	REQ.	TOTAL
Youth Center #1			
Administration & Support			
Administration	4	-	4
Medical	2	-	2
Medical Support	3	1	4
Records Specialists	1	-	1
Secretarial/Clerical	5	-	5
Total	15	1	16
Operations			
Administration	6	-	6
Correctional Officers	149	10	159
Food Service Specialists	4	1	5
Total	159	11	170
Programs			
Administration	4	-	4
Clergy	2	-	2
Correctional Treatment Specialists/Parole	8	3	11
Education Specialists	12	6	18
Psychologists	4	-	4
Recreation Specialists	2	-	2
Secretarial/Clerical	2	1	3
Total	34	10	44
TOTAL -- Youth Center #1	208	22	230
Youth Center #2			
Administration & Support			
Administration	3	-	3
Medical Support	6	-	6
Records Specialists	3	-	3
Secretarial/Clerical	2	-	2
Total	14	-	14
Operations			
Administration	5	-	5
Correctional Officers	87	-	87
Food Service Specialists	6	-	6
Total	98	-	98
Programs			
Administration	2	-	2
Correctional Treatment Specialists/Parole	18	3	21
Education Specialists	7	4	11
Psychologists	3	-	3

POSITION CATEGORY	EXT.	REQ.	TOTAL
Recreation Specialists	0	1	1
Secretarial/Clerical	2	3	5
Total	32	11	43
TOTAL -- Youth Center #2	144	11	155
* SUMMARY -- YOUTH SERVICES			
Administration	31	2	33
Analysts	3	-	3
Clergy	2	-	2
Correctional Officers	250	16	266
Correctional Treatment Specialists/Parole	51	11	62
Education Specialists	19	10	29
Employment Specialists	1	-	1
Food Service Specialists	10	1	11
Medical	2	-	2
Medical Support	9	1	10
Programs Support	4	3	7
Psychologists	7	-	7
Records Specialists	4	-	4
Recreation Specialists	2	1	3
Secretarial/Clerical	19	7	26
TOTAL -- YOUTH SERVICES	414	52	466
COMMUNITY SERVICES			
Administration			
Administration	3	-	3
Automotive Maintenance	1	-	1
Correctional Treatment Specialists/Parole	1	-	1
Secretarial/Clerical	3	-	3
Training Specialists	1	-	1
TOTAL -- Administration	9	-	9
Lincoln Heights Project			
Administration	1	-	1
Programs Support	1	-	1
Secretarial/Clerical	1	-	1
TOTAL -- Lincoln Heights Project	3	-	3
Community Correctional Centers			
Administration	5	1	6
Correctional Officers	19	4	23
Correctional Treatment Specialists/Parole	1	2	3
Programs Support	7	3	10
Records Specialists	1	-	1
Secretarial/Clerical	7	1	8
TOTAL -- CCCs	40	11	51

POSITION CATEGORY	EXT.	REQ.	TOTAL
Parole			
Administration	4	1	5
Correctional Treatment Specialists/Parole	20	6	26
Secretarial/Clerical	7	2	9
TOTAL -- Parole	31	9	40
Employment Development			
Administration	1	-	1
Employment Specialists	13	8	21
Secretarial/Clerical	1	2	3
TOTAL -- Employment Development	15	10	25
* SUMMARY -- COMMUNITY SERVICES			
Administration	14	2	16
Automotive Maintenance	1	-	1
Correctional Officers	19	4	23
Correctional Treatment Specialists/Parole	22	8	30
Employment Specialists	13	8	21
Programs Support	8	3	11
Records Specialists	1	-	1
Secretarial/Clerical	19	5	24
Training Specialists	1	-	1
TOTAL -- COMMUNITY SERVICES	98	30	128
* SUMMARY -- OPERATIONS			
Administration	88	4	92
Agricultural Specialists	12	-	12
Analysts	3	-	3
Automotive Maintenance	1	-	1
Clergy	6	2	8
Correctional Officers	1,044	245	1,289
Correctional Program Specialists	4	2	6
Correctional Treatment Specialists/Parole	127	39	166
Education Specialists	42	23	65
Employment Specialists	14	8	22
Food Service Specialists	37	10	47
General Support	2	2	4
Investigators	4	4	8
Medical	12	3	15
Medical Support	34	5	39
Programs Support	13	7	20
Psychologists	17	7	24
Records Specialists	19	14	33
Recreation Specialists	7	7	14
Secretarial/Clerical	71	22	93
Training Specialists	1	-	1
TOTAL -- OPERATIONS	1,558	404	1,962

POSITION CATEGORY	EXT.	REQ.	TOTAL
DEPARTMENT SUMMARY			
Administration	114	5	119
Agricultural Specialists	12	-	12
Analysts	18	6	24
Automotive Maintenance	23	4	27
Clergy	6	2	8
Computer Specialists	9	13	22
Correctional Officers	1,044	245	1,289
Correctional Program Specialists	4	2	6
Correctional Treatment Specialists/Parole	127	39	166
Education Specialists	42	23	65
Employment Specialists	14	8	22
Engineering	5	1	6
Engineering Maintenance	74	14	88
Financial Specialists	23	1	24
Food Service Specialists	37	10	47
General Support	13	6(7-1)	19
Investigators	4	4	8
Medical	12	3	15
Medical Support	34	5	39
Personnel Specialists	9	4	13
Programs Support	13	7	20
Psychologists	17	7	24
Purchasing/Supply Specialists	23	4	27
Records Specialists	19	14	33
Recreation Specialists	7	7	14
Secretarial/Clerical	100	30(31-1)	130
Training Specialists	7	4	11
TOTAL -- DEPARTMENT	1,810	468	2,278
ADD: Narcotics Treatment Administration	50	-	50
	1,860	-	2,328

SECURITY A VALID PROBLEM

Senator BAYH. Mr. Jackson, you stress that perhaps the statement ought to be revised a bit to emphasize the fact that you can't rehabilitate and educate inmates unless you can keep the inmates in the institutions, so security contrary——

Mr. JACKSON. I think that is rather—a valid point, yes.

Senator BAYH. So security becomes a valid problem. The increased numbers of correctional officers, is that directly related to providing increased security?

Mr. JACKSON. Not solely, sir.

Senator BAYH. Well, is that part of the job?

Mr. JACKSON. That is part of the job, of course.

Senator BAYH. Some people in the community are very concerned about what has happened in the last year or two that is, the number of people who have escaped. Just how much significance do you place on that?

Mr. JACKSON. I attach a great deal of significance to it. I think the Department of Corrections has a responsibility, not only to the Washington, D.C., but to the northern Virginia area to maintain a man in custody once he is incarcerated.

Senator BAYH. I suppose that is a significant part of the purpose for those 215.

Mr. JACKSON. That is a significant part, most certainly, sir.

Senator BAYH. If we look at the past few years, the population of the District's guard-manned institutions has risen, overall, about 20 percent since 1968—now that includes the ups and now the downward trend. The number of correctional officers has gone from 556 in 1968 to 1,037 in 1973, and yet the number of escapes and inmate assaults within the institutions has increased rather significantly.

I just wonder how you relate in your own mind the number of correction officers——

Mr. JACKSON. If you look at the information that we submitted to you, you saw the profile of the type of resident we have now, and I am only sorry and regretful that we did not supply a profile of 10 years ago, and you would have seen a drastic difference.

We are dealing now with a highly sophisticated, in the street sense, and aggressive individual, who is not passive, who is willing to take chances; and because of some of the sentence structure, life plus 43, 18 to 54, 15 to 45, double life sentences, is willing to hit that fence, because he has nothing to lose.

I have no real programmatic structure that I can establish for that type of a resident. He reaches his apex—we prescribe a program for him—the next thing, he is back at his nadir.

It is almost impossible to deal with that kind of a man, with that sentence structure.

Senator BAYH. Do you have a breakdown of escapees, and those who have been involved in assaults within the institutions?

Mr. JACKSON. Yes, sir.

Senator BAYH. Including the sentences involved for those individuals?

Mr. JACKSON. Yes, sir.

ASSAULT BREAKDOWN PER INSTITUTION

Senator BAYH. Could we have that breakdown for our records?

Mr. JACKSON. Yes, sir. We shall insert it for the record.

Senator BAYH. We would like to have an idea of the relationship between the propensity to escape and to participate in violent activities in the institution, as related to the type of sentence.

Mr. JACKSON. That will be so included.

[The information follows:]

GOVERNMENT OF THE DISTRICT OF COLUMBIA

Suite 1114
614 H Street, N.W.
Washington, D.C. 20001

June 6, 1973

Memorandum To: Mr. Calvin Scott
Special Assistant to the
Assistant Director for Operations

Through: Dr. Olivia V. Aiken
Acting Chief, Program Coordination

Subject: Assault Breakdown Per Institution

Listed below is a breakdown of inmate assaults by institution for the Fiscal Year 1973. As you will note, many of those inmates assaulted were by unknown assailants.

D.C. Jail	49
Youth Center #1	32
Youth Center #2	3
Central Facility	61
Maximum Security	9
Minimum Security	0
Total	154

James Morgan
James Morgan
Security Officer

SENTENCING INFORMATION AND NATURE OF CRIMES ASSOCIATED WITH PERIMETER ESCAPES FOR FY 1972 AND TO DATE FOR FY 1973

Introduction

Perimeter escapes from institutions within the Department of Corrections has become a very serious problem. The escapee usually is young, sophisticated, aggressive, prison-wise in dealing with the strengths and weaknesses of the formal prison social system and the inmate social system, and has been confined for less than one year for a sentence ranging anywhere from six years to life. Generally, such persons have more than two years before parole eligibility or they may have the kind of sentence which excludes parole eligibility. For the most part, these individuals have more than one charge or conviction, have been charged or convicted of a serious or violate crime, and therefore viewed by society as serious threats to the well being of citizens, property and so forth.

The Department of Corrections, D.C., is the institution established by this community to provide for the custody, care and rehabilitation of prisoners committed through due process of law. Under this mandate, the Department of Corrections is expected to maintain a person in its custody until such person is legally eligible for release.

Perimeter escapes point to weaknesses in the Department's security system for maintaining custody. Two possible solutions to the problem are extended use of technology and increased use of manpower. Since the sentences being served by escapees are generally very long, this suggests that not only escapees, but other prisoners are receiving longer sentences. Therefore, plans should be made for such persons who will be confined in the Department over a long period of time.

Perimeter Escapes and Age of Escapees

Table 1 shows that in FY 1972, 7 inmates escaped from the Lorton Correctional Complex, 4 from the Women's Detention Center and 2 from D.C. Jail. In FY 1973, 29 inmates escaped from Lorton, 11 from Y.C. 1 and 2, 11 from D.C. Jail and 5 from the Women's Detention Center (see Table 1). Increase in the number of escapes in FY 1973 was three and one-half times that of FY 1972. For both of these fiscal years the number of escapes from the Lorton Correctional Complex has been higher than the other institutions.

TABLE 1

PERIMETER ESCAPES BY INSTITUTION FOR FY 1972 AND FY 1973

Institution	FY 1972	FY 1973
D.C. Jail (DCJ)	2	11
Women's Detention Center (WDC)	4	5
Lorton Correctional Complex (Lorton)	7	29
Youth Centers 1 and 2 (Y.C. 1 and Y.C. 2)	0	11
Total	13	56

Table 2 shows the age of escapees by institution of confinement at the time of escape in FY 1972. Five of the escapees were between 18-21 years of age at the time of escape, six escapees were between 22-25 years of age, one escapee was between 26-29 years of age, and one escapee was 35 years of age or older. The fact that a total of 11 escapees ranged in age from 18-25 years old points to the youth of the escapees.

TABLE 2

AGE OF ESCAPEES - FY 1972

Age	DCJ	WDC	YC 1 and YC 2	Lorton
18 - 21 years	0	1	0	4
22 - 25 "	2	1	0	3
26 - 29 "	0	1	0	0
30 - 34 "	0	0	0	0
35 and over	0	1	0	0
Total	2	4	0	7

Age of escapees for FY 1973 are proportionately similar to FY 1972. Table 3 shows that 10 escapees were 18-21 years old at the time of escape. Twenty-five were 22-25 years old, 10 were 26-29 years old, 9 were 30-34 years old, and one was 35 years and over at the time of escape. Although a total of 11 escapees was 30 years of age or older in FY 1973, which was significantly more than the number of escapees in that age category in FY 1972 (only 1), the fact that 35 escapees were between 18-25 years old in FY 1973 points to the similarity in youth of this population with that of FY 1972.

TABLE 3

AGE OF ESCAPEES - FY 1973

Age	DCJ	WDC	YC 1 and YC 2	Lorton
18 - 21 years	4	0	5	1
22 - 25 "	2	2	6	15
26 - 29 "	0	2	0	8
30 - 34 "	5	0	0	4
35 and over	0	1	0	1
Total	11	5	11	29

Time in Institution, Length of Sentence, and Time Left Before Parole Eligibility or Conditional Release

Data regarding time in institution, length of sentence, and eligibility to be considered for release on parole or conditionally were gathered to identify patterns associated with the escapee. There was interest in knowing whether or not the escapee was a recent admission, whether he was serving a short or long sentence, and would he be eligible for return to the community within a brief period of time. Table 4 shows that in FY 1972, 10 escapees had been in the institution, from which they escaped, up to 6 months. The remaining 3 escapees had been in the institution from 7 months through 1 year.

TABLE 4

TIME IN INSTITUTION TO SERVE SENTENCE - FY 1972

Time in Institution	DCJ	WDC	YC 1 and YC 2	Lorton
One day thru 6 months	2	4	0	4
7 months thru 1 year	0	0	0	3
2 years thru 5 years	0	0	0	0
6 years thru 10 years	0	0	0	0
Not Sentenced	0	0	0	0
Total	2	4	0	7

The pattern of escape for FY 1973 in relation to time in institution shows that 29 escapees had been in the institution 1 through 6 months. Of the remaining escapees, 11 were in the institution 7 months through 1 year, 6 were in the institution 2 years through five years, and 1 was in the institution 6 years through 10 years. Nine escapees were not sentenced (see Table 5). Thus, it becomes clear that proportionately more than three-fourths of the escapees for FY 1972 were in the institution from one through six months, as compared to FY 1973, when slightly more than one-half of the escapees were in that category. Yet, the number of escapees in FY 1973, were three times more than that for FY 1972. Similar analyses may be drawn when comparing the remaining categories for FY 1973 with those of FY 1972.

TABLE 5

TIME IN INSTITUTION TO SERVE SENTENCE - FY 1973

Time in Institution	DCJ	WDC	YC 1 and YC 2	Lorton
One day thru 6 months	3	3	11	12
7 months thru 1 year	0	1	0	10
2 years thru 5 years	0	0	0	6
6 years thru 10 years	0	0	0	1
Not Sentenced	8	1	0	0
Total	11	5	11	29

Data pertaining to length of sentence for those who escaped in FY-1972, appear in Table 6. Only three escapees were serving sentences of one to 5 years, while seven were serving sentences of six to 10 years, two were serving 11 to 15 years, and one escapee was serving 26 years and more. Some variation occurs in FY-1973 (See Table 7) with a scatter from less than one year to life, and the death sentence.

TABLE 6

LENGTH OF SENTENCE BY INSTITUTION FY-1972

Length of Sentence	DCJ	WDC	YC 1 YC 2	Lorton
Less than 1 year	0	0	0	0
1-5 years	1	2	0	0
6-10 years	0	2	0	5
11-15 years	1	0	0	1
16-25 years	0	0	0	0
26 years and more	0	0	0	1
12 years to Life	0	0	0	0
Life (15-45 years)	0	0	0	0
Life (Natural)	0	0	0	0
Death	0	0	0	0
Not Sentenced	0	0	0	0
Total	2	4	0	7

Four escapees were serving sentences less than one year and five were serving one to five years. Another 19 escapees were serving six to ten years, six were serving 11-15 years, and two were serving sentences of 16-25 years. Still another five escapees were serving 26 years and more. There were three categories of Life sentences. One person was serving 12 years to Life, two were serving Life (15-45 years), and three were serving Natural Life. One person was sentenced to death and he escaped while the sentence was under appeal. Surfacing in FY-1973, were escapes by person with more serious and longer sentences than were those who escaped in FY-1972.

TABLE 7

LENGTH OF SENTENCE BY INSTITUTION
FY-1973

Length of Sentence	DCJ	WDC	YC 1 YC 2	Lorton
Less 1 year	1	0	2	1
1-5 years	0	3	0	2
6-10 years	1	1	8	9
11-15 years	0	0	1	5
16-25 years	0	0	0	2
26 years and more	0	0	0	5
12 years to Life	0	0	0	1
Life (15-45 years)	0	0	0	1
Life (Natural)	0	0	0	3
Death	1	0	0	0
Not Sentenced	7	1		0
Total	11	5	11	29

Since most of the escapees were serving long sentences, it was assumed that they were not near parole eligibility or conditional release at the time of escape. Table 8 shows that in FY 1972, 5 escapees had 1 through 6 months before parole eligibility or conditional release, 2 had 7 months through 1 year, 5 had 2 years through 5 years, and 1 person was not eligible.

TABLE 8

TIME LEFT BEFORE PAROLE ELIGIBILITY
OR CONDITIONAL RELEASE BY INSTITUTION - FY 1972

Time Left	DCJ	WDC	YC 1 and YC 2	Lorton
One day thru 6 months	1	1	0	3
7 months thru 1 year	1	1	0	0
2 years thru 5 years	0	1	0	4
6 years thru 10 years	0	0	0	0
11 years thru 15 years	0	0	0	0
Not Eligible	0	1	0	0
Total	2	4	0	7

Table 9 shows that for FY 1973, 16 escapees had 1 through 6 months before parole eligibility or conditional release. Ten of these 16 escapees were

sentenced under the Youth Corrections Act with parole eligibility indeterminant. In practice this means the person usually has a parole hearing within 6 months of sentence. Of the remaining escapees for FY 1973, 5 were 7 months through 1 year from parole eligibility or conditional release, 14 were 2 years through 5 years, 3 were 6 years through 10 years, 4 were 11 years through 15 years, and 14 were not eligible. Among those not eligible were 8 escapees, from D.C. Jail, and 2 from the Women's Detention Center, who had not been sentenced.

TABLE 9

TIME LEFT BEFORE PAROLE ELIGIBILITY OR CONDITIONAL RELEASE BY INSTITUTION - FY-1973

Time Left	DCJ	WDC	YC 1 YC 2	Lorton
One day thru 6 mos.	0	2	10	4
7 months thru 1 year	0	0	1	4
2 years thru 5 years	1	1	0	12
6 years thru 10 years	0	0	0	3
11 years thru 15 years	0	0	0	4
Not eligible	10	2	0	2
Total	11	5	11	29

As expected, most of the escapees in FY-1972 and FY-1973 were not near parole eligibility or conditional release. Nevertheless, a noticeable number of escapees were within seven months of parole eligibility or conditional release. A final category which should be acknowledged is the large number of persons, not sentenced, who escaped while under detention.

NUMBER OF CHARGES AND/OR CONVICTIONS PER PERSON

For Fy-1972, seven persons were charged and/or convicted of only one offense. (See Table 10.) On the other hand, three persons were charged and/or convicted of two offenses, and another three persons were charged and/or convicted of three to four offenses. Hence, slightly more than one-half were charged and/or convicted of one offense and less than one-half, two to four offenses.

TABLE 10

NUMBER OF CHARGES AND/OR CONVICTIONS PER PERSON -- FY-1972

Charges and/or Convictions	DCJ	WDC	YC 1 YC 2	Lorton
One	-	3	0	4
Two	2	1	0	0
Three to four	-	0	0	3
Five and more	0	0	0	0
Total	2	4	0	7

Data shows that in FY-1973, 30 escapees had only one charge or conviction. (See Table 11).

Twelve escapees had two charges or convictions, twelve had three to four, and two had five and more. Again, in FY-1973, as was evident in FY-1972, more than one-half of the escapees had only one charge or conviction, while slightly less than one-half had two to five and more charges or convictions.

TABLE 11

NUMBER OF CHARGES AND/OR CONVICTIONS PER PERSON - FY-1973

Charges and/or Convictions	DCJ	WDC	YC 1 YC 2	Lorton
One	8	5	8	9
Two	1	0	3	8
Three to four	1	0	0	11
Five and more	1	0	0	1
Total	11	5	11	29

Types of Crimes For Which the Escapees Had Been Charged Or Convicted Prior to Escape

These crimes have been classified as crime against person, direct property crime, drug law violations, indirect property crime, and other offenses. Tables 12, 13, 14, 15, and 16 show that in FY-1972, the 13 escapees had been charged or convicted for 20 crimes -- eight of these persons committed single crimes and five committed multiple crimes. The 56 escapees for FY-1973, were charged and/or convicted of 103 crimes. Among these escapees were 30 who committed single crimes, and 26 who committed multiple crimes. The data in Table 12 through 16 add dimension to that presented in Tables 10 and 11.

TABLE 12

NUMBER OF PERSONS CHARGED AND/OR CONVICTED OF CRIME AGAINST PERSON

Charges and/or Convictions	N	
	FY-1972	FY-1973
First Degree Murder	0	7
Manslaughter	1	1
Armed Robbery	1	14
Attempted Robbery	6	6
Rape or Carnal Knowledge	0	4
Kidnapping	0	3
CDW or PPW 1/	0	1
Assault	0	3
Assault/weapon	4	11

TABLE 12 (Continued)

Charges and/or Convictions	N	
	FY-1972	FY-1973
Assault/intent robbery	1	1
Assault/intent kill	0	1
Assault on Police	0	1
Total 2/	16	63

1/ Carrying dangerous weapon and possession of prohibited weapon.

2/ Totals for FY-1972 and Fy-1973 exceed total number of escapees because of multiple charges and/or convictions.

TABLE 13

NUMBER OF PERSONS CHARGED AND/OR CONVICTED OF DIRECT PROPERTY CRIME

Charges and/or Convictions	N	
	FY-1972	FY-1973
Burglary	1	9
Unauthorized use of Vehicle	0	1
Larceny		
Grand Larceny	0	8
Petit Larceny	1	3
Housebreaking	0	1
Receiving Stolen Property	0	1
Total	2	23

TABLE 14

NUMBER OF PERSONS CHARGED AND/OR CONVICTED OF DRUG LAW VIOLATIONS

Charges and/or Convictions	N	
	FY-1972	FY-1973
Possession	1	4
Presence in Illegal Establishment	0	1
Transporting drugs	0	2
Total	1	7

TABLE 15

NUMBER OF PERSONS CHARGED AND/OR CONVICTED OF INDIRECT PROPERTY CRIME

Charges and/or Convictions	N	
	FY-1972	FY-1973
Forgery, counterfeit or Uttering	0	1
Total	0	1

96-548 O - 73 - pt. 1 - 53

TABLE 16

NUMBER OF PERSONS CHARGED AND/OR CONVICTED OF OTHER OFFENSES

Charges and/or Convictions	N	
	FY-1972	FY-1973
Illegal Entry in U.S.	0	1
Escape	1	6
Bond Jumping	0	2
Total	1	9

With regard to the number of escapees charged or convicted of serious and violent crimes, findings show that there were 7 out of 13 in FY-1972, and 35 out of 56 in FY-1973. (See Table 17.)

TABLE 17

PERSONS CHARGED AND/OR CONVICTED OF SERIOUS OR VIOLENT CRIMES BY INSTITUTION 1/

Institution	N	
	FY-1972	FY-1973
D.C. Jail	1	9
Women's Detention	1	1
Youth Centers #1 and #2	0	3
Lorton Complex	5	22
Total	7	35

1/ Serious and/or violent crimes include Murder, Manslaughter, Rape, Armed Robbery, Drug Law Violations, Carrying Dangerous Weapon, or Possessing Prohibited Weapon, and Assault.

SUMMARY

Presented in the foregoing data is a partial profile of the perimeter escapee for FY-1972 and to date for FY-1973. Included in that profile are: (1) age, (2) time in institution, (3) length of sentence, (4) time left before parole eligibility or conditional release, (5) number of charges or convictions, (6) types of crimes committed, and (7) persons charged or convicted of serious or violent crimes.

Persons who escape are a part of the general population of the institutions in the Department of Corrections. From this point of view, it may be assumed that persons who do not escape possess characteristics similar to those of the escapee. This would be particularly applicable in the categories of age, length of sentence, number of charges or convictions, types of crimes committed, and persons charged or convicted of serious or violent crimes. Thus, although these findings are directly related to escapees, their meaning may have implication for the general prison population.

Findings show that the escapee in FY-1972 and FY-1973 possessed similar characteristics in the categories measured. The greatest differences emerged in FY-1973, where there were many more escapes by prisoners, unsentenced prisoners escaped, persons were serving longer sentences and life sentences, one person was sentenced to death, most were not near parole eligibility or conditional release,

almost one-half had multiple charges or convictions, and one-half and more were charged or convicted of serious or violent crimes.

These findings not only point to the youth of the escapee, but suggest that these persons are aggressive and they violently reject those values, norms, and morales of society which are in conflict with those of their subculture. This would include the tendency to devalue the importance of life itself. The lengthy sentences and/or the receipt of concurrent sentences for multiple crimes appear to add to the person's belief that he has "nothing to lose" by escape. But, he does gain short or long term freedom.

Escape itself is viewed as an expected form of behavior by some individuals whose freedom has been restrained. However, escape from the custody of a prison is a legal crime. The mandate to the Department of Corrections from this community is to provide the necessary custody for all persons committed so as to prevent perimeter escapes.

EXTRA OFFICERS MAKE DIFFERENCE TO ESCAPE AND ASSAULT RATIO

Senator BAYH. You are of the opinion that more correctional officers will make a difference in these escape and assault statistics?

Mr. JACKSON. I don't think there is any question about that, because as you are probably aware, the concept of additional correctional officers, was mine, and for a very specific purpose.

When I was at Lorton, for example, the critical minimum, which is what we regard as the least number of correctional personnel that you can operate a shift, on the midnight shift was 25 people. I put 8 to 10 of those in towers, 3 others in quarters posts, that leaves me 8 or 9 people to maintain observation and surveillance at that time of 25 dormitories, 78.8 acres.

Now, it is a practical impossibility. It can't be done, and I spent too many nights there to know that these eight men cannot possibly monitor that institution.

Senator BAYH. Have you increased security potential through the use of technology?

Mr. JACKSON. Yes.

We now conduct, shakedowns, which was not done previously. Every individual that comes into the institution, has to submit to a shakedown. That would include yourself, sir. They shake me down, too.

We have an electric metal detecting device, located at the District of Columbia jail, with which we have already picked up weapons, et cetera; at the correctional complex we utilize matrons as opposed to correctional officers for the purposes of shaking down female visitors.

We also have what we consider—I hope it is—a foolproof system of visitor identification, by using a stamp with an ultraviolet ray that we change periodically and it is kept under lock and key.

We have also established a perimeter patrol, which we had to "borrow from Peter to pay Paul" to do. We have established an early warning system for residents of the northern Virginia area, in case of an escape.

So we have not been sitting idly by, twiddling our thumbs, sir. Yes, we have taken certain precautions.

Mr. GOLIGHTLY. Mr. Chairman, I might further comment that in the budget of this year is $65,000 that is designed to provide the Department with additional metal detectors for the other institutions, walkie-talkies which can be used for communication purposes, and also motor scooters to be utilized primarily at the Lorton Institution.

Senator BAYH. I suppose then that it is only fair to suggest that the efficiency of each correctional officer has improved because of the use of technology.

Mr. JACKSON. Of applied technology, if I may use that term.

Senator BAYH. Well, I trust that if you have improved technology, you are applying it.

Mr. JACKSON. When I say applied, I mean that the administration has recognized the need, and has directed its resources in that particular area, yes.

Senator BAYH. During the budget hearings last year, I note you referred to the American Correctional Association ratio of inmates to guards to substantiate requests for new personnel.

The ACA standard as I recall is one guard to four inmates. Is that a reasonable ratio, inasmuch as you relied on it last year, in asking for additional personnel?

Mr. JACKSON. I have to be perfectly candid with you, I know of no such ratio.

Mr. Chairman, I might add——

Senator BAYH. You referred to it in your statement last year, or Mr. Hardy did, the Department of Corrections did.

Mr. JACKSON. I am not familiar with that ratio, sir, but I might add that——

Senator BAYH. That is sort of convenient.

Mr. JACKSON. I might add that we have to take into consideration the different types of institutions they were dealing with. In a penitentiary setting, perhaps that ratio might be adequate, or it might be inadequate. I don't know. But in a penitentiary, you can lock them up in the cell. At Lorton, you cannot.

Now, if you want to talk about escapes, how many escapes have we had from the maximum security unit? The adjustment units? Absolutely zero. That is the only comparison you can make with the penitentiary, and unfortunately—some people make a comparison between the total correctional complex and penitentiaries, and it can't be done.

SECURITY AT WOMEN'S DETENTION CENTER

Senator BAYH. What kind of security do you provide at the Women's Detention Center?

Mr. RODGERS. We are using female correctional officers there, in addition to male correctional officers.

Senator BAYH. Is the security greater than at the Lorton complex?

Mr. RODGERS. Not as great. You know, the Women's Detention Center is sitting right in the middle of Washington, on North Capitol Street, and it causes a number of problems with housing directly all around it, and a main thoroughfare in front of it.

Senator BAYH. You are asking for 10 additional officers at the Women's Detention Center?

Mr. RODGERS Yes, sir.

Senator BAYH. That would be a total of 80?

Mr. JACKSON. Seventy-nine, sir.

Senator BAYH. Tell us for the record, if you will, why it is necessary to have 79 officers to maintain a population of what I understand today was 70?

Mr. JACKSON. With regard to the Women's Detention Center, I am going to defer to Mr. Rodgers, momentarily. As its name implies, it is a detention center, which is also utilized by the Metropolitan Police Department, and we have a constant influx, ingress, and egress from the institution, which requires additional personnel. In addition there are security posts for those who are incarcerated, who have long sentences, who are awaiting transfer to a Federal reformatory. So that is indeed a highly volatile institution, and we feel that the number of officers that we are requesting is required and necessary.

Mr. Rodgers can go into more detail as to the Women's Detention Center.

Mr. RODGERS. You understand, sir, that the Women's Detention Center handles police prisoners, unsentenced prisoners, and sentenced prisoners.

Senator BAYH. You mean that it sort of serves as a female jail, as well as a prison.

Mr. RODGERS. It serves as anything you wish to call it for the District of Columbia, as far as females are concerned. Female prisoners picked up off the street are taken directly there. Those that need hospitalization, must be transported back and forth at night you know, to District of Columbia General for health service.

That is all done by correctional personnel, as far as females that are arrested are concerned.

Males who are arrested, you see, are taken to the precincts and held under police jurisdiction until after they go to court. But the females are not, and this is added so that you are dealing with three types of people in that institution.

You are dealing, again, with a sentenced person, the unsentenced person, and the police case. This is back and forth to court, back and forth to the hospital. We do have some medical staff there, but we also have medical problems that you don't have in male institutions—women that come in for different types of medical treatment that we must get to the hospital, people that we must keep at the hospital under guard, one here, one there, in different sections of the hospital.

There is quite a cost to house women. It is a different type of expense than you have to house males.

Senator BAYH. The hospital personnel is in your budget, then?

Mr. RODGERS. Moving those back and forth?

Senator BAYH. Yes.

Mr. RODGERS. Yes, sir, that comes out of the female correction budget, that is correct.

NUMBER OF ESCAPES FROM WOMEN'S DETENTION CENTER

Senator BAYH. What has been the security record at the Women's Center?

Mr. JACKSON. In terms of escapes?

Senator BAYH. Yes, please.

Mr. RODGERS. During this past year, 1972–73, they have had five escapes.

Senator BAYH. Now at Youth Center No. 1, you are asking for 10 additional officers?

Mr. JACKSON. We have 149 there, sir, and we are asking for an increase of 10—159.

Senator BAYH. You are authorized to 155, now, is that correct?

Mr. JACKSON. 149 is authorized.

I see where you are getting your 155, sir, pardon me. The six that were omitted, involve the captains and lieutenants; supervisory personnel.

Senator BAYH. Where are they listed?

Mr. GOLIGHTLY. We are carrying them on this tabulation, we have here, in administration.

Senator BAYH. Administration?

Mr. GOLIGHTLY. Yes.

Senator BAYH. Thank you.

Why do you feel, with the ratio of officers to inmates at the Youth Center about 1 to 2.2, that you need 10 additional officers? To what use are they going to be put, please?

Mr. RODGERS. When Youth Center No. 1 opened, we were talking about that type of institution for minor crimes being committed by youth in the age bracket of 18 to 26.

Now we are talking about a different type of crime, and my last report indicated that we had 18 homicides confined at Youth Center No. 1.

Now, when you change the type of inmate, and where the appeals court, the U.S. court, has ordered that any U.S. judge must sentence a youth in that age bracket, whatever the charge, under the Youth Act, unless he can substantiate to the contrary; this produces a different mix of inmate.

When you see the types of serious charges that are now being sentenced under the Youth Act, and the types of crimes that are being sent there now, then the type of open institution that the Youth Center is, just requires additional personnel.

Mr. JACKSON. Well, in addition to that, it will also allow us to have two officers per dormitory for control.

Senator BAYH. One last general question about the staff positions. We have bandied around so many different numbers here. We are talking about an increase of how many new personnel?

Mr. JACKSON. 470.

Mr. GOLIGHTLY. 470; that is correct.

Senator BAYH. Your request is for $5 million additional?

Mr. GOLIGHTLY. $5,116,000.

Senator BAYH. That relates primarily to the 470?

Mr. GOLIGHTLY. That is correct, sir.

Senator BAYH. Are you budgeting that $5.1 million to hire 470 for a full fiscal year?

Mr. GOLIGHTLY. No, sir.

Mr. JACKSON. No, sir.

INCREASES FOR SUPPORT SERVICES

I think I had better add something to that. The total increase does not limit itself totally to the hiring of the new positions. There are supportive services that are required.

Senator BAYH. There are other operational costs?

Mr. JACKSON. There are other operational costs.

Senator BAYH. Could you submit for the record, please, the hiring schedule for the 470 personnel? You stated earlier that if you went out and hired just 215 new correctional officers today, you wouldn't get 215 qualified personnel.

Mr. JACKSON. No; I did not say that, sir. I said, we might get 215 bodies. I didn't say they will remain qualified, although they might meet the criteria outlined in 007 series.

Senator BAYH. I think that is what I said, Mr. Jackson. Let me repeat it, and we will see.

Mr. JACKSON. What I said is, we may bring him on board, but he may not last a year.

Senator BAYH. What you are saying is that it is not wise to just have a crash program and hire the first 215 people that may meet the 007 criteria on paper. Is that correct?

Mr. JACKSON. That is correct.

Senator BAYH. I'd like to know what your hiring schedule is.

Mr. JACKSON. Very good, sir.

If I recollect correctly, and correct me if I am wrong, we are asking for a full year funding on correctional officers, and it varies in other areas of the administration, for instance in operations support.

Mr. GOLIGHTLY. The balance is actually 6 months. It is roughly 235 for 12-month funding, 235 for a 6-month period. The average on that would be about three-quarter year funding for the whole component.

Senator BAYH. If the average is going to be three-quarters, wouldn't a reasonable budget request be to ask for financing of 235 correctional officers for 9 months instead of 12 months.

Mr. GOLIGHTLY. This might be possible, Mr. Chairman. This is the manner in which it was placed in the budget. The actual net effect was——

Senator BAYH. Could you tell me why?

Mr. GOLIGHTLY. I think I would have to defer to the District Budget Office for that. I can't really tell you.

Senator BAYH. Could you tell me as someone in the Correctional Department?

Mr. GOLIGHTLY. Mr. Chairman, if you are asking me what we can do from a personnel standpoint, I think it is entirely possible for us to bring the entire complement on with an average three-quarter year funding. Yes, we can do that.

Senator BAYH. I want to make sure I understand what you are telling us.

Do you have budgeted for 235 correctional officers, 9 months' salary or 12 months' salary?

Mr. GOLIGHTLY. Twelve months' salary, sir.

Senator BAYH. That is what I thought Mr. Jackson said.

Mr. GOLIGHTLY. That is correct.

[The information follows:]

HIRING SCHEDULE FOR NEW POSITIONS REQUESTED FOR FY 1974

Department of Corrections

Funds available to fund the proposed increase of 470 positions as shown in the fiscal plan total, $4,536,000. This amount is composed of the following:

CATEGORY	INCREASE IN FUNDS, FY 1974
D. C. Funds	$200,000
Revenue Sharing Funds	3,651,000
Reimbursements	685,000
TOTAL:.....	$4,536,000

The 470 positions included in the budget were to be funded at a rate of 235 positions for six months, and 235 positions for twelve months, or an average of 470 positions for nine months. However, in order to achieve an aggregate salary expenditure at the budgeted figure, it was necessary to prepare a hiring schedule based on the following assumptions:

Proposed Hiring Schedule, Fiscal Year 1974

- All new employees would start at an average grade and step of GS-8/1. This grade was selected because 50 percent of the total employees, i.e., security positions, would be hired at GS-6/1, and the remaining 50 percent, or administrative and program positions, would be hired at the GS range of 9 to 11. The step chosen was increased from $10,528 to $11,370 to allow for fringe benefit costs.

- Employees would be hired on the first day of the month as indicated in the schedule.

- All positions would be filled; that is, the entire increment of 470 positions would be hired, with no allowance for employee resignations, or other vacancy factors.

The proposed hiring schedule is shown below:

	NUMBER OF NEW EMPLOYEES	DATE OF EMPLOYMENT	MONTHS OF EMPLOYMENT, FY 1974	TOTAL SALARY
	150	July 1, 1973	12	$1,705,500
	100	August 1, 1973	11	1,042,250
	80	September 1, 1973	10	758,000
	50	October 1, 1973	9	426,375
	40	November 1, 1973	8	303,200
	30	December 1, 1973	7	198,975
	10	January 1, 1974	6	56,850
	5	February 1, 1974	5	23,688
	5	March 1, 1974	4	18,950
TOTALS:	470			$4,533,788

DUTIES OF CLASSIFICATION AND PAROLE OFFICERS

Senator BAYH. Could you give us just a capsule summary of the responsibilities and duties of those personnel that are listed as classification and parole officers?

Mr. JACKSON. These are primarily social workers, normally requiring a degree in social work, preferably a master's degree in social work, whose prime responsibility is to interview, participate in the classification and stratification of the resident population.

Senator BAYH. The caseload is about 1 to 50?

Mr. JACKSON. It should be 1 to 50. That would be the ideal caseload.

Senator BAYH. What is it now? I think perhaps that is in your budget justification for the increase.

Mr. JACKSON. It is slightly higher than 1 to 50 as proposed.

Senator BAYH. I see in the justification, the average caseload is listed as 1 to 142 for fiscal 1973. Is that accurate, to the best you can remember?

Mr. JACKSON. The ratio 1:142 is incorrect, corrected adult services is: 1972—1:90, 1973—1:60, 1974—1:51.

Senator BAYH. And is your goal to reach 1 to 50?

Mr. JACKSON. That is what we would like to have sir, very much.

Senator BAYH. Please give me your thoughts about funding for two new community correctional facilities. Could you tell us the current population and capacity of existing community correctional centers, and tell us whether that population figure includes those who do not actually reside in those houses as well as those who do?

Could you give us a breakdown on that, please?

Mr. JACKSON. We have 14 community correctional centers, and the total capacity is 417.

Senator BAYH. Is that total capacity, or——

Mr. JACKSON. That is total, sir, and yesterday's count was 415 on the incount, which means those that reside within the confines of the facility, and we had 94 on the outcount, and that is the group that comes in periodically for therapy and group counseling session.

Senator BAYH. How often do they come in?

Mr. JACKSON. Twice a week,

Senator BAYH. What is the criteria for residents in or association with a halfway house? Does the judge make that determination, or what?

Mr. JACKSON. In some cases, not in all.

Senator BAYH. Who makes it in the others, then?

Mr. JACKSON. The Department, or the institutions, through their classification process.

Senator BAYH. How do you differentiate between people?

Mr. JACKSON. I think what might best identify the area we are talking about is, if a man is within 6 months of his release date, the parole date, rather, the Parole Board may recommend a halfway house setting for that individual.

Currently, we have a backload of approximately 59 or 61.

Senator BAYH. When you talk about a person who is presently in a community correctional center, are you referring to someone who has been in another institution, and is on the way out, or can that person be directly referred to the community——

Mr. JACKSON. A person can be directly referred, sir, by the committing judge, particularly in the case of misdemeanors.

Senator BAYH. What is the population breakdown there, please?

Mr. JACKSON. Between misdemeanors and felonies.

Senator BAYH. Those who are directly referred, and those who are on their way out?

Mr. JACKSON. Mr. Chairman, this is Mr. Avery, superintendent of Community Services.

Senator BAYH. Could you give us that figure for the record?

Mr. AVERY. It is about 50 percent; it is just about half and half.

PERSONS REFERRED DIRECTLY TO HALFWAY HOUSES

Senator BAYH. The 50 percent that are directly referred contain a number of first timers, first offenders. Has this caused any problems?

Mr. AVERY. Most of them are placed on probation, unless it is a very serious charge. But the superior court sends us most of the individuals who have sentences of less than a year.

Now, from the U.S. district court, we get a few with split sentences, 4 months in the halfway house, 2 years on probation, 3 years on probation. So we don't get too many first offenders.

They usually are now placed on probation over at the superior court.

Senator BAYH. All right. I suppose that in the 50 percent that had been directly referred, there would be a number of first offenders, people gaining their first experience with actual incarceration. Is that accurate?

Mr. AVERY. There would be a number of individuals who perhaps have had minor sentences in the past. Now, I think the individual to whom you are referring would probably receive a Youth Act, depending upon the crime, but most of the men that are referred by the courts do have previous sentences.

Senator BAYH. What is your impression of the practice of commingling those who are referred directly to the Community Center, and thus I suppose would often be guilty of lesser crimes, with those who are coming out of institutions to which they have been referred for committing more serious crimes?

Mr. AVERY. We have tried since 1969 to get a house for misdemeanants, where we would take the man who has committed the petty larceny, and put him in a particular house, because this is a man we are only going to have for 3 or 4 months anyway.

But because of structure and scheduling problems, we have been unsuccessful, and we do commingle the population, and we don't like it, and many of the men with the lesser sentences don't like it. I have heard quite a bit of comment about that.

Senator BAYH. How many men are you talking about? What would be the average population of such an institution over a year's time?

Mr. AVERY. Well, I am talking about holding a man for approximately 3 or 3½ months, probably 4 months, because——

Senator BAYH. I understand that, but I have no idea how many people you would have in such an institution.

Mr. AVERY. In such a halfway house?

Senator BAYH. In other words, if you——

Mr. AVERY. I see what you mean. We might have 50 or 60 at one time, and that is too large a house.

But the way we have looked at it, we can make a delineation between the man who has had several small sentences as opposed to a man who has had just one or two, and the judge has decided to order him into the halfway house.

Senator BAYH. However, do you feel that from the standpoint of adequate penology, it would be better to get those with relatively shorter terms, who have committed less serious crimes, first offenders perhaps, in a separate, segregated house?

Mr. AVERY. We would, we would.

Mr. JACKSON. Very definitely.

Mr. AVERY. We would.

POPULATION OF COMMUNITY CORRECTIONAL CENTERS

Senator BAYH. What is the average population of the existing community correctional centers?

Mr. AVERY. Speaking for adults, Mr. Jackson, we have a capacity of 286.

Now, for youth, Mr. Jackson, you will have to give that.

Senator BAYH. Let me spell out what I am after. You are asking for two new centers, right?

Mr. AVERY. Yes.

Senator BAYH. Why don't you take at least one of those centers and use it for the kind of center we are talking about. Instead of mixing inmates, why don't you take one of the new centers and utilize it for those persons that shouldn't be put in with more experienced and more hardened inmates?

Mr. AVERY. Well, whereas today I think we have 280—these are adults in halfway houses now—this morning we have 51 on a waiting list.

Now, we could possibly do this if I could get a house large enough, if I could have a house for 50 men. But you see, you never know the vagaries of the judges. We have gone periods you know, where they have ordered very few; then all of a sudden you get a judge who starts to order a great deal.

These are the throes of the situation that we are in right now.

Senator BAYH. Well, all right.

Now, I——

Mr. AVERY. So, to answer your question, we could possibly do that.

Mr. JACKSON. Mr. Chairman, what we are saying is that we don't have——

Senator BAYH. You have 14 centers now, right? And you are asking for two more.

Mr. AVERY. Yes.

Senator BAYH. Let's just start with what we have now. I would like to know why, correct me if I am wrong, you have distributed or sprinkled throughout those 14 centers that are now existent, individuals who you feel could be treated more appropriately and adequately if they were separated from those who have longer records.

Mr. AVERY. Except that we have only nine centers for adults.

Senator BAYH. OK. So you only have nine.

Mr. AVERY. Shaw 1 and Shaw 3, those are two halfway houses for adults, but they also have several prisoners in there. I think in Shaw 1 we have something like 8 men, and in Shaw 3 we have something like 10 men.

Senator BAYH. Let me ask you this, Mr. Avery. Excuse me, I don't want to oversimplify what I am sure is a very difficult problem, but you made a statement a minute ago that I agree with completely, concerning the wisdom of trying to treat those less-hardened offenders separately from the more difficult ones.

Mr. AVERY. Right.

Senator BAYH. Now, in the present nine centers for adults, how many individuals do you have who fit that category?

Mr. AVERY. These are men with minimum sentences? We have them spread throughout the 9 houses, and I think we have about—a little over 100 what we call misdemeanants in these houses.

MISDEMEANANTS PLACED IN ONE CENTER

Senator BAYH. Is there any law that says you cannot put those misdemeanants on short sentences, first timers, in a single center? Why is it necessary to sprinkle them out among all nine centers, if indeed you feel as I do—and I am no expert in the field, but you are. Couldn't you separate those individuals and put them in one or two centers instead of sprinkling them out and commingling them?

Mr. AVERY. Yes; I think that we could with the two new centers.

Senator BAYH. Why couldn't it be done in the old centers? You have enough first offenders to fill up one or two of them, don't you?

Mr. AVERY. Yes; but you see, we didn't get them all at the same time.

For instance, there is one house that wants no misdemeanants at all, but we found that, you know, we have to pay for these——

Senator BAYH. Perhaps you should give that proposal a little thought and then give us your response. It just seem to me, that if we all agree that it is better to segregate those who have committed the least severe offenses, and have had the least experience with our system of justice, whether they are adults or juveniles, not to do so even in less than adequate facilities is perhaps not the best course of action.

Now, you could convince me if you have an argument, to say——

Mr. JACKSON. I have a minor argument with that, Mr. Chairman; for example, if we would set aside one house for misdemeanants, it would depend solely upon the vagaries of the court.

Now, our contract requires that we pay for a certain number of bed spaces. If I only have 6 misdemeanants in that house, and the contract calls for 30, I am going to paying for 24 spaces, regardless.

Do you understand me?

Senator BAYH. Yes; I understand you. Your additional statement, sir, will be placed into the record.

[The statement follows:]

STATEMENT WITH REGARD TO MISDEMEANANT POPULATION IN THE COMMUNITY CORRECTIONAL CENTERS

BACKGROUND AND LEGAL IMPLICATIONS

THE BASIC PHILOSOPHY REGARDING THE DEVELOPMENT OF COMMUNITY CORRECTIONAL CENTERS WAS TO PROVIDE A RE-ENTRY PROGRAM FOR PERSONS WHO HAD BEEN INCARCERATED FOR LONG PERIODS OF TIME AND HAD LOST CONTACT WITH COMMUNITY RESOURCES AND NEEDED A STRUCTURED RELEASE SITUATION TO ENABLE THEM TO MAKE A SATISFACTORY COMMUNITY ADJUSTMENT. THE CHANGING COMMUNITY SERVICES STRUCTURES WERE SO RAPID THAT MEN TAKEN OUT OF THE COMMUNITY WERE HAVING DIFFICULTY IN REGARD TO THEIR RETURN IN THE AREAS OF EMPLOYMENT, USING COMMUNITY RESOURCES, AND RE-ESTABLISHING FAMILY TIES. ACCORDINGLY, THE GOAL OF THE HALFWAY HOUSE PROGRAM WAS TO BRIDGE THIS GAP AND MAKE THIS TRANSITION MUCH EASIER FOR THE OFFENDER SO THAT HE WOULD HAVE THE OPTIMUM OPPORTUNITY OF SUCCEEDING WHEN RELEASED FROM CONFINEMENT. WITH THE ADVENT OF THE D. C. WORK RELEASE LAW, COMMONLY KNOWN AS P.L. 89-803, THE GENERAL PHILOSOPHY WAS FOR US TO TAKE ON ANOTHER POINT OF VIEW. THIS PROVISION OF THE LAW PROVIDED FOR ALTERNATIVES TO INCARCERATION. IN THIS REGARD, THE HALFWAY HOUSE ROLE WAS NO LONGER PRIMARILY A RE-ENTRY TYPE FUNCTION, BUT ONE WHICH WOULD ATTEMPT TO STABILIZE THE MINOR OFFENDERS BEHAVIOR PATTERN AND PROHIBIT FURTHER DETERIORATION OF HIS FAMILY, JOB AND LIVING SITUATION. QUITE EARLY IN THE DEPARTMENT OF CORRECTIONS EFFORT TOWARD COMMUNITY CORRECTIONS DID WE RECOGNIZE THAT THE TREATMENT MODALITY FOR MISDEMEANANT OFFENDERS AND LONG-TIME FELONY OFFENDERS COULD NOT BE IDENTICAL. CLEARLY, WE RECOGNIZED THAT THE NEEDS OF THE FELON OFFENDER WAS ONE OF HELPING HIM TO ASSUME GREATER COMMUNITY RESPONSIBILITIES, USE OF COMMUNITY RESOURCES AND RE-ESTABLISHING A LIFE STYLE THAT WAS CONDUCIVE TO GOOD CITIZENSHIP.

PROGRAM CONTENT, THEREFORE, EMPHASIZED BASIC TECHNIQUES OF JOB INTERVIEWS, HANDLING OF PERSONAL FINANCES, ADHERING TO BASIC RULES AND REGULATIONS GOVERNING THE OFFENDERS CONDUCT AND THE DEVELOPMENT OF COMMUNITY TIES AND WHERE POSSIBLE, RE-ESTABLISHING FAMILY LIFE. IN MOST CASES THE MISDEMEANOR WAS AN OFFENDER WHO HAD SOMEHOW GOTTEN OFF THE TRACK, AND THE PROGRAM EFFORT HERE WAS TO STABILIZE HIS BEHAVIOR, WORK WITH DIFFICULTIES HE MAY HAVE IN CONTINUING HIS JOB OR FAMILY SITUATIONS, WHICH WAS PERHAPS ALREADY ONGOING AND IN OTHER WORDS, PUTTING SOME SORT OF EXTERNAL CONTROL ON HIS BEHAVIOR PATTERN, WHICH HAD GIVEN EVIDENCE OF BEING DETRIMENTAL TO HIMSELF AND THE COMMUNITY, BUT DID NOT WARRANT COMPLETE ISOLATION AWAY FROM THE COMMUNITY ITSELF. IT CAN BE SAID THAT WITH REGARD TO THE MISDEMEANANT OFFENDER, THE COURTS AND THE DEPARTMENT OF CORRECTIONS, THROUGH THE HALFWAY HOUSE PROGRAM, WOULD MAKE A SINCERE ATTEMPT TO MANAGE THE OFFENDERS BEHAVIOR PATTERN SO THAT HIS FAMILY WOULD NOT BECOME WARDS OF THE WELFARE DEPARTMENTS AND A CHARGE TO THE SOCIAL AGENCIES BECAUSE OF SHORT-TERM INCARCERATION OF A SIGNIFICANT FAMILY MEMBER.

ECONOMICS AND ADMINISTRATIVE CONSIDERATION

IN SPITE OF OUR KNOWLEDGE OF OUR PROGRAM GOALS, FINANCIAL CONSTRAINTS DID NOT EARLIER ALLOW THE DEPARTMENT TO DEVELOP ITS COMMUNITY CORRECTIONAL CENTERS POTENTIAL TO THE POINT WHERE IT COULD DESIGN PROGRAMS AND UTILIZE FACILITIES, ESPECIALLY FOR DIFFERENT CATEGORIES OF OFFENDERS.

IN THE PAST, THE DEPARTMENT HAD PURSUED CONTRACTUAL ARRANGEMENTS WITH ORGANIZATIONS IN WHICH WE PAID FOR BED SPACE AND BECAUSE OF THE INABILITY TO CONTROL THE IN-TAKE OF THE COURT-ORDERED MISDEMEANANT POPULATION, WERE NEVER ABLE TO SET ASIDE ONE FACILITY FOR THIS PARTICULAR PURPOSE. WE RECOGNIZE THAT THE MANAGEMENT AND THE PROGRAM CONTENT WOULD BE FAR SUPERIOR IF IT WAS SPECIALIZED TO MEET THE NEEDS OF THOSE PERSONS

WITH SHORT-TERM OR MISDEMEANANT TYPE SENTENCES. RECENTLY, WE HAVE ALTERED OUR CONTRACTUAL ARRANGEMENTS AND ARE QUITE HOPEFUL OF DEVELOPING ONE OF THE DEPARTMENT OPERATED FACILITIES, WHOSE SOLE PURPOSE AND OBJECTIVE WILL BE TO MEET THE NEED OF THE MISDEMEANANT POPULATION. THE REQUEST FOR THE ADDITIONAL FUNDING OF A HALFWAY HOUSE FACILITY TO BE DEPARTMENT OPERATED IS TO BE DESIGNED FOR THIS PURPOSE. SINCE, HISTORICALLY THE MISDEMEANANT POPULATION ALMOST EQUALS THAT OF THE FELON POPULATION, IT IS CONCEIVABLE THAT TWO (2) SUCH FACILITIES MAY BE CONVERTED TO MEET THIS NEED. ALL OF THIS IS IN A WAY DEPENDING UPON OUR ABILITY TO EXTEND AND SUCCESSFULLY OPERATE THE COMMUNITY CORRECTIONAL CENTERS TO THEIR FULL POTENTIAL.

SEPARATION OF YOUTH CASES

Mr. JACKSON. I have one whole cell block at the D.C. jail, in which I have six youth cases that I cannot mix with the population. I have to keep them in a 45-man cell block, 39 spaces vacant, because I cannot mix them with the general population, and that is the analogy I am drawing between the misdemeanants and the youth.

With additional houses, now, perhaps we might be able to do this, but I would still have some concern.

Senator BAYH. Have you ever thought about whether it would be cheaper to run these houses yourself rather than contracting them out?

Mr. JACKSON. We run some ourselves.

Senator BAYH. Then why don't you use one of those that you run yourselves? Of course, you still have the overhead and similar expenses.

Mr. JACKSON. We have still got the overhead, and it doesn't matter.

Senator BAYH. I don't know. Give me as accurate an estimate as you can of the number of people we are talking about, it if is 10, then that is one thing. If it is 100, then that is another.

It would appear to me that you could set aside one house which you could guarantee would be full all the time.

Mr. RODGERS. We can't guarantee that, sir. We can't guarantee you today whether the judge is going to sentence 10 misdemeanants tomorrow or in a month or next year. With the backload that we have waiting, with the shortage of houses, what we are doing is filling up every bed that we have.

Senator BAYH. Now, you surely could look at what has happened last year, or the year before that. If you can't do that, I don't know why you bring these charts up here and ask me to give you extra money and extra manpower, because you are also basing those projections on the vagaries of the judges.

Mr. JACKSON. Not entirely, sir.

NEED TO SEPARATE MISDEMEANANTS FROM SERIOUS OFFENDERS

Senator BAYH. Well, you are. On one can predict the future with absolute wisdom. We have to look at the past and try to determine what happened yesterday in order to estimate what we can expect tomorrow. I just think we ought to make a greater effort, whether it is in the District or the Nation, to try to get these people, whether they are young or older, first offenders, minimal offenders, out of an environment where they are sitting with people who have been three-time losers.

That is one of the reasons our correctional system has been such a failure.

Mr. JACKSON. That is exactly why I cited the case at the jail. I have got 39 vacant spaces that I cannot fill for that every same reason, sir.

Senator BAYH. All right.

You, or somebody else at the table, picked the figure of 100 a while ago. Mr. Avery, was it you?

Mr. AVERY. Yes.

Senator BAYH. What is the average population of these nine adult centers again?

Mr. AVERY. 286.

Senator BAYH. Well, that would be divided by 9, right?

Mr. AVERY. No, we have some houses—we have two, 50-man houses.

Mr. JACKSON. One 50, one 54.

Mr. AVERY. One 50, one 54, the narcotics treatment center.

Senator BAYH. What is the smallest that you have got?

Mr. AVERY. The smallest one is 24.

Senator BAYH. Why don't you take a 24-capacity center, and say: "all right, at least we are going to have 24 that we are going to separate." If you have 100 of this type of offender now, it would seem to me you could take a 50-man house and say: "OK. That gives us 100 percent margin of safety," and just separate those 50.

Think about that, OK?

Mr. JACKSON. I don't have any big problem with that, Mr. Chairman.

Senator BAYH. Pardon?

Mr. JACKSON. I don't have any big problem with that.

Senator BAYH. OK. Think about that. Maybe we can accomplish something out of this dialog.

Mr. JACKSON. I concur with what you say, but I still have——

Senator BAYH. It seems to me that that is really——

Mr. JACKSON. I have got a problem with that——

Senator BAYH. You have got some other things on your mind——

Mr. JACKSON. I have got 51 sitting at Lorton, ready right now to come into a halfway house that I can't bring in because we are filled.

Senator BAYH. All right, but those people at Lorton——

Mr. JACKSON. I am agreeing with what you are saying.

Senator BAYH. Those people who have been at Lorton have already been affected by Lorton, you know. They have already been there, and in my judgment it is better to have 50 people sitting in a house who haven't been at Lorton, rather than exposing them to those who have been at Lorton by hurrying to get those people out of Lorton that have already been there.

Now, it is a tough decision to have to make, I know. You have got to make it every day. I have got to sit here and try to help you make it, and this job is not as easy to do as it is to talk about.

But give some thought to the possibility of segregating these people, will you?

Mr. JACKSON. We will be glad to.

Senator BAYH. Now I would like to get into some of the details of the budget. The budget indicates a request of 23 positions and $244,800 to fund programs previously funded by Federal grants. Why are these Federal grants being reduced? Tell me exactly what the positions and funds will be used for.

Mr. JACKSON. The budget requests 10 positions to replace expiring grant funds. This is found in the adult services category under the family counseling project where 10 full-time positions are sought to replace 20 positions that were part time under the grant. The cost to the Department for picking up this program in fiscal 1974 will be $111,000. Other grant replacement requests that do not carry positions with them include the EFEC expansion program, the diagnostic center, and the northern systems vocational education project. Total grant replacement requested is $233,800. In the case of EFEC expansion, the diagnostic center, and family counseling, each of these is an LEAA grant which has reached the end of its normal 3-year period. The northern systems grant was funded under the District's vocational

rehabilitation program and the Department has been informed that these funds will not be available in fiscal 1974.

Senator BAYH. The budget request includes 66 additional administrative positions at a cost of $371,900. How many administrative positions do you have now, and why do you need 66 more? Please tell me exactly what these positions will be used for.

Mr. JACKSON. Administration personnel have not kept pace with increases in other Department categories over the past 5 years. An estimate made in 1973 indicates an 89-percent increase in the program and correctional categories and only 19 percent in administration. It is fallacious to believe that administrative services can keep pace with requirements given such a disparity. Each additional person added to the Department produces some form of work for administration, not to mention workload increases created by population expansion. The Department currently has 243 positions in administration and it is proposed to add 66 for a total of 309. However, from this total should be deducted two safety positions which are being transferred to the District of Columbia Personnel Office.

Specific increases under administration include:

Four analysts for the Office of Planning and Program Analysis to give the Department increased capacity in developing long-range programs and completing a long list of analytical program requirements.

Thirteen positions for the Office of Manpower and Management comprised of the following:

Seven positions for the Personnel Division to augment the recruitment, classification, and employee relations functions in recognition of the increased Department staff and hiring problems that will be coincident thereto. This Division has not had an increase in a number of years despite a substantial increase in workload.

Five additional positions for the training division to allow an expansion of the training function both as it pertains to basic level employees and management development. The training area has been generally recognized as a function of the Department needing emphasis and the additional personnel will promote a better instructor/pupil ratio under the program set forth for 1974.

The addition of an analyst to the Management Analysis Division. As distinct from program analysis, management analysis is generally charged with the review of systems within the Department and a substantial backlog of work is also in evidence here. Presently, the division has an authorized complement of only two people.

Fourteen positions for the office of automatic data processing:

Five basic level positions comprising mostly keypunch operators. This will insure the capacity to enter basic level data into the system. One of the chief difficulties with the ADP system at the present time is the lack of ability to keep pace with data entry requirements.

Five terminal operators to man ADP terminals in the institutions. This is considered essential to enable accurate updating of records from the individual institutional records offices as opposed to a central source.

Four additional programers and supervisory personnel to account for both the increased size of the organization and to permit the expansion of an ambitious data conversion program.

Sixteen positions for the office of facilities management:

Two positions will be allocated to the staff engineer's office in Washington where there is presently neither clerical nor drafting help. This is deemed essential to the proper function of this office which acts as the chief engineering liaison point for the Department.

The balance of 14 positions are basic level electricians, plumbers, carpenters, welders, boiler firemen, and the like who will be spread among the institutions at Lorton and the D.C. jail. This is the greatest need in the engineering operation since, due to the lack of qualified help, the list of deferred maintenance items is building at an alarming rate.

Nineteen positions are requested for the office of fiscal and materiel management:

Five of these positions will be used in the transportation division to provide additional drivers and mechanics as well as a clerical position for the office where none presently exists. The problem is essentially the same here as with engineering in that fleet maintenance has not been up to par due to both lack of people and the age of the fleet.

Four permanent firefighters are requested to staff the fire station which presently depends on inmate staffing. For emergency purposes, this is not a satisfactory arrangement.

Six additional people are requested in the purchasing area where the warehousing, clerical, and property control functions have suffered from the lack of additional personnel as the Department grew. The existing complement has great difficulty in keeping abreast of the Department's supply problems. In the budgeting and accounting fields, three positions are requested to augment the recordkeeping and financial analysis functions. This is consistent with recent emphasis on these areas to enable a better control of Department resources.

An additional telephone operator is requested to man a badly overloaded switchboard at Lorton.

The main thrusts of the administration requests are to restore parity and thus eliminate backlog, promote professionalism, increase analytical capacity, and improve maintenance capabilities. The Department will find it difficult to improve its management capacity without these additions.

Senator BAYH. The budget request includes seven additional positions and $43,500 for the warrant squad. What is the warrant squad, how many positions does it have now, and what exactly would the new positions be used for?

Mr. JACKSON. The warrant squad presently has a complement of six people and it is proposed to add five for 1974 at a cost of approximately $31,000. The other two positions belong to the Office of Program Coordination. The latter is the staff of the assistant director for operations concerned with insuring policy compliance and rendering technical program assistance to the operating units.

The warrant squad is charged with service of parole violation warrants and tracking down escapees from departmental facilities. The proposed increase of one clerk typist and four investigators will permit the addition of another shift to the operation. This will assist in providing the capacity for more round-the-clock activity. It will also furnish more flexibility of resources in order to promote continuity in investigations.

Senator BAYH. Tell me about the 10 positions and $59,800 requested for medical services and records clerks. Is anyone handling this workload currently?

Mr. JACKSON. Your question refers to the entire request in the administration and support category of adult services.

More specifically, three positions are requested to augment the adult services medical staff. The Department is following the recommendations of the D.C. Medical Association in this respect which has suggested added coverage for the Lorton area.

In the records area, five positions are requested to supplement the existing records staff which has become backlogged and requires additional support because of added orientation functions.

An added training clerk and an added mail clerk are sought in recognition of increased emphasis on training and hence additional volume and, with respect to the latter, to permit less reliance on inmate mail handling in a sensitive area.

Senator BAYH. The budget is requesting over $2 million to finance 221 new correctional officers at Lorton. Tell me in some detail about this request. If these positions are needed now, would they still be needed if some new facilities are added at Lorton? If we do allow these positions, shouldn't they be on a temporary basis, rather than permanent?

Mr. JACKSON. The 215 correctional officers are actually the additional amount requested for the adult services operation at Lorton. The balance of six added stewards for the food service function. One hundred and eighty of the additional correctional officers are designed to permit two-man coverage of the dormitories at the central facility. It is anticipated that this will promote better coverage and control, eliminate hazardous conditions to both inmates and officers, and assist in preventing escapes. With the current dispersion of correctional officers throughout the facility, a minimum are now left after perimeter and control posts are filled, to operate the interior of the facility. This has produced dangerous situations in the past and will continue to produce them until the condition is remedied by additional officers. Eight more positions are requested for search, patrol, and escort functions. At the maximum security facility, an additional 27 officers are requested to staff a cell block which is being opened as well as the new demountable building located there.

Senator BAYH. How are these requirements computed?

Mr. GOLIGHTLY. Requirements for correctional officers are developed through a detailed computation of a post assignment plan and the additions requested are consistent with this. The plan is developed on the basis of 365 days per man, per year, less 155 days including 104 days for weekends, 20 days for annual leave, 12 days for sick leave, 9 days for holidays, and 10 days for training. Thus, the total time that one correctional officer is available is a net of 210 days per year. This has a significant impact when considering a shift basis operation, but is considered a realistic way of calculating total personnel demands. Since the Department must pay double time for holidays, the amount calculated in the budget for holiday pay is only the double time rate, while the post assignment plan calculation makes allowance for the base rate for these days. It has been and continues to be the Department's position that these positions are essential as long as the central facility must be maintained at its present capacity. Overcrowding

merely intensifies the problem and the need. When new facilities are opened at Lorton and the capacity of the central facility is reduced, the positions will merely be transferred to the new facilities. It is thus not anticipated that the opening of the new facilities will require much additional staffing, if any at all. Because it is felt that the positions are required for the present and future projected scope of the operations, it is not felt that any useful purpose will be served by making them temporary rather than permanent.

Senator BAYH. The budget includes another request of 30 positions and $189,900 for Community Services. Please tell me what these positions will be used for. How many are working in this area at this time?

Mr. JACKSON. Community Services currently has a personnel complement of 98. An addition is requested in the amount of 30 positions, making a total request for fiscal 1974 of 128. The specific of the additional request are:

An added halfway house will require a complement of 11 people. This is the normal staff for a house of between 30 and 35 people. It includes an administrator, clerical support, charge of quarters, and correctional counselors and treatment specialists.

An increase of nine is sought for the parole staff. With an increasing parole workload, additional personnel are essential achieving the goal of a 1:50 parole officer to parolee ratio. Clerical assistance is incorporated in this item.

The addition of 10 people to employment development will permit expanded case services and the tracking of those for whom jobs have been found to insure that they continue to be employed. This step has been recommended as desirable in ensuring the long-term success of employment development activity. Clerical support is also included.

Senator BAYH. The budget requests 51 positions and $305,300 for Youth Services. Tell me what these positions will be used for. How many are employed in this area now?

The Youth Services employee complement currently includes 414 positions, and the requested addition of 52 personnel will create a new total of 466 for 1974. Increases in the Youth Services budget for personnel are as follows:

One secretarial/clerical position is sought for the superintendent's office to supplement the existing secretary there due to workload factors.

In youth parole, two more parole officers are recommended to maintain the ratio of 1:50. Slightly better than this will be attained with the additions. However, youth cases generally require more individual attention and supervision.

A complement of 16 is sought for a youth halfway house. This is a larger house (50 capacity) than the adult center and requires 16 persons rather than 11. The main difference is in the number of correctional counselors and treatment specialists.

New positions totaling 22 are requested for Youth Center No. 1 involving 10 correctional officers to provide a two-man coverage of dormitories and a culinary clerk to augment the food service process. One additional medical technical assistant is requested, and the balance of 10 positions is in the program area. These include three classification

and parole officers and seven personnel for the education system to improve classroom ratios for vocational and educational training.

Youth Center No. 2 requests 11 positions, 9 of them in the program area. Five persons are requested for inmate training. Three classification and parole officers will supplement the treatment teams, and a recreation specialist is requested where there is presently none. In administration, two records clerks are requested to supplement the present staff of three.

Senator BAYH. The budget asks for six positions and $127,900 for recreation specialists. Is that correct? How many recreation specialists do we have now? Tell me exactly what these positions will be used for.

Mr. JACKSON. There are presently seven recreation specialists in the Department. The budget proposes to double this number. The total cost, incorporating equipment and supplies, will be $150,000. Recreation is designed as a healthy and productive release of energy, and the Department has been long in need of the requested supplement. Standards indicate that the average institution should have four recreation and cultural specialists. While the Department is considerably below this, even with the new additions, the proposal will go a long way toward meeting the need. The recreation specialist is in charge of athletic activities and instruction and promoting league arrangements.

Senator BAYH. I wish you would tell me about the following requested increases: $282,000 for increased supplies and materials.

Mr. GOLIGHTLY. This is designed as an inflationary factor which has been spread throughout the budget to account for supplies purchased. It is unreasonable to believe that in a spiraling economy, materials can be purchased at the same cost from year to year.

Senator BAYH. What about the $449,800 for increased training for employees and inmates?

Mr. JACKSON. The $482,400 for training purposes was provided through a redirection and supplemental funding recommended by the City Council. It consists of two parts. First, $179,200 will supplement the management training grant recently obtained by the Department and will enable expansion of basic correctional officer training as well as that of other specialties within the Department. Second, $303,200 will be directed toward the food service, autobody, and office machine repair programs in Adult Services; a comprehensive training program for the Women's Detention Center where previously little training had been provided; and the arts and crafts and air-conditioning and refrigeration programs in the Youth Centers. The inmate portion of the training provides for continuance of activities previously grant funded by the Department of Human Resources under the provisions of the Social Security Act.

Senator BAYH. Please tell me about the $155,400 for replacement of vehicular equipment.

Mr. GOLIGHTLY. The list of replacement vehicles, incorporated under the $155,000, is found on page FL–41. In general terms, the Department has had a substandard fleet for some considerable period of time. It has subsisted on a variety of secondhand and surplus acquisitions. As a result, the condition of the fleet is poor and maintenance costs are soaring. Sedans proposed to be replaced range from 8 to 10 years old; and other equipment was acquired between 1949 and 1968, much of it surplus at that time.

Senator BAYH. Please tell me about the $150,000 contract with the Department of Human Resources.

Mr. GOLIGHTLY. The $150,000 contract with the Department of Human Resources will be employed to supplement medical staff and provide for some of the specialty services to the Department presently lacking. Approximately one-third of the sum will be utilized to employ an additional medical officer and personnel to improve the medical records system. The latter has lacked emphasis for many years and is greatly in need of systemization. Through the agency of the Department of Human Resources, services of various specialty consultants will be obtained. Funds are also indicated for supplies and equipment, both in connection with general medical requirements and the records system.

Senator BAYH. Please elaborate on the request of $175,000 for surveillance equipment. I'd really like to hear more about this request. Have you taken this equipment into account in determining how many new officers are necessary?

Mr. JACKSON. The $175,000 for security and surveillance equipment is an original figure contained in the budget which has since been reduced through the elimination of $110,000 by the city council. Within the $65,000 remaining, 5 metal detectors, 10 motor scooters, and 50 walkie-talkies will be purchased for use among the various institutions. While these purchases can greatly improve mobility and communication among the correctional officers, the bulk of the correctional force requirement is directed toward dormitory control and no mechanism is provided in this budget request which can eliminate on-the-spot patrol of this nature.

Senator BAYH. The budget request also proposes to make permanent 161 temporary positions authorized by Congress in fiscal year 1973. Is this a wise proposal at a time when inmate populations are in such a state of flux? What would be the adverse action of not converting these temporary positions to permanent positions?

Mr. JACKSON. In terms of the 161 positions made temporary in the 1973 budget, the Department has always had to assume, for recruitment purposes, that they would be permanent. Otherwise, it would have been impossible to recruit for them and obtain qualified personnel under a cloud of uncertainty. The adverse effect of not converting the temporary positions to permanent would reflect mostly on the recruiting process in that the Department's credibility as an employer would be called into question. The existence of temporary positions, while perhaps understandable from a budgetary standpoint, tends

to inject a note of instability when there is, in the Department's opinion, no real reason for so doing.

Mr. GOLIGHTLY. Essentially, the department's position with respect to the temporary positions is the same as the correctional officers. If projections of population had not been made, and if corresponding calculations of the number of people required to open new institutions had not been done, then there would seem to be a basis for saying the future was so uncertain that the positions should be made temporary. However, these calculations have been made and the Department believes, first, that the requested additions by and large are what is necessary for the proper operation of the Department at the projected population figure, and that the current complement of personnel as requested in the 1974 budget will be sufficient in general to operate the new institutions. Consequently, we view creating temporary positions as unnecessarily complicating the operation of the Department.

Senator BAYH. For the record, how many positions are you authorized and how many do you have onboard today—or the last time you looked? How many authorized positions do you currently have which are vacant?

Mr. GOLIGHTLY. The current authorization of the Department is 1,858 positions; 167 of these are vacant and 1,691 are filled. The vacancies include 79 correctional, 48 treatment, and 40 administrative. It is to be noted that the current vacancy situation is artificial. A freeze has been imposed on hiring so as to curtail spending for the balance of the year due to budgetary reasons.

Senator BAYH. If the full request for new positions were granted, it would take some time for the positions to be brought onboard. What is the so-called lapse rate for new positions, and what is the lapse rate for all other positions?

The correct lapse rate for the Department in fiscal 1974 is 14.7 percent. This is essentially the difference between funds available to fill positions as opposed to what would be needed if all positions were fully funded for the entire year. A separate rate for new positions would be in the vicinity of 25 percent since the average funding for 470 positions is at a 9-month level.

Senator BAYH. OK.

I think that is all we need to talk about, gentlemen. I appreciate what you are trying to do, and I want to cooperate with you the best I can.

Mr. JACKSON. Thank you, sir.

STATEMENTS OF:
DR. HUGH SCOTT, SUPERINTENDENT
MARION BARRY, JR., PRESIDENT, BOARD OF EDUCATION

ACCOMPANIED BY:
WILLIAM J. BEDFORD, ACTING DEPUTY SUPERINTENDENT FOR MANAGEMENT SERVICES
DR. JAMES T. GUINES, ASSOCIATE SUPERINTENDENT, DIVISION OF INSTRUCTIONAL SERVICES
EDWARD WINNER, BUDGET DIRECTOR
MRS. SWAIM, CHAIRPERSON OF BUDGET COMMITTEE
MR. VAN DYKE, SPECIAL EDUCATION

OVERALL BUDGET REQUEST

Senator BAYH. We will now hear from Dr. Hugh Scott, Superintendent of Public Schools as well as Marion Barry, president, Board of Education. They will speak in support of a budget request of $168,322,100 and 10,564 positions to staff the District's public school system.

Mr. Barry, we are glad to have you, as the highest elected official in the Capital City, to express your opinion on this very, very critical subject. Why don't you lead off?

Mr. BARRY. Thank you, Mr. Chairman.

COMMITMENT TO LOCAL SCHOOL SYSTEM TO PROVIDE RESOURCES AND SUPPORT

Mr. Chairman and members of the committee, I am Marion Barry, Jr., president of the District of Columbia Board of Education. I am happy to be joined by Mrs. Swaim, chairperson of our budget committee. I also take great pleasure in joining the Superintendent of Schools and the administration in testifying on behalf of the children and parents of our public school system.

My opening statement will not deal specifically with the line items of the budget because the Superintendent is prepared for that in his testimony. We come as a policymaking board to give you an understanding and appreciation for the rationale behind the budget request. We believe that our awareness of the process of arriving at the policy decision and rationale is important in aiding you in making an awesome decision that will affect the lives of some 140,000 students and their parents.

When we appeared before your committee last year and, as we appeared before the House Subcommittee on the Committee of Appropriations, we stated that the Board of Education is committed to providing the local school unit with the necessary resources and support to insure that quality learning takes place. We emphasized at that

time and we would like to reiterate that the Board of Education and the Superintendent have declared that the students are the single most important group of people in the District of Columbia Public School System.

We also recommended the need for parents, teachers, and community to examine the total environment in looking at the school programs and planning effective changes.

Mr. Chairman, when I appeared before you last year, I had been a member of the Board of Education for some 4 or 5 months. At that time you may recall we were struggling to insure that the public school system was fiscally sound and being managed effectively and efficiently. Prior to my taking office in January 1972, the Superintendent had indicated that he did not know how many persons were on his payroll. I am happy to report we are now able to say with full confidence that the school system is in the best shape in its history in terms of our fiscal budget and management.

The Board of Education in the past year put in the time and energy necessary in carrying out the statutory functions. In fact, the Board and its committees between January 1972 and January 1973 had over 194 meetings, which is one-third more than the previous period. Meetings in and of themselves don't mean corrective action has taken place. However, they certainly indicate the zeal and enthusiasm that the members of the Board of Education have for this job. I would like to point out that this is basically supposed to be a part-time job. We only make $1,200 a year. We are committed to children.

The Board of Education in its commitment to parents and students has been encouraging citizen involvement. The committees of the Board have been organized to allow the largest possible parent, teacher, and student involvement in the analysis of every aspect of school life and school delivery. This process has opened the doors of growing citizen participation and has demonstrated that citizens are willing to join hands with the Board and administration in helping to increase the productivity and learning in our schools.

PRIORITIES IN THE BUDGET

Through our process at public hearings and committee hearings, we find that we are on the right track by establishing four major objectives to meet the goal of providing quality education for all the children of our city.

Our No. 1 priority was to raise significantly the level of academic achievement of all students in the areas of reading, written and oral communication, and mathematics.

No. 2, expanding all full-time programs for children with severe handicaps and learning difficulty abilities.

No. 3, strengthening and expanding career development programs for all of our students.

No. 4, maintaining and strengthening the noneducational services which are vital in the support of a quality educational program.

We feel that significant gains are being realized in all of these areas.

As we have stated in our appearances here before, we are not naive and dishonest in our thinking that total success is an overnight, easy thing to accomplish. We do feel, however, that we must continue to do those things which have shown results.

ACADEMIC ACHIEVEMENT

In the area of academic achievement, a preliminary look at the results of the metropolitan reading tests indicates a high level performance last fall. A comparison between the fall of 1970 and the spring of 1971 indicate that there was an overall upward trend in school work in that year and with more pupils going to the high from average categories and subsequently from the lower categories.

The D.C. public school system is one of the few metropolitan systems using criterion reference tests as a means of evaluating our pupil.

SPECIAL EDUCATION

As you may recall, in the fall of 1971, a number of parents filed suit against the Board of Education because of the public school's failure to provide education for all children in regard to their physical and emotional handicaps. The present Board of Education met this challenge head-on and agreed with the courts that all children have a constitutional right to a free and quality education. Thus, it was in August 1972 that Judge Waddy ordered the D.C. Board of Education to provide such services. This we are going to do. Our special education program has taken a vanguard position, in that we have tried to integrate children with special programs in the classrooms as much as possible. In comparing our program with other large urban cities, we feel that it is the best in the Nation.

CAREER DEVELOPMENT AND NONEDUCATIONAL SERVICES

Because of our commitment to preparing individuals to meet their economic as well as civic and esthetic goals as part of the tradition of an American educational institution, we have placed added resources in our career development program in order to enhance the skills of our graduates. New emphasis has been placed in this area, which we feel would bring more than adequate return to the individual students in the community at large. We have, at present, operating in our school system an ambitious program where more students than ever before have gained an insight into, and meaningful knowledge of, experience in the world where they work. We are making concerted efforts with the business community and other citizens to insure the employability of our students following graduation. Exhaustive studies over the last decade have documented the need for educational services which are virtually in the support of a quality education program. As evidence of the congressional desire to meet this critical need, we have enjoyed such programs as titles I, II, III, IV, V, VI, and VII of the Elementary and Secondary Education Act. In addition, we have endeavored in the D.C. public school system to meet other needs through our congressionally funded programs and additional programs initiated by our school system. Our services include medical examinations and other health programs, eyeglasses and participation cost of existing medical examinations, hearing aids where needed, personnel to counsel and counteract truancy, insurance of health, athletics, and extracurricular activities.

BUDGET REQUEST

At this point, Mr. Chairman, I would like to remind you and emphasize that all of our objectives around these four major priorities have not been completely met. We have made gains. However, the progress made thus far is threatened by the proposed cut in both the budgetary figures sent to this committee by the city administration, which is approximately $7 million less than we asked for, and by the new direction in terms of the educational acts from the present administration.

I would like to point out that our school system is threatened somewhat by the loss of Impact aid and other Federal programs or in the whole area of general revenue sharing. Some of the funds used to create and enhance projects for noneducational services come to our system through Federal grants and Federal programs, which are designed to be drastically reduced. The proposed cut would drastically cut some million dollars from our fiscal year 1974 program. The city's proposed budget for the school system of $168.2 million falls $7 million short of our request and threatens to negate any expansion of the 1973 operation. According to our Superintendent, experience has indicated it takes approximately $5 million to $7 million in additional funds each year to maintain the level of programs and services which were operational in the preceding year. Although the city's administration budget request of $168.2 million represents an increase of $22 million, due to mandatory increases and the Teacher Salary Act of Congress last fall, there is only a real increase of $3.5 million for fiscal 1974. If the proposed budget cuts in Federal programs come through, we will net approximately $3 million less than we had last year.

Mr. Chairman, last year we spoke at some length on the environmental factors which the D.C. public school system faces. We showed that 35 percent were enrolled in title I schools, and over 10 percent were youngsters who resided in public housing, and over 40 percent of the parents of these students are on public assistance. We are determined that the Board of Education will meet these needs of quality education. However, it cannot be done without the proper resources. We face parents, teachers, students, and community members who are generally concerned to raise the educational level of our children. We are constantly working to get this community involved and concerned, but we must have the tools with which to do the work. As for the schools, the administration has scaled down our budget request of last fall from $176 million to $168.2 million. We feel the original request would give us the added resources to continue. We, therefore, urge this committee to join forces with us by considering our request about moving ahead.

Once again, Mr. Chairman, the majority of the members of the Board of Education believe in the District of Columbia and self-determination.

BOARD OF EDUCATION COMMITTED TO CHANGE

I would like to also add that, even though we are losing our superintendent, in the summer and fall we will move ahead on our 10 priority goals. We have decided that the school system cannot just stop running. We are moving ahead in areas of career development,

special education, management system, and evaluation of our school officers. For the first time, we are beginning to get a handle on this whole question of accountability, where we are now beginning to hold our Superintendent and principals and teachers accountable for what is going on for the money that is being spent.

So I think that is it in summary, Mr. Chairman, I think I did my statement in about 5 minutes rather than 15.

Senator BAYH. I should learn by it.

Mr. BARRY. Let me say one other thing, I forgot to mention——

[General laughter.]

Mr. BARRY [continuing.] Which I should have said earlier is that we welcome a time when this city is with self government and with self determination, and we can represent ourselves and speak for ourselves and govern ourselves, and that means that you and others can go about your business of trying to do the things the Nation needs, and not what we need here.

Senator BAYH. I think that additional remark is certainly very appropriate. No Member of Congress shares your desire in that respect more than I. No other Member feels as frustrated in this effort, personally, to get congressional representation as well as the other types of home rule; but until that system goes into effect we have a responsibility to work together, and that is why we are here.

Dr. Scott, would you proceed with your statement at this point?

QUALITY PUBLIC EDUCATION

Dr. SCOTT. Mr. Chairman, public education has historically been the primary vehicle for upward mobility in our Nation. The task of public education is to provide instruction that will enable students to compete equitably regardless of race, sex, or socioeconomic status.

The public schools, by their very nature, exist to provide an effective program of education for every child. The fundamental right of every child to equal educational opportunity cannot be denied because a child is poor and black, or because he lacks motivation. The public schools cannot pick and choose or select and reject as is the prerogative of nonpublic schools. Socioeconomic disparities, racial isolation, and differences in innate intellectual potential are all factors that pose difficult problems within the instructional processes but must be confronted by school personnel.

The public schools in urban areas must face some crucial questions: Is it possible to insure equal educational opportunity for all children in a society that does not provide equal quality of life for all children? How can our schools compensate for and rise above the host of impediments to growth and development existent in the environment which have an impact on the lives of a large percentage of their students?

The public has a right to expect that each child be provided quality services in all areas that are the institutional offerings of the public schools. Any shortcoming in the delivery of services justifies criticism from the public. The public schools have a long way to go in assuring the public that each child will be offered at least an adequate educational program, even though there is serious doubt that total reform and renewal of the public schools will result in every child obtaining functional knowledge in the basic skill areas. School personnel often feel that their efforts can never succeed in satisfying the ever increasing

96-548 O - 73 - pt. 1 - 55

demands being placed upon them—demands which are made without regard for the fact that significant improvements in the public schools must be closely tied to significant improvements in the quality of life in our society.

Unfortunately, public education in this and other urban areas is currently facing a crisis which threatens to limit severely the opportunities of minority groups to use education as a vehicle for upward mobility. Because of the increasing disparity between diminishing revenue and escalating costs, public school systems are finding that they must cut back or eliminate programs and services needed by students. The question should be raised as to whether students in large urban public school systems are being provided with educational opportunities comparable to those of students in school systems serving more affluent residential areas.

In the District of Columbia, the problems of public education are no less serious than they are in any other large American city today. We have all of the indexes that are familiar to most large cities in our Nation: Increasing inflationary costs, dwindling revenue sources, increasing percentage of poor and minority students, court decrees, board-superintendent conflicts, low standardized test scores, and a myriad of other impediments to the provision of quality education. More than three-fifths of our elementary school students reside in areas that are identified as being below the median family income level for Washington.

GOALS AND OBJECTIVES

The major goal of the public schools is to provide quality education for the children, young people, and adults of the community. Four program objectives and priorities designed to meet this goal were set forth in the fiscal year 1972 operating budget. These have continued to serve as the basis for all decisions relating to the allocation of resources for this fiscal year and for this budget. They are:

I. To raise significantly the level of academic achievement of all students in the areas of reading, written, and oral communications, and mathematics.

II. To expand radically all full-time programs for children with severe handicaps and learning disabilities.

III. To strengthen and expand career development programs for all students.

IV. To maintain and strengthen noneducational services which are vital in the support of a quality educational program.

The major objectives for this coming academic year as indicated in the priorities of services requested in this budget are the strengthening of education in the classroom and the improvement of the delivery of services to those classrooms. This budget is designed to furish 100 percent of the needed classroom teachers which in prior years have been authorized and justified but not fully funded due to a required vacancy adjustment. Some additional teaching staff is also budgeted to meet needs in critical areas and to make present classroom structures more manageable.

The budget also provides for some business management functions which are presently covered by temporary funding (impact aid) and for certain structural changes. The objective is to provide a more stable and better structured business management operation for

greater control of resources and coordination of services in order to deliver the prompt and effective service so essential to schools and classrooms.

MAJOR CHANGES IN FISCAL YEAR 1974 BUDGET

In establishing the final budget plan for fiscal year 1973, the Board of Education was required to undertake a major analysis of the entire base budget and to make severe reductions and redirections. These major changes in the fiscal year 1972–73 budget plan were reported in the reprograming approved on July 19, 1972. That action of the Board of Education resulted in a drastic reduction in the level of supervision and administration within the school system. When reduction of the base budget was required, funds were reprogramed primarily from administration and supervision in order to preserve to the greatest extent possible the availability of direct instructional services in the classroom. These changes were requested as a reprograming in fiscal year 1973 and are shown here as a redirection for fiscal year 1974, thus requesting a permanent alteration of the budget plan to reflect that administrative reduction.

MANDATORIES

The base of this fiscal year 1974 budget is an extension of that new budget plan into the next fiscal year. The costs shown are required to maintain the same level of service under increased cost factors. A major increase of $12 million is requested to fund the 12-percent increase in the compensation schedules provided by the Teacher Salary Act.

NEW AND IMPROVED SERVICES

Modest increases are requested for new and improved services in fiscal year 1974. The major single improvement encompassed by these requested increases will be that of classroom teaching service. The schedules supporting the budget activities for elementary education and junior and senior high education contain charts showing the details of classroom service. In general terms, the increase in funding will eliminate the vacancy adjustment in the elementary school classroom teaching ranks, providing fully funded teaching service in all elementary classrooms. Thus, the number of teaching positions justified and authorized in the budget will, unlike previous years, be funded and available. This availability, coupled with the anticipated decrease in the elementary school population, will enable the schools to approximate on a citywide average the pupil-teacher ratio of 25 to 1, which has been the declared objective of the Board of Education for several years.

The restoration of the funds previously deleted because of the vacancy adjustment in the secondary schools will likewise permit full funding of all authorized positions at the junior and senior high school levels. In anticipation of a slight increase in the secondary school population, 102 additional teaching positions have also been requested. The intention is to reduce average class sizes to more manageable levels throughout the city and to improve the ability of the secondary schools

to offer a reasonable range of advanced-level courses and special study areas essential to a well-rounded educational program.

An additional increase of $500,000 is requested to accommodate the transfer of some 45 essential positions in business management from temporary impact aid funding to permanent funding in the general fund. The stabilization of a portion of these business management positions is a part of the management improvement program now underway in the school system. The transfer of these positions from impact aid funding is of utmost importance due to the possibility that these funds may be drastically cut.

TASKS—THOSE ACCOMPLISHED AND IN THE PROCESS OF BEING ACCOMPLISHED

Instructional

1. A major expansion of and improvement in special education services.
2. Continuation of the academic achievement program.
3. Reorganization of the administrative structure of the school system.
4. Equitable distribution of resources and services to all schools.
5. Development of a plan to reform the secondary education curriculum.
6. Reorganization and consolidation of all fine arts programs presently operating in the school system.
7. Development of a comprehensive and effective staff development program.
8. Initiation of the response to educational needs project.
9. Development of realistic and effective techniques for the evaluation of student performance and the assessment of reading and mathematics programs.
10. Development of an expanded pattern of career development education.
11. Establishment of a training center for open space schools.
12. Competitive partnership.
13. Development of center for educational advancement.
14. Continuation of title I comprehensive program.

Management

1. Implementation of the Price Waterhouse & Co. recommendations.
2. Implementation of the Nelsen Commission recommendations.
3. Reorganization of the Department of Federal Programs.
4. Development of comprehensive personnel evaluation criteria for all employees.
5. Establishment of a full-time liaison person with the District of Columbia business community.
6. Implementation of the recommendations made in U.S. Office of Education's management review report.

IMPACT OF REDUCTIONS IN FEDERAL GRANT FUNDS

We are faced with severe reductions in Federal funds. These reductions in funds will seriously impair projects, programs, and supportive services throughout the school system. A number of our programs will feel the burden of these cuts.

The loss of title V funds will halt programs that are designed to strengthen State departments of education. The Board of Education's Office, the superintendent's office, and the Department of Federal Programs will be directly affected.

The loss of impact aid funds will cut across every segment of the school system.

Innovative and creative programs funded under title III will have to be terminated.

The purchase of books and audiovisual material with funds from title II will end.

NDEA III funds will not be available to purchase much-needed equipment.

Staff development programs will have to be curtailed.

Vocational and adult education programs will be reduced.

Currently, the Federal grant programs are funded at a $28.5 million level. We know that the administration's budget request calls for the elimination of the following programs:

	Net decrease for District of Columbia schools	
	Amount (millions)	Positions
Impact aid	$4.3	260 (675)
ESEA title II	.291	4
ESEA title III	.669	21
ESEA title V	.299	18 (2)
NDEA III	.130	3
Total	5.689	306 (677)

Therefore, at a minimum the administration's proposed changes would mean a reduction of approximately $5.7 million and 306 (667) positions in current Federal programs in the District of Columbia public schools.

In addition to the programs mentioned above, the following programs are also expected to be reduced in fiscal year 1974:

Title I.
Follow Through.
EPDA–B, D, F.
Drug Abuse.

The dollar reductions for the District of Columbia schools in these categories have not yet been determined, but we can certainly count on reduced funding in these areas.

CONCLUSION

In conclusion, I would like to summarize the concerns raised earlier in this statement. Educational systems today must be geared to meet the increasing needs of their respective communities. No large urban school system in this Nation has enough resources to meet its needs. For this reason, needs must be given priorities and available resources allocated accordingly.

The fiscal year 1973 budget and reductions have severely limited this school system's ability to meet the educational needs of the District of Columbia. Even though the school administration is making more

efficient use of available resources, the effectiveness of our efforts has been hindered. It is easy to confuse efficiency with effectiveness, my definition of these two terms is as follows:

Efficiency is the maximum utilization of available resources.

Effectiveness is the maximum response to the expressed needs of a group, organization, or community.

I strongly maintain that the school system is more efficient than ever before; however, our effectiveness is subject to discussion and criticism.

Price Waterhouse & Co. and the Nelsen Commission have addressed their recommendations to the area of efficiency, while the Board of Education in its request for an operating budget of $176 million has addressed itself to both efficiency and effectiveness. The fiscal year 1974 operating budget, as approved by the Mayor and City Council, in the amount of $168.3 million still leaves important priority needs unmet. These are listed in our schedule 12, which would increase the budget to $176 million.

If the Congress approves an operating budget at any level below $176 million, or institutes line item changes in the Board of Education's approved budget, then it must accept the corresponding responsibility for limiting the effectiveness of the Board of Education and school administration.

Therefore, I humbly and fervently urge you, the members of this committee, to consider the total educational needs of the children of the District of Columbia and to appropriate the funds required to meet those stated needs.

Senator BAYH. Thank you very much, Dr. Scott, for your very fine statement.

I suppose the best place to start is to just jump right in up to our ears. You point out that the board and superintendent both feel that the necessary funding level should be $176 million and that the Mayor feels that $168.3 is enough for the schools to be effective.

This is my first year as chairman of this subcommittee, but I know the remarkable similarity and difference of opinion in the level of funding occurring last year.

DIFFERENCE BETWEEN BOARD'S AND MAYOR'S BUDGET REQUESTS

Now perhaps I should—with your leave—ask Mr. Coppie who I see sitting over here, if he would care to tell us why he and the Mayor feel that we should spend about $7 million less to educate the children of the District than the school board and the school superintendent recommend. Is that a studied evaluation, after weighing the merits in the various departments, or is that a response to try and keep the overall District budget below a certain level?

Mr. COPPIE. Mr. Chairman, I appreciate the opportunity to respond to your question.

Senator BAYH. Do you have any objection, Mr. Barry, if we develop the record with Mr. Coppie at this point?

Mr. BARRY. No, I have no problems, Mr. Chairman.

Mr. COPPIE. I appreciate the opportunity to respond to your question. To pick up on a couple of points that Mr. Barry has made, he spoke about the problem of the school system, which was brought to light by the school superintendent in December of 1971, of financial management and the school system's lack of controls.

The school superintendent requested the cooperation of the Mayor. The day that request came to the Mayor, the administration gave a positive response. In the first 6 months of calendar year 1972, there was full cooperation between the executive branch of the city government and the school board and the school administration of the public school system of the city. That cooperation resulted in meeting the problems that Dr. Scott outlined December of 1971 and January of 1972.

As we began formulating the 1974 budget in the summer of 1972, there was constructive cooperation between the Board of Education and the school administration with the executive branch of the city government.

During that period there were very spirited discussions between the school board, the school administration, and the city; but it was just that, spirited discussion, rather than any animosity between the two.

When we began the formulation of the 1974 budget request in the summer of 1972, we were projecting a funding deficit of around $50 million.

In the last 8 years the District has increased tax rates across the board to support the city's budget. I think we all know that you can reach the point of no return in terms of tax increases in a central city. That is essentially where we find ourselves right now. We could not justify further tax increases to support the budget request for fiscal 1974.

Between the summer of 1972 and the time the final budget decisions had to be made in the fall of 1972, the general revenue sharing program was enacted, thus providing additional funding to help meet requirements for 1973 and 1974. I would point out that, in both the 1973 supplemental and in the 1974 budget, the public schools received the largest share of the available revenue-sharing funds.

REVENUE SHARING IN ADDITION TO BUDGET MARK

Senator BAYH. Excuse me.

Is that above and beyond the budgeted amount originally specified?

Mr. COPPIE. That is above the amount that we originally thought would be available for the public school system for 1974.

Senator BAYH. Last year, what did the school board request?

Mr. BARRY. $152 million.

Senator BAYH. And what did the Mayor recommend?

Mr. COPPIE. $146.7 million.

Senator BAYH. That was the Mayor and the committee?

Mr. COPPIE. That is right.

Senator BAYH. Given those solid figures last year, where does this revenue-sharing money fit into that picture?

Mr. COPPIE. General revenue sharing has helped us move from $146 million to the 1974 request of $168 million.

Senator BAYH. Are you suggesting that if it had not been for revenue sharing, that you would have come back and requested $146.7 again?

Mr. COPPIE. I am saying that the school system's mark for 1974 would have been about at the 1973 budget, with the addition of funding for salary increases for the school teachers.

Senator BAYH. And how much is that?

Mr. COPPIE. That is $12 million, on an annual basis, including the 5 percent that will go into effect in September of 1973.

Senator BAYH. How far does that take us?

Mr. COPPIE. The pay increase for teachers takes us to approximately $158 million.

Mr. BARRY. Sir, may I make a point? I think that between $146.7 and $168.3, about $12 million of that had to go to teachers salary increases, which was approved last year, and there were taxes approved to meet, I think, that $12 million, as I understand it.

Senator BAYH. We had $12 million, teachers salary, right?

Mr. BARRY. For fiscal 1974: $7 million for last year, 7 percent, another $5 million coming on July 1. So the Congress approved moneys that brought in approximately $60, $70 million of new moneys, taxes, to cover that increase. As I understand the revenue sharing is then tacked on top of that money, if I am not mistaken.

INCREASES REQUESTED FOR PUBLIC SCHOOLS FOR 1974

Senator BAYH. We start out with the base of last year of $146.7, and then we add to that the $12 million this year for salary increases for teachers. What else do we have to add?

Mr. BARRY. You have to add approximately $8—$7 million in mandatory, just to keep even. Basically what this budget does, Mr. Chairman, the $176, was $11 million of new services, 90 percent of which would go to local schools, and the $168.3 only gave us a little over $3.3 million in new moneys to improve services with.

That is what it means in net terms.

Senator BAYH. Mr. Coppie, do you have agreement on that?

Mr. COPPIE. One clarification is important with regard to Mr. Barry's point about salaries. The teachers salary increase was not fully funded by the Congress. There was a shortfall of approximately $2 million in the current fiscal year. The cost for the current year is $7 million.

We got approximately $5 million from tax increases, which meant that $2 million had to come from other city resources. We have found it possible to meet that requirement from other funds. The new salary schedule for the school teachers is fully funded in the current year from additional resources to the school system, without any absorption within resources already available to the school system in the current year.

Senator BAYH. What are the figures of the number of students in the school system last year, compared to this year?

Dr. SCOTT. Mr. Winner, who is the Budget Director, can give you that.

Mr. WINNER. To go back several years, the present enrollment is approximately 140,000 in 1972, the official enrollment was 143,411; in 1971, 146,224. There has been a reduction of approximately 3,000 over the past several years, each year.

Senator BAYH. 1971 was how much again?

Mr. WINNER. 146,224.

Senator BAYH. And 143,000 for 1972?

Mr. WINNER. 143,411.

Senator BAYH. That is for 1970——

Mr. WINNER. Last school year, fiscal year 1972.

Senator BAYH. What is the 1973 then?

Mr. WINNER. It is approximately 140,000. That is for the current school year.

Senator BAYH. All right.

What is the estimate for the next school year that we are talking about in the budget before this committee.

Mr. WINNER. 138,000.

Senator BAYH. All right.

Mr. COPPIE. If I could make one final point with regard to the question you raised about the budget for 1974. It is the position of the city government that we have given the appropriate priority to public education within the resources available to the District for fiscal year 1974.

COOPERATION BETWEEN SCHOOL BOARD AND MAYOR

Mr. BARRY. Mr. Chairman, let me point out for the record that the mayor's office and the Board of Education and the superintendent have had a very cooperative relationship. We just differ on this point.

We differ strongly, in fact. We need $176 million. I think that they agree that we have justified it in terms of explanation of what the money would go for. The figures are there, the programatic thrusts are there. They just differed with us on where to get the money from.

We maintain they should have found the money from somewhere, and the mood on it wasn't a hostile kind of relationship as the mayor's position has been one of agreeing, basically with the thrust of the public school system in terms of our policy decisions. Only on the level of the funding do we disagree, during our discussions, and we have had several with him and with Mr. Coppie.

The members of the Board of Education tried to identify other pockets of money that we thought should be looked at, particularly in the area of the Police Department, where crime has been reduced by one-third, according to the figures I have read, yet the personnel is still the same as it was 2 or 3 years ago, in fact, it is increasing slightly; and some other areas, we pointed out, we covered to get the $7 million. It wasn't a hostile disagreement. It was just a basic disagreement over where to get the money from.

Senator BAYH. I appreciate that. That is a thoughtful approach.

What is the cost per pupil or investment per pupil in the District of Columbia school system now, please?

Mr. BARRY. $1,225.

Senator BAYH. $1,225. How does that compare, gentlemen, with some of the other school systems in the country that you might consider comparable?

Mr. WINNER. If I may, sir, the comparisons we have reported have compared the District of Columbia with other school systems in cities of comparable size, and we believe more significantly with the surrounding school systems, where the prices and the competition are generally the same; in the other large city schools, our total per pupil expenditure, that is, our general fund and all Federal sources, is $1,225.

That compares with lesser amounts than several other cities. In Boston, it is $1,069; in Cleveland, $1,050; in Detroit, $1,125; in comparable nearby areas, it is quite a bit below, in Alexandria, the per

pupil expenditure is $1,288, in Arlington, $1,466; in Fairfax, $1,138; and Falls Church, $1,571; Montgomery County, $1,373—as compared with our own, once again, $1,225.

Mr. BARRY. Senator, I might point out that 65 percent of our total budget, 65 percent of that total figure, goes for teachers salaries, and our teachers salaries in terms of the teachers themselves is the highest among those jurisdictions locally, in terms of Montgomery County, Falls Church, or Arlington or Prince Georges, which accounts for a significant amount of that $1,225.

COMPARISON OF TEACHERS' SALARIES

Senator BAYH. Could we have a comparison of the record of the salary schedules in the jurisdictions you mentioned, similar to the cost per pupil ratio?

Mr. WINNER. Yes, sir.

[The information follows:]

DISTRICT OF COLUMBIA PUBLIC SCHOOLS

AVERAGE ANNUAL SALARIES FOR TEACHERS
1972 - 73

Big Cities	Salary	Rank
New York City	13,645	2
Los Angeles	12,729	5
Philadelphia	12,930	3
Detroit	13,777	1
Houston	9,405	17
Indianapolis	10,468	15
Cleveland	11,182	12
Milwaukee	11,519	11
San Francisco	12,319	7
San Diego	12,823	4
San Antonio	8,157	20
Boston	12,718	6
Memphis	9,179	19
St. Louis	10,217	16
New Orleans	9,293	18
Phoenix (H. S.)	12,234	8
Pittsburgh	11,669	9
Buffalo	11,094	13
Cincinnati	10,906	14
Seattle	11,543	10
Surrounding Areas		
Fairfax County	12,383	3
Montgomery County	12,523	2
Prince Georges County	11,068	6
Arlington County*	13,018	1
Baltimore**	11,100	5
Washington, D.C.	11,967	4

Source: National Education Association, Research, Preliminary Data from 26th Biennial Salary Survey of Public-School Professional Personnel, 1972-73 (Report in Process)

*Data gathered by phone from Arlington County Personnel Division

**Data gathered by phone from Baltimore City Personnel Division (Est. figures)

Public Schools of the District of Columbia

Per-Pupil Expenditures of Selected Large City
School Systems and the Suburban School Systems in the
Metropolitan Area of Washington, D.C. for Fiscal Years 1972 and 1973

Large City School Systems	1972 Regular Appropriation	1972 Total (Including all Funds)	1973 (Estimated) Regular Appropriation	1973 (Estimated) Total (Including all Funds)
Atlanta	$ 964	$ N.A.	$ 1,000	$ N.A.
Baltimore	N.A.	836	N.A.	N.A.
Boston	905	979	995	1,069
Cleveland	823	894	970	1,050
Detroit	903	1,038	N.A.	1,125
Milwaukee	954	1,025	1,014	1,092
St. Louis	755	857	869	1,001
San Francisco	1,405	N.A.	N.A.	N.A.
Washington, D. C.	985	1,198	1,041	1,225
Suburban School Systems				
Alexandria	1,100	1,175	1,225	1,288
Arlington	N.A.	1,356	N.A.	1,466
Fairfax	897	965	1,026	1,138
Falls Church	1,291	1,403	1,498	1,571
Montgomery County	1,210	1,272	1,298	1,373
Prince Georges County	915	958	992	1,030

Senator BAYH. You talked about the 10 points or 10 goals that were established. Could you give us a general rundown of what progress is being made to deal with some of the problems that existed in the District schools that these 10 goals were designed to alleviate?

Dr. SCOTT. Mr. Chairman, I think it would be good for the record to enter in what we have attempted to do; in those areas where I think the management people can give more specifics, I will switch to let them do it.

I think and I have indicated such to the Board of Education for a departing school superintendent, we have attempted the administration to take on a massive burden, you might say, in terms of the form in renewing the school system. As I go through these, I think you will get to see the picture.

We are going through a major decentralization of the administrative office with the hope of bringing a greater degree of responsibility spelled out along with the authority in terms of regional superintendents, and seeing where we can get more services that relate directly to the local school unit and give the local school more flexibility in terms of spending the money and breaking the school system hopefully into four administrative regions and giving these regions more authority to operate, so that major decisions which are based on policy do not have to be made at the central office.

It is impossible for a superintendent to administer a school system this large, 140,000 students, 200 buildings solely from decisions made out of his office based on a day-to-day response to emergencies.

Senator BAYH. Is this regional concept used in other school systems of a comparable size?

Dr. SCOTT. Yes.

I don't think there is a large school system that is attempting—we are one of the last school systems to decentralize.

So that plan was sent to the Board of Education, the plan which I modified somewhat since my first year here, turned to the Board of Education, and it speaks to major implications in terms of division of instruction.

What we have attempted to do is to put management, in terms of business functions and educational instructional functions, where possible, where they are more practical in the hands of one single administrator, so, there isn't this business of saying there is a gap which downtown has to take the blame, or some other regional office or local school can fault some other enterprise.

I think, Mr. Chairman, our major effort which no school system has attempted that I know of, and it is really causing havoc within our system, trying to come up with a decent plan. But we are moving in that direction. That's the total equalization of all of our resources, in order, where possible, to give equity.

In other words, our resources ought to be allocated to the degree that the needs of the youngsters dictate, and you should see that clearly in the budget that where we have identified reading problems, where we identified problems in math, acquisition of mathematical skills, our resources ought to be directed that way.

So we are reexamining the budget again to make these resources flow, and also build into that an accountability structure.

COURT ORDER ON EQUALIZATION OF SCHOOL EXPENDITURES

Now, this is based on a court order of 1967, in the *Hobson* v. *Hanson* decision, that Judge Wright issued. Judge Wright, 2 years ago issued a decree in which we had to equalize all of our teaching resources. We are the only school system that has to maintain a plus or minus 5 percent of the citywide mean of $521, based on teacher resources and resources of specialists, teachers in local schools.

Senator BAYH. What progress has been made in meeting the Wright decisions?

Dr. SCOTT. We have complied with the equalization aspects. We have delayed it somewhat, this operational school year, but there has never been any complaint from the judge that we have not complied with the statistical information we have submitted to him.

It has been a difficult task. I think the essence of the Wright decree, if I might just digress for a moment—Judge Wright said that there was discrimination going on, because the resources of this school system, in terms of dollars, seem to be going west of the park, where schools are basically less black and more white, because we were assigning teachers with the greatest seniority to west of the park schools, and money follows seniority.

Our standard basically, as in all school systems, is that you pay teachers on their longevity, rather than anything else. We are moving also to eventually to look at that.

But our new plan will devise means whereby we know how much equipment, supplies, materials, are going on an equitable basis, as well as an equal basis, and we will have that plan—it will be submitted to the Board early in June for hearings to be held at the community and so forth, and hopefully ultimate submission to Judge Wright, which will make us the first school system in America to do this.

In special education, the budget has gone up sharply in the past 2 fiscal years, and we have attempted to do two or three things.

One, tighten up our present operation of existing personnel through staff development and at the same time conceptually improve our delivery system—we have attempted to do that. When I began this enterprise, I didn't think we were going to get additional funds from the Congress. We have since almost doubled our capacity in special education, and I think we improved more so than 100 percent, our conceptual validity in terms of our delivery system, I am quite proud of our special education advancement, even though we have gone through three heads of special education in the 3 years I have been here. But we are making progress.

The courts have now declared that no youngster, because of retardation or any handicap, can be denied equal educational opportunity, and it costs far more. We spend in some cases $7,000 per child for special education. The attached table will reveal the cost per student in various programs.

[The information follows:]

D. C. PUBLIC SCHOOLS
Department of Special Education
Cost Per-Child by Program
1972-73*

	Program	Cost Per Child
1.	School Based Program	$ 598
2.	Visually Impaired	3,593
3.	Mobile Crisis Team	Program discontinued February 1, 1973 due to ineffectiveness
4.	Tuition Grant	3,000 plus $250 transportation allowance
5.	Hearing Impaired	2,898
6.	Mobile Diagnostic Team	2,022
7.	Webster School (Pregnant school-aged girls)	715
8.	Sharpe Health School (Physically Handicapped)	2,544
9.	Mental Health Stations (Emotionally Disturbed Children)	1,790
10.	Educational Assessment Team	N/A, absorbed in other programs
11.	Crisis Resource Teacher Program	425
12.	Morse Crisis Intervention Center (Emotionally Disturbed Adolescents)	3,921
13.	Visting Instruction Corps (Hospital and Homebound)	792
14.	Trainable Mentally Retarded	2,294
15.	Guided Group Interaction	231
16.	Non-Categorical Compensatory Learning Centers (Title I)	Federally funded

* Based upon program enrollment data as of February 28, 1973.

LEGISLATION FOR HANDICAPPED

Dr. SCOTT. Our hope is that the District of Columbia which has very little or no legislation dealing with the handicapped, if you eliminated the Compulsory School Attendance Act and the recent Waddy decree, you would have nothing that really deals with the rights of the handicapped in the District of Columbia. More will be said about that at a later date, or now, if you raise that question.

Career development, we are moving toward skills centers which will enable every youngster who completes a D.C. public school to be prepared for some basic skill so he can go out and earn a job, rather than being disposed to rely solely on academic preparation that tends to discourage a significant percentage of our students from continuing.

APTITUDE TESTS FOR PUPILS IN DISTRICT SCHOOLS

Senator BAYH. What effort is being made to test students early in order to determine aptitudes and interests?

Dr. SCOTT. I would have to have the testing people come forward on that.

We have very comprehensive—perhaps it is too comprehensive in some areas—standardized achievement tests, and the tests that we call the criterion reference which is a mastery test. We have through a national organization, the California Testing Bureau, established from grades four through nine, a mastery test for all of the basic skills we teach in those areas, and this test is given twice a year, and we can determine, these are our objectives, to see how well we can direct resources, based on acquisition of these skills.

We think there will be a correlation between success on such and success on standardized achievement scores.

We have gone through a major program of officer revaluation commencing in September of 1972. We have revised a new system of evaluating principals in the school system, which will involve citizens and staff, and joint committees, working with the principals to determine goals and coming back 10 months later to assess this and forcing the administration through its regional superintendents and assistant superintendents to visit such schools and make on-site investigations and to predetermine criteria, assess as to the progress or lack of progress being made.

In the area of student involvement, the board and the administration are moving simultaneously to establish a declaration of student rights and responsibilities, and also a representative kind of structure where students can participate in a democratic process in the nondemocratic structure called the District of Columbia.

Somehow, I think as a Michigander who has been here 3 years, somehow—the citizens of the District of Columbia who have been here a long period of time—have got to understand that in other parts of

the Nation there is such a thing that is called representative democracy, and for them to graduate from high school, solely assuming that the only structure of government is that which they find in the Nation's Capital, to me, is reprehensible.

So we are moving to involve students in the determination of certain practices which impact on them.

I do want to say this, and with regard with special education and the Waddy decree which relates to that, the judge in that decree said the due process must prevail. We have a very—I won't say cumbersome, but very involved method for suspensions and for hearings with regard to the rights of students in this regard to altering their program in any degree.

The judge said we cannot change significantly any child's program for disciplinary purposes without a hearing. Also, we cannot suspend any child beyond 2 days without submitting that process to a hearing officer.

So these we follow, and suspensions have gone down, frankly, since that period of time.

There are other matters here in terms of maintenance. We have a very archaic, ineffective maintenance structure that guides the whole District government.

And also, I am going to ask some people in the business section to deal with these in terms of specifics. We are moving now in personnel accounting. A little over a year ago, I announced to the District something that should have been announced by my predecessors for a good number of years: they didn't know how many people were on the staff, and that was true at that time.

IMPROVEMENTS IN SCHOOLS' PERSONNEL MANAGEMENT

We now have moved to improve our personnel management. I was criticized for saying what should have been said, but it was true, and it needed to be stated so that the District government itself could get itself together as well as the school system, and coordinate a more effective system. Whenever you enter the management of any enterprise in the District, you are involving not only that unit, which involved the District government itself.

We have the dual accounting structure, we have dual maintenance structure, we have dual personnel system, and we have attempted through assistance of Price Waterhouse, through the business community and the District of Columbia, to make major improvements in that area.

Senator BAYH. While you are on that, Dr. Scott, we have a GAO report from March of this year which I shall put into the record at this point.

[The information follows:]

96-548 O - 73 - pt. 1 - 56

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

MAR 8 1973

The Honorable Birch Bayh, Chairman
Subcommittee on the District of Columbia
Committee on Appropriations
United States Senate

Dear Mr. Chairman:

As requested by a joint letter dated February 7, 1972, from your predecessor; the Chairman, Senate Committee on the District of Columbia; and Senator Charles McC. Mathias, Jr., we have monitored the audit by the District of Columbia's Office of Municipal Audit and Inspection (OMAI) of the expenditure of funds by the District of Columbia public schools (DCPS) during fiscal years 1970 and 1971.

In a letter to your Committee dated February 11, 1972, the Commissioner of the District of Columbia stated that the work to be done by OMAI would include statements of

--appropriation allotments and expenditures for fiscal years 1970 and 1971,

--all Federal and private grants awarded and the amounts received in fiscal years 1970 and 1971, and

--the amount of unobligated Federal grant funds as of June 30, 1971.

The Commissioner stated that OMAI would test a sufficient number of transactions to determine, with a reasonable degree of reliability, the extent of errors and whether the Anti-Deficiency Act (31 U.S.C. 665) had been violated at the end of fiscal years 1970 and 1971.

OMAI completed its audit in October 1972 and expects to issue a report on the audit findings early in 1973. We understand that the District of Columbia Government will make a copy of that report available to you when it is issued.

OMAI's audit indicated that the extent of errors in the accounting records was significant. However, OMAI has concluded that it will not be able to assign a total dollar value to these errors, prepare certified statements of appropriation and grant account expenditures or balances, or determine the extent to which the Anti-Deficiency Act was violated, primarily because necessary documentation was not available.

OMAI identified numerous adjustments which should be made in the accounts and which will result in the accounts' showing an overobligation of DCPS apportionments for both fiscal years 1970 and 1971. OMAI officials have advised us that their report will discuss the overobligations and certain of the adjustments in relation to the Anti-Deficiency Act.

A summary of the principal areas included in the OMAI audit, the problems encountered, and the audit results follows. We believe that, under the circumstances described above, OMAI took all reasonable steps to determine the status of the DCPS accounts for fiscal years 1970 and 1971.

PERSONNEL COSTS

OMAI has concluded that it is not possible to determine the correct charges to the appropriation and Federal grant accounts for personnel costs in fiscal years 1970 and 1971. This was a major factor affecting the extent to which OMAI could ascertain the status of the DCPS accounts. Personnel compensation and benefits--$134 million in fiscal year 1971--constitute about 85 percent of DCPS' annual operating expenses.

In February of 1972 the Superintendent of DCPS appointed a 22-man task force, one purpose of which was to correct accounting codes. The task force found that the salary costs of about 20 percent of the DCPS employees were being charged to incorrect codes.

On October 31, 1972, we reported[1] that our tests of salary charges for DCPS employees in September 1971 showed that incorrect accounting codes had been assigned to 9 percent of the 1,627 employees included in our tests. Most of the incorrect codes were caused by (1) failures to change the assigned accounting codes for reassigned employees, (2) errors in preparing the forms used to establish or change accounting codes, or (3) timelags between reassigning employees and adjusting the payroll records. The failure to change the assigned accounting codes for reassigned employees was the predominant cause.

OMAI attempted to determine the extent of erroneous charges for personnel costs in fiscal years 1970 and 1971. However, it found that the necessary documentation of personnel assignments was not available. The errors disclosed by us and by the task force were found by comparing assigned accounting codes with actual personnel assignments at the time of the reviews. OMAI could not use this technique because its audit covered periods prior to its review.

---

[1]Report to the Committee on the District of Columbia and the Subcommittee on the District of Columbia, Committee on Appropriations, United States Senate, entitled "Controls over funds available to the District of Columbia Public Schools" (B-118638, Oct. 31, 1972).

According to OMAI, its report will discuss the weaknesses in documentation of personnel assignments and certain actions that DCPS has taken, or plans to take, to correct such weaknesses. DCPS has, for example, taken steps to (1) require regular reviews of personnel costs charged to the various accounts and (2) revise the flow of personnel forms to insure that changes in assignments are promptly and accurately documented. These steps, if properly implemented, should substantially improve the accuracy of DCPS financial information and should provide adequate documentation for subsequent audits.

GOODS AND SERVICES

On October 31, 1972, we reported also that DCPS obligations, totaling about $169,000 for goods and services received in fiscal year 1971, had been charged to, and paid with, fiscal year 1972 appropriated funds. In our opinion, these actions not only violated the Anti-Deficiency Act but also were contrary to section 1 of the act of July 6, 1949 (31 U.S.C. 712a). We brought these violations to the attention of OMAI during its audit.

OMAI examined vouchers processed in fiscal years 1969 through 1972 to identify the extent to which payments were charged to the accounts for 1 fiscal year when they should have been charged to the accounts for the prior or subsequent fiscal year.

OMAI's review identified about $700,000 which had been charged to accounts of the wrong fiscal year. OMAI did not determine the total amount of erroneous charges, however, because procurement documents often did not show accurate dates of order or receipt of goods and services and because it was not practicable, in many cases, to determine the correct year's accounts to which the cost of such purchases should have been charged.

OMAI advised us that its report would discuss (1) the erroneous charges it found in relation to the provisions of the Anti-Deficiency Act, (2) the documentation deficiencies which made it impractical to determine the total erroneous charges, (3) recommended adjustments to the accounts, and (4) recommendations for strengthening accounting controls for insuring that costs for goods and services are charged to the proper accounts.

TRANSFERS BETWEEN ACCOUNTS

Each year DCPS initially charges various costs to its accounts on an interim basis, pending a determination of the accounts to which such costs should be charged. This procedure results in numerous transfers of costs within the appropriation accounts and between the appropriation and the Federal grant accounts. It was not feasible for OMAI to review all such transactions. Therefore it selected for review all transactions for November 1969, June 1970, and February and June 1971.

OMAI's review disclosed that sufficient support was not available to determine whether transfers of costs, totaling about $2 million, were proper. For some of these transfers, no support was available; for others, the only available support consisted of memorandums from school officials to the accounting section requesting that costs be transferred. The memorandums, however, did not include any justifications for the requested transfers. OMAI advised us that its report would include a discussion of the significance of the deficiencies in accounting transfers and a recommendation that appropriate documentation be assembled, reviewed, and retained for all transfers to insure their propriety.

GRANT ACCOUNTS

A significant portion of DCPS' activities is financed from Federal grants. For example, its records indicate that Federal grants awarded for fiscal year 1971 totaled about $27 million.

OMAI found that in many cases information from which the amount of the grant award, the period of the grant, and other grant conditions could be verified was not available within DCPS. Without such information it was not possible to determine whether grant funds were expended (1) for the purposes for which intended or (2) in excess of the amounts awarded and/or beyond the period for which the funds were available.

In view of the previously discussed problems, such as insufficient documentation to determine the correct accounts to which personnel costs should have been charged, OMAI concluded that taking additional steps to verify grant awards and conditions would serve little purpose, because it still would not be able to certify grant account expenditures or balances.

According to OMAI, it plans to recommend that DCPS request copies of grant contracts from the grantors in those cases for which information on grants could not be located by DCPS. It plans also to recommend that DCPS establish a central file of all grant contracts and that this information be made available to, and be used by, the departments responsible for the administration and control of grant programs.

APPROPRIATIONS ACCOUNTS

Although OMAI, for the reasons previously discussed, will not be able to prepare statements of the actual balances of the DCPS apportionments of appropriated operating funds for fiscal years 1970 and 1971, it did identify several adjustments which should be made to more accurately show the status of the accounts. The adjustments identified include

--amounts which had been charged to accounts of the wrong fiscal year,

--an increase in obligations for each fiscal year to include accounts payable which had not been recorded,

--a decrease in the fiscal year 1970 apportionment and an increase in the fiscal year 1971 apportionment as a result of OMAI's analysis of estimated and actual reimbursements, and

--cancellation of invalid obligations for both fiscal years.

The various adjustments will result in overobligated balances in the fiscal years 1970 and 1971 accounts of about $1.9 million and $0.9 million, respectively. OMAI advised us that its report would discuss these matters in relation to the Anti-Deficiency Act.

- - - -

We have not obtained written comments from the District of Columbia on this report; however, its contents have been discussed with, and concurred in by, OMAI.

We are also sending this report today to the Chairman, Senate Committee on the District of Columbia, and to Senator Charles McC. Mathias, Jr. We do not plan to distribute this report further unless you agree or publicly announce its contents.

Sincerely yours,

Elmer B. Staats

Comptroller General
of the United States

GAO MONITORING EFFORTS

Senator BAYH. The document reports on GAO's efforts to monitor the Office of Municipal Audit and Inspection units audit of the public school expenditures, fiscal 1971–72. The report says that it found—and I quote from the report—"it was not possible to determine the correct charges to the appropriations and Federal grant accounts for personnel costs in those years," and that further, it was unable to and again I quote "to determine the extent of erroneous charges for personnel costs because the necessary documentation of personnel assignment was not available."

Another GAO report was received last October and it detailed a considerable number of problems in the public school's control over funds in fiscal 1971. I will put that in the record at this point, too.

[The information follows:]

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

Dear Mr. Chairman:

This is our report on the controls over funds available to the District of Columbia public schools. The review was made in response to a request dated July 2, 1971, by your predecessor chairman.

We have not obtained written comments from the public schools or the District of Columbia Government on the matters discussed in this report.

This report is also being sent today to the Chairman of the Committee on the District of Columbia, United States Senate. Also, as agreed with your office, a copy of this report will be made available to the Committee on the District of Columbia, House of Representatives.

We plan to make no further distribution of this report unless copies are specifically requested, and then only after your agreement has been obtained or public announcement has been made concerning its contents.

Sincerely yours,

Comptroller General
of the United States

The Honorable Birch Bayh
Chairman, Subcommittee on the
District of Columbia
Committee on Appropriations
United States Senate

COMPTROLLER GENERAL'S REPORT TO THE COMMITTEE ON THE DISTRICT OF COLUMBIA AND THE SUBCOMMITTEE ON THE DISTRICT OF COLUMBIA COMMITTEE ON APPROPRIATIONS UNITED STATES SENATE

CONTROLS OVER FUNDS AVAILABLE TO THE DISTRICT OF COLUMBIA PUBLIC SCHOOLS B-118638

D I G E S T

WHY THE REVIEW WAS MADE

The Chairman of the Senate Committee on the District of Columbia and the Chairman of the Subcommittee on the District of Columbia, Senate Committee on Appropriations, asked the General Accounting Office (GAO) to review the expenditure of funds by the District of Columbia public schools (DCPS) to determine

--program funding sources,

--the extent that Federal funds were used to support each program activity,

--the way in which expenditure controls were deficient,

--the actions being taken to improve expenditure controls, and

--the changes needed in the methods of expenditure control.

As agreed with the Chairmen's offices, GAO evaluated the effectiveness of the District's and DCPS's control over funds for fiscal year 1971.

Background

In fiscal year 1971 DCPS received an appropriation from the Congress of about $140 million and grants from Federal agencies of about $20 million, principally from the Department of Health, Education, and Welfare. The DCPS appropriation represents about 22 percent of the funds made available by the Congress for the operation of the District of Columbia Government.

The Comptroller General approved the statement of accounting principles and standards for the District of Columbia Government on February 18, 1972. This statement excluded the DCPS internal accounting operations because it is not under the administrative direction of the Commissioner of the District of Columbia Government. In approving the statement, the Comptroller General indicated that DCPS could either adopt the principles and standards for the District Government or submit separate statements for approval by the Comptroller General.

As of July 31, 1972, DCPS had not adopted the approved accounting principles and standards for the District Government pending the resolution of certain modifications which DCPS had requested.

FINDINGS AND CONCLUSIONS

The District's Office of Budget and Financial Management and DCPS did not exercise effective fund control.

Allotments made by DCPS in fiscal year 1971 were not aligned with the

budget approved by the Congress. DCPS could not provide information to enable GAO to determine whether the funds had been budgeted or used as the Congress intended.

The allotments made by DCPS did not agree with the corresponding allotments made by the Office of Budget and Financial Management. This Office is responsible for making apportionments and allotments to DCPS and for maintaining allotment control accounts. Beginning in fiscal year 1973, DCPS plans to align its allotments directly with the approved budget. (See pp. 8 and 9.)

Salary costs were charged to incorrect funds, allotments, and activities. DCPS miscoded about 9 percent of the payroll documents. Salary costs for 1971 amounted to about $134 million. (See pp. 11 to 14.)

Obligations totaling about $1.2 million were not promptly charged against the proper allotments. (See pp. 9 and 15.)

The District's official financial report for fiscal year 1971 showed that obligations incurred exceeded the amounts apportioned to DCPS by about $195,000. Thus the Anti-Deficiency Act (31 U.S.C. 665) was violated. Also, obligations totaling about $169,000 for goods and services received in fiscal year 1971 were charged against and paid with fiscal year 1972 appropriated funds. These actions involving the $169,000 constituted a further violation of the Anti-Deficiency Act and were also contrary to section I of the act of July 6, 1949 (31 U.S.C. 712a). (See pp. 22 and 23.)

The District Central Accounting Office and the DCPS Accounting Office reported different amounts for allotments, obligations, and unobligated allotments for fiscal year 1971. However, the DCPS Accounting Office did not reconcile the differences. We believe that the systems maintained by the two Offices are unnecessarily duplicative, costly, and ineffective and should be integrated into a single system. (See pp. 17 to 19.)

Recipients of DCPS allotments were not required to review financial reports and to follow up on inaccuracies in the data and/or noted variances in the obligations and allotments. For the most part, such reviews were not made. (See p. 20.)

Required reports to the Superintendent of DCPS on obligations which exceeded allotments were not made in fiscal year 1971. (See p. 21.)

As early as December 31, 1970, the Central Accounting Office records showed major differences, both over and under, between the allotments made by the Office of Budget and Financial Management and the obligations incurred by DCPS. The District Budget Officer did not take action to have the differences resolved until August 1971, or 1 month after the end of the fiscal year. (See p. 21.)

AGENCY ACTIONS AND UNRESOLVED ISSUES

The District's Office of Municipal Audits is making a detailed review of DCPS financial practices to ascertain (1) the status of each DCPS allotment for fiscal years 1970 and 1971 and (2) the extent of violations of the Anti-Deficiency Act.

Before GAO began its review, the Superintendent of DCPS recognized deficiencies in the DCPS financial management system and has acted to

correct them. For example:

--A task force was appointed February 16, 1972, to correct the accounting codes assigned to DCPS employees, to establish an accurate employee count, and to identify any unauthorized personnel. (See p. 14.)

--Obligations incurred for supplies and equipment requisitions filled by the DCPS warehouse were recorded against appropriate allotments more often in fiscal year 1972 than in fiscal year 1971. (See p. 15.)

--Contracts were awarded to Price Waterhouse and Company and Elmer Fox and Company for assistance in improving financial management within DCPS. (See pp. 27 to 29.)

GAO believes that the actions taken and planned should result in more accurate financial information and in improved financial management within DCPS.

GAO believes also that, to effectively control funds, the Superintendent should:

--Hold the division and department heads accountable for restricting obligations to authorized allotments.

--Require division and department heads to correct inaccuracies in the financial data reported and to follow up on noted variances in the obligations and allotments.

--Enforce the requirement that the DCPS Division of Budget and Executive Management review all reported violations of the allotment authority and report the results of its reviews to the Superintendent.

--Require all obligations to be promptly recorded in the accounting records.

--Decide whether to adopt the approved statement of accounting principles and standards for the District Government or to submit a separate statement for approval by the Comptroller General.

CHAPTER 1

INTRODUCTION

In a letter dated July 2, 1971, the Chairman of the Senate Committee on the District of Columbia and the Chairman of the Subcommittee on the District of Columbia, Senate Committee on Appropriations, requested that we review the expenditure of funds by the District of Columbia public schools (DCPS) to determine (1) program funding sources, (2) the extent to which Federal funds were used to support each program activity, (3) the way in which expenditure controls were deficient, (4) the actions being taken to improve expenditure controls, and (5) the changes needed in methods of expenditure control. (See app. I.)

As agreed with the offices of the Chairmen, our review was directed primarily toward evaluating the effectiveness of the controls over funds for fiscal year 1971.

DCPS is the 12th largest school system in the Nation. For school year 1970-71, it was authorized to employ about 12,650 full-time personnel; had an enrollment of approximately 140,000 students, ranging from prekindergarten through the 12th grade; and provided continuing education to about 17,000 adults.

An elected 11-member Board of Education and a Superintendent appointed by the Board are responsible for the operation of DCPS. The Commissioner of the District of Columbia Government shares in the responsibility for financial matters. Section 31-103 of the District of Columbia Code states:

> "The Board shall determine all questions of general policy relating to the schools, shall appoint the executive officers hereinafter provided for, define their duties, and direct expenditures. All expenditures of public funds for such school purposes shall be made and accounted for as now provided by law under the direction and control of the Commissioners of the District of Columbia."

DCPS operations are financed primarily by annual appropriations from the Congress and by grants from Federal agencies, principally the Department of Health, Education, and Welfare (HEW). DCPS received appropriations of about $139.8 million for fiscal year 1971, which represented about 22 percent of the total appropriations for the operation of the District Government. In addition, DCPS was awarded about $27 million in Federal grants, of which about $20 million was received.

We examined District and DCPS financial policies and procedures and selected accounting records, reports, and transactions to evaluate the adequacy of fund control and the reliability of financial data. We examined also the audit reports on DCPS operations issued by the District's Office of Municipal Audits during fiscal years 1970 and 1971 and certain other reports on DCPS operations by HEW and private firms. We interviewed various District and DCPS officials responsible for the control of DCPS funds.

STATUS OF ACCOUNTING SYSTEM

The accounting system for DCPS has not been approved by the Comptroller General. The Comptroller General approves an accounting system in two stages: first, the statements of accounting principles and standards established to govern the accounting system and second, the design of the system.

On February 18, 1972, the Comptroller General approved the statement of accounting principles and standards for the District Government. The principles and standards are applicable to (1) all accounting performed by organizations under the administrative direction of the Commissioner and (2) accounting affecting the completeness and accuracy of input into the central accounting system performed by agencies, boards, and commissions not under the Commissioner's administrative direction but serviced by the central accounting system.

In approving the District Government's statement, the Comptroller General indicated that he would permit those organizations not under the Commissioner's administrative direction--such as DCPS--to adopt the Commissioner's principles and standards for their internal accounting operations rather than require them to submit separate statements for approval. As of July 31, 1972, DCPS had not adopted the Commissioner's approved accounting principles and standards for its internal operations pending the resolution of certain modifications which DCPS had requested.

District officials have informed us that they will begin the next phase of accounting system development--the preparation of the system design--in the near future. This phase is expected to result in significant changes in the accounting operations of DCPS and in the related operations of the District's central accounting system.

CHAPTER 2

FUND CONTROL ACCOUNTS AND RELATED REPORTS

The Office of Budget and Financial Management (formerly the Budget Office), District of Columbia Government, is responsible for maintaining budgetary controls over funds appropriated to the District. The Office approves quarterly apportionments and allotments of appropriated funds on the basis of financial plans prepared by District agencies and offices. The financial plans show the planned obligations to be incurred monthly for each allotment for designated categories of expenditure.

The allotment areas approved by the Office for the control of funds apportioned to DCPS during fiscal year 1971 were

--elementary education,
--secondary education,
--vocational education,
--summer school and continuing education,
--special education,
--special projects and model schools,
--instructional services,
--educational support services,
--administrative services, and
--general administration.

The initial allotments made to DCPS by the Office for fiscal year 1971 were generally consistent with the budget categories and amounts presented to and approved by the Congress. However, the Office made major adjustments to the initial allotments without notifying, and obtaining required approval from, the Congress. For example, on June 28, 1971, the allotment for elementary education was reduced by about $2.5 million, apparently to bring the allotment into agreement with recorded obligations. The Subcommittees on the District of Columbia, Senate and House Committees on Appropriations, require prior notification for approval of reprogramings in excess of $25,000.

The Office of Budget and Financial Management's accounting office, the Central Accounting Office, is responsible for establishing and maintaining allotment accounts for the fiscal control of all District funds available for expenditure and for preparing financial reports for management use. For appropriated funds, accounts are established for the 10 allotment areas. For Federal grant funds, accounts are established upon receipt of funds from Federal agencies.

A DCPS official told us that the allotment accounts established by the Central Accounting Office and the related financial reports were not detailed enough for effective administration of school activities and that, therefore, DCPS had established its own fund accounting system in fiscal year 1969.

Under the DCPS fund accounting system, appropriated and Federal grant funds are allotted and accounted for by designated activities and classes of expenditures within divisions or departments. Although these detailed allotments--which total about 300--are synchronized with the 10 allotment areas used by the Office of Budget and Financial Management, the amounts allotted for the detailed categories, in aggregate, differed significantly from the amounts allotted by the Office.

Furthermore, the detailed allotments used internally by DCPS were not aligned with the detailed budget classifications in the budget justification presented to and approved by the Congress. Therefore, the monthly reports prepared by DCPS to show, for each of its detailed allotments, the amounts budgeted, amounts obligated to date, unobligated balances, disbursements, and unliquidated obligations could not be used to determine whether the funds had been budgeted or used as the Congress intended.

Price Waterhouse and Company, in a report on its review of DCPS (see p. 36), recommended recasting the DCPS budget into programmatic classifications which would permit it to be used as a control. A DCPS official told us that DCPS plans to implement this recommendation at the beginning of fiscal year 1973 and that, when implemented, the allotments would be directly aligned with the approved budget.

CONCLUSIONS

The changes planned by DCPS to directly align its internal operating budgets with the congressionally approved budget in 1973 should permit a determination of whether the funds have been used as the Congress intended. See pages 20 to 22 for a discussion of the need for management review of obligations.

The Commissioner should request approval for necessary reprograming of funds from the appropriate congressional Committees, as required by those Committees.

CHAPTER 3

DEFICIENCIES IN ACCOUNTING DATA AND IN FUND CONTROL

An accounting system, an integral part of financial management, serves as the basis for preparing and supporting an agency's budget request, for controlling the execution of the budget, for reporting satisfactorily on the custody and use of resources, for effectively evaluating past performance, and for planning future operations. To be effective it should provide for

--full disclosure of the financial results of the agency's activities,

--essential and accurate financial and statistical data for management purposes, and

--effective control over and accountability for all funds for which the agency is responsible.

Our review showed that the systems for accounting for DCPS funds did not meet the above requirements. Costs charged to designated activities were inaccurate, and little effort was made to restrict obligations to budgetary and administrative authorizations.

In our opinion, the deficiencies in the accounting data and in fund control resulted, in large part, because (1) well-defined financial management policies and procedures had not been developed, (2) obligation transactions had not been recorded promptly, (3) reported financial data had not been reviewed, (4) noted variances had not been followed up, and (5) assigned accountability responsibilities had not been enforced.

INACCURATE SALARY CHARGES

Personnel compensation and benefits amounted to about $134 million, or about 84 percent of DCPS operating expenses in fiscal year 1971. The total salary paid to an individual employee is charged in accordance with a predetermined accounting code assigned to that employee. This code identifies, among other things, the fund, the allotment, the activity, and the class of expenditure to which salary costs are to be charged.

Because positive reporting was not made on the activity or activities for which each employee actually worked, we could not test the accuracy of fiscal year 1971 salary

charges. At our request, however, the principals of 31 schools--12 regular elementary schools, seven regular secondary schools, six model schools, three Anacostia project schools, one community project school, one vocational school, and one special education school--provided us with a roster of all full-time employees, except food service personnel, assigned to their schools as of September 30, 1971 (fiscal year 1972).

Each employee was identified by name, position, activity to which he or she was assigned, and the source of the funds used to pay his or her salary. We compared this information with a DCPS report showing the accounting code to which each DCPS employee's salary had been charged in September 1971.

An incorrect accounting code was assigned to 9 percent of the 1,627 employees included in our comparison. Although our comparison was based on fiscal year 1972 information, our review showed that factors contributing to the error rate of 9 percent also existed in fiscal year 1971. Considering that fiscal year 1971 personnel costs amounted to about $134 million, an error rate of 9 percent would have had a significant effect on the accuracy of the financial data reported for that year. Following are examples of the types of accounting code errors noted.

--The salary of an employee had been inappropriately charged to title I grant funds instead of appropriated funds (incorrect fund charged).

--The salary of an employee assigned to secondary education had been charged to elementary education (incorrect allotment charged).

--The salary of an employee assigned to early childhood education had been charged to the general elementary curriculum (incorrect activity charged).

96-548 O - 73 - pt.1 - 57

The following table summarizes the results of our comparison.

Organizational element	Number of employees tested	Incorrect accounting codes assigned to employees		Type of error		
		Number	Percent	Incorrect fund	Incorrect allotment	Incorrect activity
Elementary education	356	43	12.1	16	37	33
Secondary education	425	33	7.8	16	29	28
Model school	312	17	5.5	5	14	15
Anacostia community schools	204	24	11.8	4	20	24
Buildings and grounds	226	-	-	-	-	-
Pupil personnel	18	2	11.1	-	1	2
Special education	22	22	100.1	-	18	22
Vocational education	40	2	5.0	-	-	2
Special projects	24	3	12.5	-	2	3
Total	1,627	146[a]	9.0	41	121	129

[a]The accounting codes for 116 of the 146 employees contained two or more errors.

To determine why incorrect accounting codes had been assigned, we selected for further review 69 employees who had been assigned incorrect accounting codes. As part of this review, we examined the documents used by DCPS to establish or change employees' accounting codes.

It appears that the majority of the errors in the accounting codes were caused by (1) failures to change the assigned accounting codes when employees were reassigned, (2) errors in preparing the forms used to establish or change accounting codes, or (3) time lags between reassigning employees and adjusting the payroll records. The failures to change the assigned accounting codes when employees were reassigned were the predominant cause.

DCPS officials attributed the 100-percent error rate for the Division of Special Education to a major reorganization of the division in July 1971. They stated that the reorganization had resulted in transferring personnel into and within the division, which had caused problems in accounting for the salary charges.

DCPS had no comprehensive procedures outlining when the accounting codes should be changed or requiring that the accounting codes be checked periodically for accuracy. We believe that the lack of such procedures was the basic cause of the incorrect accounting codes.

Furthermore, DCPS' practice of charging salary costs in accordance with predetermined accounting codes lends itself to inaccurate charges because the salary charges can be accurate only for employees who spend 100 percent of their time in the areas identified by the accounting codes. A DCPS official informed us that it was not uncommon for employees to work on more than one program or to be detailed outside their regularly assigned areas of responsibility.

On February 16, 1972, the Superintendent of DCPS appointed a 22-man task force to take a census of all DCPS employees. The coordinator of the task force informed us that the primary objectives of the census were (1) to correct the accounting codes, (2) to establish an accurate employee count, and (3) to identify unauthorized personnel, if any.

Conclusions

In our opinion, the action being taken by DCPS to correct the accounting codes is a significant step toward improving the accuracy of financial information. However, to insure the continued accuracy of the accounting codes after they are corrected, procedures should be implemented to report changes in the accounting codes and to review the codes regularly for accuracy. Also DCPS should identify the extent that employees work in more than one program area or in areas outside their regularly assigned areas. If warranted by that review, the employees or their supervisors should be required to report the actual time spent in various areas. Such reports would provide a sound base for making appropriate charges to funds, programs, and activities.

DELAY IN RECORDING OBLIGATIONS

DCPS operates a central warehouse for supplies and equipment. When supplies and equipment are ordered for the warehouse inventory, the obligations are recorded in a DCPS warehouse account. After requisitions from departments and schools are filled from the warehouse inventory, the obligations for the amount of goods issued are transferred from the warehouse account to the appropriate allotment accounts.

For fiscal year 1971 the accounting entry effecting this transfer was made toward the end of the year rather than periodically throughout the year. We noted that a transfer document dated May 27, 1971, had been prepared by the DCPS Accounting Office to transfer obligations of $1.2 million from the warehouse account to appropriate allotment accounts. Although the period during which the requisitions had been filled by the warehouse was not identi-

fied on the transfer document, an official in the DCPS Procurement Management Office told us that the total value of requisitions filled by the warehouse ranged from $1.2 million to $1.5 million annually. Therefore, the transfer probably covered requisitions from the beginning of the fiscal year.

Our analysis of the May 27, 1971, transfer document showed that, of the 176 accounts which had been charged for supplies and equipment, 11 had amounts charged which exceeded their allotments by a total of about $113,000. Because the obligations to the individual allotment accounts were not promptly recorded, the officials responsible for controlling the applicable allotments could not have known, by reviewing the monthly financial reports, about the overobligations.

DCPS apparently has recognized the need for recording obligations for warehouse issues against the appropriate allotment accounts more often than once a year because, in fiscal year 1972, accounting documents for transferring obligations from the warehouse account to appropriate allotment accounts were dated September 9, 1971, December 17, 1971, and February 1, 1972.

The delay in recording obligations in the appropriate allotments is not limited to warehouse issues. The Office of Municipal Audits reported that its audit, as of March 31, 1972, showed that about $557,000 of fiscal year 1971 obligations had not been recorded in the fiscal year 1971 accounts. (See p. 23.)

Conclusions

Although the value of supplies and equipment issued by the warehouse is now being recorded in the allotment accounts more often than in fiscal year 1971, we believe that charges for inventory issuances should be recorded at least monthly. Obligations for the procurement of goods and services should be recorded in the accounting records as soon as they are incurred.

INADEQUATE CONTROL OVER FUNDS

The District Government operates two systems for maintaining control over appropriated and grant funds for DCPS--one by the District Central Accounting Office and the other by the DCPS Accounting Office.

The reports of these two Offices on the status of funds showed different amounts for allotments, obligations, and

unobligated allotments for appropriated and grant funds, as shown by the following tables.

Status of Fiscal Year 1971 Appropriated Funds as of June 30, 1971, After Yearend Adjustments, as Reported by the Central Accounting Office and by the DCPS Accounting Office

	Allotments	Obligations	Unobligated allotments
Reported by the DCPS Accounting Office	$141,072,523	$142,951,555	$-1,879,032
Reported by the Central Accounting Office (note a)	141,514,017	141,708,611	-194,594
Differences	$ 441,494	$ 1,242,944	$-1,684,438

[a]These amounts include about $1.8 million of estimated reimbursements for services provided by DCPS which are not included in the District's fiscal year 1971 financial statements.

Appendix II contains a list of allotments, obligations, and unobligated allotments for each of the 10 allotment areas (see p. 8) and shows that different amounts were reported by the two Offices for each allotment area.

Status of Fiscal Year 1971 Federal Grant Funds as of June 30, 1971, After Yearend Adjustments, as Reported by the Central Accounting Office by the DCPS Accounting Office

	Allotments	Obligations	Unobligated allotments
Reported by the DCPS Accounting Office	$26,989,531	$22,863,108	$4,126,423
Reported by the Central Accounting Office	20,451,265	18,161,128	2,290,137
Differences	$ 6,538,266	$ 4,701,980	$1,836,286

Appendix III contains a detailed comparison of the allotments, obligations, and unobligated allotments reported by the two Offices for the fiscal year 1971 Federal grants.

Following are some possible reasons for a number of the differences shown in appendixes II and III.

Appropriated funds--The aggregate of the allotments made by DCPS for each allotment area (see p. 8) did not agree with the corresponding allotments made by the Office of Budget and Financial Management for these allotment areas or the total allotments for all such areas.

Federal grant funds--The DCPS procedures provide for establishing allotments for grants at the time each grant award document is received. The Central Accounting Office, however, established grant allotments for the amounts of actual grant moneys received which, at the end of the fiscal year, could be significantly less than the amounts stated in the grant award documents.

Appropriated and Federal grant funds--DCPS and the Central Accounting Office performed separate keypunch and editing functions to record obligations against all classes of expenditures, except personnel compensation and personnel benefits. As a result, the potential for error was increased.

DCPS had made no attempts to reconcile the differences discussed above or to identify the causes for the differences. Price Waterhouse and Company reported that reconciliation of appropriated fund transactions recorded in the two systems for October and November 1971 showed, among other things, that:

--Transactions had been corrected or rejected by the Central Accounting Office without properly notifying DCPS.

--Transactions had been recorded by one Office but not the other.

--Coding modifications had been made after transaction data had been submitted to the Central Accounting Office.

--Accounting codes had been transcribed incorrectly.

Price Waterhouse recommended that DCPS implement the procedures developed during its review for reconciling the differences reported by the two Offices.

Conclusions

The present separate systems maintained by the Central Accounting Office and the DCPS Accounting Office for controlling appropriated and grant funds cause unwarranted duplication and require unnecessary time-consuming and costly effort to reconcile the accounts in the two systems.

This situation should be corrected when the District revises its accounting system to implement the accounting principles, standards, and related requirements prescribed by the Comptroller General. We believe that, in the interim, District and DCPS officials should decide on a single system for providing allotment and obligation information required by the District and DCPS management.

NEED TO EXERCISE BASIC FUND CONTROL TECHNIQUES

The heads of the various divisions and departments which receive allotments made by DCPS are responsible for insuring that funds obligated are used for the intended purpose, are properly charged, and are not in excess of the allotments.

Our analysis of a DCPS report on the status of fiscal year 1971 appropriated and Federal grant funds as of December 31, 1971, showed that, for 96 of about 300 activities, obligations exceeded allotments by about $11 million. For example, obligations totaling about $240,000 were charged to the drivers education program, secondary education, whereas only about $41,700 had been allotted for that program.

Our analysis also showed that obligations totaling about $2 million had been charged to 90 activities for which no funds had been allotted. For example, appropriated funds of $164,391 for salaries and benefits and $2,963 for supplies and materials were charged to the evening school program of the Department of Summer School and Continuing Education, even though the Department had not received an allotment of appropriated funds to operate an evening school program.

The charging of obligations to an activity in excess of the amount allotted or to an activity for which no allotment had been made could have resulted from operating a program above the approved level, operating an unapproved program, or making an error in the assigned accounting code. Although funds may have been used for unapproved purposes, we believe that, to a large extent, the charging of obligations to an

unauthorized activity and to an activity in excess of the authorized amount resulted from errors in the accounting codes. As discussed on page 12, we found an overall error rate of 9 percent in the codes used to record salary costs in the financial records.

The Division of Budget and Executive Management, which is responsible for making allotments within DCPS, had not required the recipients of allotments to review the financial reports and to follow up on inaccuracies in the reported data and/or noted variances between obligations and allotments. Several of the division and department heads informed us that, for the most part, such reviews had not been made.

The DCPS Division of Budget and Executive Management is required by a procedure established June 30, 1969, to report to the Superintendent when an obligation exceeds the allotment--an administrative violation. The procedure requires, among other things, that the report (1) identify the fund involved and the name and position of the person responsible, (2) describe the causes of and circumstances surrounding the violation, and (3) include a statement on the adequacy of the system established for administrative control.

Such reports were not prepared during fiscal year 1971. Our analysis of the reported financial data, as noted above, showed many instances where obligations exceeded allotments. The Chief of the Division of Budget and Executive Management told us that reports had not been prepared because the financial data was too inaccurate to be of use in identifying violations. In our opinion, the knowledge that financial data is inaccurate makes it even more important to review the data and to trace errors to their source so that corrective action can be taken.

As early as December 31, 1970, the Central Accounting Office's records showed major differences, both over and under, between the funds allotted to and the obligations incurred by DCPS. However, the District Budget Officer did not have the differences resolved until August 1971, or over 1 month after the end of the fiscal year. At that time the records showed that, as of the end of fiscal year 1971, the apportionment of appropriated funds to DCPS had been overobligated by $2.4 million. The Budget Officer reminded the Superintendent of the provisions of the Anti-Deficiency Act and stated that the overobligations must be resolved and brought within the amounts apportioned by August 10, 1971.

Subsequently, DCPS reviewed the accounts and made various adjustments, including transfers to grant funds of obli-

gations that had initially been recorded against appropriated funds, which reduced the reported overobligations to about $195,000. The Office of Municipal Audits plans to inquire into the validity of the yearend adjustments during its current audit of DCPS. (See p. 29.)

Anti-Deficiency Act violations

The Anti-Deficiency Act (31 U.S.C. 665) was enacted in response to a need in the Federal Government for effective control over the use of appropriated funds to prevent obligations in excess of appropriations and the consequent need for supplemental appropriations. The act contains various provisions concerning the apportionment and obligation of appropriations and procedures to be followed when those provisions have been violated. Provisions of the act follow.

> "No officer or employee of the United States shall make or authorize an expenditure from or create or authorize an obligation under any appropriation or fund in excess of the amount available therein; nor shall any such officer or employee involve the Government in any contract or other obligation, for the payment of money for any purposes, in advance of appropriations made for such purpose, unless such contract or obligation is authorized by law."
>
> * * * * *
>
> "Any appropriation which is apportioned or reapportioned pursuant to this section may be divided and subdivided administratively within the limits of such apportionments or reapportionments. The officer having administrative control of any such appropriation available to *** the District of Columbia *** shall prescribe, by regulation, a system of administrative control *** which shall be designed to (A) restrict obligations or expenditures against each appropriation to the amount of apportionments or reapportionments made for each such appropriation, and (B) enable such officer *** to fix responsibility for the creation of any obligation or the making of any expenditure in excess of an apportionment or reapportionment."
>
> * * * * *
>
> "In case of a violation *** the Commissioners of the District of Columbia, shall immediately re-

port to the President through the Director of the Office of Management and Budget, and to the Congress all pertinent facts together with a statement of the action taken thereon."

These provisions stipulate that obligations or expenditures not exceed either the amounts appropriated or the amounts apportioned or reapportioned from them. In our letter to the Chairman of the Subcommittee on the District of Columbia, Senate Committee on Appropriations, dated March 13, 1972, we stated that the District's official financial report for fiscal year 1971 showed that DCPS had overobligated its apportionments by about $195,000.

Moreover, during our current review of DCPS, we noted that obligations totaling about $169,000 for goods and services received in fiscal year 1971 had not been charged to the fiscal year 1971 allotments. Instead, the obligations were charged to and paid with fiscal year 1972 appropriated funds. In our opinion, these actions not only constituted a violation of the Anti-Deficiency Act but also were contrary to section 1 of the act of July 6, 1949 (31 U.S.C. 712a) which states:

"Except as otherwise provided by law, all balances of appropriations contained in the annual appropriation bills and made specifically for the service of any fiscal year shall only be applied to the payment of expenses properly incurred during that year, or to the fulfillment of contracts properly made within that year."

We brought these violations of the Anti-Deficiency Act to the attention of the Office of Municipal Audits for consideration during its current review of DCPS. The Office's review, as of March 31, 1972, showed that about $557,000 of fiscal year 1971 obligations had been charged against fiscal year 1972 appropriated funds.

We also stated in our letter of March 13, 1972, that the Commissioner had not prescribed a system of administrative control of funds. In June 1972, however, the Commissioner issued interim written instructions on the execution of the budget. The instructions covered requirements for financial plans, apportionments, reapportionments, reserves, systems for administrative control of funds, allotments, operating budgets, reports on budget execution, and reports on violations of the Anti-Deficiency Act. Further, the instructions stated that each agency or office head is responsible for maintaining obligations and expenditures within authorized amounts.

Conclusions

In our opinion, the major deficiencies in fund control resulted from (1) the lack of appropriate action by responsible officials when data produced by the accounting systems disclosed that allotments had been, or might be, exceeded and (2) the lack of adequate internal controls in both the DCPS and the central accounting systems.

The budget execution instructions issued by the Commissioner, when fully implemented, should result in more management attention to the status of allotment accounts. The instructions require the head of each agency to prescribe a system for the administrative control of funds.

INTERNAL AUDIT

Internal audit, which should complement other elements of management control, can provide a valuable service to management by reviewing, appraising, and reporting on the extent and nature of internal compliance with management's policies, plans, and procedures and by reviewing accounting and related data to determine its reliability and usefulness.

The Office of Municipal Audits is responsible for reviewing the operations of DCPS and other District departments and agencies. In February 1968 we reported to the Commissioner that the Office of Municipal Audits would be more effective and of greater assistance to top management if it (1) made more comprehensive reviews, (2) placed increased emphasis on evaluations of operating efficiency and economy, and (3) identified the basic causes of deficiencies. We believe that, although some improvements in the reviews have been made since then, a need still exists for strengthening the internal audit function.

Our review of the 11 internal audit reports issued in fiscal years 1970 and 1971 on DCPS operations showed that, for the most part, the reviews were of limited scope and that the recommendations in the reports were directed at correcting individual deficiencies and not toward correcting the underlying causes. Also the overall reliability and usefulness of accounting and related data was not questioned.

An official of DCPS told us that DCPS had not been completely satisfied with the scope of the internal audit reviews and that efforts were being directed toward developing an internal audit capability within DCPS.

Conclusions

In our opinion, the District should have only one internal audit organization. A single organization facilitates the attraction and retention of high-quality professional personnel, effective staff utilization, and maximum coordination of audits and related findings. In addition, a single organization permits the concentration of staff time on specific assignments and provides opportunities for tailoring staff assignments to the talents and experience of staff members.

Thus, we believe that the establishment of an internal audit capability within DCPS is not the most effective and efficient method of obtaining the necessary audit coverage. Instead, the Commissioner should direct the Director of Municipal Audits to expand audit coverage within DCPS and to give due consideration to the Superintendent's financial management requirements.

The Commissioner took a first step toward strengthening internal audit by issuing an order on July 14, 1972, which established in the Executive Office of the District Government an Office of Municipal Audit and Inspection. The Director of this Office will report directly to the Commissioner. The Office is to design and administer an effective audit and inspection service for the District Government and related agencies.

The order prohibits any agency from establishing its own audit unit without the approval of the Commissioner.

CHAPTER 4

ACTIONS TAKEN FOR IMPROVING THE FINANCIAL MANAGEMENT SYSTEM

Prior to the start of our review, the Superintendent of DCPS recognized that inadequacies in DCPS' financial management system had led to mismanagement of its resources. He identified 16 noneducational objectives, many of which were directed toward improvements in the DCPS financial management system, that he hoped to achieve during school year 1971-72.

We requested the Superintendent to advise us of the status of the noneducational objectives which we considered the most significant in terms of being responsive to the

need for financial management improvements. Appendix IV summarizes information included in the Superintendent's response dated January 28, 1972.

Among the most significant actions taken by DCPS to correct the inadequacies in financial management has been the awarding of contracts to (1) Price Waterhouse and Company for recommendations to improve financial management and (2) Elmer Fox and Company to design and develop a financial management system for grant administration. In addition, the Commissioner directed the Office of Municipal Audits to review DCPS' financial practices.

PRICE WATERHOUSE REVIEW

On September 13, 1971, DCPS awarded a contract to the accounting firm of Price Waterhouse and Company to:

--Design an effective system for program budget preparation, approval, modification, and administration.

--Develop recommendations for improving the effectiveness and efficiency of support systems, i.e., accounting and financial control, personnel and payroll, and automated data processing services.

--Develop recommendations for short-term improvements in the information systems used by the Superintendent, Vice Superintendent, and Associate Superintendents.

Price Waterhouse reported the results of its review to the Superintendent on January 31, 1972. Although we did not make a detailed analysis of the Price Waterhouse report, we noted that it substantiated many of the weaknesses we had identified during our review. More specifically, the report commented on the inaccuracies in the financial data reported, the failure to reconcile the differences in the financial data reported by the Central Accounting Office and by the DCPS Accounting Office, and the lack of well-defined policies and procedures for financial management.

During its review, Price Waterhouse sent the Superintendent 28 memorandums outlining its recommendations as it developed them. (See app. V for a list of the memorandums.) Further, the Price Waterhouse report listed the following seven recommendations as having the highest priority.

1. Retain a Deputy Superintendent for Management Services.

2. Maintain the interim personnel control system and implement an automated personnel control system.

3. Further improve and install the new process for reconciling DCPS accounts with those of the Central Accounting Office.

4. Modify procedures for processing personnel transactions.

5. Revise accounting codes and develop fiscal coding policies and procedures.

6. Develop and implement source document controls.

7. Establish financial reporting responsibilities.

The Superintendent appears to be receptive to the findings and recommendations in the report and to be relying heavily on the report in improving the DCPS financial management system. On March 14, 1972, DCPS awarded a contract to Price Waterhouse to provide technical assistance to DCPS in implementing recommendations 2 through 7 above.

Price Waterhouse reported that the recommendations in 21 of the memorandums could be implemented within 1 year but recognized that the extent to which they could be implemented would be partially determined by the number of DCPS personnel that could be committed toward that goal. Price Waterhouse estimated that implementation of the recommendations within 1 year would require reassigning some DCPS personnel and hiring about 11 permanent and 19 temporary employees.

ELMER FOX AND COMPANY REVIEW

DCPS awarded a contract to Elmer Fox and Company on September 15, 1971, to design and develop an integrated financial management system for grant administration. Under this contract, Elmer Fox developed a Federal Grant Procedures Manual which (1) defined the responsibilities of each of the DCPS organizational elements directly involved in administering Federal grants and (2) established detailed procedures and designed reporting forms for use by these organizational elements in carrying out their respective responsibilities.

In its report dated February 14, 1972, Elmer Fox pointed out that DCPS should determine the reporting requirements at all levels of management and should design reports to meet these needs.

On February 23, 1972, a Board of Education official told us that the Federal Grant Procedures Manual and the related report had been given to the Board's Budget Committee for its consideration.

OFFICE OF MUNICIPAL AUDITS REVIEW

In addition to the actions taken by the Superintendent, a review of the financial practices of DCPS is currently being made by the Office of Municipal Audits. This review, which was initiated on February 14, 1972, is directed toward ascertaining (1) the status of each DCPS allotment for fiscal years 1970 and 1971 and (2) the existence and extent of violations of the Anti-Deficiency Act.

Violations of the Anti-Deficiency Act which we noted during our review (see p. 23) were brought to the attention of the Office of Municipal Audits for its consideration in determining the extent to which such violations had occurred.

CONCLUSIONS

In our opinion, the Superintendent's recognition of inadequacies in the financial management system and the actions that have been taken and recommended should result in more accurate financial information and in improved financial management within DCPS.

However, additional actions are needed for effective control of funds. The Superintendent should:

1. Hold the division and department heads accountable for restricting obligations to authorized allotments.

2. Require that division and department heads correct inaccuracies in the financial data reported and follow up on noted variances in the obligations and allotments.

3. Enforce the DCPS procedures (see p. 21) requiring the Division of Budget and Executive Management to review all reported violations of the allotment authority and to report the results of its reviews to the Superintendent.

The Superintendent should decide whether to adopt the approved statement of accounting principles and standards for the District Government or to submit a separate statement to the Comptroller General for approval.

APPENDIX I

United States Senate

COMMITTEE ON
THE DISTRICT OF COLUMBIA
WASHINGTON, D.C. 20510

July 2, 1971

Honorable Elmer B. Staats
Comptroller General of the
United States
General Accounting Office
General Accounting Office Building
441 G Street
Washington, D.C. 20548

Dear Mr. Staats:

It would be greatly appreciate if you would have your staff conduct an audit of the expenditure of funds by the Public Schools of the District of Columbia with the view to assuring that systematic internal controls are being developed which will facilitate sound financial management practices.

Such an audit should indicate (1) what funds are being utilized for what programs; (2) the extent to which federal funds are used to support each activity; (3) if appropriate, in what way present methods of control are deficient; and (4) what changes you would recommend in present methods of expenditure control.

Please keep us informed of the progress of your audit. If you have any questions regarding this request, do not hesitate to contact us.

Very truly yours,

Thomas F. Eagleton
Chairman,
Senate District of Columbia
Committee

Daniel K. Inouye
Chairman, District of Columbia
Subcommittee
Senate Appropriations Committee

APPENDIX II

STATUS OF FISCAL YEAR 1971 APPROPRIATED FUNDS

AS OF JUNE 30, 1971, AS REPORTED BY

THE CENTRAL ACCOUNTING OFFICE AND BY

THE DCPS ACCOUNTING OFFICE

Allotment areas	Reported by Central Accounting Office			Reported by DCPS Accounting Office		
	Allotments	Obligations	Unobligated allotments	Allotments	Obligations	Unobligated allotments
Elementary education	$ 41,018,556	$ 41,033,947	$ -15,391	$ 42,693,700	$ 42,055,396	$ 638,304
Secondary education	29,137,757	29,154,836	-17,079	30,544,064	29,121,128	1,422,936
ocational education	4,089,175	4,506,271	-417,096	5,434,267	4,644,682	789,585
Summer school and continuing education	2,299,577	2,821,959	-522,382	2,546,918	2,672,166	-125,248
Model school and special projects	19,309,511	18,897,168	412,343	17,593,200	18,865,437	-1,272,237
Special education	4,102,348	2,592,500	1,509,848	3,501,454	3,254,663	246,791
Instructional services	8,394,172	8,882,469	-488,297	8,811,108	7,772,968	1,038,140
Educational support services	4,877,018	4,845,088	31,930	3,953,217	4,834,685	-881,468
Administrative services	26,246,403	27,904,238	-1,657,835	25,007,095	28,673,219	-3,666,124
General administration	2,039,500	1,070,135	969,365	987,500	1,057,211	-69,711
Total	$141,514,017[a]	$141,708,611	$ -194,594	$141,072,523	$142,951,555	-$1,879,032

[a] Includes estimated reimbursements of about $1.8 million.

96-548 O - 73 - pt. 1 - 58

APPENDIX III

STATUS OF FISCAL YEAR 1971 FEDERAL GRANT FUNDS
AS OF JUNE 30, 1971, AS REPORTED BY
THE CENTRAL ACCOUNTING OFFICE AND BY
THE DCPS ACCOUNTING OFFICE

Federal grant funding sources	Reported by Central Accounting Office			Reported by DCPS Accounting Office		
	Allotments	Obligations	Unobligated allotments	Allotments	Obligations	Unobligated allotments
HEW:						
Impact Aid (Public Law 81-874)	$ 3,288,699	$ 7,155,195	-$3,866,496	$ 7,738,430	$ 7,257,751	$ 480,679
Elementary and Secondary Education Act of 1965 (ESEA), title I	8,701,417	1,935,235	4,766,182	6,182,334	3,894,913	2,287,421
ESEA, title II	196,761	136,826	59,935	262,348	151,979	110,369
ESEA, title III	638,672	294,285	344,387	678,661	521,636	157,025
ESEA, title IV	1,091,750	408,038	683,712	2,090,814	1,228,727	862,087
ESEA, title V	136,156	42,402	93,754	287,376	78,622	208,754
ESEA, title VI	200,000	68,555	131,445	200,000	86,838	113,162
ESEA (Public Law 89-750)	997,266	1,020,017	-22,751	710,179	1,048,038	-337,859
ESEA (Public Law 89-313)	300,000	268,577	31,423	451,157	398,647	52,510
Fellowships (Public Law 85-926)	64,395	36,931	27,464	70,395	41,902	28,493
Teacher Corps Higher Education Act of 1965	224,698	115,942	108,756	372,761	325,176	47,585
Education Professions Development Act (Public Law 90-35)	384,114	325,481	58,633	291,762	269,534	22,228
National Defense Education Act (Public Law 85-864)	167,121	194,718	-27,597	129,625	132,590	-2,965
Civil Defense Act (Public Law 81-230)	10,212	27,880	-17,668	37,735	41,839	-4,104
Civil Rights Act of 1964 (Public Law 88-352)	-	14,462	-14,462	-	18,268	-18,268
Vocational Education Act	-	39,503	-39,503	313,648	430,645	-116,997
Follow-Through (Nichols) (Public Law 88-452)	-	123,954	-123,954	232,500	200,075	32,425
Pre-School (Model-Anacostia) (Public Law 88-452)	341,891	750,974	-409,083	832,445	929,945	-97,500
Total HEW	14,743,152	12,958,975	1,784,177	20,882,170	17,057,125	3,825,045
Office of Economic Opportunity:						
Food Service Study Grant	106,573	36,067	70,506	106,573	38,646	67,927
Job Development Program	2,568	1,770	798	2,567	8,892	-6,325
Total Office of Economic Opportunity	109,141	37,837	71,304	109,140	47,538	61,602
Department of Labor:						
Work Incentive Program	110,103	260,633	-150,530	470,447	433,541	36,906
Manpower Development Act	1,639,580	1,114,211	525,369	1,001,168	941,394	59,774
Total Department of Labor	1,749,683	1,374,844	374,839	1,471,615	1,374,935	96,680
Department of Agriculture: School Lunch Program	3,578,194	3,462,212	115,982	3,697,677	3,598,847	98,830
Department of Housing and Urban Development	271,095	326,980	-55,885	817,222	782,889	34,333
Department of Transportation	-	280	-280	11,707	1,774	9,933
Total Federal grants	$20,451,265	$18,161,128	$2,290,137	$26,989,531	$22,863,108	$4,126,423

APPENDIX IV

STATUS OF THE SUPERINTENDENT'S OBJECTIVES FOR IMPROVING THE FINANCIAL MANAGEMENT IN DCPS AS REPORTED BY THE SUPERINTENDENT ON JANUARY 28, 1972

Objective	Pertinent comments	Estimated completion date
1. Develop and implement an integrated comprehensive system for fiscal management.	Implementation will start with creating and filling the position of Deputy Superintendent for Fiscal Management. The creation of this position was recommended by Price Waterhouse.	June 1973
2. Design an improved information system to facilitate planning and decision-making	Attainment of this goal depends on filling the approved position of Associate Superintendent for Planning, Research, and Evaluation.	September 1972
3. Decentralize certain administrative functions.	A decentralization plan has been approved by the Superintendent and is ready for implementation.	Summer of 1972
4. Reorganize various divisions (personnel; planning, research, and evaluation; and Federal programs).	1. Personnel--Recomendations of Price Waterhouse regarding the reorganization are under review by the Superintendent.	1. End of fiscal year 1972
	2. Planning, research, and evaluation--Reorganization is dependent on the placement of an Associate Superintendent for Planning, Research, and Evaluation.	2. December 1972
	3. Federal program--Reorganization has been completed.	3. Completed
5. Reexamine and redefine the functions, responsibilities, and areas of accountability of officers in the Superintendent's Council.	As of October 11, 1971, the officers of the Superintendent's Council had submitted statements on their functions, responsibilities, and operational areas to the Superintendent.	Completed
6. Install an automated personnel accounting system.	The design of this system has been completed, and the system is expected to be fully operational for general schedule and wage board employees by early March. Teachers Salary Act employees will be included later.	Early fiscal year 1973
7. Issue an administrative handbook to all personnel.	The first draft of the handbook is expected from a staff committee by March 31, 1972.	Mid-June 1972

APPENDIX V

PRICE WATERHOUSE MEMORANDUMS SENT

TO THE SUPERINTENDENT OF DCPS

Date of memorandum	Recommendation
11-18-71	Establish the position of Deputy Superintendent for Management Services
11-24-71	Centralize preparation of personnel actions
11-28-71	Implement an automated personnel control system
11-29-71	Implement an interim personnel control system
11-29-71	Establish an orientation course for new employees
11-30-71	Consolidate reports of teacher absences and substitute teacher service
12- 1-71	Document all personnel actions
12- 1-71	Make short-term improvements in time and attendance reporting
12- 1-71	Study the utilization of office space in the Presidential Building
12- 2-71	Redesign and consolidate personnel and payroll forms
12- 8-71	Control and monitor assignments and directives issued by the Superintendent
12-15-71	Reduce the amount of redundant recording and review processing of source documents
12-15-71	Develop an accounting procedures manual
12-15-71	Modify personnel and related benefits object codes

APPENDIX V

Date of memorandum	Recommendation
12-15-71	Improve the automated editing process in the DCPS fiscal accounting system
12-15-71	Conduct a management seminar in methods and procedures for performing feasibility studies on the more efficient and productive use of resources
12-31-71	Develop an automated monthly financial plan reporting capability
12-31-71	Establish a reconciliation process in the DCPS Department of Finance to reconcile DCPS accounts with those of the Central Accounting Office
1- 3-72	Standardize and automate special report requirements
1- 3-72	Establish document control procedures
1- 3-72	Develop coding policies and procedures
1- 3-72	Establish a Computer Systems Steering Committee
1- 3-72	Develop a long-range computer systems development plan
1- 3-72	Develop controls for utilizing computer facilities
1-13-72	Revise coding which determines school, allotment, and activity cost reporting
1-13-72	Recast the budget into programmatic classifications
1-13-72	Begin a cost reduction project to reduce fiscal year 1972 costs
1-17-72	Upgrade the financial planning and control function and implement additional financial control operations

Senator BAYH. I don't want to beat a dead horse to death. You are familiar with those reports. I would like to know specifically and succinctly for the record what has been done and is being done to make sure that we don't have those similar kinds of problems when we are looking back on fiscal 1974.

Dr. SCOTT. Mr. Chairman, I will ask Mr. Bedford, who is our deputy—the acting deputy superintendent for business management, and that is related to my overall efforts to improve our management.

It didn't exist a year ago, that position, and all these various management branches reported directly to the superintendent. There wasn't any coordination. You have cited the things that are related in that audit report, which are the very things that caused us to get into a deficit position. We didn't have appropriate kinds of checks and balances. We moved, I think, quite vigorously, in this effort, and I think Mr. Bedford—and I am quite proud of my efforts in that regard—can relate this.

Mr. BEDFORD. Senator, basically, we have accepted all of the recommendations, of both the audit reports, and we are trying to implement the recommendations as they were written, both by that audit report and also by the District of Columbia internal audit.

The District of Columbia internal audit, as one of the major steps, has placed a man directly with us, trying to concentrate more on immediate day-by-day improvements in the system. One of the major improvements that has just been improved by the District of Columbia is a new account code structure where we clearly can identify all accounts by type and by program.

We are trying to implement that by this fiscal year.

The other improvement to correct some of the problems we had in the financial management was the reorganization of the finance department, and the hiring of a comptroller.

We took all of the various units that were doing accounting type work and placed them in one unit, and we now have a finance division as a major improvement.

Senator BAYH. Why don't you just enumerate, for the record, the steps that have been taken, or are being undertaken, and the progress being made to implement those steps. When do you anticipate the culmination of the efforts?

Mr. BEDFORD. Right.

Do you want that in a—could we submit that for the record, or do you want me to do it now?

Senator BAYH. Yes, sir. I think rather than go through it, this way it might be fair to you and more meaningful to the committee to see where we were when we started, where we are now, and what actions are being taken to finally rectify that very sloppy situation.

Mr. BEDFORD. We will be pleased to submit that, sir.

[The information follows:]

MANAGEMENT SERVICES
Fiscal Year 1972-73

The presently constituted divisions of Management Services were four separate departments at the beginning of FY-72 that reported directly to the Superintendent. These were the Department of Budget and Executive Management containing the units of Finance and Budget; the Department of Administrative Service having jurisdiction over Business Administration, Automated Information, and Buildings and Grounds; the Department of Personnel containing Personnel and Employee-Employer functions; and the Department of Federal Programs. Thus formerly, personnel functions and fiscal management were not maximally coordinated. Three of these departments were headed by an associate superintendent and one the Department of Federal Programs was authorized an assistant superintendent.

During the later part of FY-72 all of the above departments were placed under a deputy superintendent for Management Services and two of the associate superintendents positions were abolished.

The change in organization has facilitated greater integration and coordination of financial, logistical, budgetary and maintenance functions.

Budget

The Budget Division was formerly a section under the Department of Budget and Executive Management comprising units of Budget Formulation and Allotment Formulation. The Division has been reorganized and the following sections are currently operable:

1. Budget Formulation - for formulation of budgets particularly the general fund and Impact Aid
2. Allotment Formulation - for formulating and updating control allotments
3. Management Analysis - for research and analysis required for budget formulation
4. Administrative Support Section - for establishing priorities and assigning clerical services

In addition the Budget Division has devised a plan for distribution of personnel costs to the local school; thereby, allowing local schools to determine personnel needs within designated criteria. The D. C. government Budget Office and City Council has commended the Division on the thoroughness and accuracy of the D. C. School FY-74 Budget as compared to prior years.

Finance

The Finance Division during the first-half of FY-72 reported directly to the Associate Superintendent of Budget and Executive Management and was comprised of sections of Reports, Payroll, and Transactions. The Division has been reorganized and additional personnel assigned. Presently the Finance Division is divided into the following sections:

1. Reports Control
2. Allotment Accounting
3. Transaction Processing
4. Payroll

The Division has been responsible for the following:

1. Installing and improving a recondiliation process
2. Revising the accounting structure and developing coding procedures
3. Designing and developing source document control procedures
4. Establishing an effective liaison with D. C. Payroll to minimize payroll errors
5. Establishing a positive time and attendance system for central administrative general-schedule personnel
6. Providing at a minimum quarterly reports on expenditures
7. Initiating a method of pre-auditing transactions (developmental stage)
8. Establishing an automated account code master file

Personnel

The Employee-Employer relation functions formerly a part of the Personnel Department were separated from Personnel and established as a separate Division. The Personnel Division is presently being reorganized and personnel support functions formerly housed away from other sections of the Division are being physically incorporated within the Division.

During FY-72 it was apparent that there were insufficient controls to maintain an accurate personnel accounting. The Division has had the responsibility for developing a personnel accounting system. As of May 1, 1973 this system is 85% operational.

Information related to system wide vacancies formerly cumbersomely attainable is presently readily acessible.

Automated Information

The Division of Automated Information Systems as a component of Management Services has geared its resources toward designing automated procedures and data banks to accurately support the other three components of Management Services. Moreover, the design of these data banks are constructed to assure compatible integration of information for meaninful system-wide reporting, and in turn, system-wide accountability.

The procedures include more extensive analysis for data verification and system reliability.

Applications that have been given a high priority with respect to data bank and automated procedure design are personnel accounting, position, control, fiscal accounting, budget allotment, cafeteria reporting, supply and inventory systems.

Logistical Support

The Division of Logistical Support formerly Business Administration has developed the following during FY-73:

1. A textbook procurement procedure has been implemented utilizing IBM cards to facilitate ordering and delivery.

2. Preprinted lists for ordering forms and equipment have been developed.

3. The warehouse has been reorganized to facilitate rapid shipment of items to schools.

4. Contractual hauling and United Parcel Post delivery is being utilized to assist in delivery.

UNFUNDED POSITIONS

Mr. BARRY. Mr. Chairman, could I just add a general statement in that regard, and not get into the specifics of that?

Without getting into the specifics of the report, is that during this time last year, the Board was apprised of the fact that there were some 200 or 300 positions on board unfunded and other kind of things.

I think when Mr. Bedford submits that, you will see very clearly that within human error, those kinds of things have been corrected. We are now in fairly good shape of knowing where people are, where they were, how many people are on the payroll, what accounts they are paid from, and within human error, you will find those are pretty accurate.

Part of our problem, which we are negotiating with the Mayor on now, is that some of our problems stem not from ourselves, like our payroll for instance. There are two tapes made, so when we make a correction on our tapes, it takes some 2 or 3 months sometimes for the District of Columbia government to make the corresponding correction, which means that people issue checks, and they are no longer on the payroll, or they might in some cases be dead, and it is not our fault, because we got our tape right in shape.

So the dual accounting in our system which we are trying to discuss with the Mayor now, how we can take some of those functions ourselves, and run them, or at worst take our tapes and just put them in their computers and that way you don't have duplication of the erroneous information.

But the Board is fairly confident that this is one area where we have made significant progress, and I wouldn't say that, because last year I was appalled by what we found, quite frankly, and I think the Superintendent has a right to bring that out.

I think it had some good effects and some bad effects, but the Board is fairly confident now that those control systems are there. In fact, I know they are there because we were establishing a position about a month ago, of Executive Assistant, I think, and the budget office sent me a little note asking where the money was coming from, because there is no place for it in the budget.

So I know it is there, because it caught us in that process, and he did not have a place; they just hadn't noted it in the records.

CONTROL OVER SCHOOL MAINTENANCE OPERATIONS

Senator BAYH. Let me ask you a related question. After that, we have a quorum for an executive session of the judiciary, so we will recess until about 2:30.

I hate to ask you gentlemen to stay over, but I have no alternative but to be at the other committee very shortly, if only for a short period of time.

But before I leave, I would like to get your thoughts on the problem of building maintenance. I am sure this is a significant cost. Is it true that the school administration does not have control over the assignment of maintenance repair and improvement personnel? If that is true, would you describe the present arrangement? Please give the committee your views as to how this school maintenance repair activity could be improved.

Dr. SCOTT. Right. Again, the Deputy Superintendent will give the specifics, but you are right, the Superintendent is the chief executive officer of the school system. There are a number of items in that budget which I don't control.

In other words, to say that I should be held accountable in terms of direct enforcement of that—and maintenance is certainly a classic example.

Mr. Bedford?

Senator BAYH. Before getting into the specifics, am I wrong in feeling that is a bit unusual? Are there other school systems that handle this in a different way? Or do they take the same approach as we do in the District? Is this a unique arrangement?

Dr. SCOTT. Yes, this school system is more than large enough to adequately manage its own maintenance responsibilities in this regard.

If I may just give you a classic example of how—let's say a roof caves in at a given school. Now, the way we have been paying, historically, is that it goes out in quarterly payments to the General Service Agency—to Mr. Starobin's office.

We have a limited number of people on our staff for maintenance, that kind of repair, maintenance. The principal would then notify some people and our staff would then go down and make a determination, then call Mr. Starobin, and he would go up.

Then a series of processes go and determine who calls in the carpenters, who calls in the electricians, who makes the estimates, when are the supplies ordered, will they get there on time, who is to determine whether the product is finally completed, is it satisfactory, and so forth and so on; and it appears in terms of, if I called in some citizens who have expertise in this area in the business world to make this assessment, and the general feeling they gave me is one that there isn't sufficient monitoring of ordering, there isn't sufficient monitoring of the repair itself, and there isn't sufficient monitoring of the quality of that repair.

So it is quite possible that priorities get dislocated in this system, particularly the school system's priorities may very well be, as we pay for approximately 200 and some people who work on Colonel Starobin's staff—just in general repair. I have no way of knowing if we get full effort from that effort, more materials go that may be surplus, and so forth, from one workload to another.

Senator BAYH. I personally have no ax to grind for having it one way or another. I think the key question that I would like to get your thoughts on is whether it could be done more expeditiously and more efficiently if you had the direct control over the administration and the maintenance?

NEED FOR ADDED MAINTENANCE PERSONNEL

Dr. SCOTT. If that control also brought with it the appropriate staff personnel to administer it, yes, I think one of the things we always have to avoid, especially now since the superintendent has a lesser contract than most other people, is that you get the appropriate number of individuals to manage something effectively.

The report given to me by the business community indicates that one of the reasons we are getting such poor service in maintenance is

that the maintenance people themselves that do this service do not have sufficient number of people to monitor what other people are doing.

Most maintenance jobs require cross-discipline effort, which is quite possible for an electrician to come to a building and not be ready to work, and could very well sit there for a week waiting for a plasterer to open up a wall for them, or something of that sort; or carpenters cut something out. It is coordinating all of these people.

You are building your own home, you would be there to make certain since you are paying for it, or if you are only going to pay so much. They would certainly try to coordinate it much better.

We have a problem in coordination. I think we could manage it if we could get proper staffing; right now we don't have the proper staffing.

Senator BAYH. But you have to pay for it out of the school budget.

Dr. SCOTT. That's right.

Mr. BARRY. That budget is about $5½ million of what we call program maintenance. That goes to the General Services Administration, to do this.

One of the Board's concerns—when I came on the Board in February, January or February the previous year, there had not been an accounting of that $5½ million. You asked where did it go to, and we got some answers that you couldn't pin down.

I think it was in January of this year for the first time we, at least, got a lump sum itemization. I wasn't satisfied with that, because it says, $1½ million for painting, and I questioned Colonel Starobin: Can you break that $1½ million down, what buildings were painted, when they were painted, et cetera.

The other problem—I met with the principals last Wednesday, and they all complained of the same thing—is that when someone comes out from General Services Administration to prepare something, there is no sign off, that is, they just do it and go about their business, which means that some work is incomplete, some work is not up to par.

As a matter of fact, up at the Wilson High School, they took some clocks, apparently they were larger clocks, and put smaller clocks in, and left a circle around where the old clocks were.

They mismatched the paint. You know, they had a blue color and another color up there which was ridiculous, and I think that even if we could manage it any better—and I think at least we could be directly accountable. We could not pass the buck. And that way, people would say, it is the school system's responsibility, it is their fault, so at least if you can do it, you know who is responsible. Right now you can't pinpoint responsibility. Our Department gets it, sends it over to the District of Columbia government, and we don't know where the delay is, and it is very frustrating.

On the other hand, I think that we can negotiate some of those services back to us. The Mayor has indicated a willingness to do that. I think that philosophically we ought to have them all.

Now, whether or not we are capable of doing them all is something we can look at in terms of our own structure.

SUBCOMMITTEE RECESS

Senator BAYH. If there are no further comments, we will recess until 2:30.

[Whereupon, at 1:25 p.m., Wednesday, May 23, the subcommittee was recessed, to reconvene at 2:30 p.m., the same day.]

[Afternoon Session, 3:10 O'Clock, Wednesday, May 23, 1973]

DISTRICT OF COLUMBIA

Public Schools

STATEMENTS OF HUGH SCOTT AND MARION BARRY—Resumed

ACCOMPANIED BY:
WILLIAM J. BEDFORD
JAMES T. GUINES
EDWARD WINNER
WILBUR MALLARD
MRS. SWAIM
MR. VAN DYKE

STUDENT USE OF PUBLIC LIBRARIES

Senator Bayh. We will reconvene, with apologies again for the necessity of me having to be two places at once.

I noticed in the Washington Post earlier this month there was an article on public libraries, in which the new director of public libraries is quoted as saying:

> When I saw the low juvenile circulation, I went to Superintendent Scott and asked him to issue an order to principals to encourage the students to use public libraries. That was not done. That says there is something very wrong with the public schools in this city.

Superintendent Scott, would you care to comment on that remark?

Dr. Scott. Well, Mr. Chairman, with regard to any correspondence, I have sort of a system in the office. We get 100 pieces of mail per day, and generally, that correspondence of that nature probably was intercepted by members of staff in my office and forwarded to Dr. Guines to give a response.

I have communicated with the head of the libraries with regard to the school system's willingness to cooperate, so I do not know if that article is accurate. I think Dr. Guines can give the specifics. He is the associate superintendent for instruction.

Senator Bayh. Has documentation—or has an order or have suggestions been made—whatever you call a communique from the superintendent of principals—has this been forthcoming to encourage the students to take better advantage of and use the facilities of the public libraries?

Dr. Guines. Mr. Chairman, that order has not gone from the superintendent's office. It has gone from my office through the supervising director of library services.

We feel that we have a very aggressive program relative to helping our youngsters secure library cards and to use the public libraries.

I read that article also, and I was aware at the same time that my

supervising director and a person on my immediate office staff were working closely with staff members, Mr. Byam. That kind of direction, in terms of the use of the libraries, is the kind of thing that we feel we can best handle at the instructional level. I had no knowledge of any letter or request that he had made of the superintendent, but we had certainly been implementing the very thing he had talked about in that order.

Senator BAYH. Why was it necessary? Why had that not been done prior to Mr. Byam making that observation?

Dr. SCOTT. Mr. Chairman, I think you are somewhat proceeding from an interpretation of the director of libraries' statement that there is not a commitment on the part of the school system. I can think of numerous declarations that an Office of Superintendent could make that would seem to be unnecessary if there was a basic willingness on the part of local school administrators and teachers to encourage youngsters.

I have been through this with the former head of the libraries. I do not know of any willingness on the part—or unwillingness on the part of the school people not to cooperate with the library in this regard.

Now, I do not generally send out superintendent circulars.

Senator BAYH. I am sure there is no malice involved at all. But if you had a situation where the head of the—I am not a librarian, you know; I have never administered a library, and I never will, I do not imagine; I do not imagine I would fit the 007, or whatever it is that you have to conform to in the Corrections Department—but if the man who is in charge of the libraries makes the observation—if indeed he did. Now if he did not, that is something else, but if he did remark that we have a shortcoming here, whether it is a superintendent circulation or communication at a lower staff level, I would think, perhaps, we could assume that is the thing that ought to be done. Maybe it should have been done before.

Dr. SCOTT. Well, I was operating under the assumption that I had communicated to Dr. Guines. We have had meetings with the head of

the libraries. He is fairly new in town in that regard. I am of the opinion that we have been cooperative, and I would hope that for some reason that statement in the newspaper is not interpreted as not being a cooperative effort between the school system.

We have had meetings. The head of our libraries—which is the appropriate person; I am not an expert on the distribution of books, and I think I have indicated to Mrs. Brewer to meet with the head of the libraries. Dr. Guines, from my office, has been coordinating that. I think it is much better to have the individuals directly accountable to me for these services meeting with the individuals to carry out a like service. That is the way we tend to run the school system.

CONSULTANT CONTRACTS FOR PUBLIC SCHOOLS

Senator BAYH. Would you please provide for the record a list of all consultant contracts entered into by the public schools in fiscal 1973 which will be continued or entered into earlier, together with the contractor, the amount of the contract, and the status of the contract, including those funded through Federal grants, as well as appropriated funds?

Would it be possible for us to get some view as to what part the consultant fees play in the overall budget?

Could you also give us a report, please, Mr. Superintendent, of the absenteeism picture in the public schools now, as compared, say with last year or the year before?

Dr. SCOTT. We have the figures here in terms of our check. Do you want it for the record? Do you want it entered into the record later or what?

Senator BAYH. If it is going to take a lot of time looking it up, you could just put it in the record.

[The information follows:]

CONSULTANT SERVICES (PERSONNEL)
FISCAL YEAR, 1973

GENERAL FUND

	CONTRACTOR	TOTAL AMOUNT	RESPONSIBLE OFFICE
1.	Robert H. Antoinin	$ 800.00	Dept. of Special Education
2.	Joyce A. Chapman	225.00	" " "
3.	Doris Garrett	225.00	" " "
4.	Barbara D. Lyles	808.00	" " "
5.	Betty H. Simms	1,200.00	" " "
6.	Robert H. Antoinin	270.00	Anacostia Comm. School Project
7.	John F. Coffey	200.00	" " "
8.	Dr. Ruth King	270.00	" " "
9.	Richard M. Shapiro	200.00	" " "
10.	Roy L. Baptiste	2,250.00	Dept. of Career Development

FEDERAL & PRIVATE GRANT FUNDS

	CONTRACTOR	TOTAL AMOUNT	RESPONSIBLE OFFICE	FUND SOURCE
1.	Kathryn H. Atkinson	$ 225.00	Special Proj. Division	GA-1X-923 131 00 94A
2.	Nicholas J. Long	100.00	" "	" "
3.	J. Joseph McIntyre	150.00	" "	" "
4.	" " "	112.50	" "	" "
5.	" " "	75.00	" "	" "
6.	Jodellano J. Statom	100.00	" "	" "
7.	Leopold Walder	2,000.00	" "	" "
8.	Nona H. Clarke	750.00	Dept. of Special Education	GA-7X-940 413 00 63N
9.	Barbara L. Simmons	95.00	Dept. of Federal Programs	GA-7X-940 242 00 71H
10.	Glennis Chappelle	100.00	Dept. of Secondary Ed.	GA-7X-940 231 00 31A
11.	Barry D. Smith	900.00	Office of Staff Dev.	GA-1X-923 137 00 000
12.	Charles Asbury	500.00	Dept. of Instr. Services	GA-7X-940 892 00 67V
13.	Brenda Bryant	500.00	" "	" "
14.	Betty A. Rowse	350.00	" "	" "
15.	Theora Webb	1,625.00	" "	" "
16.	Betty K. Sachs	6,664.00	" "	GA-7X-928 503 00 000
17.	Irvin D. Gordy	100.00	Dept. of Secondary Ed.	GA-7X-940 232 00 13T
18.	Thelma Groomes	1,000.00	Dept. of Elementary Ed.	GA-7X-940 232 00 03X
19.	" "	1,000.00	" "	" "
20.	Ruth S. Pearl	522.00	Dept. of Secondary Ed.	GA-7X-940 232 00 13T
21.	Barbara L. Simmons	528.00	" "	" "
22.	Claire M. Bloomberg	95.00	R E N P	GA-7X-940 973 00 000
23.	Kathryn H. Atkinson	40.00	Div. of Instr. Services	GA-1X-923 131 00 94A
24.	Brenda Bryant	9,000.00	R E N P	GA-7X-940 973 00 000
25.	Brenda Briggs	4,950.00	"	" "
26.	Beverly Z. Burkett	1,000.00	"	" "
27.	Geraldine Brooks	150.00	"	" "
28.	Lillian Huff	450.00	"	" "
29.	Catherine M. Peterson	75.00	"	" "
30.	Betty A. C. Rowse	630.00	"	" "
31.	Della B. Scott	5.400.00	"	" "

FEDERAL & PRIVATE GRANT FUNDS

CONTRACTOR	TOTAL AMOUNT	RESPONSIBLE OFFICE	FUND SOURCE
32. Florence Christoplos	$ 100.00	Dept. of Instr. Services	GA-7X-940 212 00 61B
33. Beth Davey	225.00	" "	GA-7X-940 212 00 36W
34. James Henkelman	75.00	" "	" "
35. Ralph C. Jenkins	200.00	" "	" "
36. Carolun MacEwen	75.00	" "	" "
37. Virginia Svagr	200.00	" "	" "
38. Carolyn M. Tate	100.00	Dept. of Elementary Ed.	GA-7X-940 212 00 03V
39. Louise Weynant	75.00	Dept. of Instr. Services	GA-7X-940 212 00 36W
40. Annette Booker	300.00	Dept. of Federal Programs	GA-7X-940 233 00 71E
41. Glennis H. Cunningham	400.00	" "	" "
42. Roger L. Daum	300.00	" "	" "
43. Lorraine M. Wright	400.00	" "	" "
44. Richard F. Ware	400.00	" "	" "
45. Milford A. Vaughn	400.00	" "	" "
46. Joseph D. Moore	400.00	" "	" "
47. Leroy London	300.00	" "	" "
48. George D. Lisby	300.00	" "	" "
49. Jean Krebs	300.00	" "	" "
50. Jonell Kirby	300.00	" "	" "
51. Lena Gitter	150.00	Dept. of Elementary Ed.	GA-7X-940 233 00 03T
52. Walter Hardesty	62.50	" "	" "
53. Dr. Robert Wilson	50.00	Div. of Instr. Services	GA-7X-940 213 00 01G
54. Raquel S. Teitel	405.00	" "	GA-7X-928 500 00 000

CONTRACT SUMMARY FY 73
CONSULTANT SERVICES

GENERAL FUND

CONTRACTOR	CONTRACT NUMBER	DOLLAR VALUE	RESPONSIBLE OFFICE
Capitol Film Laboratories, Inc.	NS-30-44	$ 2,275.00	Ed. Media Center
Children's Hospital Nat'l. Med. Ctr.	NS-73237	$ 840.00	Dept. of Special Ed.
Catholic University	Pending Award	$12,480.00	Dept. of Career Dev. Prog.
David Epstein	Pending Award	$ 2,500.00	Board of Education
Friends of D. C. Youth Orchestra	NS-73212	$58,995.00	Dept. of Music
Friends of D. C. Youth Orchestra	NS-73246	$92,505.00	Dept. of Music
Friends of D. C. Youth Orchestra	NS=73128	$11,002.20	Dept. of Music
Georgetown University	NS-73361	$12,000.00	Dept. of Special Ed.
George Washington University	Pending Award	$ 5,550.00	Div. of Staff Development
George Washington University	NS-73333	$19,500.00	Div. of Staff Development
George Washington University	NS-73213	$19,650.00	Div. of Instructional Serv.
George Washington University	NS-73230	$50,000.00	Dept. of Secondary Ed.
Mediax, Inc.	NS-73328	$ 4,620.00	Dept. of Special Ed.
North Carolina State University	Pending Award	$16,724.00	Dept. of Career Dev. Prog.
Trinity College	Pending Award	$11,800.00	Div. of Staff Development

FEDERAL & PRIVATE GRANT FUNDS

CONTRACTOR	CONTRACT NUMBER	DOLLAR VALUE	FUND SOURCE	RESPONSIBLE OFFICE
Thomas Anderson	NS-30-33	$ 600.00	Federal	Dept. of Career Development Programs
American Management Systems, Inc.	Pending Award	$24,915.00	Impact Aid	Div. of Budget & Executive Management
American University	Pending Award	$82,566.00	O. E.	Bilingual Training & Demonstration Ctr.
American University	Pending Award	$10,640.00	P.L.85-926	Dept. of Special Education
Catholic University	Pending Award	$40,434.57	Title III	Dept. of Federal Programs
Capitol Film Laboratories, Inc.	NS-30-8	$ 1,597.67	Title I	Educational Media Center
Children's Hosp. Nat'l. Med. Ctr.	NS-73237	$16,940.00	Title I P.L.85-926	Dept. of Pupil Personnel Services Dept. of Special Education
Columbia Union College Station WGTS-FM	NS-73264	$ 5,375.00	Title I	Div. of Instructional Services
Delta Sigma Theta, Inc.	NS-73236	$48,000.00	O. E.	Div. of Instructional Services
Educational Improvement Services, Inc.	NS-73276	$ 2,950.00	Title I	Div. of Planning, Innovation & Research
Educational Research & Development Assoc.	NS-73383	$ 5,750.00	Title III	Div. of Planning, Innovation & Research
Federal City College	NS-73223	$144,448.00	Title I	Div. of Planning, Innovation & Research
George Washington University	NS-73274	$23,250.00	Title I	Div. of Planning, Innovation & Research
General Learning Corp.	NS-7376	$92,076.00	Capital Outlay	Office of the Superintendent
Dr. Walter E. Hewick	NS-73322	$ 5,000.00	Title III	Div. of Planning, Innovation & Research
D. C. Heath & Company	NS-73319	$18,500.00	Title I	Div. of Instructional Services
D. C. Heath & Company	NS-73315	$18,500.00	Title I	Div. of Instructional Services
Dr. Anita L. Hughes	NS-73316	$ 3,000.00	O. E.	Dept. of Career Development Programs
Human Resources Research Organization	NS-73142	$14,181.00	N.S.F.	Anacostia Community School Project

CONTRACTOR	CONTRACT NUMBER	DOLLAR VALUE	FUND SOURCE	RESPONSIBLE OFFICE
Howard University	NS-73126	$249,740.30	O. E.	Teacher Corps Portal Schools
Inst. for Development of Ed. Auditing	NS-73299	$ 10,006.00	O. E.	Career Development Exemplary Project
Dr. Robert E. Martin	NS-30-51	$ 514.00	Impact Aid	Dept. of Summer Sch., Cont. Educ. & Urban Service Corps
Mediax, Inc.	NS-73192	$ 25,604.00	O. E.	Div. of Instructional Services
Mediax, Inc.	NS-7381	$ 92,103.00	Title I	Div. of Instructional Services
Mediax, Inc.	NS-73362	$ 11,120.00	P.L.85.926 Title I	Dept. of Special Education
Nat'l. Special Media Inst. (Michigan State Univ.)	NS-73229	$ 9,937.00	O. E.	Div. of Instructional Services
North Carolina State University	Pending Award	$ 30,130.00	O. E.	Dept. of Career Development Program
Peat, Marwick & Mitchell & Co.	Pending Award	$ 20,000.00	Impact Aid	Dept. of Federal Programs
Random House/Singer Division	Pending Award	$ 4,860.00	Title I	Div. of Instructional Services
Southeastern Michigan Reading Assoc.	NS-73191	$ 18,836.00	O. E.	Div. of Instructional Services
University of Virginia	NS-73127	$ 34,685.00	Federal	Div. of Staff Development
Webster Div./McGraw Hill Book Co.	NS-73320	$ 8,500.00	Title I	Div. of Instructional Services
Dr. Jerusa C. Wilson	NS-30-35	$ 1,700.00	Title III	Div. of Planning, Innovation & Research
Dr. Jerusa C. Wilson	NS-73277	$ 2,800.00	Title III	Div. of Planning, Innovation & Research
Dr. Jerusa C. Wilson	NS-73389	$ 5,800.00	Title III	Div. of Planning, Innovation & Research
Dr. Leopold O. Walder	NS-30-30	$ 2,000.00	Title III	Div. of Planning, Innovation & Research

PERCENTAGE OF PUPIL ABSENCE AND TRUANCY BY LEVELS

	Reporting Period	Elementary Percent Absent	Elementary Percent Truant	Junior High Percent Absent	Junior High Percent Truant	Senior and Vocational High Percent Absent	Senior and Vocational High Percent Truant
1/	11/70-6/71	8	.6	17	6.6	21	10
1/	10/71-6/72	8.4	.4	17	6.5	23	8.5
1/	9/72-11/72	13.2	.3	22	6.5	21	2.4
2/	1/73-2/73	9.4	3/	19.9	3/	18.8	3/

1/ These figures are taken from absence data submitted by schools the first Wednesday in each month and the percentage of absence figures is inclusive of truancy.

2/ These figures are taken from absence data submitted by schools daily and are inclusive of truancy.

3/ Figures not available.

PUBLIC SCHOOLS OF THE DISTRICT OF COLUMBIA
ASSOCIATE SUPERINTENDENT
DIVISION OF INSTRUCTIONAL SERVICES

INTRODUCTION TO PROGRAMS MEETING THE NEEDS OF POTENTIAL DROPOUTS

It is an obligation of the D.C. School System to protect the right of all school-age children to obtain an education designed to fulfill the students' educational needs and to equip them to meet the challenges as citizens participating in the growth of our democratic society. Therefore, the school system has initiated programs which attempt to fulfill its obligations towards students and society. The District of Columbia schools provide a sound curriculum or regular instruction complemented and enhanced by special programs designed to meet the specific needs of individual students. These specially designed programs and curricula offer preventive and remedial assistance to students at all levels of instruction. These educational alternatives and supportive service programs have been incorporated into the public school system to insure that as many studens as possible receive an education upon which their careers might be built and their personal lives might be enriched.

The following summary briefly outlines many of the programs developed to assist students in attaining an adequate education.

A. STAY IN SCHOOL PROGRAMS

The following programs are designed to make school more meaningful so that students will be motivated to complete their education.

1. Black Studies

   Provided as part of the curriculum in order to:

   a. Develop a truer self-picture
   b. Offer a relevant course of cultural enrichment
   c. Offer an interesting course to those who find the previous offerings inadequate.

2. Language Arts/Reading/Humanities

   Multi-faceted programs are designed to meet the communication needs of students. Such programs include student-teacher teaching teams; communications and programmed Learning Centers (Title I); reading development classes; reading intensification program, etc. Several thousand students benefit from these programs.

3. Mathematics Laboratory (Junior High Program & every Title I school)

   Prupose: To give additional skills in reasoning computation and to provide remedial help where needed.

4. Urban Geography (Junior High Program)

   Purpose:

   a. To make 7th grade geography courses more responsive to the needs of the students
   b. To construct a program geared to help the student succeed in school
   c. To improve reading through motivation skills

5. Mini-Schools (or School-Within-A-School)

   Purpose:

   a. To increase job awareness (opportunities, requirements and benefits)

b. To interrelate subject matter content
c. To enlarge role of teachers (in the area of individualized counseling and guidance)

6. Workshops for Careers in the Arts

Purpose: To encourage students to enter the careers of dance, visual arts, theater and film. Approximately one hundred high school seniors attend school part-time and work "in the field" part-time.

7. Campus Style Scheduling (Wilson Senior High)

Purpose: To allow various work study opportunities for senior students. (Several other senior high schools have adopted similar programs that allow the students to exercise more responsibility by offering flexibility in scheduling.)

B. EDUCATIONAL ALTERNATIVES

1. Webster Girls School

Purpose: To continue the education of pregnant girls - day care facilities.

2. School Without Walls

Prupose: To provide an unstructured setting to academically capable students unable to fit into the structured situation. (Serves approximately 130 students.)

3. School to Aid Youth (S.T.A.Y.)

Purpose: To enable high school students who are unable to attend regular day school to complete their education during the evening. Classes are held between 3 and 10 P.M. at Spingarn High School. Dunbar Senior High also has a similar program.

C. SUPPORTIVE SERVICE PROGRAMS

1. Secondary Program for the Education and Retention of Dropouts (SPEARD)

Purpose: To personally contact all 15 and 16 year olds who exhibit characteristics of dropping out of school for the purpose of encouraging them to continue their education and to plan for their careers. During the summer of 1972, over 1,990 students and former students were contacted; 1,151 planned to return to school in September.

2. Programs Offering Financial & Social Services Support to Students

The following programs provide needy students with monetary reimbursement for work performed during non-instructional time.

a. Neighborhood Youth Corps - Work Scholarship Program
b. Dunbar Mnternships
c. Woodward Foundation
d. Distributive Education & Cooperative Work Program
e. Vocational Rehabilitation
f. Swinger Program: Cooperative program with Bell Telephone Company

3. Mini-Employment Centers

Eleven Mini-Employment Centers are set up in senior high schools each May to help students obtain two hundred (200) information work permits.

4. Upward Bound Program

Purpose: To cooperate with area universities in assisting District youth to overcome academic handicaps which would prevent them from

entering college. (Approximately 150 students are being served at four area universities. The number greatly increases in the summer.)

5. Outreach Program

A multi-media effort is made by the school system to contact persons who know of children not receiving an education. All reported cases are followed-up to insure that all children of the District are receiving an appropriate education.

The two special programs listed below are not the only preventive programs at the elementary level, but they exemplify the type of effort being made by the schools in collaboration with other agencies.

6. Urban Service Corps Volunteer Program

Purpose: To provide an opportunity for volunteer parents to work on a one-to-one basis with elementary and secondary school students who have academic and/or emotional handicaps.

342 Volunteers on Elementary Level
141 Volunteers in Title I Schools
185 Volunteers on Secondary Level

Each volunteer serves at least two students.

7. Children's Hospital Program

Purpose: To evaluate, diagnose, and prescribe for the purpose of remedying the causal factors of the poor academic achievement of the young child. This is a special cooperative program with the Child and Youth Study Division, Title I and Children's Hospital. It involves the teacher, the parent, and the Pupil Personnel worker, all of whom are given specific tasks to perform with the child to help him overcome his educational deficiency. The program involves 29 schools, 200 students and over 100 teachers, counselors, and Pupil Personnel Services workers.

D. STAY IN SCHOOL PROGRAMS--REGULAR SERVICE

1. School Attendance Section

This Section handles over 20,000 attendance cases each year. The thirty-two attendance officers and the twenty attendance aides (Emergency Employment Funds) attempt to encourage regular attendance habits for all pupils in both public and private schools.

a. This section has cooperative truancy programs with several community agencies--Hospitality House, Police, Roving Leaders, etc.
b. The attendance aide program attempts to use community persons to relate to the youth on a personal basis (program is subject to EEA funding).

2. Pupil Personnel Services: Child & Youth Study Division

This section offers psychological and social work assistance to students, families, and personnel for the purpose of reducing and eliminating the non-educational impediments to learning. They offer supportive services to the educational departments and act as child advocates.

3. Title I Program

This is a pupil oriented service concentrating on the elimination of psycho-social barriers which inhibits the development of positive educational traits. The program works with the youngest school-age population (first through third graders) and seventh graders in order to help children grow into mature and capable students. One of the most significant programs is their Cross-Age Tutoring Project which uses thirty junior-senior high students who work with elementary students.

Parent Involvement Program: Over 250 parents are paid $1.90 per hour as tutors for Title I students who are in need of special academic help.

4. Counseling Services

Elementary and secondary school counselors routinely function to aid students in personal and academic problems which may contribute to educational termination prior to graduation.

SUMMARY OF FUNCTIONS OF PUPIL PERSONNEL SERVICES WORKERS CONCERNING SCHOOL ATTENDANCE

The attendance workers in the Department of Pupil Personnel Services perform the following functions: telephoning parents of children absent from school; making home visits to parents of absentees; ascertaining cause of nonattendance; helping meet some causal problems by assisting the family to obtain shoes, clothing, financial assistance, health care; arranging transportation to community resource centers, Other activities consist of taking information from school to home, carry news--only with parents' permission--from home to school, interpreting school values and aims to parents, stimulating parents to participate in school activities such as P.T.A., small discussion groups, adult education classes, and school volunteerism.

Senator BAYH. While that is being searched, could you give us an idea of what is being done to deal with the truancy problem?

Dr. SCOTT. Well, the truancy problem—we tried to make an interpretation as to how to differentiate between absenteeism and truancy. There is a difference; I think the truancy figure has been running somewhere on the average of about 20 percent.

We have—this goes back into the history of better coordination between pupil personnel services of the local school administrator, the teacher who records the initial absence, and the downtown office receiving this information through the statistical unit. We have moved to tighten these up and come up with a concise form.

We can send you a copy of our revised procedures. Much of this relates to the revision to when we negotiated a new teacher contract. We made it then mandatory that each classroom teacher maintain the attendance on a consistent form, so that that form could be easily transmitted to the central offices of the school system for interpretation. We can send you this documentation.

A special committee of the school system was established to work out ways and means. But I think what also should be clear here is that whenever you have a large problem—I think 20-percent absenteeism is a problem in that sense—it also speaks to the population that you are serving as well. We do have problems of living out in these communities that we serve. The president of the board indicated a significant number of our schools were title I schools, and there are some concomitant factors that accompany that.

But we have a very high service ratio for our pupil personnel service workers, our attendance workers. That makes it difficult for us to establish the kind of contact we would like to have.

We have the statistics, though, on the absenteeism here.

Dr. GUINES. Mr. Chairman, at the elementary level, the rate of absenteeism is 10.5. At junior high is the highest percentage, 20.6; senior high, 19.1; vocational high schools, 16.5; for an overall mean absenteeism of 14.1.

Senator BAYH. Are the truants statistics within that total?

Dr. GUINES. That is all absenteeism, truancy, et cetera.

Senator BAYH. How do you distinguish between an absentee and a truant?

Dr. SCOTT. The difference is whether an excuse given or no excuse. Absenteeism related to a legitimate excuse through illness is generally—one, if it is over an extended period of time, there is an excuse given. A chronic pattern of here today, gone tomorrow kind of thing indicates to me that is truancy, if it is not followed up with a legitimate excuse.

Our truant factor tends to be highest in the junior high school. It is almost nonexistent in the elementary school. I think the figure is less than 1 percent of the elementary school population. So——

Senator BAYH. Are you saying around 6 percent of that 20 would be truants?

Dr. SCOTT. Six percent roughly, right, would be truant.

Senator BAYH. Twenty percent absenteeism rate. That is indicative of problems, is it not?

Dr. SCOTT. Well, it is indicative of large city school systems, right I read in the paper in New York that it is running close to 30 percent.

Senator BAYH. Thirty percent in New York?

Dr. SCOTT. Right. In certain schools, Mr. Chairman, it runs even higher than that, and that is a citywide average.

Senator BAYH. What effort is made by the teachers to deal with the problems of truants? I ask this as a followup to the question that I directed to the officials in the Department of Human Resources who are trying to deal with the problem of juvenile delinquents. All the evidence we have had presented to my Juvenile Delinquency Subcommittee leads me to believe that if you could deal early with a child, you can minimize the chances of—at least lessen the chances of that first unlawful act being committed.

One of the indices that can be used effectively is truancy. Now, the way I understand it is that neither the Department of Human Resources, nor Corrections, have jurisdiction over truants. Truancy is a problem of schools.

What is done with a truant, a consistent truant, to try to find out what that child's problems are, to see if you cannot keep him in the school and straighten him out before he gets into deep trouble?

DEPARTMENT OF PUPIL PERSONNEL SERVICES

Dr. GUINES. Mr. Chairman, we have the Department of Pupil Personnel Services. Certainly this is one large part of their responsibility. I think we have a very good relationship going in terms of that department. The attendance officers identify problems which they communicate to school counselors who work directly with youngsters and also provide certain information to teachers. A good deal of these problems are translated in making curriculum much more relevant in terms of certain needs that youngsters have that our curriculum oftentimes does not take into consideration.

So from the group of attendance officers, which really specifically identifies a truant case, working with school counselors who are in the schools, working with teachers and children—a lot of that kind of problem get reworked into better curriculum, better kinds of educational programing, and that kind of thing.

I can send you, for the record, reports on specific kinds of things that have been outgrowths of this kind of working together of our pupil personnel people, counselors, and teachers.

[The information follows:]

The Success of Pupil Personnel Program

Evaluating the effectiveness of pupil service program is an extremely difficult but a necessary and continuous task. One type of evaluation is conducted in terms of kinds of services provided and the number of persons served. Another type of evaluation attempts to ascertain the effectiveness of the program upon changes in individual pupil behavior. This we have not been able to implement. However, we are presenting data that will support favorability the type of evaluation pertaining to the various kinds of services provided and the number of persons served.

In order to present a concise and clear picture of the strengths of Pupil Personnel Services, the following narrative outline is presented:

I. Community-Based Pupil Personnel Centers

The Division has decentralized into four areas of the city serviced through five Centers one of which is a federally funded center, (Title I). This has facilitated two-way communication between the community and the Center servicing it. Decentralization also permits easy access for coordination with other agencies aiding children, youth and parents of the community.

II. Multi-Disciplinary Team Approach

Centers I through V have made available to the community the services of school and clinical psychologists, school and clinical social workers, attendance officers, speech correctionists and hearing therapists, psychometrists, and counselors. In addition to this personnel, the Title I Center employs pupil personnel workers and aides and clinical personnel. Also Special Education personnel have been added to the teams expediting service or placement to children with exceptional needs.

III. System-wide Approach through Services

A. Intensified Identification of Children Needs

Our programs are designed to provide service which promote the educational climate for children. Such services include the early detection of learning difficulties through classroom screening activities, referrals from teachers and other professionals, and interview techniques. The focus has been to identify the learning difficulty at the earliest point of the child's entry into the school system.

B. Assessment of Needs

By means of the school-building conferences composed of pupils, parents and professionals in disciplines which relates to the child's difficulties, many problems have been ameliorated. As a result of full individual assessments many recommendations have been implemented to meet children's educational needs. Through consultations, detailed written reports and follow-ups, cooperative approaches have assisted the classroom teacher in the areas of diagnostic-prescriptive programs,

classroom management techniques, and behavioral modification approaches.

C. Cooperation of Parents and Specialists

Intensive follow-up support has involved school personnel, parents and specialists in identifying, screening and planning adequate educational programs for children and in seeing that the recommendations of psychologists and social workers are implemented.

D. Child Advocacy Model

The Hearings and Appeals process, an outgrowth of the Waddy Decree, require a great deal of personnel time. Programmatic placements recommended are presented at the hearings with justifications for the recommendations. The success of this process has given the parents an opportunity for review of the proceedings and to see in depth pupil personnel services for children and youth.

Coordination with other supportive services and school personnel have aided in evaluating the delivery of services. Pupil Personnel services is more action oriented and, in compliance with due-process procedures, follow-up carried out to see that adequate services is delivered.

Staff development programs are planned by Pupil Personnel Services with school personnel to provide preventive identification procedures, classroom management techniques, group counselling projects and strategies to aid in climates for improved learning opportunities. Both the school and the parent received more immediate attention and assistance.

IV. Interagency Team Approach

The Division cooperates with the Department of Human Resources Personnel--clinical psychologists, clinical social workers and psychiatrists who regularly serve the community through the Pupil Personnel Centers. Public Health services are given on a part-time basis. Coordination with the juvenile court is accomplished through a court liaison officer representing this division on a city wide basis.

V. Community Involvement

The centers are an extension of the schools to the community. The center personnel have established parent groups, participated in community meetings, coordinated community resources, and acted as a source of referral for parents and students. The success of the "open-door" policy is reflected through personnel's participation in community related activities such as clothing drives, fund-raising drives, camping trips and other cultural activities.

The staff of the Attendance Branch serves all pupils attending D. C. public and non-public schools. Services of school and community personnel are utilized to remedy the causes of excessive absence. Special projects which have improved school attendance this semester are:

1. Pilot Truancy Project in two selected junior high schools (Terrell and Douglass Junior High Schools)

   Concentrated attendance service was supplied to the above schools by two chief attendance officers, two attendance officers and three attendance aides to ascertain whether increased service and personnel would result in a decrease in absenteeism.

   Result - Absenteeism rate - 2/5 - 3/28 24%
   3/26 - 5/11 17%

2. Attendance Aide Program

   Attendance Aides assigned to the Attendance staff by Emergency Employment Act assisted in pupil accountability by screening absences daily and notifying parents and a follow-up of chronic truants.

3. Mission of Community Concern

   A truancy prevention program funded by H. E. W. working in conjunction with the Attendance Branch in Hart Junior High School has succeeded in returning to regular school attendance 30 hard core truants by use of tutoring services and VISTA volunteers.

4. Preventive Program

   Attendance Officers have concentrated efforts to prevent truancy at the elementary level by humorously illustrated talks geared to younger pupils and other special projects.

5. Truancy Profile

   Attendance officers interview 150 truants in May and submitted material for a profile to be used for the remediation of causes of truancy.

Twelve Work Permit sub-offices were opened in 12 senior high schools on May 15, 1973 to enable minors seeking employment to obtain both jobs and work permits in a one-step operation in a neighborhood school. Centers are operated in conjunction with D. C. Manpower and Work Permit staff.

Work permits are also issued at the Central Office, 5 Pupil Personnel Centers, U.S.E.S., and other areas as need arises. Two child labor inspectors are responsible for training and supervision of a staff of 15 summer employees who work when necessary on Saturday and hours beyound the regular tour of duty on weekdays to expedite operational procedures for work applicants.

Summary

Expectations placed upon pupil personnel service workers and programs need to be realistic. The pupil personnel services team members are not "miracle workers". The developing human beings is still the most complex phenomenon known to man. The philosophy, function, and organization of

the pupil personnel services staff can be an integral part of a school system's effort to carry-out the mandate given by society . . . to educate all the children of all the people to the maximum of their potentials.

STATISTICAL REPORTS:[1]

PSYCHOLOGICAL AND SOCIAL WORK SERVICES

	(68-69)	(69-70)	(70-71)	(71-72)
1. Referrals Received	15,877	11,860	9,144	6,257
2. Cases Studied	13,691	10,855	8,913	5,924

[1]Statistics for the school year ('72-'73) have not been compiled as of the date of this report.

SPEECH AND HEARING SERVICES

	(68-69)	(69-70)	(70-71)	(71-72)
1. Total Case Load	5,402	5,940	5,863	5,401
2. Cases Corrected	1,357	1,529	1,811	1,521
3. Cases Continued	3,232	3,331	2,922	3,152
4. Waiting List	3,292	2,408	2,254	1,965
5. Hearing Cases	131	115	111	103

SCHOOL ATTENDANCE AND WORK PERMIT SERVICES

1. Number of Investigations	20,636	16,425	14,768	18,007
2. Number Truant	6,259	5,551	5,350	7,062
3. Number Referred to Court	180	174	230	146
4. Number Work Permits Issued	18,038	19,608	17,971	19,377

Percent of Pupil Absence and Truant

	(70-71)		(71-72)	
	% Absent	% Truant	% Absent	% Truant
Elementary	8.0	.6	8.4	.4
Junior High School	17.0	6.6	17.0	6.5
Senior/Voc. High School	21.0	10.0	23.0	8.5

PUPIL APPRAISAL SERVICES

	(68-69)	(69-70)	(70-71)	(71-72)
1. Number Students Tested	56,638	49,011	196,825	128,934

STATISTICS ON CURRENT TRUANCY RATE

Senator BAYH. Has the truancy rate gone up, gone down, or remained consistent? What is the picture there?

Dr. GUINES. There has been a decrease. I do not have last year's figures. The particular statistics I gave you represent a decrease over last year and the year before, and I can provide you with that.

Senator BAYH. You can give me those statistics. Right?

Dr. GUINES. Correct.

Senator BAYH. I would like to get your very candid appraisal: If you had the resources or cooperation from whoever it may be, what new programs, what other things might you be doing or how might you change to do a better job next year than this year.

I think this is critical. I hate like the dickens to have to say that schools need to assume responsibilities that ought to be parents'. But we have a situation where you have got a truancy rate that is 20 percent. Then, what does that lead to then as far as the dropout rate when you get on beyond age 16. What is the general loss in student population?

Dr. SCOTT. We lose—it is an average of about 11 percent over a 3-year period, so we would roughly say about one-third of the student population will drop out over a 3-year period. Let us say, if there was a consistent 140,000 people staying over a 3-year period, during graduation it would run somewhere about a third, in terms of dropout, those who leave before graduation.

Senator BAYH. You lose 11 percent each of the 3 years?

Dr. SCOTT. Yes; cumulative, if you look at it over a 3-year period, it would be one-third of the population, in terms of those who would be graduating, and we look at it in terms of that.

Senator BAYH. Better than 3 out of 10 drop out?

Dr. SCOTT. Somewhere in there.

But, Mr. Chairman, the other concern is relating to the whole budget request, and in the secondary, our pupil-teacher ratios are too large in our secondary schools.

Senator BAYH. What are they?

PUPIL-TEACHER RATIOS IN SECONDARY SCHOOLS

Dr. SCOTT. We try to assign in junior and senior high schools somewhere in the population of 26 to 1. But because of the nature of certain classes, you cannot have 26 youngsters in that class and conduct it; let's say it is a journalism class. So that class might be 15.

Now, since we have just enough service to maintain an average ratio of 26 to 1, that means some class has to be extremely large. In this budget before you today, the Board and I have looked at English, social studies, science and math, and attempted to try to reduce these classes so that we could offer—especially where youngsters need a little more readiness, a little more time to get prepared—much smaller classes. We cannot continue to lump out service basically on a 26 to 1. That sounds nice, but it is not so good in some of these classes which are your basic subjects, which take the greatest brunt of your student population, and also, at the same time, to offer specialized subjects in order to maintain both those kids that need remedial help and both those youngsters who need advanced courses.

96-548 O - 73 - pt. 1 - 60

You have got to have more flexibility. So our thrust in the budget proposal is to transfer a large sum of teaching resources into secondary and to fund all of the secondary positions which we were authorized for this school year, but for which we did not get the funds.

If you are going to fight truancy and absenteeism, I think you are going to have to make the educational environment one, at least, that is more conducive to learning and not necessarily retrieve kids from the home and bring them to an overcrowded classroom, in some respects.

Now, I do not know the relationship between—which factor plays the most, the child's attitude and home condition or the school condition, in terms of contributing toward dropout or absenteeism. But we can at least improve the quality of the learning environment.

READING PROGRAM

Senator BAYH. What is being done, in terms of special emphasis in the school system now, as far as reading is concerned?

Dr. SCOTT. Dr. Guines can give you the basics with regard to our reading program.

Dr. GUINES. Well, a number of things are being done, Mr. Chairman. No. 1, we have spelled out very clearly the reading objectives.

Senator BAYH. For the sake of time, why do you not give me a report on that for the record, will you—exactly what is being done to emphasize the critical importance of reading. I would like to have a breakdown by grade of the reading capacity of the youngsters in the public school system.

Dr. GUINES. We can provide that for the record.

Senator BAYH. Would you provide that for me, please?

Dr. GUINES. Fine.

[The information follows:]

ON READING .....

INTRODUCTION

In February 1973, the Division of Instruction took a critical look at the reading program of the District of Columbia Public School System and to offer recommendations leading to effective reading for all students.

The Academic Achievement Project adopted as policy by the D. C. Board of Education in July 1970, umbrellas all of the efforts in reading instruction. Its stated goal is:

> Normal students enrolled in the public schools of the District of Columbia shall be taught with respect to their individual differences and shall acquire the basic skills in reading and mathematics at a rate consistent with the achievement levels reflected on a normal distribution curve of achievement.

Toward this end, the following considerations are apparent:

- respect and allowances for individual differences among students and teachers
- a consensus and identification of the basic skills in reading.

These considerations are reflected in the fact that our system <u>does not</u> subscribe to any one technique or material. Each school and subsequently, each teacher has the option of employing whatever technique and/or material which best fits his teaching style and his students learning style.

IMPLEMENTATION

System-wide implementation activities are extensive:

- All schools are in pursuit of reading achievement. Implementation
- Four half-day, city wide Professional Development days have been held this year.
- The Curriculum Council has curriculum proposals which support the goals of the Academic Achievement Project.
- Criterion-referenced tests in reading, geared to the Sequential Inventory of Reading Skills have been developed and utilized in grades 4-9.

A survey of the reading programs presently active in the Schools of Washington probed seven areas for information. Four areas give facts on the status of reading at this time.

1. Teaching strategies
2. Reading personnel

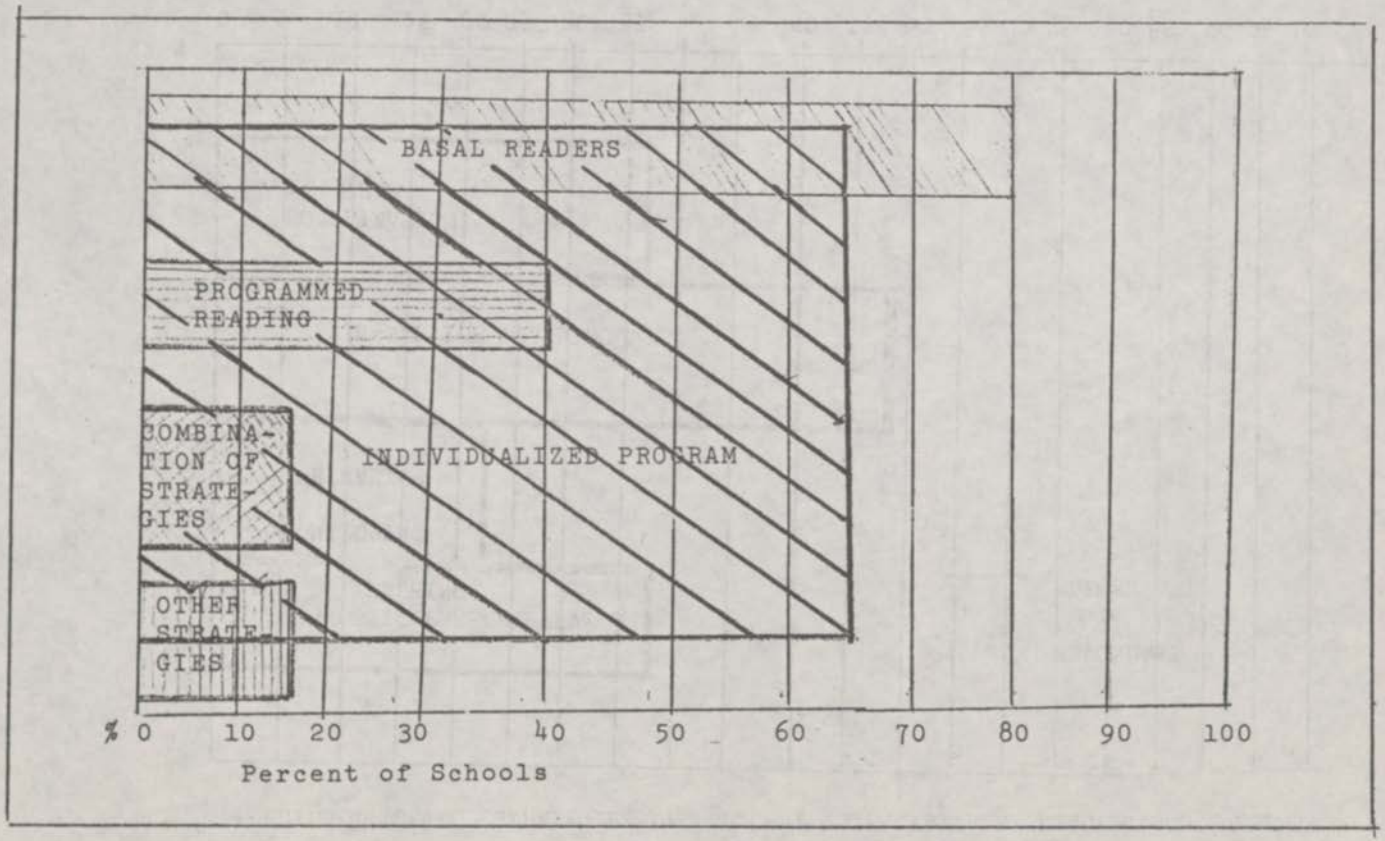
3. Reading services provided
4. Operational status of the Academic Achievement Program

Teaching Strategies

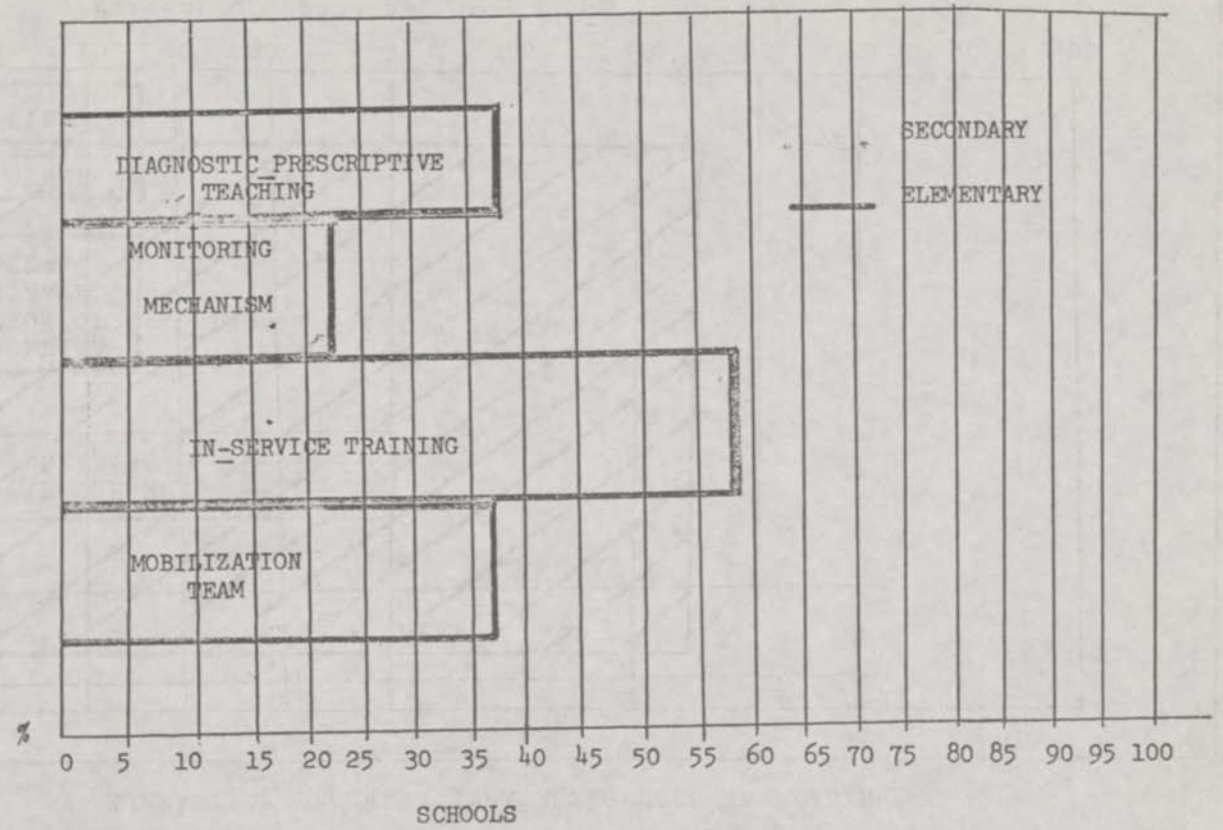
There are a number of teaching strategies in use presently.

1. The basal reader is being used by eighty percent of the reporting elementary schools. All schools are using other strategies or combinations within their school reading program.
2. Forty percent of the schools are using programmed reading.
3. Sixty percent are developing reading skills and habits through an individualized program.
4. Fifteen percent of the schools reported other teaching strategies and programs in use, of which linguistic, phonetic readers, multi-media strategies, multi-level strategies and systems approaches are present.
5. The secondary, vocational and special schools reading programs survey reveals that individualized programs are most prevalent.
6. Twenty percent of the schools are using programmed reading.
7. Two report that machine mediated programs are in use.
8. Fifty percent of the high schools and vocational schools use an individualized reading program.
9. Other teaching strategies reported by single schools were study skills, small group, reading laboratory, speed reading and peer tutoring.

SUMMARY OF TEACHING STRATEGIES USED IN READING



BUILDING LEVEL STRATEGIES BY PER CENT TO FACILITATE READING ACHIEVEMENT



Reading Personnel

Reading Personnel

1. One hundred and four schools have the services of a reading specialist or consultant or diagnostician to implement or aid their reading program.
2. Five schools are presently using an in-service instructor from area universities.
3. Other reading support services reported by two schools are:
   a. tutors
   b. reading coordinator
4. Title I schools use Reading Resource Teachers as a reading support service.

Reading Services Provided

Reading Services Provided

Schools show differences in their use of reading services and in the allocation of reading services. Eleven percent of the schools reported that services received were excellent and twenty-four percent designated that reading services provided were adequate.

According to the structure of the reading program in a school, the reading specialists serve in one or more of the following roles:

- coordinator of schoolwide program
- mobilization team leaders
- reading resource teachers
- reading diagnosticians
- in-service leaders
- remedial reading teachers
- consultant

Administrative Unit Services from Reading Specialists

Time	Regular Budget*	Title I	Model*	Anacostia*	Secondary
Full	15	13	0	7	9
Part	43	20	5	1	10

*Excludes Title I Schools

THE LANGUAGE ARTS PROGRAM

I. Introduction

During the school year 1972-1973, the services of the Language Arts Program have been provided on a citywide basis to teachers and children in grades kindergarten through six.

The major purpose of this program has continued to be the development of the oral and written language facility and comprehension of the pupils in the elementary school.

The information listed below reflects:

- The variety of services provided by the staff
- The types of in-service activities provided for the staff so they can continue their own educational growth

II. Staff: 22 Language Arts Teachers

III. Funding: Regular Budget

IV. Schools Served: See attached Assignment Sheets

V. Implementation

A. Direct services to the pupil population in 90 elementary schools include types of activities related to the following:

1. Listening Skills
2. Creative Writing
3. Dramatization
4. Literature appreciation
5. Grammar, usage
6. Vocabulary development
7. Oral language
8. Various types of poetry
9. Development of critical thinking skills
10. Theater games
11. Dictionary Skills
12. Newspaper Activities
13. Assembly programs
14. Field trips
15. Radio programs
16. Puppetry
17. Storytelling
18. Choral Speaking
19. Language Games
20. Tale Tellers

B. Other types of services

1. Participation on reading mobilization teams
2. Staff development for teachers in content and methods for improving the teaching of communication skills
3. Assistance to teachers in diagnosing needs and providing ways of meeting these needs
4. Demonstrations
5. Workshops for teachers
6. Faculty and grade level meetings
7. Participation on theElementary English Textbook Committee
8. Development of original materials and field testing of commercial materials
9. Participation in preparing and evaluating programs for the Enrichment Through Radio series
10. Development of curriculum and behavioral objectives in language arts
11. Committee members for Diagnostic Prescriptive Seminar Task Force
12. Provision of resource materials for teachers
13. Development of learning stations and other approaches to individualization
14. Use of a variety of instructional technology
15. Workshops for parents
16. Workshops for aides
17. Conferences
18. Exhibits
19. Assistance to the instructional program within buildings in addition to services already mentioned
20. Evaluatinn of undergraduate,early childhood and elementary programs at Federal City College
21. RENP Task Force

VI. Staff Development for the Language Arts Staff

	Type	Date	Place
A.	Pre-K-Kgn. Program Consultant, Alma Blackmon	9/8/7	Wheatley School
B.	The Reading Program Consultant, Dr. Eunice Newton	9/8/7	Wheatley School
C.	Explanation of theServices Provided by the Advisory and Learning Exchange Director, Olive Covington	9/14/72	Advisory & Learning Exchange
D.	Explanation and Description of the Title I Programs Director, Anne Pitts	11/13/72	Malcolm Scates
E.	Waddy Decree/Comprehensive Plan for Special Education Consultant, Jean Florence	1/11/73 1/26/73 2/23/73	Blow School " " " "
F.	Title I Workshop D.C. Heath Reading Program McGraw Hill Reading Program	1/16/73	Seaton School
G.	Poet, Mr. James Nichols	2/2/73	Blow School
H.	Composition through Literature American Book Company Consultant, Marjorie Richards	2/22/73	Blow School
I.	Workshop: Economy Press	3/29/73	Holiday Inn
J.	Sharing Meetings Ideas, Techniques,Materials,Etc. Staff	4/12/73 5/24/73	Blow School
K.	Diagnostic-Prescriptive Seminar	4/16-19/73	Woodson Sr.Hi.
L.	Author, Mrs. Charlotte Brooks Co-author of Communicating D.C. Heath	5/10/73	Blow School
M.	Questioning Mini-course Staff	1/26/73 5/24/73	Blow School

READING SPECIALISTS (REGULAR BUDGET)

Regular Elementary - 56

Anacostia - 14

Model - 9

Community School - 1

IMPLEMENTATION OF READING PROGRAM
IN ELEMENTARY SCHOOLS

A. Reading Center Activities

1. Providing resource materials
2. Diagnosing pupil needs
3. Teaching (remedial or enrichment; individuals or small groups)

B. Classroom Activities

1. Demonstrations of techniques for skill development
2. Demonstrations of directed reading activities
3. Demonstrations of new materials

   S.R.A.
   Read-On
   Talking alphabet
   Croft materials
   Borg-Warner System 80

4. Assisting teachers with diagnosis of pupils and selection of appropriate materials.
5. Assisting with arrangement of classroom environment: selection and placement of machines and resource materials.

C. Meetings

1. Grade-level meetings
2. PTA meetings
3. Faculty meetings
   - Arranging for consultants
   - Explaining use of Criterion Tests in relation to reading program
   - Explaining effective use of Sequential Skills and Comprehension Skills documents

D. Conferences

1. With classroom teachers, assistant principals, principals
2. With school based teachers, counselors
3. With speech teacher, social worker
4. With parents
5. With book consultants

E. Special assignments

1. School Newspaper Sponsor
2. Chairman of Building Instructional Committee
3. Chairman of Reading MOBE Team
4. Homework Center
5. Textbook Exhibits
6. Spelling Bee
7. Workshops for tutors (Urban Service Corps and volunteers)
8. Building Testing Committee
9. I.D.I. Team Coordinators
10. Parent Clubs
11. Library Committee

F. Committee Assignments

1. Textbook Committee
2. Writing of Behavioral Objectives (Sequential Skills, Pre-School - Gr. 9)
3. Staff Development Workshop for Principals: Improvement of Reading in the Primary Grades
4. Preparation of RENP Reading Proposal
5. Work on Handbook for Parents (Right to Read)
6. In-Service Workshop for Elementary Principals and Assistant Principals (Primary Reading Program)

STATUS OF GRANT PROGRAMS

Senator BAYH. That is so often the missing link, as you know very well.

Let me ask you to explore, if you will, please, the grant situation. Could you tell us how much money in the public school budget before us is anticipated to come from the Federal categorical grants program and how, specifically, these programs are going to be affected by the proposed reductions and terminations of various programs affecting schools in the city budget.

Particularly, what is the status of the impact aid for the city? How much is anticipated in this particular budget in this category? How does this compare with last year? What is the general overview here in this area, please?

Dr. SCOTT. Mr. Chairman, I asked the budget director, Mr. Winner, to give you the overall. I would just like to speak briefly to the impact aid, because that is a pressing item right now.

We are currently receiving, or have a budgeted item, in the impact aid for fiscal year 1973 of $4.1 million. Because of the jurisdictional dispute between the Congress and the President, we are uncertain as to what the final award will be in impact aid. The figure is going to be less than the $4.1 million. So, therefore, we are taking action now to compensate for the loss, because our impact aid budget, basically, the services are so essential that we cannot terminate most of those services. Two million dollars of our impact aid covers our basic management service. So we are forced, with less money coming out of the impact aid, to take it out of the regular budget by underspending in our regular budget.

Also, by fiscal year 1974, we are preparing now to cut somewhere in the neighborhood of $2 million out of our regular budget to maintain our management services, because we are projecting that the impact aid award for next fiscal year, fiscal year 1974, will be somewhere in the neighborhood of $300,000, rather than $4.1 million. So we are in a catastrophe with regard to impact aid.

Senator BAYH. Is it fair to say if impact aid is cut from $4.1 million to $300,000, that this is going to have a significant impact in those special areas where we are trying to compensate and provide quality education where it would otherwise not be possible?

Dr. SCOTT. If the impact aid budget were cut, we would have to reduce from the regular budget to bring in those services which you cannot run the school system without. Also, those other programs that are cut and other Federal funds would also have a direct impact on the quality of our instructional program.

LOSS OF IMPACT AID

We also prepared a statement, which we delivered to the board, on the impact of the loss of impact aid, which we will make available to the committee—I am sorry, the loss of total Federal funds in the District of Columbia school systems.

[The information follows:]

IMPACT OF PROPOSED FUNDING OF FEDERAL PROGRAMS ON
DISTRICT OF COLUMBIA PUBLIC SCHOOLS

The President's Budget seeks to reverse the past major trend of increasing education appropriations and the concurrent growth of the Federal role in forming educational policy through categorical aid.

The Impact on the District of Columbia Public Schools would be significant. Since the President has vetoed two FY 1973 HEW appropriation bills, we are currently operating federally funded programs under a continuing resolution. On February 22, 1973, the Senate approved the House-passed HEW continuing resolution, which was then sent to the White House. On March 8, 1973, the President signed the resolution which provides support for HEW programs at the same level of expenditure as appropriated in HR 15417 and gives additional funds for the Impact Aid and Title I programs. In terms of the District of Columbia, this would mean that the District would be eligible to receive $4.5 million from the Impact Aid program and in excess of $11 million in the ESEA Title I program.

The Department of Health, Education, and Welfare has indicated, however, that it will apportion for its various departments according to the President's revised Budget for FY 1973. This would mean that the Administration will spend about $26.1 billion for FY 1973 instead of the $28.0 billion that Congress contends it must spend under the continuing resolution. In terms of the District of Columbia, this budget indicates that the School System would receive approximately 3.1 million in Impact Aid funds and $10.0 million in Title I funds, representing a $1.4 million reduction from FY 1973 funding level in Impact Aid and $1 million less in Title I funds.

Dominating the administration's FY 1974 Office of Education funding proposal is the request for Educational Special Revenue Sharing, now incorporated in the Better Schools Act at $2.527 billion-a decrease of $355 million from the amounts appropriated in FY 1972, for programs collapsed in the package proposal. Special revenue sharing would consolidate over thirty existing program authorities into a single formula grant to a State, which would have five earmarks: disadvantaged in elementary and secondary schools, vocational and adult education, Impact Aid, educating handicapped children, and general support. These programs the Nixon Budget takes as successes, though not so successful that they warrant increased federal support.

When you compare the figures in the administration's budget for FY 1973 with those to be appropriated under the provisions of the proposed legislation, the District of Columbia will lose an additional $900,000 under the Better Schools Act.

This net reduction of funds available for expenditure in FY 1974 would be spread over the following categories of the bill:

- $200,000 - Section for General Support
- $600,000 - Section for Handicapped
- $300,000 - Section for Vocational Education

+ $200,000 - Section for Disadvantaged

The charts put out by the Department of Health, Education, and Welfare show a loss of $889,000 dollars from FY '73 to FY '74. However, if you compare the HEW chart with the level of funding authorized in the Continuing Resolution, the reduction from FY '73 to FY '74 is $3.7 million for the District of Columbia. The reason for this difference is that the Continuing Resolution, as passed by Congress, provides for an allocation of $3.1 million to the District of Columbia in Impact Aid for FY '73 instead of the President's level of .3.

Other programs that will be affected for various reasons in FY '74 will cause a net reduction in funds of $200,000 (see part II of attachment).

The total estimated reduction in all available funds using the level of funding in HR 15417 is $4.0 million.

SUMMARY OF IMPACT AID 1970-1973

FY 1970	FY 1971	FY 1972	FY 1973 1/	FY 1974
$5,881,043	$4,842,756	$4,537,554	$4,537,554a/ 3,100,000b/	$300,000

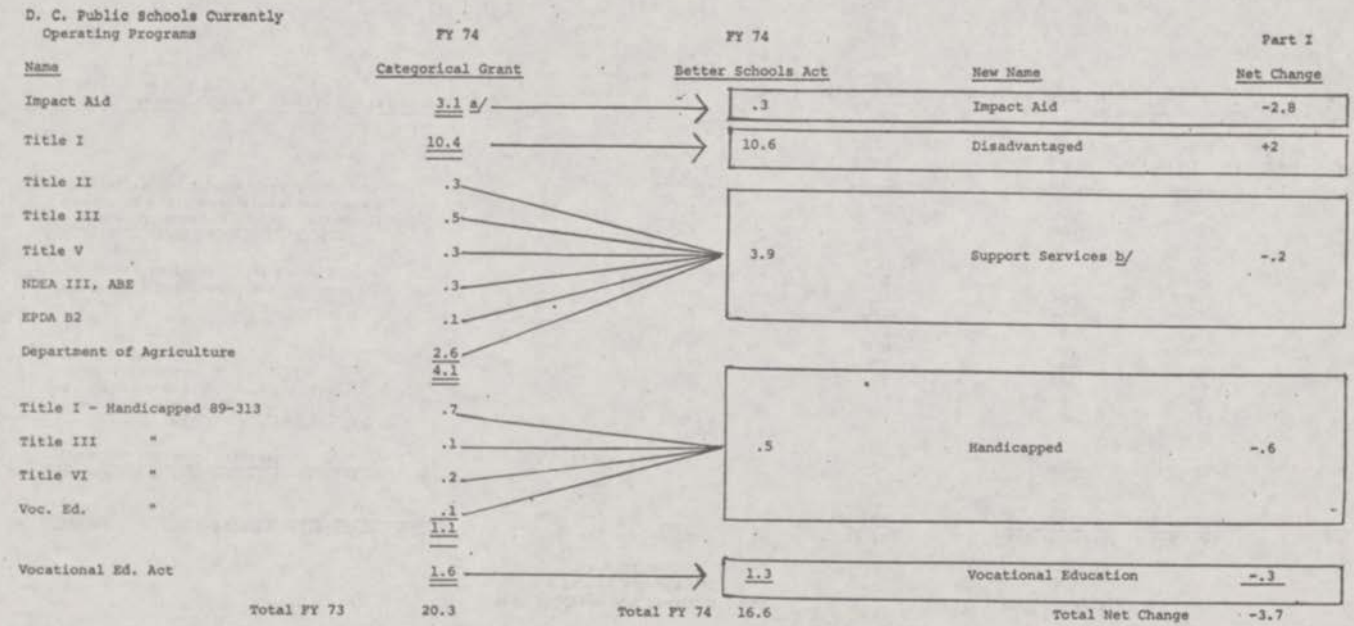
1/ Final allocation has not officially been released

a/ Initial projected figure based on FY 1972 level of funding

b/ Latest revised estimated grant award based on pending United States Office of Education Allocation

96-548 O - 73 - pt. 1 - 61

PROGRAMS ABSORBED INTO THE BETTER SCHOOLS ACT
(In Millions)



Total Net Decrease in programs to be picked up in BSA 3.7

a/ See Chart #3

b/ Dept. of Agriculture level to remain at same level as FY 73

Other Programs Not Absorbed Into The Better Schools Act (in millions)

Part 2

	FY 73	FY 74	Net Increase	Decrease
1. Programs Eliminated Because Legislation Expired				
ESEA Title IV	$ .03	$ -0-	$ -0-	$ -.03
2. Programs Whose Funding Period Terminated				
Reading Research Utilization	.1	-0-	-0-	-.1
3. Continuing Competitive and Formula Grants				
Manpower Development and Training Act	1.2	1.0	-0-	.2
Diagnostic Prescriptive Program	.1	.1	-0-	-0-
Portal Schools	.5	.5	-0-	-0-
Follow Thru 1/	.5	.5	-0-	-0-
Pre-School 1/	1.0	1.0	-0-	-0-
EPDA-D	.8	.5	-0-	-.3
EPDA-F	.2	.06	-0-	-.14
Emergency Employment Act	.3	.1	-0-	-.2
Response to Educational Needs Project	.8	2.2	1.4	-0-
4. Competitive Grants not to be renewed				
Harrison Community School	.4	-0-	-0-	-.4
Adult Education Demonstration Center	.3	-0-	-0-	-.3
Driver Education-Business Administration	.01	-0-	-0-	-.01
TOTAL	$ 6.2	$ 6.0	$ 1.4	$ -1.7 net change -.3

1/ To be continued at same level in FY 74 but most likely to end in FY 75

part 1--------- net change -3.7

Total net change all programs FY 73-FY 74 -4.0

CHILDREN SERVED BY SPECIAL EDUCATION PROGRAM

Senator BAYH. Could you please give us, Mr. Superintendent, the story, for the record, of how many children will be served in the present proposed budget by the expanded special education program, and also, how many city children requiring some special services will not be covered during the next fiscal year?

Specifically, are you in compliance with the Waddy decree?

Dr. SCOTT. I missed the last part of the question.

Senator BAYH. How many are going to be provided special education services with the amount in the budget and how many still will not be covered sufficiently? Where does this leave the school system relative to the Waddy decree?

Dr. SCOTT. While they are looking up the specific information on the numbers of the population served, our major difficulty in the provision of services in the area of special education appears to be in the area of those who are profoundly retarded. Our problem is, we cannot internally develop sufficient programs to meet the needs of this population. At the same time, while we have the money, we cannot find enough vacancies in existing institutions across the country to place our population. So we are in a dilemma.

There is a nationwide shortage of qualified people to serve the profoundly retarded. We cannot develop that internally ourselves fast enough to meet our own population, because the history of this school system has been that there was never much of a program for that population. Special education in school system as a department began in 1968. In many States, the profoundly retarded are not even embraced by the law in terms of a right to a free public education. It has only been recently that attorneys have won, in certain States, the right for them to attend schools.

Dr. Guines can give you the percentage of our students who are now being served or will be served out of our District budget.

Dr. GUINES. We are providing a chart for the record, Mr. Chairman, that will update from the Senate hearings of last year, on page 1557, which will give you the number of youngsters served by the various categories. This year, we are serving some 7,329, tuition grants 453, to make it a total of 7,782.

Now, we are updating that chart, last year's, so that you can see the growth from last year in special education.

[The information follows:]

NUMBER OF CHILDREN RECEIVING SPECIAL EDUCATION PROGRAMS
AND SERVICES 1972-73*

Program	Special Ed. Programs	Tuition Grants	Total
School-Based (S-B, CRT, GGI)	5,404	...	5,404
Learning Centers	282	...	282
TMR	731	197	928
Mental Health Stations (ED incl. Morse Crisis Center)	165	217	382
HI	74	21	95
VI	29	18	47
Physically Handicapped	241	...	241
PMR (Pilot Program)	20	...	20
Pregnant Girls	258	...	258

Program	Special Ed. Programs	Tuition Grants	Total
Gifted (Pilot Program)	62	...	62
Educ. Assessment Team	63	...	63
Sub-Totals	7,329	453	7,782
Mobile Diagnostic Team	127	...	127
Visiting Instruction Corps	118	...	118
Pre-School	27	...	27
Neurologically Impaired	...	18	18
Multiply Handicapped	...	41	41
Sub-Totals	272	59	331
Totals	7,601	512**	8,113

* The data is as of February 28, 1973; consequently, it does not reflect the additional number of children to be served in March-June 1973

** April 1, 1973

TUITION GRANT PROGRAM -- DEPARTMENT OF SPECIAL EDUCATION

Disability	Name of Institution	Per Child School Cost 71-72	Amount Paid 71-72	Per Child School Cost 72-73	Number of Children 72-73	Appeals 72-73	Amount Paid 72-73
Blind	Maryland	5,800	5,800	7,100	3		21,300
	Perkins	7,500	4,000	8,500	1		8,500
	Pilot	3,750	3,000	4,860	14		53,873.71
Deaf	St. Joseph	2,700	1,350	3,100	1		3,100
	Childrens	4,300	3,000	3,000	10	230	30,000
Hearing Imp.	Washington H S	2,727	2,613	2,727	10		27,270
Emotionally Disturbed	Cardigan Mt.	4,000	1,850	3,925	1		3,925
	Contemporary	4,895	3,000	4,895	23	20,285.72	119,595.00
	Devereux	12,000	4,000	4,000	2		8,000
	Eberhard	1,750	1,750	1,750	3	100	1,830
	Glaydin	2,625	2,300	3,275	7		18,750
	Green Chimneys	6,600	4,000				
	Greig	4,000	3,000	3,000	13	4,000	45,000
	Hillcrest						
	Day:	9,000	3,000	6,500	17		
	Residential	12,000	4,000	16,500	5		76,000
	Lourdesmont	6,023	3,000				
	New Jersey	7,500	4,000				
	Brookside	6,000	4,000	4,000	1	4,000	8,000
	Barrie			1,400	2		2,800
	OTC			3,000	32		89,200
	Leary School-			3,610	6	7,460	22,170
	Dev. School			3,996	10	1,000	30,000
	Episcopal			4,139	30		97,500
	Floc Wilderness			4,200			4,200
	Floc L.C.			5,950	9		11,900
	21st Century	5,000	3,000	3,250	35		113,750
	Accotink			2,750	1		2,750

Disability	Name of Institution	Per Child School Cost 71-72	Amount Paid 71-72	Per Child School Cost 72-73	Number of Children 72-73	Appeals 72-73	Amount Paid 72-73
Emotionally Disturbed	Roosevelt			4,165	1		2,115
	Groom			4,950	4	2,875	20,212.38
	Hopefields			3,850	1		3,850
	Portals			3,250	2		6,500
	Leary Ed. Center			3,930	8		36,250
	Youth Rehab. Ctr.			10,000	1		10,000
	Edgemeade			4,000	1		4,000
Mentally Retarded	Benedictine	2,000	2,000	3,300	1		3,300
	Christ Church	2,500	2,222	2,600	3		9,100
	Kennedy	1,500	1,500	1,725	69	450	126,875
	National	2,040	2,040	5,880	40	1,650	116,700
	St. Gertrude's	2,000	2,000	2,025	12		19,125
	St. John's	2,100	1,950	2,300	52	580	102,973
	St. Maurice	2,000	1,850	1,740	16	110	30,203.75
	Eberhard Acton			1,900	2		3,150
	Martha Lloyd			4,020	1		4,000
	Reading Research			390	1		390
Neurologically Impaired	Kingsbury	3,362	3,000	3,350	14		36,000
	Pine Point	4,000	3,000	3,995	1		3,995
	Berkshire	6,000	4,000	7,500	1	3,500	7,500
	McLean	2,000	1,500	2,350	2		4,200
Multiply Handicapped	Cooperative	2,300	2,050	3,050	6		15,300
	D.C. Society	1,190	1,190	1,880	30		53,250
	Matheny	5,090	4,000				

Disability	Name of Institution	Per Child School Cost 71-72	Amount Paid 71-72	Per Child School Cost 72-73	Number of Children 72-73	Appeals 72-73	Amount Paid 72-73
Emotionally Disturbed	Roosevelt			4,165	1		2,115
	Groom			4,950	4	2,875	20,212.38
	Hopefields			3,850	1		3,850
	Portals			3,250	2		6,500
	Leary Ed. Center			3,930	8		36,250
	Youth Rehab. Ctr.			10,000	1		10,000
	Edgemeade			4,000	1		4,000
Mentally Retarded	Benedictine	2,000	2,000	3,300	1		3,300
	Christ Church	2,500	2,222	2,600	3		9,100
	Kennedy	1,500	1,500	1,725	69	450	126,875
	National	2,040	2,040	5,880	40	1,650	116,700
	St. Gertrude's	2,000	2,000	2,025	12		19,125
	St. John's	2,100	1,950	2,300	52	580	102,973
	St. Maurice	2,000	1,850	1,740	16	110	30,203.75
	Eberhard Acton			1,900	2		3,150
	Martha Lloyd			4,020	1		4,000
	Reading Research			390	1		390
Neurologically Impaired	Kingsbury	3,362	3,000	3,350	14		36,000
	Pine Point	4,000	3,000	3,995	1		3,995
	Berkshire	6,000	4,000	7,500	1	3,500	7,500
	McLean	2,000	1,500	2,350	2		4,200
Multiply Handicapped	Cooperative	2,300	2,050	3,050	6		15,300
	D.C. Society	1,190	1,190	1,880	30		53,250
	Matheny	5,090	4,000				

Disability	Name of Institution	Per Child School Cost 71-72	Amount Paid 71-72	Per Child School Cost 72-73	Number of Children 72-73	Appeals 72-73	Amount Paid 72-73
Multiply Handicapped	National Rehab.	4,000	4,000	6,000	2	4,000	12,000
	American Inst.			9,200	2	165	16,100
	Camp Hill			3,250			6,500
	Holly Hall			3,500	1		3,500
TOTALS		$ 150,252	$ 96,965	$214,527.00	512	$50,405.72	$1,456,502.84

Senator BAYH. Where does that have you then, sir, relative to the number of youngsters that really need services that we do not have money in this budget to take care of?

Dr. GUINES. I am going to ask Mr. Van Dyke, the assistant superintendent for special education, to come up and deal specifically with that.

Dr. SCOTT. Mr. Van Dyke is here; he can deal with that.

Senator BAYH. Fine.

Mr. VAN DYKE. May I ask for a repeat of the question, Mr. Chairman?

Senator BAYH. How many youngsters need special educational services that will not receive them with the amount of funds that are requested for this particular area in the present budget?

Mr. VAN DYKE. Approximately 2,000.

Dr. SCOTT. Mr. Chairman, I think, since this will be probably my final trip across this process, I declared 2 years ago that the Congress needs to move immediately to establish a funding rationale which will bring the District in line with other States, whereby once a child is identified, based on his categorical need in the area of special education, such as the State legislature would do to a local school district—that Congress should also grant to the District of Columbia public school system a special and direct subsidy for every special education youngster identified, rather than have us operate under a system, knowing over the past 2 years, $1 million in fiscal year 1972, $2 million in fiscal year 1973, was authorized for increase in special education, but at the loss of regular services to elementary and secondary education.

We eliminated 180-and-some teaching positions last year in order to compensate for that loss, with regard to an increase in special education, as well as some other things that were not covered.

What I am saying, basically, is this: I agree with the equal rights of a child in special education services to have his needs met. At the same time, we are placing, by the way we are receiving our funds—if we identify a need—the past 2 years, the Congress has forced the school system to reduce its present services in order to pay for a need to one group of youngsters. That is, to me, some form of reverse discrimination.

When you look at our reading test scores, we have an exceptionality that may not be classified as special education. But I am saying the majority of our population would certainly qualify for some compensatory kind of program. Yet, I am being forced to reduce support services to our schools in total in an effort to increase the special education budget, because we do not have a formula, once we identify youngsters, then we receive a special subsidy, like all other States. We are one of the few school systems that has to compete within itself solely to fund for special education.

I think somewhere along the way, the school system will eventually eliminate itself, and create more youngsters for special education by not providing services funded on a ratio of, once you identify, there is a special subsidy. Because it can run as much as three times more to educate a youngster for certain special educational needs.

Senator BAYH. Our problem is compounded more than just a bit by the fact that the administration is proposing a decrease in funds for education of the handicapped.

Mr. WINNER. Excuse me, Senator. The figures that appear in this budget have been adjusted. If you look at the adjusted base, the amount of money that is required by the legislation is there. What happened is that we moved the retirement——

Senator BAYH. No; I am not talking about the city administration. I am talking about the national administration.

Mr. WINNER. Oh, I am sorry. I thought you were referring to the legislation.

Senator BAYH. The national administration is making a lesser commitment in the area of education for the handicapped. The effect of this will eventually come down to the local school corporations and be felt all over the country. This adverse action by the national administration will, of course, increase the problem you have meeting the court decree. Of course, Congress is supposed to participate in that decision. But you know, right now we are in a confrontation with the President over funding in the areas of human needs.

BASIC SERVICES CUT TO MEET SPECIAL EDUCATION NEEDS

Dr. SCOTT. If I can just simplify this, Senator. It appears what Judge Waddy has said to the Board of Education and Superintendent, resources do not count. They are not to be presented as a rationale for not providing services.

I would assume that that clause that is referred to in the Constitution or any other structure that says that the exceptional child has a right to quality education also serves the other youngsters in the District of Columbia school system.

If we continue on our present course of action, as it has gone through the last 2 fiscal years, once we identify a new population and state that in terms of millions of dollars, and we still receive less funds to operate than we did in the previous year, even though we get an increase. It means that you are increasing one area of the school system and not recognizing by reducing the basic service, you are also increasing that population. Eventually, you will increase the number of youngsters who need special education by denying them a basic education and making them exceptional because of poor support for the regular educational programs.

I do not know how to get out of it. The judge says one thing, saying money does not count, and the Congress says money does count. Frankly, as a superintendent, I do not know how to counter that situation. In other words, to pay for the $2.1 million increase in special education last year, we received instructions from the Congress to reduce 160 positions out of our budget. We were, at the same time, pleading for more money.

Senator BAYH. I would like to get your thoughts—is it not true that to the extent that we cut back funding in this area; that is, do not permit the full implementation of the Waddy decree, are we not really adding to the problem of delinquent behavior and inability to provide for oneself and one's family?

Dr. SCOTT. I would say that to any degree that you deny quality educational services to any of the 140,000 youngsters, you create that

condition, particularly when the home environment cannot compensate for the inadequacies and deficiencies.

Senator BAYH. Do you have, or could you get for the record, what percentage of the adult District population is functionally illiterate?

Dr. SCOTT. Yes. We will provide that.

[The information follows:]

FUNCTIONAL ILLITERATES—DISTRICT OF COLUMBIA, 1970

Years of school completed	Number	Percent
Persons, 25 years old and over	423,051	100
No school years completed	5,109	1
Elementary:		
1 to 4 years	17,424	4
5 to 7 years	46,176	11
8 years	32,674	8
Total—25 years old and over completing 8 years or less	101,383	24

Source: Census Tract Report 1970 Census of Population and Housing—Identification No. PHC (1-226) table P-2, P-51.

ADULT EDUCATION FOR FUNCTIONALLY ILLITERATE

Senator BAYH. Is it not true that some children are unable to get adequate special education throughout their educational careers and therefore end up as functionally illiterate adults? Is that not the way the problem reaches the adult population?

What is being done in the public school system in the area of adult education to reach this category of people—those adults that are functionally illiterate—who do not have basic literacy skills.

Dr. SCOTT. Well, Senator, again, we can run off the programs. In terms of budget, I think there is somehow in the neighborhood of close to $2 million, $1 million to $2 million, directed to adult education.

Sometimes I am in a quandary in terms of trying to—of the large school system—every school system is fighting with insufficient funds in response to needs, and needs increase every year. We are now dealing with preschool services, which take a certain percentage.

Now, adult education, to take care of those who didn't get through the school system initially or those who were missed.

Somewhere along the line, I am trying to say, how do you handle the base, 140,000, at the same time take care of the preschool program needs. When I have to make reductions, I like to share that agony with other people, as to whether or not you take from the pre and the adult in order to maintain a quality program K through 12.

Frankly, Senator, we cannot continue to keep cutting the school system apart and then identify needs at both ends, or a specialized category that has a strong lobby. We need lobbying groups for that youngster who needs title I service, which the National Government administration appears to be reducing that budget.

Dr. Guines can give you the program with regards to the number of people served in our adult ed program.

Senator BAYH. I understand you have about 58,000 all together, something like that?

Dr. GUINES. 14,000 adults.

Senator BAYH. This is in literacy or the total?

Dr. GUINES. This is basically adult education which deals with literacy.

Senator BAYH. Just literacy. Where do you get the figure 58,134 adults served by the Department of Adults Continuing Education? That is a broader——

Dr. GUINES. Yes, that is all adult programs, literacy as well as community schools, sewing classes, and the various home management areas. That is all adult programs operated on the school system.

DISTRICT OF COLUMBIA YOUTH ORCHESTRA

Senator BAYH. We have had some citizens' complaint about the programing of the District of Columbia Youth Orchestra. I do not know whether you have the information at your fingertips. If not, I would like to have for the record, a breakdown of participants in the District of Columbia Youth Orchestra.

How many are District of Columbia residents, how many are not? What criteria do you use to make a determination as to who can play and who cannot?

[The information follows:]

INFORMATION CONCERNING STATISTICS

The students of Y. Orch., Jr. Orch., Sr. Band, Jr. Band and Jazz Ens., (Total 287) meet on Saturday and either Tuesday or Thursday evening. This means that we see these students for 6 to 7 hours a week (9=1 P.M. Saturday and 6:30 to 8:30 P.M. Tuesday or Thursday.) Also, there are a number of special ensembles, (string quartets (4), Woodwind Quintets (2), Perc. Ens. (2)) which meet for one hour per week with an instructor, total 39 students.

Also, there is a special Chamber Orchestra that meets for two hours each week, total students, 18.

Also, we have two students that we provide private lessons; they are very young and talented and have no way of obtaining lessons otherwise. We have a number of students in this category that the parents are trying to help.

We meet with 969 students per week; 346 meet more than once.

Minimum number of hours a student meets is 4.

Maximum number of hours a student meets is 9.

The Maryland and Virginia students represent 16% of the total.

A large number of Maryland students are black, have moved to Maryland in last year or so, and have been in program up to six years.

RESIDENCY BREAK-DOWN
1-20-73

	D.C.	Maryland	Virginia	Total
Junior Orchestra	61	9	3	73
Youth Orchestra	73	19	12	104
El. Orchestra	46	13	1	60
Beg. & Prep. Oboe	7	0	0	7
Beg. & Prep. Bs'n.	7	2	0	9
Beg. & Prep. French Horn	17	2	0	19
Beg. & Prep. Flute	27	5	0	32
Beg. & Prep. Clarinet	18	2	0	20
Beg. & Prep. Trumpet	23	2	0	25
Beg. & Prep. Brass	8	1	0	9
Beg. & Prep. Strings	88	17	2	107
El. Band	43	5	0	48
Jr. Band	68	5	0	73
Sr. Band	22	4	0	26
Jazz Ensemble	10	1	0	11
Total	518	87	18	623

WARD LOCATION OF D.C. RESIDENTS

Ward I	18
Ward II	13
Ward III	53
Ward IV	177
Ward V	125
Ward VI	48
Ward VII	63
Ward VIII	21
Total	518

Public Law 86-725 *
86th Congress, H. R. 7124
September 8, 1960

AN ACT

To require the payment of tuition on account of certain persons who attend the public schools of the District of Columbia, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "District of Columbia Nonresident Tuition Act". District of Columbia Nonresident Tuition Act.

Sec. 2. (a) In the case of (1) each adult who attends a public school of the District of Columbia and does not reside in the District of Columbia, and (2) each child who attends such a public school and does not have a parent or guardian who resides in the District of Columbia, or is not an orphan, there shall be paid to the Board of Education the amount fixed by the Board of Education pursuant to subsection (b) of this section. Board of Education. Determination of amounts.

(b) The amount which shall be paid with respect to each person subject to subsection (a) of this section shall be fixed by the Board of Education with the approval of the Board of Commissioners of the District of Columbia as the amount necessary to cover the expense of tuition and cost of textbooks and school supplies used by such person.

(c) All amounts received by the Board of Education under this section shall be paid into the Treasury of the United States, to the credit of the District of Columbia.

(d) Notwithstanding the provisions of subsection (a) of this section, upon the submission of evidence satisfactory to the Board of Education that care, custody, and substantial support are supplied by the person or persons with whom a child is residing in the District of Columbia, and that the parent or guardian of such child is unable to supply such care, custody, and support, or that such child is self-supporting, such child shall be considered a resident of the District of Columbia for the purpose of school attendance and exempt from the requirement to pay tuition.

Sec. 3. (a) The Board of Education shall take such action as may be necessary to determine which of the persons, attending or desiring to attend the public schools of the District of Columbia, for whom tuition shall be paid as required by section 2, and said Board is authorized, with the approval of the Commissioners of the District of Columbia, to make regulations to carry out the intent and purposes of this Act. Regulations.

(b) Any person who makes a statement required or authorized by this Act to be filed with the Board of Education knowing that the information set forth in such statement is false, shall be fined not more than $300 or imprisoned for not more than ninety days, or both. Any person violating any regulation made pursuant to the authority in this Act shall be fined not more than $100 or imprisoned for not more than thirty days.

(c) All prosecutions for violations of this Act, or regulations made pursuant thereto, shall be conducted in the name of the District of Columbia by the Corporation Counsel or any of his assistants. As used in this Act the term "Corporation Counsel" means the attorney for the District of Columbia, by whatever title such attorney may be known, designated by the Board of Commissioners of the District of Columbia to perform the functions prescribed for the Corporation Counsel in this Act. 74 STAT. 853, 74 STAT. 854.

Sec. 4. As used in this Act— Definitions.

(1) the term "child" means a person who is less than twenty-one years of age;

* Public Law 86-725 is included in Title 31, Section 307 through 311, DISTRICT OF COLUMBIA CODE, 1967 Edition.

(2) the term "orphan" means a child who resides in the District of Columbia and who does not have a living parent or guardian;

(3) the term "adult" means a person who is twenty-one years of age, or older;

(4) the term "guardian" means a person (A) appointed as a guardian for a child by a court of competent jurisdiction, and (B) who has control or custody of such child;

(5) the term "parent" means a person (A) who (i) is a natural parent of a child, (ii) is a stepfather or stepmother of a child, or (iii) has adopted a child, and (B) who has custody or control of such child; and

(6) the term "Board of Education" means the Board of Education of the District of Columbia.

SEC. 5. (1) Nothing in this Act shall be construed so as to affect the authority vested in the Commissioners of the District of Columbia by Reorganization Plan Numbered 5 of 1952 (66 Stat. 824). The performance of any function vested by this Act in the Commissioners of the District of Columbia or in any office or agency under the jurisdiction and control of said Commissioners may be delegated by said Commissioners in accordance with section 3 of such plan.

D. C. Code title 1, app.

(2) This Act shall not be construed as superseding the Act approved April 23, 1958 (72 Stat. 98), and such Act approved April 23, 1958, shall continue in full force and effect.

D. C. Code 31-301a.

SEC. 6. The following provisions of law are repealed:

Repeals.

(1) The last paragraph under the heading "Public Schools" in the Act of March 3, 1899, as amended (D.C. Code, sec. 31-301).

30 Stat. 1056.

(2) The last paragraph under the side heading "Miscellaneous", which follows the center heading "Public Schools" in the Act of July 21, 1914 (D.C. Code, sec. 31-302).

38 Stat. 536.

(3) The last paragraph under the side heading "Miscellaneous" which follows the center heading "Public Schools" in the Act of March 3, 1915 (D.C. Code, sec. 31-303).

38 Stat. 910.

(4) The second paragraph under the center heading "Public Schools" in the Act of March 28, 1918 (D.C. Code, sec. 31-304).

40 Stat. 470.

(5) The last paragraph under the heading "Capital Outlay" which follows the center heading "Public Schools" in the Act of June 28, 1944 (D.C. Code, sec. 31-305).

58 Stat. 515.

(6) The last paragraph under the heading "Capital Outlay" which follows the center heading "Public Schools" in the Act of June 29, 1949 (D.C. Code, sec. 31-306).

63 Stat. 309.

SEC. 7. Nothing contained in this Act shall be construed as preventing the Board of Education from requiring students of the District of Columbia Teachers College to pay tuition, and the said Board is authorized, in its discretion, to require the payment of tuition by the students of such college, whether or not resident in the District of Columbia, with the exception of those students who are authorized to be excused from the payment of tuition by an Act other than this Act.

D. C. Teachers College.

SEC. 8. This Act shall take effect on the first day of the school semester which commences at least sixty days after the date of enactment of this Act.

Effective date.

Approved September 8, 1960.

TUITION FEES

Senator BAYH. I understand that you are now requiring a tuition fee of 50 cents per hour.

I am trying to find a way to balance the budget here—for non-District resident student participants in the District of Columbia Youth Orchestra.

Is that accurate, that 50 cents?

Dr. GUINES. Fifty cents per instruction hour, that is right.

Senator BAYH. I would like to know are these fees earmarked for the youth orchestra program or for the public schools in general, or are they just put in the general fund to the credit of the District?

Dr. GUINES. Yes. General fund.

Mr. WINNER. It is treated as a reimbursement to the general fund, as are all of our——

Senator BAYH. Would it not be more equitable to have those funds designated to the school system, or would that get us into problems?

Mr. WINNER. That really becomes simply an accounting technique. All of our tuition is treated as miscellaneous receipts and deposited to the General Accounting Office, not earmarked.

Senator BAYH. I think many of the parents, inasmuch as they are digging down and coming up with the money out of their own pockets, would like to see that go into a fund of some sort, dedicated specifically either to the orchestra or the school system.

But that is beyond your control, I trust. That statute says it shall go to the general receipts of the District. What are your recommendations on that? Are you comfortable with the statute or——

Mr. WINNER. I do not think so, sir. I think it is—it certainly is more manageable for us to treat this as a budget program which we can clearly define and specify the amounts of money and the uses, rather than a self-sustaining or partially self-sustaining program.

Senator BAYH. You are comfortable with it as it is?

Mr. WINNER. Yes, sir. The amounts of money designated—and certainly they far exceed the receipts.

Senator BAYH. We have some other questions here that I would like to ask you.

Last year, Mr. Barry, you told this committee about several things that the board and the superintendent agreed to do in the coming year. I would like to know where we stand on these.

You agreed "that there will be an immediate evaluation of top management and principals" by June 1, 1972; is it complete? Was anyone moved, promoted, demoted, or otherwise affected by the evaluation?

You agreed that "an effective system for recruitment, hiring, training, placement, and evaluation of principals and assistant principals"

would be designed, and that "a full system of evaluation of all employees will be developed by June 15, 1972."

You agreed that "there will be a program of Wright decree compliance by April 17, 1972"—equalization of per pupil expenditures.

You agreed to "develop a comprehensive program that will decrease truancy and our dropout rate" with parts of the program implemented by September 1972.

You "directed that a reconciliation of personnel and payroll records be accomplished in order for us to find out exactly where each employee is located and if he has the proper accounting codes." Can you tell now where each employee is supposed to be—and where he is?

EMPLOYEE DISTRIBUTION

Mr. BARRY. A position authorization listing has been developed and is updated frequently. This listing is a part of the control allotments, and indicates the approved positions by account, grade, and title. Concurrently, a computer system for personnel accounting has been developed, and is currently being reconciled with the position authorization list and converted to the new account code structure for fiscal year 1974. Since the reconciliation of accounts is still in progress, no current reports are available from the systems. An interim report of authorized positions filled, developed from the most recent payrolls, has been inserted on (p. 723).

CLASS SIZE AND EDUCATIONAL QUALITY

Senator BAYH. What evidence supports the assumption that reducing class size will lead to improvements in the quality of education? Is not the pupil/teacher ratio in the District already lower than the ratio in other major cities?

Mr. BARRY. A more recent study, "Classroom Variables that Predict School System Quality" by Dr. Martin N. Olson states flatly "* * * smaller classes produce significantly higher scores than large ones." This study, reported in Scholastic Teacher, April 1973, is based on 18,520 classroom observations made in 112 school systems during a 7-year period.

According to the study attached comparing average class size for eight selected urban school systems, it would not be correct to state that class size in the District of Columbia is already lower than the ratio in other major cities. The department of research has this information on class size:

[The information follows:]

Public Schools of the District of Columbia

A Comparison of Average Class Size at Elementary and Secondary School Levels for Eight Selected Urban and Metropolitan Suburban School Systems for FY 1972 and FY 1973

	Elementary		Secondary	
	1972	1973 (Estimated)	1972	1973 (Estimated)
Atlanta	23.0	26.0	17.0	23.0
Baltimore	34.9	N.A.	32.3	N.A.
Boston	25.0	25.0	22.0	22.0
Cleveland	31.3	31.3	29.5	29.5
Milwaukee	31.1	30.0	29.2	26.8
San Francisco	24.2	25.0	--	--
St. Louis	26.2	26.2	21.8	21.8
Washington, D.C.	28.0	27.4	26.0	26.9
Suburban School Systems				
Arlington	25.4	25.7	19.7	19.5
Alexandria	25.0	25.0	N.A.	N.A.
Fairfax	29.0	N.A.	27.3	N.A.
Falls Church	21.1	20.1	12.5	11.8
Montgomery	27.7	27.0	N.A.	N.A.
Prince Georges	29.0	29.0	25.0	25.0

Source: Responses to the Departments of Research and Evaluation Questionnaire sent to large city and D.C. metropolitan area public school systems, Fall, 1972

CLASS SIZE

The proper sizes for classes have long concerned teachers, administrators, and laymen. The financial consequences of class size are obvious; the educational implications are less well defined.

Research findings do not indicate that there is a one best class size, nor a one best teacher-pupil ratio. However, it seems clear that in a small class a good teacher can devote more attention to individual pupils and their particular educational and emotional needs than the same teacher can devote in a substantially larger class.

Two well-publicized studies on class size are those of Woodson[1/] and Pugh[2/]. Woodson's study was based on achievement test criterion and Pugh's was based on process measure. Woodson found that for arithmetic and reading tests, correlation between the districts' scores and classrooms with more than 27 pupils were consistently negative and that correlations between school districts' scores and classrooms of less than 22 pupils were consistently positive. This study also established 22 pupils as the upper limit for the "small class" and 27 as the lower limit for the "large class."

Pugh found in small classes (20 or fewer) compared to large classes (30 or more), a greater number of activities taking place in a given period of time, a greater variety of activities, a greater percentage of activities involving individual pupils and small groups within the class, and the following cognitive activities occurring significantly more frequently: listening, outlining, generalizing, analyzing and creating, in addition to greater use of motor skills and reading skills. Based on this study, "large" for the secondary schools appears to be "sixteen pupils or more" while less than 16 appears to be defined as "small"; in the elementary school "very small" (less than 16), "medium small" (16 to 25), and "large" (more than 25).

Assuming for the moment the desirability of small classes, the decision to concentrate funds on salaries for additional teachers must be measured against several alternatives. Could funds be used better for one of the following:

1. To raise salaries in order to attract superior teachers.
2. To hire extra-class professionals, such as subject matter specialists, supervisors, and counselors.
3. To hire nonprofessional personnel to relieve teachers from such non-teaching duties as supervising lunchrooms and playgrounds, and to perform such routine clerical tasks as scoring objective tests and recording grades.
4. To purchase equipment and materials to change the present instructional procedures. 3/

In general, both opinion and research tend to agree that in order to produce optimal results--for both pupils and teachers--the size of class must be appropriate to the intellectual-emotional needs of the pupils, the skills of the teachers, the type of learning desired, and the nature of the subject matter.[4/]

1/ IAR Research Bulletin, 1968, p. 2.
2/ Encyclopedia of Educational Research, 4th Edition, p. 143. James B. Pugh, Jr., Performance of Teachers and Pupils in Small Classes. Teachers College, Columbia University, 1955.
3/ National Education Association, Class Size 1968, p. 6.
4/ NEA, Class Size, 1968, p. 5.

ELEMENTARY PUPIL POPULATION

Senator BAYH. Elementary pupil population is expected to continue to decline. Does the school system plan to cut back the number of elementary school teachers for fiscal 1975 so that the 25-to-1 pupil/teacher ratio will be maintained?

Mr. BARRY. The ratio for fiscal year 1974 which would be possible in this proposed fiscal year 1974 budget would, at 25.2 to 1, approximate the desired ratio of 25 to 1 established by the board. I would expect that subsequent budgets would be adjusted as necessary to continue this desired ratio.

Senator BAYH. How does the public schools coordinate with the city's three public institutions of higher education to help insure that public school graduates are prepared to attend the colleges?

Mr. BARRY. The District of Columbia public schools is involved in a number of efforts which have as their purpose that of preparing students to adequately make the transition from secondary school to college. The public colleges and universities in the Washington, D.C., area are among the chief participants in the intersystem programs leading to the fulfillment of this aim. Some of these programs are as follows:

1. The secondary school guidance program is geared to provide students with the background information necessary for their pursuit of the career goals on which the students decide. An integral part of this process involves making the student aware of the scholastic and other requirements of the college experience, and guiding them toward the acquisition of the necessary background.

2. The three public institutions of higher learning undertake recruitment activities within the public schools. Such efforts include notifying students of the demands and benefits of college attendance.

3. A system of mutual program evaluation has long been underway between the public schools and these institutions.

4. A number of cooperative activities between—District of Columbia schools and the colleges are underway which aim at enhancing academic achievement in general. It is projected that the success of these programs will significantly increase the number of public school students who would be equipped to perform in an institution of higher learning.

One program worthy of mention in this category is the staff development service provided the schools in various instances by the institutions of higher learning in the District of Columbia.

PROJECTED STAFFING NEEDS

Senator BAYH. In last year's committee report, we directed that this year there be a 5-year projection of staffing requirements needed to maintain the current pupil/teacher ratios and the present level of ancillary services. Would you tell us now what the projections are?

Dr. SCOTT. The only figure in the operating budget which is a direct factor of the pupil population is the number of classroom teachers required to provide the basic classroom experience for students. In the fiscal year 1974 budget, the board of education has established proposed levels of funding which would furnish sufficient classroom teachers to bring the pupil/teacher ratios to a point at which each student would have the most direct assess possible to present teaching, within the resources available. These ratios, projected over the next 5 years, will result in the requirement shown in the following chart:

[The information follows:]

Level	Proposed FY 74 Ratios	1973-74 2/ Membership	1973-74 2/ Teachers	1974-75 Membership	1974-75 Teachers	1975-76 Membership	1975-76 Teachers	1976-77 Membership	1976-77 Teachers	1977-78 Membership	1977-78 Teachers
Elementary											
Pre-K - double session 1/	30:1	2,000	67	3,000	100	3,000	100	3,000	100	3,000	100
Pre-K - full day 1/	15:1	2,000	133	3,000	200	3,000	200	3,000	200	3,000	200
Kindergarten - double session	40:1	8,600	215	8,000	200	8,100	203	8,200	205	7,600	190
Kindergarten - full day	20:1	8,600	430	8,000	400	8,100	406	8,200	410	7,600	380
Grades 1-6	25:1	69,300	2,772	65,600	2,624	62,400	2,496	59,600	2,384	57,500	2,300
Junior High											
Grades 7-9 adjusted to 5 of 6 daily classes	26:1	33,100	1,528	33,000	1,523	31,700	1,463	29,200	1,348	27,900	1,288
Senior High											
Grades 10-12 adjusted to 5 of 6 daily classes	26:1	20,900	965	20,900	965	20,400	942	21,500	992	21,300	983
Career Development											
Academic and Vocational-Technical at adjusted to 5 of 6 daily classes	15:1	2,800	224	2,800	224	3,000	240	2,900	232	2,800	224

1/ Board policy currently requires one GS-4 teacher aide to be assigned exclusively to each pre-kindergarten teacher.

2/ Deviates from FY 1974 budget proposal because it is based on much more recent membership projections.

CLASSROOM TEACHERS

Dr. Scott. Although it is true that the number of classroom teachers required to provide the basic classroom experience for students is a direct variable of the changing student population, there are several additional factors which must be taken into consideration:

(1) It is the intention of the Board of Education to expand the concept of pupil/teacher ratios to one of maximum class size; that is, classes should be staffed in such a way that no class exceeds the stated standards, and some classes—especially those in advanced subjects—would be permitted to enroll students well below the established standard size. This would result in an increased requirement for teaching positions. The calculation of these requirements has not been completed, and estimated requirements are not yet available.

(2) Present staffing standards call for prekindergarten and kindergarten to operate half-day classes, thereby accommodating a number of actual pupils which is double the standard ratio. It is the intention of the Board of Education to develop a prekindergarten/kindergarten program which would accommodate each of these pupils for an entire day, thus radically increasing the number of teachers required. The development of such a program requires additional resources outside the school system, such as a supporting day care program for the exceptionally large number of children who could be available for such all day programs if working parents had the additional day care necessary available.

(3) Certain major changes in educational programing are now only in the initial stage. Of particular significance to the classroom teaching staff at the secondary level will be the detailed plans for a comprehensive career development program. It can be anticipated that this program will significantly affect the staffing requirements and levels in all secondary schools. Although the initial effect may be accommodated by the transfer of teaching staff currently assigned in Vocational Education to join the secondary school staff in a comprehensive career development program, there is no question but that additional staff will be required to develop the entire program adequately.

SPECIAL AREA SUBJECTS

The use of ancillary teachers in special subject areas, particularly at the elementary school level, is not based on a fixed ratio; for example, physical education instructors are required and assigned on a much larger pupil basis than art teachers. These teachers are likewise not a fixed proportion of the classroom staff. Our local school budgeting procedures permit the local school, its staff, and its community to determine on the basis of the particular program needs of that school the distribution of teaching resources among regular classroom instruction and any of a series of special subjects. In other words, the local school is able, to a limited degree, to determine the proportion of its teaching resources which will be devoted to ancillary services to the classroom.

If, however, these special subject teachers are considered a fixed dollar resource to the elementary schools, the level of that resource could be affected in the same way as classroom teachers by the diminishing pupil membership projected over the next 5 years. It must be recognized, however, that this resource is woefully inadequate at the present time. Faced with this inadequacy, the Board of Education

would certainly wish to take partial advantage of the decreasing population by maintaining at least the current levels of ancillary service in order to furnish a greater degree of such service to the remaining children.

SPECIAL EDUCATION

A considerable number of ancilliary services, specifically. Special Education and those offices which support it, such as Pupil Personnel Services, are not a function of the total population, but are dependent directly upon the degree of incidence of a variety of particular needs in the total school community. It has been only recently that significant improvements have been made in these services, and it can be anticipated that the next 5 years will see a radical improvement in the identification of need, and a consequent increase in staffing requirements; at the very least, the present levels of incidence can be expected to continue as identification procedures improve, despite a reduction in the overall population.

SUPPORT SERVICES

Most management and support services were drastically reduced at the end of fiscal year 1972. Although some specific services, such as the student lunch program, will be directly related in size to the projected student population, the vast bulk of these supportive services can be expected to continue at their present levels throughout the projection period.

STATUS OF IMPLEMENTATION OF ACADEMIC ACHIEVEMENT PROGRAM

Senator BAYH. What is the status of your efforts to implement the academic achievement program?

Dr. SCOTT. The academic achievement project began the comprehensive implementation of all its project components throughout the elementary and junior high schools in the 1971–1972 year.

As instructional administrators, the local school principals have been the prime movers of this project. Additional supports have been provided by the instructional departments and allied departments of elementary supervision, language arts and the Spingarn instructional unit.

An assessment of the program in each school by the staff, principal, Department of Instructional Services, AAP team visitors and administrative staff evidenced the considerable progress being made.

The following efforts have been made to emphasize systematic processes in the reading and mathematics programs.

Utilization of the sequential skill inventories in reading and mathematics as guides for creating programs of individualized instruction.

Mobilization teams comprised of teachers, school staff members, librarians, counselors and administrators were established in each school as required by the AAP: (1) to provide direction and assistance; (2) to introduce innovative techniques, methods, and materials; (3) to aid testing administration and interpretation; (4) to aid in the construction of learning packets; and (5) to provide resource personnel and instructional supplies as needed.

Diagnostic, prescriptive and evaluative procedures and assistance were provided to the school teams by the child and youth study section of the Department of Pupil Personnel Services.

Tutorial programs were carried out in the schools utilizing volunteer tutors—parents, peers, high school and college students, members of community organizations, religious groups, and senior citizens.

Free breakfasts and lunches were provided, health, dental, and mental, surveys were conducted and clothing supplies made available to students.

Grouping, grading, testing and promoting strategies were carefully studied by task forces established by the Superintendent and implemented in the local schools according to AAP guidelines. A number of instructional devices were used to meet the needs of students grouped heterogeneously within a class and having varied levels of achievement. These include modified scheduling, departmentalization, peer instruction, television and programed instruction. Norm referenced and criterion referenced and criterion referenced tests were utilized.

Instructional support services were improved through the organization of instructional task forces comprised of department supervisors designed to respond to the specific common requests as indicated by the schools in particular geographic areas. These requests were often for classroom help, workshops, meetings and demonstrations by the mobilized teams.

Special experimental projects were initiated for the purpose of testing new ideas. These projects are serving to test the viability of a number of educational innovations and new approaches to school administration. They include experimenting with the concept of community control in the Adams and Morgan elementary schools and in the Anacostia community school project and staff development projects conducted by the Model Schools Division and including professional and nonprofessional school staffs, students and community residents to attempt to interpret AAP goals as they relate to a specific geographical area served by the division.

The Office of Staff Development, assisted by the Department of Pupil Personnel Services and the instructional departments, conducted a 4-week Leadership/Management-Skills Institute with the focus on interpretation, clarification and implementation of the AAP. Participants included members of reading and mathematics mobilization teams, principals, assistant principals, teachers, supervisors, counselors, librarians and special education teachers. A published reference guide, The Actonary, was produced as a result of this activity. Several additional staff development programs have also been conducted to reinforce implementation strategies of the AAP with primary concentration at the local school level. These activities have given staff members an opportunity to participate in determining their needs in relation to the project's goals and what kind of staff development programs would best meet them.

A comprehensive system of secondary education is being developed and implemented according to the findings of task forces appointed by the Superintendent to study existing conditions in area high schools. In line with reforms in the high schools, the school without walls is operating which utilizes the various resources available throughout the city. Other learning alternatives for high school stu-

dents include, the Dunbar Extended Day Community School; the school to aid youth program and the literary arts program.

Programs which have been funded by Federal grants to give impetus and support to the AAP from preschool through high school include title I Nicholas Avenue followthrough program; title III project, continuing education and services for school age mothers, title I State plan—total learning center—title III ESEA innovative educational programs; that is, the Columbia Road preschool, the Montessori preschool, and the school without walls.

The Superintendent has established an Advisory Council for the Arts in Education to facilitate greater and more effective utilization of outside resources and to enhance the arts programs in the schools.

A committee is presently developing a proposal for the establishment of a fine arts program in the schools as a result of the provisions in the current agreement between the Board of Education and the Washington Teacher's Union.

Senator BAYH. What controls exist to prevent abuses of the special bus fares which are available to school pupils?

BUS TICKETS

Dr. SCOTT. At present, to secure bus tickets at the reduced student fare, the student must present a form signed by his homeroom teacher certifying his eligibility.

Bus tickets are available from commercial banks and from the Metro offices.

In addition, in previous years, students living more than 1½ miles from the school to which they are assigned were issued free bus tickets. To secure these tickets, the students had to present a letter of request from their parents—including student's birthdate—and the schools kept records for later audit of all such transactions. The requests were monitored by the Secondary Education Departmental Office.

Impact aid funds—$250,000—which were to be used for the free bus ticket program for school year 1972–73 were frozen so no free tickets were issued.

In school year 1972–73 approximately 50,000 books of free bus tickets were issued by the school system.

PROPOSED CONTROLS FOR SCHOOL YEAR—1973–74

(1) Each student will be issued an ID card—with picture—which will have an area to be punched for each week of the school year.

(2) Banks will sell special tokens to the student presenting his card, and will punch out the week number. The tokens will be sold in 10 packs, five two-way trips, per week. Up to 2 weeks can be purchased at one time—$1 per pack.

(3) Bus drivers have the option of requesting to see the student ID as the student boards the bus, if they feel the person may not be a student.

(4) The card will be issued for free, replacement cards will be approximately $2 and no student can have more than two replacement cards in a single school year.

Senator BAYH. What is the status of your efforts to aline the accounting system in the public schools with the District's accounting system? Are the accounting principles used by the schools the same as the city's? Have they been approved by GAO?

Dr. SCOTT. The Division of Finance is in the process of reorganizing. One of the units within the reorganization is the Reconciliation Unit, recommended by the Price Waterhouse Study, whose basic function will be to aline the two accounting systems.

The public schools has adopted the accounting principles and standards of the District of Columbia Government.

The Accounting Principles and Standards were approved by the Comptroller General of the United States on February 18, 1972.

PER PUPIL COSTS OF ADMINISTRATION

Senator BAYH. How many dollars per pupil is spent on administration and how does this compare with other urban areas and the surrounding jurisdictions?

Dr. SCOTT. I don't have a cost per pupil figure readily available but I will supply a chart showing the cost of administration for selected school systems which will provide you with the information you are looking for.

[The information follows:]

COST OF ADMINISTRATION IN LARGE CITY SCHOOL SYSTEMS IN BOTH DOLLARS AND PERCENTAGE FOR FISCAL YEAR 1972

	Cost of administration	Percent
School system:		
New York City	(1)	(1)
Los Angeles	17,925,959	3.2
Philadelphia	(1)	(1)
Detroit	(1)	(1)
Houston	6,663,960	4.3
Washington, D.C	[2]6,067,571	3.5
Indianapolis	1,463,853	1.7
Cleveland	(1)	(1)
Milwaukee	4,707,020	3.8
San Francisco	2,907,900	2.6
San Diego	3,145,129	2.8
San Antonio	735,666	1.7
Boston	(1)	(1)
Memphis	2,740,254	3.4
St. Louis	3,254,410	4.0
New Orleans	2,227,663	3.5
Phoenix	901,068	4.2
Pittsburgh	(1)	(1)
Buffalo	1,424,992	1.9
Cincinnati	(1)	(1)
Seattle	(1)	(1)
Baltimore	5,030,066	3.2
Montgomery County	5,428,342	3.7
Prince Georges County [3]	3,611,854	2.4
Arlington County [3]	957,110	3.1
Fairfax County	14,037,398	11.2
Alexandria	791,980	4.3

[1] Not available.
[2] Actual expenditure figure.
[3] Figures provided in response to telephone request, June 5, 1973.

Source: Local School System Budget Report, 1971–72, NEA Research Division.

PREVIOUS YEAR DISCIPLINE IN SCHOOLS

Senator BAYH. Has discipline in the schools been a major problem in the last year? What steps have been taken to control illegal or disruptive behavior in the schools? Is there a serious drug problem? Do police in and around the schools help in this area or not?

Dr. SCOTT. The administration considers discipline to be a continuing problem in our schools but is definitely of the opinion that discipline cannot be considered to have been a major problem during this past year. The problem of discipline has improved somewhat during the past 2 years and is primarily individualistic in nature, differing from the massive student disturbance experienced during the late 1960's.

A number of programs are related to the discipline problem. Improved teaching and curriculum offerings are basic. Relationships between students, student bodies and the District of Columbia Police are vastly improved and supportive. The establishment of the community aid program, associated with the District of Columbia School Security Office, has been a most effective means of controlling illegal and disruptive behavior in the schools. Community aides in each secondary school are in attendance at athletic events, school dances, and other group events. The increased cadre of community aides has made it possible for these aides to work with the local school student government group, to follow up on difficult attendance situations and to be assigned by the principal to situations known in advance to be potentially disruptive.

A distinct problem related to illegal or disruptive behavior in the schools is that generated by "walk-ins" from the street. Because of the public nature of schools, it is fairly easy for nonschool persons to enter school buildings for illegal purposes and generate problems. Steps have been taken to coordinate the community aid program and the District of Columbia Police activity to limit this problem.

The discipline problem will persist. The administration is highly concerned that effective June 30, 1973, the 32 community aides hired in the school system under the Emergency Employment Act will not be funded for the next school year. This will seriously impair the school system's capacity to control illegal or disruptive behavior next year.

DRUG PROBLEMS AND POLICE ASSISTANCE IN THE DISTRICT OF COLUMBIA PUBLIC SCHOOLS

In comparison to statistics for the 2 previous years—1970–71—there is a definite increase of incidents involving the use of drugs in the schools. Unlike the 2 previous years, the trend of drug violations has gone from hard drugs to marihuana. Reported incidents of marihuana use has increased 100 percent while the use of hard drugs has decreased 100 percent during the school year.

The use of police in and around the schools has helped immensely in this area. With the personnel assigned to the security office working in conjunction with the police, the persons responsible for selling drugs has been greatly reduced through apprehensions. The students who are apprehended as drug users are referred to the Office of the Drug Program Coordinator of the District of Columbia Public Schools for treatment at various facilities.

Another plus in using the police in and around the schools is in the area of unlawful entrants. Many serious incidents are originated by persons unlawfully in the schools, thus there is a definite disruption to the educational process when teachers must respond to quell disturbances outside their classrooms and sometimes within their classrooms. Although there has been an increase in unlawful entrants, the security office personnel and police have been able to reduce the number of serious incidents and restore order in the majority of instances.

The security office is currently working with a very limited staff, however, since its inception, the reduction in crimes against persons and property losses have been evident. With additional personnel, the areas that show an increase on the statistical chart could be decreased and the use of police would be reduced.

PRICE WATERHOUSE STUDY

Senator BAYH. What is the status of your efforts to implement the recommendations of the Price-Waterhouse study?

Mr. BEDFORD. Price Waterhouse & Co., set forth 23 implementation projects in its report of January 31, 1972. The seven highest projects were recommended for immediate implementation. These projects and their present status are as follows:

(1) Monitoring the interim position control system and implementing an automated position control system.

The automated personnel accounting system is 85 percent operational. This has had the highest priority for implementation.

(2) Installing and improving a new reconciliation process in the Finance Division.

Finance Division has been reorganized and reconciliation of accounts is an integral function of the division; however, additional resources are necessary to fully reconcile all accounts.

(3) Monitoring the modification of procedures for processing personnel transactions.

System is moving toward centralizing preparation of personnel orders. Presently all personnel orders are routed through the Personnel Division and are reviewed by the Personnel Officer.

(4) Revising the accounting structure and developing coding procedures.

The District of Columbia Public Schools and the District of Columbia government have agreed upon an account code revision that will become operational July 1, 1973. An interim account code structure was used during fiscal year 1972.

(5) Designing and developing source document control procedures in the transaction processing section. Transaction processing section established in the Division of Finance.

(6) Establishing financial reporting responsibilities and developing report requirement procedures. Report Control Section established in Finance Division for timely reporting on accounts.

(7) Providing assistance to the Acting Deputy Superintendent (including assisting the Superintendent in screening applicants for this position). Applications for the position of Deputy Superintendent were received and screened. An Acting Deputy Superintendent was named on September 17, 1972.

The Price Waterhouse study has assisted significantly in establishing better financial and personnel control in the D.C. schools. Progress has been made in the seven recommended projects.

The remaining 16 projects recommended by Price Waterhouse will be evaluated after completion of the seven highest priority projects. Appropriate recommendations will be made based upon necessity for implementation and resources available.

EVALUATION OF SCHOOL PROGRAMS

Senator BAYH. What performance measures should be used in evaluating the benefits city taxpayers get from the resources devoted to the public school? What benefits has the school system provided to the city during the past year?

Dr. GUINES. The evaluation of school programs is mandatory if maximum effectiveness is to be gained from each educational dollar. Since 1970 the school system has had an evaluation system developed which, when fully implemented, would provide the vehicle to determine effectiveness of individual educational programs. Central to the evaluation system is a school-student-program-staff data base. A pilot test of the system has been conducted, the master analysis file designed and the statistical programs described. Lack of resources is the only barrier to the implementation of the evaluation system which would provide overall program evaluation. I will supply further information for the record.

[The information follows:]

THE COMMUNITY'S BENEFIT FROM PUBLIC EDUCATION IN D.C. FISCAL YEAR 1972

During the past year, the D.C. Public Schools has provided immeasurable benefits to the community at large. In addition to its basic mission, the services of the Public Schools reached out into all sectors of the community to serve a wide range of individual and collective interests.

With regard to its central purpose, the D.C. Schools provided educational services to approximately 140,000 students. These services included the imparting of knowledge and skill to the students. In addition, the Public Schools assisted them in inculcating the culture of the society; promoted their soundness of body and their ability for independent thought. The school has further prepared most of its students for gainful employment and has successfully placed a number of these students.

Our achievement with the pupils whom we serve makes the public school system a key link in the societal organization.

In addition to direct educational offerings, the public schools offers a number of direct benefits to the Washington Community, among which are:

SOCIAL WELFARE

Efforts of the Public Schools, to enhance the public's disposition to learn was reflected in an expansion last year in the provision of food and clothing to those of need.

HEALTH

For many students, an involvement with a consistent and organized health program starts with their entering school. The school provides opportunities for examinations, observes the regulations on mandatory inoculation and instructs the pupils in personal and community health. Through the schools, the child is referred to the appropriate medical and health facilities for various aspects of health care.

COMMUNITY FACILITIES

In the year of record, the Public Schools operated 13 community schools which provide space and some services to community organizations. In addition, schools make available their facilities after school for recreation and other functions.

CLASSES IN ACCULTURATION

The Board of Education operates a facility, designated the Americanzation School, which assists new immigrants in acquiring the language of this country and in understanding and appreciating elements of the American way of life including direct instruction in acquiring U.S. citizenship.

REQUESTED INCREASE IN FUNDS AND PERSONNEL

Senator BAYH. Tell me in some detail about the requested increase of 147 positions and $5 million.

Dr. SCOTT. I will put the specific details of the increases in this budget in the record.

[The information follows:]

Category and detail	Positions	Amounts
Elementary: Restore vacant teaching positions		$900.5
Junior high:		
Restore vacant teaching positions		491.1
New teaching positions	63	736.7
Senior high:		
Restore vacant teaching positions		304.0
New teaching positions	39	456.1
Career development: Restore vacant teaching positions		46.8
Special education: Restore vacant teaching positions		81.9
Central services and management: Transfer of business management positions from impact aid	45	636.3
Total	147	3,653.4

VACANCY REPORT

Senator BAYH. How many of your authorized positions are filled as of today or the last time you looked?

Dr. SCOTT. The School System Vacancy Report for the month of March for the general fund was 295.

I will supply a chart which will give you the details.

[The information follows:]

96-548 O - 73 - pt. 1 - 63

VACANCY REPORT

at April 1, 1973

General Fund

Grade	Authorized	Reimbursed	Total Positions	February Payroll	February Vacant	March Payroll	March Vacant	Payroll Change
TSA 1	1	...	1	1	...	1	...	...
2	5	...	5	5	...	5	...	...
3	10	...	10	10	...	10	...	...
4	1	...	1	...	1	...	1	...
5	7	...	7	6	1	6	1	...
6	195	2	197	187	10	191	6	+4
7	37	3	40	39	1	38	2	-1
8	202	1	203	188	15	188	15	...
9	...	...	...	...	...	...	...	...
10	54	4	58	58	...	56	2	-2
11	...	...	...	...	...	...	...	...
12	2	...	2	2	... 1/	2	...	...
13	3	...	3	8	(5)	5	(2)	-3
14	2	...	2	2	... 1/2/	2	...	...
15	7,222	37	7,259	7,099	160	7,106	153	+7
Total, TSA	7,741	47	7,788	7,605	183	7,610	178	+5

1/ 2 teachers incorrectly coded TSA-13; 1 coordinator coded to 99Z; adjusted.

2/ 10 teachers at GS-9 in lieu of TSA-15 adjusted.

Grade	Authorized	Reimbursed	Total Positions	February Payroll	February Vacant	March Payroll	March Vacant	Payroll Change
GS 15	5	...	5	4	1	5	...	+1
14	6	...	6	6	...	5	1	-1
13	14	...	14	11	3	12	2	+1
12	27	...	27	18	9	19	8	+1
11	54	3	57	38	19	40	17	+2
10	5	...	5	3	2 2/	3	2	...
9	32	35	67	79	(12)	61	6	-18
8	24	...	24	18	6	19	5	+1
7	21	...	21	29	(8)	31	(10)	+2
6	250	1	251	216	35	213	38	-3
5	85	3	88	120	(32)	119	(31)	-1
4	393	8	401	335	66	335	66	...
3	17	...	17	39	(22)	39	(22)	...
2	1	...	1	22	(21)	22	(21)	...
Total, GS	934	50	984	938	46	923	61	-15
Wage Board and Food Services (Total)	1,628	...	1,628	1,586	42	1,572	56	-14
Grand Total	10,303	97	10,400	10,129	271	10,105	295	-24

2/ 10 teachers at GS-9 in lieu of TSA-15 adjusted.

CITIZEN PARTICIPATION IN DISTRICT OF COLUMBIA SCHOOLS

Senator BAYH. You stated last year that the District school system would "significantly increase citizen participation in the conduct of school affairs in 1973." What have you done to implement that statement?

Dr. SCOTT. The school system has significantly increased citizen participation in the conduct of school affairs in fiscal year 1973. Activities contributing to this purpose are:

1. Each month the Board of Education has held a special community meeting in various sections of the city specifically for the purpose of receiving suggestions and criticisms from community groups and persons. Additionally, the Board of Education has meticulously held public hearings to receive community input when considering vital policy decisions—including the formulation of the budget.

2. Suggestions and criticisms have been received from the Commissioner's Service Area Committee public hearings and referred to appropriate administrative officers for review and possible implementation.

3. The selection process for the appointment of principals now includes a selection committee composed of five persons:

(*a*) Two representatives of the Superintendent;

(*b*) The local ward board of education member; and

(*c*) Two parents selected democratically from the local school parent group.

The selection committee's nomination for principal usually becomes the Superintendent's nomination to the Board of Education.

4. The process for selection of a superintendent of schools now includes a committee on which citizens serve to participate in the nomination process.

5. The system has developed the beginnings of a local school budgeting procedure in which local community persons may advise the principal with respect to budgetary allocations at the local level.

COMMUNITY INVOLVEMENT IN EXPANSION OF CAREER DEVELOPMENT

Senator BAYH. To what extent has the community been involved in your plans to expand career development? What role has the Citizen-Educator Task Force on secondary education and development of your policies of career development?

Dr. SCOTT. Citizen contribution to the above activities is an ongoing process. The Vocational Education Advisory Council is the focus of citizen participation in career development programs. A broadly based citizen's council, this body constitutes the State agency for career development in the District of Columbia.

In addition to monitoring the operation of the Department of Career Education Programs of the District of Columbia Schools, the Council is charged with responsibility for preparing the annual Vocational Education State plan for submission to the Federal Government.

The Vocational Education Advisory Council convenes public hearings at several times during the year to enable the community at large to contribute ideas and express reactions to career development programs.

The Citizens Educator's Task Force on Secondary Education is in that this group makes recommendations on the career development education program in District of Columbia Schools. To the extent that this group make recommendations on the career development curriculum of the public schools, that segment of the community will play a role in the career development programs of the District of Columbia Public Schools.

PLAN TO IMPLEMENT DECREE OF JUDGE WADDY

Senator BAYH. Judge Waddy's decree of August 1, 1972, ordered that every child regardless of handicap should be provided with an education suitable to his special needs and that those who had been previously excluded should be given compensatory education. Would you describe your present plan to implement this decree? At present the school system is not in compliance with the decree and has not requested sufficient funds to comply.

Dr. SCOTT. In September 1972, a new Assistant Superintendent for Special Education was hired. As decreed in *Mills et & al.* v. *Board of Education et & al.* a Comprehensive plan for Special Education was filed with the U.S. district court (copy attached). Section III of that plan describes a continuum of special education program designs based upon the concept of "distance from mainstream regular educational programs." Twenty-one programs are designed to give service ranging from extra help to a child in the regular classroom through the placement of a child in a private school supported by a tuition grant. That plan is a sound one and has been fully implemented during the 1972–73 school year.

During the 1972–73 school year the Department of Special Education increased the number of children served by more than 100 per-

cent over the number served in 1971–72; the Department received a 26-percent increase in funding for that period. The increase in service was accomplished primarily through a reorganization of structure and function of the Department into two divisions:

1. Division of Program Services—administration and supervision of the 21 departmental programs.
2. Division of Support Services:
   (*a*) Media and Materials Centers Unit;
   (*b*) Staff Development Unit; and
   (*c*) Federal Programs Unit.

During the 1972–73 school year all programs have achieved capacity service to over 10,000 children. We will not be able to increase the number served due to program capacity.

Also during the 1972–73 school year the Department has been able to identify a firm population of children with unmet needs, and also identified the minimal amount of support moneys needed to give service to these children in 1973–74. A report of these program expansion and financial needs recently was submitted to the Superintendent for his reviw and subsequent action.

UNMET NEEDS FOR SPECIAL EDUCATION

Senator BAYH. Would you give this committee some idea of the unmet needs in special education? How many students could be served if funds were available? How many are on your waiting list? How much would be needed over the budget to take care of this need?

The Director of Special Education, Mr. Van Dyke, estimates that at least 14,000 students in the school system need some kind of special services.

Dr. SCOTT. I would like to supply something for the record on that.

[The information follows:]

Unmet Needs for Special Education

The Public Schools have supplied the following material that the District Government believes is a general response to the question:

The figure of 14,000 children in the school system needing some kind of special services is based upon our goal of serving 10% of the school population (140,000 children). The 10% incidence figure is indeed a modest one for a large city faced with a complex and interrelated set of multifarious problems such as poverty, nutritional deficits, substandard pre and post-natal medical care, inferior housing with leaded paints, etc.

Consequently, the 10% incidence rate of service must be regarded as an Intermediate goal rather than as a statement of ultimate incidence.

The Comprehensive Plan for Special Education was submitted to the U.S. District Court as ordered by the decree of Judge Waddy in Mills et. al. v. Board of Education et. al. (August 1, 1972). That Plan is an exceedingly strong plan for a contiuum of services and programs ranging from provision of extra helping service to a child (mild to moderate handicap) in the mainstream of public education through some 20 levels of programs to provision of tuition grants to children (severe and multiple handicaps). That plan has been completely implemented during the 1972-73 school year.

Essentially three problems remain:

1. We have only a limited pre-school/early childhood program for handicapped children. Hard research data is available that early education for handicapped children--particularly those with sensory deficits--result in a significant rise in the probability that the handicapped child will later achieve to his fullest potential.

2. The capacity of some of the programs in the continuum detailed in The Comprehensive Plan is not great enough to meet the demand, i.e., identified handicapped children. Approximately 1500-2000 such children have been identified who need one or more services of these programs.

3. Support services necessary to the Special Education operation cannot keep up with the need for such services. As stated above, we have increased our service by over 100% during the 1972-73 school year; such increases severely tax the Transportation Unit, the Personnel Unit, and the Material Procurement Unit.

Some details have been developed on how these problems may be approached. However this material has not been reviewed by the School Administration, the Board of Education or the District Government; definite proposals and funding requirements have not been developed.

NUMBER OF CHILDREN RECEIVING SPECIAL SERVICES

Senator BAYH. How many children are receiving special education services as of this date? How many of these are in regular classrooms and how many are in separate special classes?

Dr. SCOTT. As of April 30, 1973, a total of 10,178 children had received service from the Department of Special Education during the 1972–73 year.

Of that number, 7,347 are enrolled in mainstream programs and are receiving diagnostic/prescriptive/consultative help from the school based teacher, crisis-resource teacher, or guided group information teacher. Such programs are designed to provide whatever help to the child and consultation to the teacher is necessary to maintain his participation in mainstream educational activities.

Another 2,831 children are in segregated special classrooms or schools for severely handicapped children; for example, crippled or other health impaired, trainable or profoundly mentally retarded, blind and partially sighted, deaf and hard of hearing, emotionally disturbed, brain injured, or multiply handicapped.

SCREENING OF CHILDREN FOR SPECIAL SERVICES

Senator BAYH. The committee has received complaints that the school system does not have a screening procedure in conjunction with the Department of Human Resources for early identification of children who will need special services. Is this true? If so, when will such a procedure be implemented?

Dr. SCOTT. The Neighborhood Health Center network, the Maternal and Child Health Clinic facilities, and the Crippled Children Comprehensive Care Clinics—all in the Department of Human Resources—funnel all referrals for special education placement or service through the office of the School Health Medical Placement Officer to the Placement Office in the Department of Special Education. Medical referrals from the private sector are received in both offices. These procedures, and the necessary prerequisite relationships, have been most satisfactory during the 1972–73 school year.

In addition, in the spring of 1973 some $200,000 earmarked by the Board of Education for medical screening was transferred to the school health unit. The memorandum of agreement states that these moneys will be used for at least two specially constructed and equipped mobile vans, and the necessary staff, to engage in sensory—hearing and vision—screening at all of the public schools in the District of Columbia. We expect these services to be operational during the 1973–74 school year.

EXTENT OF WADDY DECREE ON REDUCTION OF DELINQUENT BEHAVIOR

Senator BAYH. To what extent would full implementation of the Waddy decree serve to reduce delinquent behavior among District students and reduce future criminal behavior and welfare dependency?

Dr. SCOTT. Full implementation of the Waddy decree will insure that adequate educational opportunities are offered to each school age person in the District of Columbia. As a logical consequence of such efforts, few students would be rejecting school and replacing it with

street life activity, and loitering which provide youth with the opportunity to commit delinquent acts. The reduction of predelinquent and delinquent behavior concomitantly reduces the likelihood of criminal acts being committed by students and restricts the size of the future criminal population. In addition, the attainment of a viable education creates a youthful population equipped to enter either the world of work or higher education, which, in either case, will allow them to be contributing members of society and not abuses of the civil rights of other citizens.

In a similar manner, the attainment of an adequate education will eliminate one of the most significant contributing factors for becoming a welfare recipient—that of having a weak, unusable educational background. The Waddy decree seeks to maintain a suitable education program which will enable all students to maximize their academic potential.

It appears that delinquent behavior, future criminal behavior, and welfare dependency are inversely proportionate to the degree of the implementation of the intent of the Waddy decree. To the degree that the concepts of the Waddy decree are implemented, to that degree delinquent behavior and welfare dependency will be reduced.

Senator BAYH. One of the stated objectives of your instructional support program is "to maximize staff performance and to enable them to see the inter-relatedness of their various tasks and functions." Has this program included familiarizing teaching and administrative staff with the requirements of the Waddy decree?

Dr. SCOTT. In a cooperative effort, the Department of Staff Development and the Department of Special Education have provided and are providing staff development activities designed to broaden the understanding of administrators—supervisors, principals, and assistant principals—and teachers about the legal implications of the Waddy decree and procedures for its implementation.

These activities include:

(1) Two 4-hour workshops for school administrators on the implications of the Waddy decree.

(2) Building level workshops.

College courses:

(1) Special education 303, supervision and administration of special education, George Washington University.

(2) Education 278—school law: legal aspects of public school operation, George Washington University.

(3) Education 522F, development of special education school-based programs, District of Columbia Teachers College.

STATUS OF TASKS

Senator BAYH. On pages 5 and 6 of your testimony, you have listed certain instructional and management tasks which the school system has accomplished or is in the process of accomplishing. Would you provide the committee with an explanation of the status of each task completed and a projection of full implementation of those not completed?

Dr. SCOTT. I would like to provide that for the record.

[The information follows:]

TASK 1: SPECIAL EDUCATION

Special education is being presented with a new thrust. Its present emphasis is on the continuity and appropriateness of educational programs in the determination as to whether or not the school system is meeting its responsibility in fulfilling each child's fundamental right to equality of educational opportunity. The school system is, in effect, committing itself to the premise that its function is to provide appropriate instructional experiences for all youngsters of school age in a manner that is consistent with their general and individual needs.

The major thrust in the District schools shall be one of maintaining the student in the mainstream of education by providing him with sufficient educational support. This will be accompanied by emphasis on conditions and factors which increase the efficiency of instruction rather than on categorical labels which emphasize impairments.

It is believed that this policy, which provides for the delivery of special services as needed but yet aims at maximizing the extent of pupil interaction, will constitute the best possible strategy for meeting the educational needs of the exceptional pupil.

TASK 2: CONTINUATION OF THE (GOALS OF THE) ACADEMIC ACHIEVEMENT PROJECT

The D. C. Public School System continues its commitment toward the pursuit of academic excellence by seeking to eliminate student deficiencies in the acquisition of basic skills in reading and mathematics. The Academic Achievement Project as previously outlined with the various components and a central staff including coordinators for each will not be possible within the existing budget. However, remaining resources in the Division of Instruction will be directed toward achieving the goals of AAP.

The educational leader for each local school unit must assume greater responsibility for initiating activities to attain the goals for his school. Mathematics resource teachers and reading specialists will be assigned as the budget dictates. Central mathematics staff has been reduced to 50% from FY 72.

The following basic elements of the Academic Achievement Project are being continued during the 1972-73 school year.

Use of Specific Objectives

- Continue emphasis at the classroom level on teaching for the attainment of the specific objectives for reading and mathematics.

MOBE Teams

- Develop strategies that will permit MOBE Teams to function in a manner consistent with the capacity of building personnel resources.

- Continue using the team approach to planning as conducted by some MOBE Teams.

- Involve special reading and math teachers in team activities.
- Encourage grade level meetings for purpose of sharing ideas, experiences and materials.
- Make use of Mathematics TV course "Numbers are Real." (available through Media Center).
- Plan ahead for best use of the four professional development days in the calendar.
- Request assistance from special math and reading personnel assigned to your building.

Tutorial Services

- Operate tutorial programs in accordance with the capacity of the building and community personnel resources who are trained, or acquainted with techniques appropriate to the teaching of reading or mathematics.

University Liason

- Seek supportive services from universities and colleges.

Parental and Community Involvement

- Actively recruit parents and other adults for volunteer services as instructional aides or tutors.

Non-Instructional Supports

- Continue all efforts towards more effective delivery of health services to school children.
- Strengthen programs to meet the nutritional needs of all school children.
- Continue efforts to provide adequate clothing for children.

Staff Development Program

- Intensify staff development at the local school level.
- Encourage staff members who have participated in system staff development activities to share experiences with others (Mini Courses, Croft Reading, Leadership Institute, etc.)
- Encourage pupil/teacher, teacher/teacher, and teacher/administrator interaction.
- Make the following publications available to teachers:

  Specific Objectives For Mathematics

  Sequential Inventory of Reading Skills

Reading in the Content Areas

Academic Achievement Actionary

TASK 3: REORGANIZATION OF THE ADMINISTRATIVE STRUCTURE OF THE SCHOOL SYSTEM

The design for change in the administrative structure of D. C. Schools takes the form of a thorough decentralization of the system as described below:

This school system is too large and too complex to be administered successfully as a highly centralized structure. The administrative structure that is developed should be consistent with that deemed appropriate by those who have the responsibility for the overall administration of the school system. A plan for decentralizing the school system was submitted to the Board of Education nearly two years ago. The decentralization of administrative responsibilities was proposed in the first plan submitted to the Board. Certain modifications have been made in the plan now before the Board. The following issues have great relevance to the final product which decentralization will bring about.

A. What prerogatives related to the design of any plan for decentralization rest entirely with the Superintendent and what matters have to come before the Board for its approval?

B. What number of decentralized administrative regions appear to be the most appropriate?

C. What combination of school units should be paired to produce the various regional constellations of schools?

D. What are the appropriate responsibilities and powers to be assigned to regional officers by the Superintendent?

E. What is the most appropriate staffing pattern for the various regional units?

F. What constitutes the appropriate extent of community involvement in the process of decentralization and in the management of regional affairs?

G. What personnel procedures and considerations should be adhered to in filling key positions for regional offices?

TASK 4: THE EQUITABLE DISTRIBUTION OF RESOURCES AND SERVICES TO ALL SCHOOLS

On May 25, 1971, Judge J. Skelly Wright issued a decree which mandated that the D. C. Public Schools in the allocation of elementary school teacher resources could not deviate plus or minus 5% from the citywide mean. This decree to equalize elementary teachers salaries imposed upon the school system a requirement faced by no other school system in the United States. Equalization was accomplished in school year 1971-72 with approximately the same number of teachers being transferred to effect equalization as were transferred in the year prior to the decree. The result of this complete equalization of elementary teachers salaries was that school units located in lower socio-

economic areas tended to receive an increased number of teacher services. While this approach to equalization has definite disadvantages, it has moved the school system to commit itself to a total plan for equalization of all resources as of school year 1973-74.

The transition from the above equalization format to a more comprehensive effort will rest on the merits of a newly developed plan now being prepared for consideration of the Board of Education.

The proposed objectives of the revised plan are as follows:

This proposed plan was designed on the basis of the following objectives:

1. To provide for the allocation of the major portion of available elementary school educational resources on a basis of equality that will achieve the goals of the present plan while overcoming its disadvantages.

2. To provide for equity by the allowance of the distribution of compensatory instructional services on the basis of needs of pupils.

3. To provide system-wide instructional support services on an equal access basis.

4. Thus, to utilize all resources efficiently and effectively.

TASK 5: DEVELOPMENT OF A PLAN TO REFORM THE SECONDARY EDUCATION CURRICULUM

The primary purpose of secondary education is to assist the student in the continued development of his rational powers. The development of an individual's capacity to think, make choices and realistic decisions is essential if he is to achieve self-realization and be able to contribute significantly to society.

As presently structured, the secondary education program is not providing students with effective training in the skills needed to enter the world of work and to develop the appropriate social understandings, competencies, and values essential to effective living. Technological developments and automation are increasingly eliminating jobs in the unskilled category and the complexities and demands of functional living place far more sophisticated requirements on secondary education.

To cope with these emergent conditions, the secondary school must develop an educational program that will motivate a larger percentage of students to remain in school, provide them with such skills and attitudes essential to the development of viable alternatives for post high school occupational endeavors, and enable them to have, by the time they graduate, a real sense of personal worth and dignity.

To develop this comprehensive program which calls for reforms (changing basic structure), not merely innovations (which add layers), the Superintendent in April 1972 established a broadly-based, 25 member task force to undertake a study of every facet of the present high school program and in light of the findings to submit to the Superintendent recommendations requisite for the accomplishment of the task.

This task force undertook an exhaustive examination of the secondary school curriculum and are currently preparing a series of recommendations for improving the design, approach and content of the curriculum of our secondary schools.

TASK 6: REORGANIZATION AND CONSOLIDATION OF ALL FINE ARTS PROGRAMS PRESENTLY OPERATING IN THE SCHOOL SYSTEM

The commitment of the Board of Education and the Washington Teachers' Union to the arts is symbolized by the contractual agreement between them to establish a comprehensive fine arts program for our public schools.

A committee has been working this spring to develop a comprehensive proposal that will afford full opportunities in aesthetic education for all students. The chief concern is for the provision of a vehicle through which the fine arts might become an organized, unified, tool for the accomplishment of the more complete literacy of our students.

It is anticipated that a draft of this proposal will be ready for review by the Superintendent this summer.

TASK 7: DEVELOPMENT OF A COMPREHENSIVE AND EFFECTIVE STAFF DEVELOPMENT PROGRAM

Earlier this school year a conceptual model of a comprehensive staff development program, promising effective results, was designed by the Department of Staff Development. Full implementation of the model, however, is contingent on our acquiring adequate staffing for the Department. This to date has not been achieved.

The Office of Staff Development initiates in-service programs, and provides technical support and financial resources to various departments and schools of the Public School System. A representative list of these efforts are included here.

Representative List Of Staff Development Activities

1. Administrative Internship Program
2. Instructional Development Institute
3. School-Based Program of Special Education
4. Legal Aspects of Public School Operation
5. Short Term Management Institution for Secondary School Administrators
6. Management of Disruptive Behavior in the Classroom
7. Diagnostic-Prescriptive Teaching of Reading
8. Motivation Achievement and Career Awareness Project
9. School and Parent-Community Involvement Workshop
10. Bilingual Summer Institute
11. Officer Friendly Workshops
12. Using Test Data to Improve Instruction
13. Seminars for Mathematics Resource Teachers
14. Project Directors Workshop
15. Teacher Education Center
16. Workshop on Lifetime Sports
17. Waddy Decree and Comprehensive Plan for Special Education
18. Diagnosis of Perceptual Difficulties
19. Institute for Teachers of Mentally Retarded Children and Youth
20. Geology Field Trip for Secondary Science Teachers

TASK 8: RESPONSES TO EDUCATIONAL NEEDS PROJECT (RENP)

RENP is an educational project established for the purpose of enhancing the cognitive and affective development of students through high-interest classroom experiences and active community involvement. RENP is funded for approximately $165,000 in its first year, with an additional $2.25 million earmarked by the Office of Education for additional program development. The project includes an Instructional Component that emphasizes open classroom learning techniques and a Community Education Component that emphasizes local school boards as the vehicle for community organization. RENP is an outgrowth of the Anacostia Community School Project and operates in eighteen Anacostia elementary, junior, and senior high schools. The project began in March, 1972 with comprehensive planning, and became operational in October, 1972.

TASK 9: DEVELOPMENT OF REALISTIC AND EFFECTIVE TECHNIQUES FOR THE EVALUATION OF STUDENT PERFORMANCE AND ASSESSMENT OF READING AND MATHEMATICS PROGRAMS

Assessment of pupil progress in achieving the reading and mathematics objectives corresponding to their grade level has been enhanced by the following recent developments in the D. C. Schools.

Minimum Floors

Minimum floors in reading and mathematics have been developed, distributed and are being used by both elementary and secondary teachers. The reading document, "Sequential Inventory of Reading Skills," and the mathematics document, "Specific Objectives for Pupil Performance in Mathematics," serve to establish a point of reference for performance expectations for students at a given level or at a given grade. These documents are the first of their kind for District schools.

Criterion-Referenced Tests

In the article "Action in Nation's Capital City," Criteria, CTB Newsletter on Evaluation, 1971 reference is made to the Superintendent's philosophy of testing which led to the development of criterion-referenced, prescriptive tests customized to Washington, D. C. objectives in reading and mathematics for Grades 1 through 9.

Recognizing the need for additional instruments to aid the teacher in determining where each child stands with respect to the goals of instruction and in establishing individualized schemes of instruction, the District of Columbia Public School System began in December, 1970 a project to develop criterion-referenced tests. These tests have been devised and currently are being used.

Criterion-referenced measures are those which are used to ascertain an individual's status with respect to some criterion, i.e., performance standard. The meaningfulness of an individual's score is not dependent on comparison to others. The performance standards for these tests are the minimum floors of achievement for specific grades as determined by the A.A.P. documents mentioned above, the "Sequential Inventory of Reading Skills" and the "Specific Objectives for Pupil Performance in Mathematics."

Assessment

The Academic Achievement Project is the first District school project to be assessed by the System with instruments of its own creation. A number of programs or components constituted the framework through which this project was to be implemented.

Since each of the many components of the project had such a direct influence upon the success of the total effort, the evaluation instrument developed, "Monthly Report on Level of Operation of A.A.P.," which requested principals to give a value judgment as to the level of operation of each critical A.A.P. component, provided continuous up-dated information with regard to the implementation, at the building-level, of these components and thus gave an overall picture of total implementation of the project in a building.

TASK 10: DEVELOPMENT OF AN EXPANDED PATTERN OF CAREER DEVELOPMENT EDUCATION

A significant expansion in the scope of career development education is underway within the D. C. Schools. It is hoped that eventually all levels will be brought to maximum strength in terms of the scope and quality of the program offered.

Pilot elementary and junior high level career development programs have been designed over the past several years by teachers, counselors, students, and parents. We are currently refining these and expanding them to additional schools within the limitations of special grant funds.

At the high school level the intitial thrust has been to expand educational services for students planning full-time career entry employment following high school graduation. A new Career Counseling and Placement Service for graduating seniors was initiated last year in cooperation with the Metropolitan Board of Trade. This year five hundred high school seniors are participating in our new Interdisciplinary Cooperative Education Program, spending half day in on-the-job training experiences developed in a broad range of career areas in cooperation with the Board of Trade. The FY-1974 Capital Budget includes a request for equipment to establish a full range of exploratory technical shops and labs in each academic high school. Next fall we will open a Career Counseling Center with specialized career exploration and diagnostic capabilities to serve students with special handicaps. The new Executive High School Internship Program, which began this spring, focuses on students planning to continue their education, and provided them with an exploratory experience as a special assistant to an executive in business or government.

A unique feature of the high school level Career Development Plan is the establishment of Career Development Centers. Each Center will focus on one or two career clusters, and will offer specialized exploratory and training programs for high school students who attend on a part-time basis. Thus, the Health Careers Center will have both Practical Nursing training and advanced science such as anatomy and biochemistry. The first pilot center will open next year, located in the former National Geographic Building. It will include course in two clusters: Communications and Media, and Fine and Applied Arts. Detailed plans are being prepared to phase out our present full-time vocational high schools, and to remodel these facilities into additional Career Development Centers. This will

enable our serving many more students with a much broader range of career oriented training with a minimal increase in operating costs.

TASK 11: TRAINING CENTER FOR OPEN SPACE SCHOOLS

On March 1, 1973, the Training Center for Open Space Schools was validated by a team, representing the Office of Education, to become a national model for training teachers and administrators in the open space concept. It is the only training center in the nation specifically planned and designed to train staff, parents and volunteers to work in open space environments. The planning and development of the center has been funded by a planning grant of $35,000 from Educational Facilities Laboratories and initial operational funding of $100,000 from Title III of the Elementary and Secondary Education Act.

The training program is designed to meet the needs of each specific staff and facility. Training cycles usually operate for five weeks or more under the direction of the center director and research associate. A nationally recognized program, evaluation of TCOSS indicates that it is one of the most successful staff development programs in the District of Columbia Public Schools.

TASK 12: COMPETITIVE PARTNERSHIP

Competitive Partnership is an instructional program in which major publishing companies compete with each other, but in partnership with a school system, in tackling a specific educational problem. Instituted in all of the Title I schools of the District of Columbia, it is a new approach to quality education and accountability in personnel performance and pupil progress in reading and mathematics. Approximately 15,000 children are involved with about 5,000 in each reading program. Each company's approach and design are different so there is "planned variation." Continuous consultative services and staff development tailored to each program are provided by the publishers.

In order to allow adequate time for performance and evaluation, it is expected that each program will be in operation in Title I elementary schools of the District for a period of three years. After three years of operation by each competitor, the one which best meets the students' specific needs, as measured by objective evaluation, will be selected to serve the entire Title I elementary population. The company so chosen will have demonstrated its superiority over the other publishers to accomplish the behavioral objectives of this school system, but not necessarily those of other systems.

It is the belief of this system that Competitive Partnership will bring about significant improvement in urban education and in the achievement of Title I children.

TASK 13: CENTER FOR EDUCATIONAL ADVANCEMENT

Over the past two years the Public Schools of the District of Columbia has received grants totaling $700.000 from the Office of Education for the operation of a Center for Educational Advancement (COP). The Center will serve as a training facility, providing systematic efforts and strategies to improve the quality of teaching and learning experiences in the District of Columbia Public Schools.

The primary purposes of the Center for Educational Advancement are:

1. To operate as a structure through which expert personnel and financial resources of the school system may be applied to certain intrinstic educational problems and needs.

2. To provide technical research services required for the identification of the system's needs, the formation of realistic goals, and the development and implementation of program plans.

3. To develop instructional leaders and increase the expertise of those personnel in leadership positions at all levels of organization.

4. To perform very specialized and technical tasks, concentrating the Center's resources on those problems and needs which educational experience has shown to be crucial and complex.

5. To serve as a staff development facility for professional and paraprofessional training; as a repository for instructional materials and media; as a demonstration site for the showing of innovative and experimental teaching strategies; and as a technical research adjunct.

In recent weeks with the staffing of the Center for Educational Advancement, operations have been initiated. This Center is well on the way toward full operation.

96-548 O - 73 - pt. 1 - 64

TASK 14: CONTINUATION OF TITLE I COMPREHENSIVE PROGRAM

During the first year of his tenure, the Superintendent observed that Title I programs in the District were extremely fragmented. This state of affairs resulted in the existence of a large number of small efforts being undertaken throughout the eligible areas of the city.

In striving to improve the delivery of educational services generally, the Superintendent adopted the strategy of consolidating small programs into larger units. The effect of this change was to bring about the Title I Comprehensive Program of D.C. Schools.

Under this plan the total expenditure of Title I funds is committed to educational programs emphasizing reading and mathematics and limited to grades K-3 in the elementary level and grade 7 in the secondary level. Under this plan, schools in Title I target areas are ranked with respect to the socioeconomic levels of the student populations, and those showing the greatest impact of environment are favored for inclusion.

Experience has shown that the strategy described above makes for a more effective use of resources than was the case originally. Accordingly, pupil achievement due to the additional resources financed by Title I has been enhanced. It is projected that the D.C. Schools will continue this strategy as long as the Title I funds are available to supplement our regular budget services.

Status of Tasks Outlined by Superintendent

1. Implementation of the Price Waterhouse and Company recommendations.

   Answered in prior insert.

2. Implementation of the Nelsen Commission recommendations.

   Those recommendations that could be administratively implemented have been accomplished. Recommendations needing Board approval are being reviewed.

3. Reorganization of the Department of Federal Programs.

   Reorganization of Department of Federal Programs completed.

4. Development of comprehensive personnel evaluation criteria for all employees.

   To be completed by June 30, 1974.

5. Establishment of a full time liaison person with the D. C. business community.

   Efforts are continuing. Lack of personnel limits at this time.

6. Implementation of the recommendations made in U. S. Office of Education's Management Review Report.

   All recommendations that can be implemented without additional personnel have been completed.

Senator BAYH. Was the District school system represented at the recent National Conference on Career Development here in Washington? I understand that many participants in that conference expressed concern that career education is being developed without sufficient minority input and that minorities are afraid they will be tracked into lower paying occupations. I am also informed that management and unions have not committed themselves to the end product of career education. Would you describe how your career development policy addresses those two concerns?

Dr. SCOTT. Representatives of the District of Columbia Public Schools did participate in the recent Conference on Career Education and Minorities sponsored by the U.S. Office of Education. We have also participated in similar seminars on this subject sponsored by the Urban Coalition and other groups, and have expressed concerns to U.S. Office of Education officials regarding the importance of addressing this issue in the development of their career education models.

The plan for career development in the District of Columbia Public Schools was prepared in 1969 by a task force of teachers, administrators, students, and community representatives. This was several years prior to the U.S. Office of Education concept of career education, although many elements are similar; that is, strengthening economic and career awareness activities at all levels of instruction, and redesigning specialized career exploration and instruction within the framework of career clusters. Obviously the goal of our career development programs focuses on the unique needs of minority students: to prepare students with marketable skills for career entry employment in fields with optional opportunity for upward career mobility, and also, to prepare and motivate students for continued education leading to advanced skills.

Pilot elementary and junior high level career development programs have been designed over the past several years by teachers, counselors, students, and parents. We are currently refining these and expanding them to additional schools within the limitations of special grant funds.

At the high school level the initial thrust has been to expand educational services for students planning full-time career entry employment following high school graduation. A new career counseling and placement service for graduating seniors was initiated last year in cooperation with the Metropolitan Board of Trade. This year 500 high school seniors are participating in our new interdisciplinary cooperative education program, spending half day in on-the-job training experiences developed in a broad range of career areas in cooperation with the Board of Trade. The fiscal year-1974 Capital Budget includes a request for equipment to establish a full range of exploratory technical shops and labs in each academic high school. Next fall we will open a career counseling center with specialized career exploration and diagnostic capabilities to serve students with special handicaps. The new executive high school internship program, which began this spring, focuses on students planning to continue their education, and provided them with an exploratory experience as a special assistant to an executive in business or government.

A unique feature of the high school level career development plan is the establishment of career development centers. Each center will

focus on one or two career clusters, and will offer specialized exploratory and training programs for high school students who attend on a part-time basis. Thus, the Health Careers Center will have both practical nursing training and advanced science such as anatomy and biochemistry. The first pilot center will open next year, located in the former National Geographic Building. It will include courses in two clusters: communications and media, and fine and applied arts. Detailed plans are being prepared to phase out our present full-time vocational high schools, and to remodel these facilities into additional career development centers. This will enable our serving many more students with a much broader range of career oriented training with a minimal increase in operating costs.

Obviously the close cooperation of business and governmental employers, and of the appropriate labor unions is critical to the success of our career development efforts. As indicated above, the Board of Trade is already cooperating in several capacities. We are working closely with the Civil Service Commission. Meetings with union representatives have been carried out over the year, and on May 3, a workshop was held on the role of the apprenticeable unions, sponsored by the District of Columbia Public Schools in cooperation with the Metropolitan Labor Council. It is difficult to judge their real commitment to our career development efforts. They have indicated strong endorsement of our efforts to strengthen the motivation and skills of our students. As the Equal Employment Opportunities Act is rigidly enforced and strengthened by community pressure, they will certainly find it increasingly necessary to employ our graduates. We are confident that the successful performance of our graduates on the job will increasingly open doors for later graduates.

ADULTS RECEIVING HIGH SCHOOL DIPLOMAS

Senator BAYH. How many of the 58,134 adults served by your Department of Adult and Continuing Education received either high school diplomas or certificates of high school equivalency? Do you have a system of followup to determine how these adults benefit from these diplomas or certification?

Dr. SCOTT. The total number of adults who received high school diplomas or certificates of high school equivalency in this school year is 1,219.

Followup system applies only to those who are employed as a result of GED or high school graduation. Quarterly a job counseling team interviews the graduate and the employer. Recommendations for further study, for skills training, or for promotion follow.

I should also note that approximately 14 percent of students enrolled are candidates for either GED or high school. Others are adult basic education students or are preparing to pass specific employment examinations, or are seeking clerical training.

Senator BAYH. We discussed earlier that the school administration does not have control over the assignment of maintenance repair and improvement personnel? Would you describe the present arrangement in some detail for the record and give the committee your views as to how school maintenance repair can be improved?

Dr. SCOTT. I would be happy to supply that, Mr. Chairman.

[The information follows:]

HOW SCHOOL MAINTANENCE CAN BE IMPROVED

Improvement to School Building Maintenance can be made in the following areas:

1. Improved management at the building level.

2. A change in the responsibilities for maintenance and the addition of tasks not being performed at this time.

3. Improvements in the management of maintenance in the Department of General Services, D. C.

4. Reduction of vandalism

5. Investment of additional monies for maintenance.

A brief discussion of these factors follows:

1. IMPROVED MANAGEMENT AT THE BUILDING LEVEL

   Repairs and minor improvements to buildings and grounds number approximately 23,000 individual items annually for 215 buildings. Only staff at the school building can identify and monitor the timely completion of these repairs. The Principal has this responsibility. The task for the individual building is not great. The Principal should have a very simple system and the assistance of a management clerk to perform the routine task of ordering and monitoring.

2. A CHANGE IN THE RESPONSIBILITIES FOR MAINTENANCE AND THE ADDITION OF TASKS NOT BEING PERFORMED AT THIS TIME

   An exhaustive and comprehensive report on School Maintenance with recommendations has been prepared and awaits action by the Board of Education.

   The major recommendations are:

   a. The establishment of four or five regional repair teams under the supervision of D. C. Schools (not under General Services, D. C.). These teams would make repairs costing $500 or less which constitute approximately 80% of the total number of work requests. These teams will work in the same group of buildings and the factors of limited travel, familiarity with the buildings, and identity of repair team personnel are calculated to produce savings in cost time.

   b. The establishment of a staff of professional maintenance engineers to identify required

maintenance on a long range basis. This will enable the programming of major maintenance repairs and replacements i.e. millwork, hardware, water proofing, floors, plumbing fixtures, etc. There is no staff to perform this function.

3. IMPROVEMENTS IN THE MANAGEMENT OF MAINTENANCE IN THE DEPARTMENT OF GENERAL SERVICES, D. C.

The Department of General Services, D. C. has taken some intitial steps to institute a "controlled management system" for the accomplishment of maintenance and minor improvements projects. This system is commonly known as the Navy System; it provides a carefully quantified time and material estimate, the scheduling of procurement and labor forces, and improved supervision of the work. The initial steps mentioned above have been taken with available resources. Additional funds will be necessary to fully implement the system which has been demonstrated to be effective and is utilized by the Department of Defense and industry.

4. REDUCTION OF VANDALISM

The Board of Education and the School's Administration must take steps to reduce vandalism. Other governmental agencies will have to be involved. The wide toleration of permissiveness is costly and the D. C. Public Schools, per force, must spend large sums to repair unwarranted damage.

5. INVESTMENT OF ADDITIONAL MONIES FOR MAINTENANCE

The number of school buildings is increasing, costs are rising, and the buildings are getting older by the year. Improved maintenance methods cannot compensate for these factors. The backlog of necessary work, if accomplished would use the entire FY 1974 appropriation as presently budgeted. This, of course, cannot be done since the maintenance of utility systems and safety repairs which will occur in FY 1974 are mandatory. Additional financial support must be provided.

The Department of Buildings and Grounds has established, in the last four years, several professionally development systems for the improvement of maintenance management within the D. C. School system. The Field Supervisor is the link between the two professional managers at the top and the 215 buildings in the field. There are presently ten(10) Field Supervisors. Thus, the average work load is over twenty buildings and over 140 operating employees to manage and assist. This workload is too great for effectiveness. Eight additional Field Supervisors are needed; one position has been authorized.

TUITION REQUIREMENT FOR NON-RESIDENTS

Senator BAYH. We discussed earlier the situation wherein the school administration is now requiring a tuition fee of 50 cents per hour for non-District resident student participation in the District of Columbia Youth Orchestra. Would you care to elaborate on that for the record?

Dr. SCOTT. I will put something in.

[The information follows:]

TUITION REQUIREMENT FOR NONRESIDENTS ENROLLED IN D.C. YOUTH ORCHESTRA

The intent of the Congress, as revealed in the language of the District of Columbia Nonresident Tuition Act (Public Law 86-725: *D.C. Code* 31: 307, et seq.), and in its legislative history, is to require the D.C. Board of Education to charge tuition for D.C. Public School attendance by nonresidents of the District of Columbia at rates fixed by the Board and approved by the D.C. City Government in amounts necessary to recover the expense of tuition and cost of textbooks and school supplies used by the nonresident students.

Since the instructional services provided by the D.C. Youth Orchestra to resident and nonresident enrollees represent a specialized school program operated by the D.C. Board of Education from Congressional appropriations, the statutory requirement in Public Law 86-725 that tuition be paid for nonresidents is fully applicable to the D.C. Youth Orchestra program.

Pursuant to Section 2.(c) of the Act, all tuition amounts received at the Office of the D.C. Treasurer are paid into the Treasury of the United States to the credit of the General Fund of the District of Columbia. A similar practice currently exists throughout the D.C. Government for the deposit and credit of service charges.

It appears that an Act of Congress would be required to create the authority for establishing a special fund before the expenditure of nonresident tuition collections could be controlled directly by the D.C. Board of Education, or before the control of such funds could be delegated by the Board to the program or group which engendered such collections.

Additionally, sufficient staffing currently does not exist in the D.C. Public Schools Finance Office to assure that adequate accounting controls would be maintained for the multiplicity of separate school and program tuition accounts which would accrue from such an arrangement.

TWELVE-MONTH SCHOOL YEAR

Senator BAYH. The Nelsen Commission recommended a feasibility study of a 12-month school year for the District of Columbia. Have you contemplated or implemented such a study? What are your views on a 12-month school year for the District?

Dr. SCOTT. The Superintendent, under provisions of the agreement between the Board of Education and the Washington Teachers' Union, has established a Joint Board-Union Committee on the 12-month school which has been operational this school year. No recommendation has been received from the committee.

The administration has already recommended to the Board of Education that a form of 12-month school be implemented in the elementary school and high school projected for the Fort Lincoln education complex.

The administration presently views the 12-month school as a potentially advantageous organization for secondary career education centers.

SUPPLY DISTRIBUTION TO SCHOOLS

Senator BAYH. What improvements have been made in the distribution of supplies to schools? Last year the warehousing situation was

chaotic. Teachers complained of no supplies in their schools, yet supplies were in the warehouses.

Dr. Scott. Since February 1973, the delivery of supplies to schools has improved tremendously. The improvement is attributed to the hiring of an exceptionally well-qualified warehouse supervisor, and the hiring of 19 temporary warehousemen. The increase in the number of warehousemen, plus the expertise demonstrated by the new warehouse supervisor in expeditiously training the temporary warehousemen, reorganizing and molding the personnel into an effective work force in minimum time resulted in improvements indicated in the chart which I will supply for the record.

Present plans call for the delivery of a package of designated critical items to all schools prior to their opening in September. The packagers will be delivered as planned and the improved distribution of supplies to schools will continue next fiscal year.

[The information follows:]

	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May
1. Number of line items delivered	5,315	5,002	4,825	5,079	6,216	4,600	13,631	11,354	8,116
2. Number of delivery points	537	791	491	722	737	618	1,420	1,569	1,275
3. Unprocessed documents	9,350	6,550	5,477	4,979	1,893	1,487	2,967	2,549	0

CAPITOL PAGE SCHOOL

Senator Bayh. How are plans for the new Capitol Page School proceeding? It has been suggested by some educators that the instructional program of the Capitol Page School be expanded to include selected students from the District of Columbia and administered as a small public affairs high school. Do you think that idea has merit?

Dr. Scott. The plans for the new Capitol Page School are proceeding according to schedule. The architect is nearing completion of the drawings. The program already includes selected D.C. students. The

idea of a small public affairs high school has some merit for discussion.

Senator BAYH. I have to go vote on this Richardson nomination that has been plaguing us here through this day and earlier. I will be right back, but I see no reason to ask you gentlemen to remain. You have been more than kind and patient here. I apologize for the length of time you have been required to hang around.

I might throw one question at you that I had intended to ask the chairman of the School Board. He is not here right now, but do we have any information at all relative to when a decision will be made on the replacement for School Superintendent?

Dr. SCOTT. I started to say, all I know is what I read. [General laughter.]

I try to remain neutral in that business. I gather the latest thing, in talking to the president of the board, it appears to me now that the board will extend the notification or application date to the end of May. They are hoping now by September 1 to have someone onboard as the new Superintendent.

Senator BAYH. When does school start?

Dr. SCOTT. School starts the first week in September.

Senator BAYH. That is an interesting coincidence.

Dr. SCOTT. Turnover is heavy, and there are a lot of school systems looking for superintendents.

Senator BAYH. Thank you, gentlemen. I appreciate it, Superintendent, gentlemen, for your letting us have your expertise.

Just for the information of future witnesses, as soon as the chairman gets back from this vote, we would like to go to the Board of Higher Education and the Federal City College.

[A brief recess was taken.]

Board of Higher Education

STATEMENT OF FLAXIE M. PINKETT, CHAIRMAN OF THE BOARD OF HIGHER EDUCATION

OVERALL BUDGET REQUEST

Senator Bayh. Next we have Ms. Flaxie M. Pinkett, Chairman of the Board of Higher Education. Ms. Pinkett will testify in support of a budget request of $80,000 and six positions for the Board.

Ms. Pinkett, gentlemen, I appreciate your being here. Please proceed.

Ms. Pinkett. Mr. Chairman, I appreciate very much the courtesy of the committee in permitting me to appear to make this short statement on behalf of the Board of Higher Education and the two institutions for which it has oversight and policy responsibility—D.C. Teachers College and Federal City College.

The committee is aware of the sad, but compelling reasons for my appearance. The late Chairman of the Board of Higher Education, Mr. Frank D. Reeves, became ill just at the time we were starting to prepare testimony for the committee. His incapacity and death prevented any further work.

1. *Consolidation of Federal City College and D.C. Teachers College.* Ever since enactment of the D.C. Public Education Act in 1966 and the inauguration of regular classes at Federal City College not quite 2 years later, the Board of Higher Education has wrestled with the question of whether full consolidation of F.C.C. and D.C.T.C. was in the best interests of the community, the students and faculty of the two institutions, and the cause of public higher education. For a long time it was the Board's conclusion that the impediments to, and disadvantages of, consolidation outweighed the advantages.

ARGUMENT AGAINST CONSOLIDATION

Aside from nonsubstantive reasons which take into account history, custom, and educational philosophy and techniques, there were four chief arguments against consolidation:

(a) Until FCC gains accreditation, now planned for 1974, consolidation might jeopardize accreditation of DCTC.

(b) Limitation of physical facilities at both colleges militated against the kind of joint use which truly effective consolidation would demand.

(c) Until FCC had had at least 4 years of experience and had graduated its first class, there could be no acceptable basis for curriculum consolidation and for estimating with any degree of accuracy most requirements for administrative and support personnel and services.

(d) It appeared wise, and in fact necessary, to await the conclusions of the Nelsen Commission and A. D. Little studies before forcing a change in the existing arrangements for administering the two colleges.

While the first three of the foregoing considerations still are compelling, the Board has decided that it should indicate its belief that consolidation should take place as soon as is feasible after FCC is fully accredited.

In the meantime, in response to interests expressed by members and committees of the Congress, an experimental arithmetic consolidation has been made of the budget requests of the colleges for fiscal year 1974. The purpose is to show all proposed costs on a combined basis. It is not to request a consolidated appropriation for fiscal year 1974. In fact, the Board recommends that the Congress appropriate funds for fiscal year 1974 separately to each of the colleges and to the Board itself (for the first time).

The Board, with cooperation from the presidents of the two colleges, has given attention to the possibility of more effective operations if some administrative support operations logistical matters were handled centrally for both institutions. The presidents have a task force report on this subject. They will report on it in their testimony.

2. *Continued Growth.* To date, the Board has believed that it was highly desirable to respond as fully as possible to community demand for increased enrollment and as rapid growth of the colleges, particularly FCC, as funds, adequate personnel, increased facilities, and expanded or new curriculum offerings could be obtained. This policy has not met with universal approval because it has both required and inevitably resulted in much experimentation, adoption of temporary expediency, and some apparent unequal, or inequitable, allocation of resources. The Board believes that this period is now behind it, and that a more orderly development of the colleges can be planned, budgeted, and administered.

In many respects, the Board marvels at the relatively few mistakes, inefficiencies, and false starts that have been made. The good results are a high tribute to faculty and students and to their dedication to giving and receiving sound education. This does not mean that the Board is complacent or that it approves continuation of activities which do not meet real needs.

3. *Administrative Leadership.* DCTC has had no change in the administrative leadership given by Dr. Cooke in the period since the college came under the policy direction of the Board of Higher Education. The college has functioned well under an accepted and respected administration. Criticism of certain administrative practices has, where warranted, met with corrective action. The Board has found it necessary to give closer attention to FCC. The first president carried the college through the initial planning stage and first academic year. The second president, hired under contract for a 3-year term, moved the college through its period of rapid growth, academic shakedown, and expansion of temporary facilities. Now the Board is actively seeking a permanent president who can lead the college to achievement of first-rank standing as a model public institution of higher education. In the meantime, the Board has prevailed upon Dr. Elgy Johnson, formerly of DCTC, to serve as the acting president, and he will present much of the testimony on the FCC budget to you. Dr. Johnson is a thoroughly experienced academician, and the college is fortunate to have him at its head at this time.

4. *The Board of Higher Education.* Since first organization of the Board of Higher Education in 1967, its membership has remained at

nine, despite the urgent need for a larger Board, a move advocated by the District government last year in proposed legislation but not acted on by the Congress. To give it some leeway and room for load sharing, the Board for several years has invited a representative from the faculty and one from the student body of each college to sit with it. The Board is grateful for the help it has had from these adjunct members, but there is still need for a larger full membership. Problems of budget policy; installation of sound systems of financial operation and management; adoption of personnel policies and guidelines for administration; conduct of trustee responsibility in community relations; licensure of all degree-granting institutions in the District; curriculum review and approval; preparation for accreditation; planning for a permanent site (or sites); development with Washington Technical Institute for a phased plan of operations under the first truly urban land-grant college endowment; developing plans for organization and governance for both colleges with as much uniformity as appeared wise—these and a large number of other events and problems have taxed the members of the Board—all nonpaid, all having other full-time responsibilities—very heavily in terms of time, effort, and dedication.

Enough certainty of direction, clarity of purpose and operating methodology, and proof of continuing need have now come about to convince the Board that it should have its own staff and appropriation. The details of its modest initial request appear as the first item in the estimates before you. The Board asks for a total permanent staff of six persons—an executive secretary, a special assistant to the Board, an administrative assistant, a clerk receptionist, and two secretaries—at a total cost in round numbers of $80 thousand; $77,000 for personnel and $3,000 or other objects. Whether a staff of these dimensions will be adequate for the future, the Board does not know.

The Board will continue to seek special assistance of an ad hoc nature from the two colleges on matters which appropriately should be staffed and financed by them, but in which the Board must be involved, for example, preparation of materials in support of accreditation, site planning, and the like.

Thank you, Mr. Chairman, for permitting me to make these brief comments. I shall be glad to answer any questions which fall within my jurisdiction and competence.

INITIAL REQUEST OF BOARD FOR SEPARATE BUDGET

Senator BAYH. I have a few questions, but I think the statement pretty well speaks for itself. There is not any need to go over any extensive questions.

Ms. PINKETT. I would be glad to proceed in that way.

I would like to say that, the act that established the Board of Higher Education and the Federal City College was enacted in 1966, and the college first opened in 1968. From 1966 until the end of this fiscal year, June 30, the Board of Higher Education has operated from funds in the Federal City College budget. This, sir, is the first or initial request of the Board of Higher Education for a separate budget.

You have the figures before you. It is a modest budget, which I am very sorry I did not participate in the making of, because it would not have been quite as modest. I do not feel that it gives us all that we

really need in terms of staff assistance, but it does ask for six staff positions that total $77,000, and for $3,000 in other services which cover consulting fees. As you may recall, one of the duties of the Board of Higher Education is to perform the licensure procedures for institutions in the District of Columbia that desire to confer academic degrees. To that end, we use consultant services to assist the Board in the evaluation and review of these various institutions.

Senator BAYH. Now, those consultant services—are they contained in your budget request?

Ms. PINKETT. Yes, they are in this $3,000 figure.

There is a modest amount for supplies and equipment, making a total of $80,000 as the initial budget request for the Board of Higher Education.

Senator BAYH. I appreciate the fact that you were not instrumental in the initial budgeting. I trust that the next budget will feel your fine hand.

Ms. PINKETT. I have already started working on that, Mr. Chairman.

Senator BAYH. I want to congratulate you for your presence here on the Board, as well as to recognize personally the significant service that you have rendered in many capacities to the citizens of our Nation's Capital.

Ms. PINKETT. Thank you.

Senator BAYH. I understand that Arthur D. Little conducted a study of the higher educational system or systems in the District. Does the Board accept the recommendations of the study? If so, how are we proceeding to implement them, and when will we begin to see results?

Ms. PINKETT. Mr. Chairman, the A. D. Little Study, as we call it, was recently released. The Board of Higher Education has been interested in it and has had some small participation in it all along. We, at a meeting last evening, discussed this study after we were able to secure copies so that every Board member could read it.

We have a nine-man Board: one position is vacant because of the death of Dr. Reeves. Five of the other positions were filled in March of this year, so we have practically a brandnew Board.

Senator BAYH. Who commissioned the A. D. Little study?

Ms. PINKETT. The commissioning of the study was done through the Department of Human Resources that at that time was under the direction of Mr. Philip Rutledge. The development of the specifications for the contract were made by a task force that Mr. Rutledge pulled together, and he did have a representative on it from each of the two institutions that the Board of Higher Education has jurisdiction over—that is, D.C. Teachers College and Federal City College.

Senator BAYH. I got the impression that, perhaps, certain people were not too anxious to let your Board have copies of that. Was that just a matter of the timing of it, or is there something we should know about, or did I get the wrong inference?

Ms. PINKETT. I think perhaps you got the wrong impression.

Senator BAYH. Fine.

A. D. LITTLE STUDY MADE AVAILABLE TO BOARD

Ms. PINKETT. I requested assistance from the Commission on Academic Facilities, under Mr. William Rumsey's jurisdiction. First of all, I invited him to the orientation session that we scheduled for one

entire Saturday in early March for the new Board members. Mr. Rumsey spoke about the A. D. Little study.

At that time, I asked him if copies could be made available. It is a very voluminous document, and he said it could be made available, both the document itself and the summary. The Board members requested the summary, so that they could get on top of the data right away.

We do have a copy of the entire report. The Board not only had the A. D. Little study to become familiar with, but the Nelsen Commission report, as well, which had some very specific recommendations with regard to public higher education. In terms of the A. D. Little study, I would summarize the consensus of the Board last night as—we spent quite a bit of time talking about it, everyone having had the opportunity to read the summary—as being a study that our Board members do not support or endorse.

We found great difficulty in the fact that much of what was suggested and projected in the field of higher education for the District is contrary to what we have already experienced at both Federal City College, D.C. Teachers College, and what we have seen at Washington Technical Institute. We were appalled that there is no recommendation for law, medicine, and dentistry in public institutions of higher education, when we know that in the past year, Antioch Law School has opened up and had to turn away applicants. We know that there is another agency that is now developing a law school and already has more applicants than it can accommodate.

We feel that the consultants gave little attention to the existing institutions, at least to Federal City College, where we think there has been a very valuable and valid demonstration of the eagerness for the opportunity for public higher education in this community. We do not believe that even if the consultants' projections, population projections—which we also do no necessarily buy—but even if they are correct, we do not believe, and the report gives no evidence of how it arrives at the fact, that there will be a decreasing demand for public higher education in the District of Columbia.

So that we found very little in the report——

Senator BAYH. Of Little.

[General laughter.]

Ms. PINKETT [continuing]. That was satisfying or that we felt was indicative of an enthusiastic feel for public higher education in this community. I am serving on the board of a private institution of higher education in the District of Columbia—and we know—I know through that institution, and we know through review of records across the country that State universities are growing and that the private institutions are the ones that are finding problems with attracting and keeping students.

Only yesterday, I talked with a gentleman who is registered at Federal City College in the graduate school, who told me his daughter was in the undergraduate school and his wife was in the graduate school. So when we have public higher education that an entire family can benefit from, I think we are moving forward.

PROS AND CONS OF LITTLE REPORT

Senator BAYH. Since the report has only recently seen the light of day, and since many of the members of the Board are relatively new, perhaps it would be fair treatment of the problem, as well as

fair to you, to ask you to look at not only the summary but the report, then give us a point-by-point breakdown of the pluses and minuses, as the Board sees it, of the report.

Could you do it for us, please?

Ms. PINKETT. I would be glad to do that.

[The information follows:]

DISTRICT OF COLUMBIA BOARD OF HIGHER EDUCATION

1025 VERMONT AVENUE, N.W.

SUITE 606

WASHINGTON, D.C. 20005

June 11, 1973

Dear Senator Bayh:

The Board of Higher Education has on two occasions devoted a portion of its meeting to a discussion of the Arthur D. Little Report. The first occasion was at its all-day orientation session on March 10, 1973, at which time Mr. William H. Rumsey, Chief of the Division of Education, Department of Human Resources, and Chairman of the Liaison Committee appointed by the District Government to facilitate the ADL Study process and review periodic Study products, agreed to make the Summary Report on the ADL Study available to every Board member.

The second session at which the Board discussed the ADL Study was on May 22, 1973, at a regularly scheduled meeting of the Board. By this time, each Board member had had an opportunity to read and study the Summary Report. The first two hours of this meeting were devoted to discussion of the ADL Report. Discussion leaders that had been invited were Mr. William Rumsey and Dr. Henry Robinson, a member of the Board of Vocational Education (Washington Technical Institute) who served on the Liaison Committee for the ADL Study together with myself who replaced Mr. Charles Horsky on that Committee in April 1972 after his appointment as a member of the Board of Higher Education expired. Mrs. Sheila Drews, Educational Planner and a member of Mr. Rumsey's staff, also participated in the meeting.

The discussion and specific questions posed by members of the Board of Higher Education suggested a consensus by the Board on the strengths and weaknesses of the ADL Report. However, the Board directed on May 22 that those members of its Executive Committee who had not yet read the full Report ought to do so promptly, and that at the earliest possible date the Executive Committee would prepare an analysis of the recommendations of the full Report for the Board's future consideration. In this regard, the Executive Committee was instructed to place emphasis on the strengths and weaknesses of the Report as had been indicated at the Board's May 22 session. The above information was summarized by me in statements before the Senate Subcommittee on Appropriations on May 23, 1973. Since that date, I have been ill, and the six meetings of the Committees to date, including the Executive Committee, have been consumed by critical matters that affect the Federal City College and the District of Columbia Teachers College in terms of faculty contracts, commencement, funds to cover opening of summer school, audit reports, criminal indictments against administrators and/or faculty members and the like. As of this date, the Executive Committee of the Board has not completed the analysis which the Board requested of them, and the Board has, therefore, taken no formal action on the ADL Report.

As Chairman of the Board, I choose to comply with your request to the extent possible by setting forth the strengths and weaknesses of the ADL Report as the discussions of the Board indicated. This action on my part is in no way meant to limit or restrict the Board's options to accept or reject additional areas of the Report. It is my intention to give your Committee promptly a full report on the Board's final action.

Sincerely,

Flaxie M. Pinkett

Flaxie M. Pinkett
Chairman

96-548 O - 73 - pt. 1 - 65

Observations and/or Recommendations of the Arthur D. Little Report that the Chairman of the Board of Higher Education Supports

1. Public Law 89-791 underestimated the need for public higher education in the District of Columbia.

2. Public institutions of higher education could operate most successfully under the governance of a single Board of Trustees and under the administrative direction of a chancellor who is assisted by a "top notch" central office staff.

3. The mission statement and philosophy plus the basic considerations made in arriving at this mission coincide with the mission of public higher education as seen by the Board of Higher Education. I believe that the statement is appropriate, thoughtful and contemporary. It springs from the philosophy that "every District resident should be afforded the opportunity to attain the highest level of education of which he is capable."

4. Tuition Policy. Tuition policy issues as they affect families in the District of Columbia have, for the most part, been recognized and stated in reasonable and realistic terms. Full recognition has been given to the large percentage of low-income Black residents of the District of Columbia. I agree with the section of the Report that recommends "waiving tuition for students with acute financial hardships." I do not agree with the Report's recommendation that tuition be at or about $150.00.

5. Student Services. I endorse the emphasis placed on a comprehensive student personnel services program and agree that such services should be available for the entire public higher education system and delivered in a top quality and professional manner.

6. Community Education Services. I support the responsibility of public higher education for leadership in community education services. Land Grant funds which are available to Federal City College and the Washington Technical Institute have made it possible for these institutions to make significant strides in this direction.

7. Planning Model. The Report's "Higher Education Resource Requirements Estimation Model" is a useful tool for predicting source requirements and their costs.

8. Funding of Public Higher Education. I strongly support the finding that there would be a "disastrous impact" on public higher education in the District of Columbia if the "maintenance of a constant funding level" were determined to be the major funding effort.

Observations and/or Recommendations of the Arthur D. Little Report that the Chairman of the Board of Higher Education does not Support

1. Lack of intimate knowledge of Federal City College and the District of Columbia Teachers College in their operation. Having served on the Board of Higher Education since January 1969, I am appalled at the limited knowledge of and information on FCC and DCTC that was sought by the ADL consultants. The lack of input from a larger group of knowledgeable members of the Colleges' families weakens the Report in areas where application of concepts or formulas need to be applied to what now exists and what the future plans are for each of these institutions.

2. Lack of intimate knowledge in the political, social and economic make-up of the City. I have the feeling as I study the Report, that the consultants have often made use of material developed for other colleges and other areas of the country. Because of the unique political and racial complexities of the District of Columbia, realistic planning and projections for public higher education in the District of Columbia should be tailored to the situation and circumstances under which our City exists, as well as the District Government's projections for the future of this City.

3. Structure. The Board of Higher Education does not support the Report's finding that four differentiated institutions of higher education offer the best overall structure for public higher education in the District of Columbia. Further, the Board does not support the recommendation that DCTC become the four-year liberal arts institution and FCC become the two-year community college. The Board feels strongly that DCTC and FCC should be merged as soon as FCC attains accreditation (expected in the year 1974). FCC already has developed and offers 44 programs leading to the baccalaureate degree, 12 programs leading to the master's degree, plus a fully accredited five-year nursing program. Faculty for each of these programs is aboard. During the period that Arthur D. Little, Inc., developed its Report, FCC could not have attained accreditation because it had not graduated its first four-year class. In this same period, however, and at the present time, FCC holds the status of "recognized candidacy for accreditation." On the other hand, DCTC states as its primary purpose the preparation of students for teaching in pre-schools, early childhood education centers, elementary, and secondary schools. This purpose is the controlling factor in the development of the curriculums. The life and activity of this College are unified by this objective. I might add, that the College is 100 years old and fully accredited. The faculty has been selected, for the most part, based on an individual's ability to train teachers. In fact, students must perform a specific number of hours in "practice teaching" to qualify for a degree. I hasten to add, that DCTC is acutely aware of its responsibility for rendering community services. It has taken steps in the past several years to enrich its curriculum offerings so that the teaching profession is not the only career that its graduates can pursue.

4. Non-resident Tuition. I do not support, in practice, the recommendation that tuition differential for non-resident students be lowered. I take this stand because I am aware of both (1) the high cost of public higher education, and (2) the tremendous background of District of Columbia residents who need and seek public higher education.

5. Enrollment Projections. The Report often acknowledges conditions that exist but comes to conclusions that are contrary to the conditions without documenting why. An example of this is in its enrollment projections where the Report indicates that "data suggests that the projected enrollments based upon trends of choice of marginally informed youth might differ if applicants were better informed." Yet, I find no consideration given this matter as the Report attempts to project possible enrollment for 1975, 1980 and 1985. By way of contrast with the Report's enrollment projections, it should be noted that as of Fall 1972, enrollment in the three public higher education institutions in the District of Columbia was 15,213. Of this number, 6678 were enrolled full-time. I also question the wisdom of the ADL Report's insistence on developing enrollment projections in the District of Columbia based on the number of persons in the 18 and 19-year-old age bracket. Experience of the present three public institutions clearly shows that persons 18 years of age and over are seeking public higher education. Median age for students at FCC is 26 years. The program offerings at both FCC and DCTC are geared to be of assistance to residents from all age groups. I have every reason to believe that public higher education will continue to be sought by all adult age groups and for years to come.

6. Professional Schools. Here, again, the Report takes cognizance of the need for physicians, dentists and lawyers as it minimizes the need for these professions in the District of Columbia. It may be that the ADL consultants put emphasis on jobs advertised in the "classified want ads" of the daily newspapers and that the Report's emphasis on private institutions meeting the total need for the medical, dental and legal professions were modified by racial overtones. The Report's recommendation in this regard is certainly at odds with, and contrary to, its stated mission. I have serious question with the sources used in their analysis of job opportunities for this City, the emphasis the Report places on treating professions that are expensive to offer, and the manner in which the Report deprives the non-affluent for these professions. The Report makes a weak acknowledgment that denying these three professions through public higher education may be an inappropriate move, yet it recommends denial.

TUITION AND FEES FOR NON-DISTRICT RESIDENTS

Ms. PINKETT. I would like to say that I have read the entire report.

Senator BAYH. I would also like to have, for the record, a breakdown of tuition and fees charged for FCC or DCTC students who are non-District residents.

Mr. PINKETT. All right.

Senator BAYH. What is the tuition differential? How does that compare, as you see it, with other State-supported institutions' treatment of nonresidents, so we can get a general picture there, and also a picture of how tuition varies, if it does, with income and resources of the student or his family.

Ms. PINKETT. I am very glad you are putting that in, because we have taken——

Senator BAYH. We are talking about a growing Federal City College and strengthening it. I think the ability, financially, of the students to participate, and take advantage of it, and how that relates, of course, to their own means is very important.

Ms. PINKETT. We will be glad to provide that.

[The information follows:]

Table A

Tuition, Fees and Differential for Non - Resident Students

	FEDERAL CITY COLLEGE				DISTRICT OF COLUMBIA TEACHERS COLLEGE		
	Credit Hours	D.C. Resident	Non-Resident	Differential	D.C. Resident	Non-Resident [1]	Differential
Tuition (Undergraduate)	1-5	$20	$135	$115	None	(Per Semester Hour) $33.75	(Per Semester Hour) $33.75
	6-9	25	185	160			
	10-13	30	235	205			
	14 and over	35	275	240			
Tuition (Graduate)	per credit hour	$12.00	$15.00	$3.00	None	$33.75	$33.75
FEES	Athletic	$4.50			Student Cooperative Fee [2]		
	Student Activity	$4.50					

A. Undergraduate pay students:

Full time $35.00 per semester
Part time 9.00 per course (But not more than $35.00)

B. Graduate students:

$10.00 per semester hour

C. In-service, teachers certification, Students at large, career development students, Special Students, and those students registered for 50% or more of their program in late afternoon, evening, or Saturday courses pay $10.00 per semester hour

D. Summer Session students:

$10.00 per semester hour

1/ Students who are neither residents nor employees of the District of Columbia Public School Systems are required to pay $33.75 per semester credit for tuition to the Treasurer of the District of Columbia.

2/ The Cooperative Fee was approved by the student body. Funds for student activities are appropriated by the Student Government Association. Each undergraduate student registered in the day session of the College pays the Cooperative Fee of $35.00 a semester, if he carries twelve or more semester hours. An undergraduate student registered for less than twelve semester hours or fewer than four courses pays $9.00 per course but not more than $35.00.

PERMANENT PRESIDENT FOR FEDERAL CITY COLLEGE

Senator BAYH. One concern I think a number of us have is to have some idea, as soon as you can give it, as to when you expect a final decision will be made on the permanent president for Federal City College.

Ms. PINKETT. Well, I am prepared to speak to that point.

We have a search committee that is composed of four members of the Board of Higher Education, two members of the faculty of Federal City College, two members of the student government, and one member of the alumni association. That committee has developed both the information that it feels that a prospective candidate would want to know about Federal City College and the unique situation of our relationship with the Congress and the District Government, as well as a description of the job responsibilities and a description of the kind of person we are looking for.

This material has been pulled together by the search committee. It has been before the Board of Higher Education, and the Board was not satisfied with it. It did not think it was full enough, particularly with regard to the first part that I mentioned, so that the search committee is in the process of redoing it. It is their timetable that by the middle of June, the brochure, or flier, will be available for distribution across the United States.

In the meantime—the search committee chairman tells me that we have 15 applications that have come in from interested people or persons that have recommended people and have sent their résumés. The search committee is not taking a look at these until such time as there has been a 2-week to 3-week period of advertising or public announcement. Because, while we may well select someone from this area, we do not want to confine our consideration to people in the area.

We are looking for the finest candidate—you notice I am saying candidate because it can be a man or a woman; that is available. It is our hope that we will be able to identify and attract a new president, a permanent president, to Federal City College, to begin duty no later than September 1974, but we are not adverse to bringing a new president in September of 1973, if we have identified the person by that time.

We know that this is an unfortunate period of the year to look for people in the academic world. We understand that it is usually between December and the spring of the year that commitments are made, so that we may be delayed in actually bringing abroad the person until the spring or summer or fall of next year. We are determined that no later than September of 1974, we will have a president.

Senator BAYH. I wish you godspeed in your effort.

One related question—I am sure you are aware of the fact that recent press accounts have charged that the former president of the Federal City College, Harland Randolph, was fired by the Board because he by-passed the Board and went directly to the U.S. Attorney's Office, relative to possible financial misconduct by the dean of the Education School, Mr. Paige.

Was it true that this was the reason Mr. Randolph was fired? If not, would you care to tell us what the reason was?

EVENTS SURROUNDING RESIGNATION OF PAST PRESIDENT

Ms. PINKETT. Mr. Chairman, nothing could be further from the truth, or the fact, I will say, than the statement that was concluded by a citizen of our community, and he wrote this. He indicated in his letter that he had to conclude that this was the reason.

The actual fact of the matter is that under the legislation, a new Board is organized March 1 of each year, or as soon thereafter as the mayor makes the appointment. In March of 1972, at the orientation session for the new Board, at that time, each of the colleges, the president and any other administrative staff, their faculty representative, and their students, were invited to and did, in fact, present to the new Board matters pertinent to areas of concern that they felt would be helpful in the way of background and would point up needs and priorities. This was particularly true with the president.

At this first Board session, I might say that the report of Dr. Randolph in that session, his priorities and his back-up information on them, caused the Board great concern. He held fast to the point that each of the 15 to 16 items that he enumerated were of equal importance, and this was of great, grave concern to each Board member.

At the first meeting of the Board, both Dr. Randolph and Dr. Cook tendered their resignation, if the Board felt that it was in the best interest of the institution that the leadership be changed. There came a time, after the March and April meetings of the Board and their special sessions with Dr. Randolph about some very crucial matters pertaining to curriculum review at the college, but also to a number of other things, that the Board took the position that it was time for a change in leadership and perspective at the college, and told Dr. Randolph that they would accept his resignation. Dr. Randolph then withdrew his resignation.

Dr. Randolph was under a 3-year contract, that expired October 21 or 22 of 1972. That contract stated that 90 days before the expiration either party could advise the other party of the desire to terminate or to renew. After Dr. Randolph withdrew his resignation, which had been accepted, the Board said to him—and this was some 3 weeks before his 90-day period would have arisen—that it wanted to tell him at that time that it did not desire to renew his contract.

Unfortunately, one of the students of the college who was present at the meeting—and we have students and faculty that sit in with our Board; they are elected by the student government of the two institutions and faculty organizations; they have no vote, they do sit in at the Board meetings and they have the right to speak and participate and serve on the committees, except for personnel—one of the students saw fit to go back to the institution and call together the student body and say, in substance: Well, we do not have to worry any more; he is gone; he has been fired.

It hit the papers with 2-inch headlines that Dr. Randolph was fired. Dr. Randolph was not fired. The Board advised him that his contract would not be renewed at the end of October 22, at the time that it terminated.

Senator BAYH. It had nothing to do with that unfortunate allegation?

Ms. PINKETT. No, Mr. Chairman, this action took place—these discussions and these problems, some of which were sessions where Dr. Randolph refused to even answer questions; he just sat and would not open his mouth—they all came about before there was any knowledge of this other action whatsoever.

It did happen that when the Chairman of the Board, was Mr. Beverly Carter, Ambassador now to one of the African nations——

Senator BAYH. And quite an outstanding human being.

RECORDS TURNED OVER TO FBI

Ms. PINKETT. Yes; Mr. Carter learned—that papers had been turned over to the FBI with regard to certain people on the staff at Federal City College, and he brought the matter to the Board's attention. We, too, had read it in the paper, and the Board felt that it was another inappropriate action that Mr. Randolph had taken in failing to alert and advise the Board of even his suspicion of a problem of this dimension.

Mr. Carter wrote him a letter and asked why he had seen fit to take such action without even telling the Board that this situation existed or that there was a problem. Mr. Randolph responded promptly and said that no, he had not told them; he did not think it was any of the Board's business.

But this was after the fact.

Senator BAYH. Does the Board feel it should have a position, or has it, or does it intend to make recommendations relative to the indictments regarding Mr. Paige or Mr. Wells?

Ms. PINKETT. The situation there, Mr. Bayh, is that when the indictments were handed down, I secured copies of them for each Board member. We read them, and we were certainly very sorry that this kind of situation had arisen or did exist. We felt that it was important that the president of the college, who is the only person that has the right to take disciplinary action at either of our institutions— that the president should make a careful but speedy decision.

I talked with Dr. Elgy Johnson, who is acting president. Dr. Johnson was trying to get a copy of the indictment, too. He got it. He indicated he was going to study it and that he would make a recommendation. He would advise the Board of what his recommendation was going to be.

After 3½ days had elapsed, we called Dr. Johnson in, the Board did, and he indicated that there had been delays in getting legal advice because of factors that he had not been able to control. He had two meetings scheduled with the Corporation Counsel and each had had to be postponed. So for that reason he had not had an opportunity to secure legal advice on the options that were available to him.

He was, of course, as were we, the Board members, concerned with the protection of the students and the institution. He also was concerned, and I think rightfully so, with the due process that every individual has a right to. However, the Board made it clear to Dr. Johnson that we felt strongly that it was detrimental to the best interests of the institution and, certainly, the student body to have either of the gentlemen involved at the college buildings, with keys to the buildings or handling any business for the institution.

We felt this way because the indictment, as we read it, was job-related. We, therefore, directed Dr. Johnson to put the gentlemen on administrative leave, effective immediately. So that the record will be clear, I will say that administrative leave at Federal City College and at D.C. Teachers College means leave with pay.

We urged Dr. Johnson to proceed with his scheduled appointment with the attorney which was that following Monday and to let us know as soon as he knew what options were open to him and what action he was going to take. Within 3 days, I guess, as chairman of the Board, and having no further word, I became very much concerned.

So I talked with corporation counsel office myself, and they outlined for me the options which they had outlined to Dr. Johnson and which he was considering. I changed the next regular Board meeting to a speical meeting just to consider this matter and for the Board to receive Dr. Johnson's recommendation. I invited corporation counsel to come so there would be no matter of interpretaion; the lawyer could advise the Board directly or answer any questions.

RECOMMENDATION MADE BY COLLEGE PRESIDENT

We had that meeting on May 8. At that meeting, the president of the college made a recommendation—I mean, gave the Board his recommendation. The Board was pleased with the recommendation that he gave and urged him to get it to the corporation counsel immediately in writing, so that any help that he thought was needed could be given him there in the preparation of the appropriate papers to carry out the action.

However, within less than 24 hours, Dr. Johnson found or got additional information that gave him concern and injected in his thinking other considerations. He then had to seek legal counsel again, and the whole action took 2 weeks, because Dr. Johnson felt that, with these gentlemen on administrative leave—he had gotten the keys and they were not in and about the buildings, they were definitely off the campus, which is some 16 to 18 buildings across the city—Dr. Johnson felt that it was highly important that whatever action he takes be taken in a manner that could not be questioned or challenged effectively in the courts.

To that end, on the night of May 18, which was last Friday night, Dr. Johnson made a recommendation, or at least advised the Board of his proposed recommendation. Legal counsel assisted him in the preparation of the papers. They were prepared, signed by the president, and served on Saturday the 19th.

Under these papers, both of the gentlemen are guaranteed what their contract with the college states; they will be given, and that is—academic due process is a short way to put it—but it is guaranteed the norms of academic due process, which is spelled out by the faculty members' bible, the AAUP. Our attorney had researched those guidelines. This gives the gentlemen 30 days in which to appeal the president, in writing or in person, his proposed decision, to suspend them and put them on a non-pay, inactive duty status through the trial and it does not commit the institution, even at the end of the trial, to relieve them of that status.

It also guarantees these two employees the right to have a hearing by their peers, if they so desire. It makes very clear that this right

must be exercised within the 30-day period and that, regardless of whether such a hearing has been held or not, the president will take action at the end of 30 days.

Now, if the employees do not like the action that the president takes, they have, under our adverse action policy, the right of appeal to the Board. But at the end of 30 days—that would be on or about June 20—the president could take action. Until that time, they remain on administrative leave, that is, leave with pay.

Senator BAYH. Thank you, Mr. Pinkett.

That puts that very delicate subject in very specific perspective, and I appreciate it.

ADDITIONAL QUESTIONS REGARDING FCC

I do have a couple of other academic questions, technical questions, we could submit to the Board to be answered for the record. I see no reason to occupy any further of your time.

I do want to explore FCC with Dr. Johnson, and the rest of you may stay where you are or go about your business, as you see fit. Dr. Johnson will be in the center of the bull's eye.

[The question and answers follow:]

Questions Raised by the Senate Subcommittee on Appropriations With Regard to Tuition and Fees for Federal City College and the District of Columbia Teachers College

1. How does the tuition differential compare with other State-supported institutions' treatment of non-resident students?

Our efforts to obtain information on tuition costs to non-residents of State-supported schools reveals that:

a. The latest data available is for Fall, 1971.

b. Available data combines enrollment for graduate and undergraduate students.

c. Potential non-resident tuition cost data is averaged and does not give actual cost per credit hour, per quarter, or per semester. Further, we have not yet been able to obtain tuition costs for resident students so that we can tell what the differential is.

d. According to the A. D. Little, Inc., "Comprehensive Plan for Public Higher Education in the District of Columbia," and we quote:

"1970-1971 mean tuition for resident undergraduate students was $470. For non-resident undergraduate students the mean tuition was $1,119. Resident graduate students were charged $517; non-resident graduate students paid a mean tuition of $1,057. When converted to a per-credit-hour charge data indicate that non-residents pay from two to three times the tuition charged residents. The differential is greatest in the Western region and in the New England region and is smallest in the Middle States and the Southern regions. One-third of the institutions reporting said that non-resident tuition is pegged to cover the full cost of instruction. Half of the institutions set their non-resident tuition to cover a given percentage of instructional cost."

Attached is the following information which we obtained from The National Association of State Universities and Land Grant Colleges, compiled by their Office of Research and Information:

a. Excerpt from "Voting Rights and the Non-Resident Student," released September 25, 1972.

b. Table I - "Total non-resident enrollment and potential non-resident tuition in Public Four-Year Colleges and Universities--Fall, 1971."

c. Table II - "Nonresident Students and Potential Nonresident Tuition in NASULGC Institutions -- Fall 1971."

d. Table III - "Total Nonresident Students and Potential Nonresident Tuition in AASCU Institutions -- Fall 1971."

2. How does tuition relate to income and resources of the student or his family?

A. District of Columbia Teachers College

At the District of Columbia Teachers College there has never been a tuition charge. The fee policy and procedure was first officially reported to the Congress in the Strayer Survey, authorized by the Congress in 1948 and published in 1949. Since then the imposition of fees has been reported to the House and Senate Appropriations Subcommittees.

The Student Cooperative Fee (see Table A) was designed to cover student activities, athletic program costs and such other administrative costs which were not covered by the appropriation, e.g. student aid. It is clear that the limited budget allocations to the District of Columbia Teachers College make the continuation of a cooperative fee necessary.

The Board of Higher Education does not feel that the economic status of students at DCTC is such that they could not pay a nominal tuition - at least a tuition that would equal tuition charged at Federal City College. However, if a tuition charge were levied at DCTC, the cooperative fee would render DCTC helpless insofar as meeting student services and student loan needs. It is primarily for this reason that the Board of Higher Education has not yet taken steps to establish a tuition at DCTC for District residents.

The Board of Higher Education has unanimously expressed its intention to merge DCTC and FCC as soon as FCC attains accreditation. We look for FCC's accreditation to take place in 1974. When the institutions are merged there will be one tuition policy and one fee policy. In the meantime, the Board of Higher Education has made arrangements to confer with the Board of Vocational Education to consider bringing about uniformity in the area of tuition as well as a number of other areas common to institutions of public higher education.

B. Federal City College

Federal City College has conducted studies in 1968-69, 1969-70, and 1970-71 in an effort to fully appraise the financial resources of both its student body and the applicants who had applied during the above mentioned years (who the institution was not able to accommodate). Our findings support the fact that:

a. The median age of the present student body is 25-26 years of age;

b. For the academic year 1971-72, seventy-two percent (72%) of all undergraduate FCC students worked full-time jobs, supported themselves, and in over forty-five percent (45%) of the cases, supported a family as well.

   Our studies revealed that the median annual wage for all our working students was $7,909. The studies further revealed that the D. C. Government employed fifty-one percent (51%) of all employed FCC students, while private business or industry employed forty-one percent (41%). Thirty-six percent (36%) of all FCC students are married.

   The above information is the latest available; however, the Board of Higher Education is requesting of each of the institutions a survey regarding the financial resources of their student body for the year 1972-73. We will be glad to share the findings with the Senate Subcommittee.

c. A high percentage of the student body comes from low-income families.

d. Costs of books and supplies, meals on campus, transportation to and from classes scattered across the city in 16 locations. when added to tuition, fees, personal maintenance, miscellaneous costs, etc., totals in excess of $1,500 yearly.

e. A high percentage of students formerly and presently enrolled have required student loans, student aid, or work-study programs in order to remain in college. Some students have to enroll every other quarter because they are financially unable to meet the costs on a continuing basis.

For these reasons, the Board of Higher Education has not increased tuition costs at FCC for the academic year 1973-74. We are confident that an increase would make it impossible for many of the present students to return in the Fall and that it would also seriously restrict the number of new students able to enroll.

VOTING RIGHTS AND THE NONRESIDENT STUDENT

from...

National Association of State Universities
and Land-Grant Colleges
One Dupont Circle, Suite 710
Washington, D. C. 20036
(202) 293-7120
Contact: Ione Phillips

and...

American Association of State
Colleges and Universities
One Dupont Circle, Suite 700
Washington, D. C. 20036
(202) 293-7070
Contact: Joan Larson

FOR RELEASE: September 25, 1972

WASHINGTON, D. C. - State colleges and universities stand to lose between $250 and $300 million in annual income if adult status and voting rights for college-age citizens make nonresident tuition charges inapplicable for the majority of out-of-state students.

This is the finding of a survey of nearly 400 public four-year colleges and universities holding membership in the National Association of State Universities and Land-Grant Colleges (NASULGC) and the American Association of State Colleges and Universities (AASCU). The study, conducted by Dr. Robert F. Carbone, dean of the School of Education at the University of Maryland, investigated the effects that passage of the 26th Amendment to the U.S. Constitution, extending voting rights to persons 18 years of age and older including approximately four million college students, is having on college and university campuses. Of particular concern was the amount of income derived from differential charges to nonresident students.

The survey also yielded information on the accessibility of the ballot box to students, the extent of student voter registration in college communities and legislative and legal actions testing whether the right to vote in a state also confers citizenship for all other purposes, including classification as a resident student at the state college or university.

"If adult status and voting rights for college-age citizens eliminate nonresident tuition charges in public colleges and universities, the effect on higher education budgets will be staggering," noted Dr. Carbone. However, he warned against a policy that would raise fees for all students to recover lost income as detrimental to

the "low tuition principle" upon which public higher education in America has been built.

Approximately 463,357 nonresident students were enrolled in the institutions surveyed during the fall term of 1971. The total potential income from the tuition differential paid by these students was $329,090,406. However, this figure was deflated to take into account part time students, scholarship and grant holders, teaching and research assistants and other nonresident students who for a variety of reasons may not pay the full differential.

Information provided by survey respondents indicated that the actual income for most institutions from nonresident fees would be somewhere in the range of 75-90 percent of the total potential income figure. This brought the total actual income within the $250 to $300 million range.

The total potential income for NASULGC institutions in 1971-72 was $237,981,732, with 297,757 nonresident students enrolled. The potential income for AASCU institutions was $91,108,674, with 165,600 nonresident students enrolled.

96-548 O - 73 - pt. 1 - 66

TABLE I

TOTAL NONRESIDENT ENROLLMENT AND POTENTIAL NONRESIDENT TUITION*
IN PUBLIC FORU-YEAR COLLEGES AND UNIVERSITIES -- FALL 1971

*Based on the assumption that all nonresident students pay a differential tuition. Figures for potential nonresident tuition were obtained by multiplying nonresident enrollment by tuition differential.

STATE	NONRESIDENT ENROLLMENT ALL LEVELS	TOTAL POTENTIAL NONRESIDENT TUITION[1]
ALABAMA	6,434	$ 2,746,065
ALASKA	241	61,570
ARIZONA	14,461	10,694,878
ARKANSAS	4,161	1,798,630
CALIFORNIA	12,213	15,778,003
COLORADO	19,730	21,590,088
CONNECTICUT	3,933	3,539,700
DISTRICT OF COLUMBIA (FCC&DCTC)	339	125,303
DELAWARE	4,233	3,564,240
FLORIDA	6,695	7,029,750
GEORGIA	14,060	6,427,486
GUAM	1,265	202,400
HAWAII	1,521	775,710
IDAHO	2,842	1,976,860
ILLINOIS	12,368	10,339,631
INDIANA	17,797	13,937,466
IOWA	9,072	5,150,600
KANSAS	10,322	5,720,326
KENTUCKY	9,938	5,314,080
LOUISIANA	5,502	2,480,590
MAINE	2,724	4,567,791
MARYLAND	9,814	3,537,470

1. Note: Not actual institutional income. Totals based on 360 institutional responses; does not include 43 state colleges that did not return the questionnaire.

TABLE I

STATE	NONRESIDENT ENROLLMENT ALL LEVELS	TOTAL POTENTIAL NONRESIDENT TUITION
MASSACHUSETTS	4,908	$ 1,112,376
MICHIGAN	19,543	18,896,817
MINNESOTA	26,370	6,716,332
MISSISSIPPI	9,727	2,776,700
MISSOURI	11,528	8,175,110
MONTANA	3,769	3,033,554
NEBRASKA	2,327	1,764,716
NEVADA	2,000	3,000,000
NEW HAMPSHIRE	4,388	3,917,600
NEW JERSEY	5,626	833,940
NEW MEXICO	4,207	3,454,780
NEW YORK	16,877	5,019,577
NORTH CAROLINA	10,892	11,177,294
NORTH DAKOTA	3,083	1,813,720
OHIO	15,928	14,379,535
OKLAHOMA	6,585	4,398,190
OREGON	5,490	5,428,716
PENNSYLVANIA	15,418	12,945,594
RHODE ISLAND	3,451	2,084,490
SOUTH CAROLINA	4,969	1,963,830
SOUTH DAKOTA	3,621	1,112,271
TENNESSEE	10,675	5,921,780
TEXAS	21,728	19,358,540
UTAH	6,086	3,654,060
VERMONT	3,366	4,372,230
VIRGINIA	11,266	4,583,945
VIRGIN ISLANDS	156	62,400
WASHINGTON	6,173	6,183,318
WEST VIRGINIA	8,775	6,565,810
WISCONSIN	17,360	22,293,572
WYOMING	2,560	2,472,960
TOTAL	438,517	$316,893,295

TABLE II

NONRESIDENT STUDENTS AND POTENTIAL NONRESIDENT TUITION*
IN NASULGC INSTITUTIONS -- FALL 1971

*Based on the assumption that all nonresident students pay a differential tuition. Figures for potential nonresident tuition were obtained by multiplying nonresident enrollment by tuition differential.

STATE	NONRESIDENT ENROLLMENT ALL LEVELS	TOTAL POTENTIAL NONRESIDENT TUITION[1]
ALABAMA		
Alabama A & M University	62	$ 9,300
Auburn University	3,237	1,352,700
University of Alabama	2,384	1,193,913
ALASKA		
University of Alaska	241	61,570
ARIZONA		
Arizona State University	5,582	3,181,740
University of Arizona	7,157	6,369,730
ARKANSAS		
University of Arkansas	2,931	1,469,190
CALIFORNIA		
University of California (all campuses)	8,378	12,567,000
COLORADO		
Colorado State University	5,881	7,233,630
University of Colorado	7,830	9,928,440
CONNECTICUT		
University of Connecticut	2,759	2,483,100

1. Note: Not actual institutional income.

TABLE II

STATE	NONRESIDENT ENROLLMENT ALL LEVELS	TOTAL POTENTIAL NONRESIDENT TUITION
DELAWARE		
Delaware State College	471	$ 113,040
University of Delaware	3,762	3,451,200
DISTRICT OF COLUMBIA		
Federal City College	300	87,200
FLORIDA		
Florida A&M University	358	375,900
Florida State College	2,319	2,434,950
University of Florida	2,097	2,201,850
GEORGIA		
Fort Valley State College	89	27,056
Georgia Institute of Technology	3,763	2,276,615
University of Georgia	4,018	2,169,720
HAWAII		
University of Hawaii	1,521	775,710
IDAHO		
University of Idaho	1,913	1,530,400
ILLINOIS		
Southern Illinois University	1,812	1,554,696
University of Illinois	4,701	4,033,458
INDIANA		
Indiana University (Estimate)	8,623	6,625,920
Purdue University	6,686	6,017,400
IOWA		
Iowa State University	3,871	2,310,420
University of Iowa	4,914	2,725,380

TABLE II

STATE	NONRESIDENT ENROLLMENT ALL LEVELS	TOTAL POTENTIAL NONRESIDENT TUITION
KANSAS		
Kansas State University	2,651	1,564,090
University of Kansas	5,551	3,275,090
KENTUCKY		
Kentucky State College	424	212,000
University of Kentucky	3,719	2,573,300
LOUISIANA		
Louisiana State University	3,536	1,704,800
Southern University	518	156,290
MAINE		
University of Maine, Orono (Estimate)	500	500,000
MARYLAND		
University of Maryland	6,903	2,836,780
MASSACHUSETTS		
Massachusetts Institute of Technology	No differential tuition involved	
University of Massachusetts	4,039	838,600
MICHIGAN		
Michigan State University	6,435	2,873,685
University of Michigan	8,248	11,730,864
Wayne State University	1,139	1,437,915
MINNESOTA		
University of Minnesota	6,858	5,655,744
MISSISSIPPI		
Alcorn A & M College	68	40,800
Mississippi State University	993	595,800
University of Mississippi	2,224	1,334,400

TABLE II

STATE	NONRESIDENT ENROLLMENT ALL LEVELS	TOTAL POTENTIAL NONRESIDENT TUITION
MISSOURI		
Lincoln University	572	77,220
University of Missouri	7,407	6,814,440
MONTANA		
Montana State University	1,347	1,023,629
University of Montana	2,117	1,793,099
NEBRASKA		
University of Nebraska (Estimate)	1,500	1,500,000
NEVADA		
University of Nevada at Reno (Estimate)	1,000	1,500,00
NEW HAMPSHIRE		
University of New Hampshire	3,044	3,044,000
NEW JERSEY		
Rutgers, The State University of New Jersey	3,719	655,600
NEW MEXICO		
New Mexico State University	1,023	849,090
University of New Mexico	3,049	2,529,145
NEW YORK		
City University of New York	1,857	712,800
Cornell University	6,267	1,358,400
State University of New York (Albany, Binghamton, Buffalo, and Stony Brook)	3,749	975,700

TABLE II

STATE	NONRESIDENT ENROLLMENT ALL LEVELS	TOTAL POTENTIAL NONRESIDENT TUITION
NORTH CAROLINA		
North Carolina A & T State University (Estimate)	200	120,000
North Carolina State University	2,499	2,107,773
University of North Carolina at Chapel Hill	3,853	4,141,975
NORTH DAKOTA		
North Dakota State University	1,084	660,156
University of North Dakota	1,590	966,720
OHIO		
Kent State University	2,438	2,438,000
Miami University	2,205	2,315,250
Ohio State University	6,095	6,399,750
OKLAHOMA		
Langston University	201	106,128
Oklahoma State University	2,461	1,919,586
University of Oklahoma	3,574	2,230,176
OREGON		
Oregon State University	2,093	2,166,255
University of Oregon	2,499	2,586,465
PENNSYLVANIA		
Pennsylvania State University	3,372	3,439,440
Temple University	4,129	3,716,100
University of Pittsburgh	2,304	2,280,960
PUERTO RICO		
University of Puerto Rico	No differential tuition involved	

TABLE II

STATE	NONRESIDENT ENROLLMENT ALL LEVELS	TOTAL POTENTIAL NONRESIDENT TUITION
RHODE ISLAND		
University of Rhode Island	2,701	1,731,240
SOUTH CAROLINA		
Clemson University	1,574	1,057,700
South Carolina State College	141	32,430
University of South Carolina	3,118	779,500
SOUTH DAKOTA		
South Dakota State University	798	430,432
University of South Dakota	2,461	524,227
TENNESSEE		
Tennessee State University	953	190,600
University of Tennessee	4,501	2,768,115
TEXAS		
Prairie View A & M College (Estimate)	300	180,000
Texas A & M University	2,027	1,702,680
Texas Southern University	669	361,260
Texas Tech University (Estimate)	1,261	1,500,682
University of Houston	2,634	2,265,240
University of Texas System	7,731	6,107,832
UTAH		
University of Utah	3,470	2,342,250
Utah State University	1,896	966,960
VERMONT		
University of Vermont	2,490	3,510,500

TABLE III

TOTAL NONRESIDENT STUDENTS AND POTENTIAL NONRESIDENT TUITION*
IN AASCU INSTITUTIONS -- FALL 1971

*Based on the assumption that all nonresident students pay a differential tuition. Figures for potential nonresident tuition were obtained by multiplying nonresident enrollment by tuition differential.

STATE	TOTAL AASCU INSTITUTIONS	TOTAL RESPONSES	NONRESIDENT STUDENTS ENROLLED-ALL LEVELS	TOTAL POTENTIAL NONRESIDENT TUITION[1]
ALABAMA	7	5	751	$ 190,152
ARIZONA	1	1	1,722	1,143,408
ARKANSAS	6	5	1,230	329,440
CALIFORNIA	17	15	3,835	3,211,003
COLORADO	6	6	6,019	4,423,013
CONNECTICUT	4	3	1,174	1,056,600
DISTRICT OF COLUMBIA *	1	1	39	38,103
FLORIDA	7	4	1,921	2,017,050
GEORGIA	10	9	6,190	1,954,095
GUAM	1	1	1,265	202,400
IDAHO	3	2	929	446,460
ILLINOIS	9	8	5,855	4,751,477
INDIANA	2	2	2,488	1,294,146
IOWA	1	1	287	114,800
KANSAS	4	3	2,120	881,146
KENTUCKY	4	4	5,795	2,528,780
LOUISIANA	7	5	1,448	619,500
MAINE	7	7	2,224	4,067,791
MARYLAND	8	5	2,911	700,590

1. Note: Not actual institutional income.

*District of Columbia Teachers College only

TABLE III

STATE	TOTAL AASCU INSTITUTIONS	TOTAL RESPONSES	NONRESIDENT STUDENTS ENROLLED-ALL LEVELS	TOTAL POTENTIAL NONRESIDENT TUITION[1]
MASSACHUSETTS	12	9	869	$ 273,735
MICHIGAN	10	8	3,721	2,854,353
MINNESOTA	7	7	19,512	1,061,088
MISSISSIPPI	6	5	6,442	805,700
MISSOURI	7	4	3,549	1,283,450
MONTANA	3	3	305	234,826
NEBRASKA	4	3	8 827	254,716
NEVADA (Estimate)	1	1	1,000	1,500,000
NEW HAMPSHIRE	2	2	1,344	873,600
NEW JERSEY	10	8	1,907	178,340
NEW MEXICO	2	1	135	76,545
NEW YORK	14 (ALL SUNY campuses except the 4 Univ. Centers)	14		1,472,677
NORTH CAROLINA	8	6	4,340	4,807,546
NORTH DAKOTA	4	4	409	186,844
OHIO	7	6	5,190	3,226,535
OKLAHOMA	6	4	349	142,300
OREGON	4	3	898	675,996
PENNSYLVANIA	14	14	5,613	3,509,494
RHODE ISLAND	1	1	750	353,250
SOUTH CAROLINA	3	2	136	94,200
SOUTH DAKOTA	4	3	362	137,612
TENNESSEE	7	7	5,221	2,963,065
TEXAS	11	9	7,106	7,240,846
UTAH	2	2	720	344,850
VERMONT	3	3	876	761,730
VIRGINIA	8	6	3,425	1,426,805
VIRGIN. ISLANDS	1	1	156	62,400
WASHINGTON	4	4	1,538	1,335,488
WEST VIRGINIA	8	8	4,173	2,750,300
WISCONSIN	9	9	6,524	6,577,982
TOTALS	287	244 (85% response)	140,760	$77,442,373

Ms. PINKETT. I am going to stay here with him. We are all one family, including DCTC. I will be back with them tomorrow.

Senator BAYH. All right, fine. I do appreciate your contribution. As an original member of the Board——

Ms. PINKETT. No, I was not.

Senator BAYH. You were originally part of the FCC?

Ms. PINKETT. No, I was appointed in December of 1968, and my first meeting was January 1969, which was the meeting when DCTC came under the Board of Higher Education.

Senator BAYH. Yes. I guess that is where I got the——

Ms. PINKETT. Yes, I was appointed to fill an unexpired term, but it has been a long time.

Senator BAYH. Perhaps for the record, Ms. Pinkett, you could identify the other distinguished gentlemen who are with you at the Board.

Ms. PINKETT. None of the other Board members are here with me, but I would be glad to give you a roster of the Board, and I will be glad to leave that with you, if you would like.

Senator BAYH. I am familiar with the roster. I thought perhaps you might like to introduce——

Ms. PINKETT. I would be glad to introduce these gentlemen. This is the Federal City College family, or a good part of it. Dr. Elgy Johnson is acting president of Federal City College, and I guess it would be proper for Dr. Johnson to introduce his administrators.

Federal City College

STATEMENT OF ELGY S. JOHNSON, ACTING PRESIDENT

ACCOMPANIED BY:

DR. RONALD WILLIAMS, ACTING VICE PRESIDENT FOR ACADEMIC AFFAIRS
JAMES BROWN, ACTING VICE PRESIDENT FOR ADMINISTRATION AND FINANCE
LAWRENCE GOODWIN, VICE PRESIDENT FOR PLANNING AND DEVELOPMENT
MARION THOMAS, DIRECTOR OF SITE PLANNING
JOHN GREEN, DIRECTOR OF FINANCE
ANDRESS TAYLOR, ASSOCIATE DEAN, SCHOOL OF EDUCATION
RANDOLPH SCOTT, PROJECT DIRECTOR/FACULTY
CASEY MANN, CHAIRMAN, DEPARTMENT OF COMMUNITY PLANNING AND DEVELOPMENT
HOSEA ZOLLICOFFER, PROJECT DIRECTOR, COUNSELOR

INTRODUCTION OF ASSOCIATES

Dr. Johnson. Thank you.

Mr. Chairman, to my left, I have Dr. Ronald Williams, vice president for academic affairs; and on the other side of Dr. Williams, Dr. Andress Taylor, director of experimental programs; to the right of Ms. Pinkett, we have Mr. James T. Brown, vice president for administration and finance, and to the right of Mr. Brown, Mr. John Green, director of finance. Supporting us, we have Mr. Marion Thomas, director of site planning, Mr. Thomas Waters of the budget office, and Mr. Milton Vaughn, deputy finance director. These are the gentlemen who support me, Mr. Chairman, and, I might add, very competent they are.

Senator Bayh. Ms. Pinkett is probably right. It is sort of a family reunion here.

Dr. Johnson. It is.

Senator Bayh. Please proceed, Dr. Johnson.

Dr. Johnson. Mr. Chairman, I am pleased to come before you today to report on Federal City College's progress in meeting the intent and the stated mandate of Public Law 89–791, which established the college in 1966.

FCC GOALS, PRIORITIES, BUDGET-YEAR OBJECTIVES, AND MAJOR CHANGES IN FISCAL YEAR 1974 BUDGET

Primary goals of Federal City College are listed in the Board of Higher Education's Resolution No. X–48. The college is to offer the highest quality instructional program for students and to provide a highly qualified source of manpower for the leadership, institutional,

and citizenship needs of the District of Columbia and the Washington metropolitan area. FCC also offers its resources to the various communities in the District of Columbia and the Washington area in facilitating their development and supporting cooperative planning actions.

OVERVIEW OF PROGRAM AND FUNCTIONS

The college's program [budget] structure is divided into six major program areas. Five of these are academic programs, relating to direct instructional services or support. The academic programs are: (1) General instruction, summer school instruction, and extension instruction; (2) organized research; (3) public service or outreach; (4) academic support [media and library services and the computer center]; and (5) student services [financial aid and student support]. The sixth major program area, institutional support, groups all administrative functions of the college, and includes the areas of executive management, financial operations, general administration, planning and provision of facilities and equipment, and logistical services.

THE ACADEMIC PROGRAM

The academic program reflects the goals of the college as expressed in the legislative mandate. The college offers 16 programs granting the associate degree, 47 programs granting the bachelor's degree, and seven programs granting the master's degree. Fall quarter 1972 enrollment in all programs was 7,382 [including the outreach program enrollment of 1,400] which represented an FTE of 5,200; winter quarter 1973 enrollment is 7,576, which represents an FTE of 6,174.

The increase in enrollment for winter quarter over fall quarter is most unusual, especially in the light of the well-publicized nationwide trend of decreasing college enrollments. We believe this phenomenon is explained by the efforts the college has initiated to correct the outdated impression in the mass media and in the community that Federal City College was badly overenrolled. Although the college was forced to turn away many applicants in its earlier years, the situation has now stabilized, and the college has implemented routine procedures to keep the District of Columbia community informed of the availability of higher education opportunities at FCC. The increased winter quarter enrollments are an apparent indication of the value of these informational efforts and of the continued high level of demand for higher education among the people of the District.

The present budget request provides for a continuation of academic offerings at the level of last academic year. Program additions and expansions are currently being given secondary priority. The highest priority item presently in the college is an overall restructuring of the academic and administrative organization to ensure direct accountability for academic efforts and supportive services.

ORGANIZATIONAL STABILITY

There is an obvious new level of cooperation among all elements of the college. It is our opinion that this cooperation, previously missing, will be the main catalyst to the rapid advance of the college. The "factional infighting" at the institution, alluded to in the Report of the Senate Committee on Appropriations bill for 1973, has been eliminated.

ACCREDITATION

Accreditation is now moving ahead on schedule. On Nov. 8, 1972, we were visited by Dr. Herbert Kells, Acting Coexecutive Secretary of the Middle States Association of Colleges and Secondary Schools and the Commission on Higher Education. After meeting with personnel from many areas of the college, Dr. Kells expressed the belief that we would be prepared to entertain a visitation committee from the Middle States Association during the next academic year. Dr. Herman Branson, President of Lincoln University and a member of the Middle States Association, was assigned to us by the Middle States Association as a consultant in our accreditation effort. Dr. Branson visited the college in November 1972 and stated his belief that Federal City College will be prepared for a visitation team during the next academic year.

A collegewide Committee on Self-Study has been activated and mandated the task of completing all necessary actions for the visitation by the Middle-States team. The committee's time schedule calls for completion of the initial draft of the Self-Study report by June of 1973. The final draft must be ready for the college administration and Board of Higher Education's review by October of 1973. The Self-Study report must be submitted to the accrediting association in February 1974. Hopefully, with favorable consideration by the association, the college will receive accreditation in June of 1974.

DEVELOPMENT OF FISCAL YEAR 1974 BUDGET

In developing its fiscal year 1974 budget request, Federal City College established the following order of priorities: (1) maintaining operations at the fiscal year 1973 level; (2) strengthening academic instruction; (3) strengthening student support programs; (4) improving administrative and logistical support; (5) strengthening community services; (6) expanding long- and short-range institutional research planning and programing capabilities; (7) expanding academic organized research. These priorities are predicted on the minimum needs of the college in driving toward its number one objective—achieving accreditation.

The fiscal year 1974 request does not include an increase in funds for an expanded student body. However, some slight increase in the currently funded 5,500 FTE enrollment is anticipated through increased productivity and more effective utilization of resources. At the same time, this budget allows for minimal improvements in the quality of existing academic programs and administrative operations.

Actual allocations of funds in the fiscal year 1974 budget report are the result of a series of comprehensive analyses. These analyses produced the following actions and determinations: (1) a redistribution of the resources reflected in the fiscal year 1973 budget to conform with the fiscal year 1974 budget structure; (2) redeployment of resources to coincide with the Board of Higher Education's approved reorganization plan; (3) determination of the least effective, lowest priority programs from which funds could be redirected; (4) determination of unfunded mandatory costs; (5) designation of high-priority, highly effective programs in need of additional support; (6) determination of the magnitude of require fund transfers; (7) identification of uncontrollable costs which cannot be supported by redirection, but

are critically necessary to sustain the college's operations in fiscal year 1974 at 1973 levels; and (8) identification of vital unmet program needs, listed and ranked as to priority.

REDIRECTION AND PROGRAM CHANGES

As a result of these analyses and findings, this budget document reflects the following redirections and program changes:

(1) The redirection of $924,700 to support unfunded mandatory costs, such as within-grade increases and allocations for teacher assistants. This redirection can be done without seriously affecting the maintenance of top-priority college operations at fiscal year 1973 levels. The redirection includes $110,000 to the academic support area (data processing) to strengthen the instructional and administrative program and to cover the increased cost of equipment rental. (In part, funds for these redirections were made available by the tightening of operations in current programs.)

(2) The transfer of $1,100,500 from the college's budget to the D.C. Department of General Services for the rental of newly leased facilities.

(3) The organizational redeployment of 68 positions.

The college was reorganized in September of 1972. The redeployment of positions brings the budget in line with the reorganization.

In line with the District's efforts to limit costs to expected revenues, the Federal City College fiscal year 1974 increases contain only those items that can be justified as uncontrollable or essential to the college's sustained operations and that cannot be supported if we suffer further base budget reduction. Evaluation of our requirements indicates that the following items, amounting to $831,300 fall within this category:

(a) *Continuance of the science van project.*—This program, which requires two positions and $57,300, brings high-quality scientific experience to urban problem solving in the community and science enrichment assistance to District of Columbia high schools. It has served thousands of District of Columbia high school students and District residents through the mobile science laboratory.

This laboratory is housed in a 50 foot mobile home, which travels to area high schools and local neighborhoods. The laboratory was partially financed by a grant from the National Science Foundation. Laboratory staff members conduct experiments in such urban problem areas as pollution, lead in house paint, drug abuse, and nutrition. The laboratory has also recently began serving as an information center for sickle cell anemia education for the District of Columbia. The laboratory is staffed by science majors from the college under the supervision of faculty members from the School of Natural and Applied Health Science. The NSF grant expires in fiscal year 1973, and unless the cost of the program is assumed in the operating budget, this valuable project will be discontinued.

(b) *Operation of the summer quarter academic program at 60 percent of the regular quarterly level.*—($204,000).

(c) *Regularizing 11 positions currently authorized as temporary positions.*—Only permanent position authorization is requested. These positions are currently filled by temporary appointments with funds currently existing in the base budget.

(d) *Increased cost of security and building maintenance ($150-000).*—With the acquisition of two additional buildings, the college is faced with a shortage of $150,000 in meeting the total cost of main-

tenance and security for these buildings as required in the agreement with the Department of General Services.

(e) *Startup costs for equipment and books for the old main District of Columbia Library, which was excluded from the fiscal year 1973 capital budget allocation request ($420,000).*—Federal City College's total fiscal year 1974 operating budget request, approved by the Board of Higher Education and the District of Columbia City Council, is $19,804,100. In addition to the fiscal year 1974 request, unmet program needs amounting to $7,743,400 were identified. These identified needs do not, within themselves, represent an idealized situation, but reflect what would be needed to carry on an adequate program in fiscal year 1974 in line with the college's long-range objectives.

UTILIZATION OF FUNDS AT FEDERAL CITY COLLEGE

Approximately 50 percent of operating funds requested are for instruction. Another 26 percent of the funds are for academic and student support services. Only about 24 percent of the operating funds are requested for administrative and institutional support. This division of funds reflects favorably on the efficiency of Federal City College operations when compared to fund utilization at other institutions of higher learning. It was brought out in the District of Columbia revenue hearings last year that on the average, institutions of higher education spend 60 percent on their budgets in academic and student support areas and 40 percent of their funds in institutional and administrative support areas.

FEDERAL GRANTS

For fiscal year 1973, the college has $6.290 million in grants. It is estimated that the college will have $7.36 million in grants for fiscal year 1974. A detailed chart on each grant and its purpose is included in the budget documents before you.

CAPITAL BUDGET

Federal City College is requesting a capital budget of $5.093 million, which is to be used for site acquisition in the Mount Vernon area only.

The college is presently housed in approximately 600,000 gross square feet of temporary space, which costs the District about $2.1 million per year. Of this space, 180,000 square feet is rent free. The total space currently used by the college is grossly inadequate and in most cases most difficult and uneconomical to renovate to meet program needs.

It is estimated that the college spends about $37.50 per square foot for rental space over a period of 5 years and that the cost for construction of permanent facilities will be approximately $50. It is clear that it is more economical to develop the permanent campus than to continue to have to use leased space at the current rates. The college is also finding it more difficult to locate buildings to house the college in the downtown area.

The college has received the approval of its site plans for the Mount Vernon campus from the National Capital Planning Commission. It

96-548 O - 73 - pt. 1 - 67

also has the support for this location from various civic and community groups as well as the District government. The college needs the requested funds to begin to purchase the land and begin construction drawings for phase I.

Development of the Mount Vernon campus will occur in three phases. Phase I is the acquisition and construction of squares 425 and 426. Acquisition of these two squares is scheduled for fiscal year 1974, with construction to begin in fiscal year 1975. This will allow the college to begin using these facilities by July or September 1978. Phase II consists of acquiring square 402 and part of square 401 in fiscal year 1975, with construction to start in fiscal year 1976. The college would occupy these facilities by September 1978. Phase III consists of acquiring the rest of square 401 and a part of square 449 in fiscal year 1976, with construction to start in fiscal year 1977 and reach total completion in 1980.

In addition, the college will begin renovation of the old Central Library this year. The old library will be the gateway to the new campus. It will be used as the undergraduate Media Center and will house the core collection as it relates to the general academic programs for the Mount Vernon campus.

Program estimates are:

Fiscal year:	
1974	$5,093,000
1975	20,500,000
1976	28,500,000
1977	19,000,000
1978	2,500,000

FEDERAL CITY COLLEGE AND DISTRICT OF COLUMBIA TEACHERS COLLEGE

The two institutions under the direction of the Board of Higher Education, District of Columbia Teachers College and Federal City College, have during recent months participated in a task force effort directed toward investigating how the two institutions could cooperate toward an end which would result in mutual support, joint administrative effort in selected areas, and a combined thrust at gaining maximum returns from appropriated funds. We have examined academic and service areas and will be prepared in the very near future to make recommendations to the Board of Higher Education for the purpose of eliminating offerings and services that represent a duplication of effort.

CONCLUSION

Federal City College's accomplishments, services, and needs combine to justify continued support from the Congress at the requested level. Our achievements and worth extend much further than the success of those who graduate from our academic programs. Our services to the community in both extension and cooperative education courses, our staff development programs for other government and nongovernment agencies, our research studies and projects performed through our many Federal grants are but a few of the other positive achievements of the college which, when viewed collectively, are all important in fulfillment of our mandate to serve the citizens of the District of Columbia.

Mr. Chairman, I state without reservation that you have just reasons to consider the college's performance as our appreciation of the support you have afforded us in the past and which I am sure you will continue in the future.

COLLEGE IMPORTANT TO NATION'S CAPITAL

Senator BAYH. Before proceeding with my questions, let me say that I was an original supporter of the Federal City College in concept and in legislation and voted for the measure when it was before the Congress. I felt then and continue to feel that a strong Federal City College is important to our Nation's Capital and the young people who will be able to take advantage of the educational opportunities. So the questions I direct will be a continuation of my concern that all of us should have the opportunity to do what we can to see that this institution thrives and grows. I am glad to have the chance to have the thoughts of such a distinguished educator as yourself in helping me explore what I can do as the Chairman of this subcommittee and to help you do the job in dealing with it.

Dr. JOHNSON. Thank you very much.

Senator BAYH. I would like, if I might, Dr. Johnson, to explore with you certain grants that the institution has received—specifically the special services for disadvantaged students, an HEW grant, the education and planning Model Cities grant, released inmates vocational rehabilitation grant, and the title III, needs assessment District of Columbia public schools grant.

I would like to, if I could, ask you to give us just a capsule view of the status of those grants—how much the grants are for, how much has been expended so far, and what is the likelihood of continuation of these grants in 1974 fiscal year, as you see it, sir?

Dr. JOHNSON. Yes. Mr. Chairman, if I may, Mr. John Green will answer the question.

Mr. Green.

Mr. GREEN. Mr. Chairman, the released inmates vocational rehabilitation program is an interagency agreement with the District of Columbia Vocational Rehabilitation Administration agency. The current fiscal 1973 award, the actual award, was $116,000. I believe it was indicated in your request that the award was approximately $121,000; $121,000 was the estimate available at the time we prepared the document. Through April 30——

Senator BAYH. $116,000 was the specific amount of the grant?

Mr. GREEN. Yes, sir. That is correct.

We have spent $91,364 through April 30. The continued funding is favorable at this particular time.

The project director, Dean Taylor, is available to speak to the purpose and the present status of the grant.

Dr. Taylor.

Dr. JOHNSON. Dr. Taylor.

Dr. TAYLOR. The purpose of the grant is to provide some guarantee of minimum financial assistance to men who come to the college from Lorton, through the Lorton project. As you perhaps know, the college financial aid office is not in a position of being able to guarantee 100-percent financial aid to any identifiable group of students.

This happens to be a group of students with a 100-percent need. So, consequently, it is necessary for the college to call on a sister agency to provide at least a minimum guarantee. What this grant does is to guarantee that each released inmate who comes to the college for education will be able to get some assistance, a minimum of like $50 per month. It is treated as a supplement to the financial aid program.

Senator BAYH. How many students are taking advantage of this particular grant?

Dr. TAYLOR. During the past year, 78.

Senator BAYH. Seventy-eight. Now, is this, say, $50 figure—does this go to individuals who are presently incarcerated at, say Lorton?

Dr. TAYLOR. No, only to persons who have been released.

Senator BAYH. Those who have been released?

Dr. TAYLOR. Correct.

Senator BAYH. And do you have every anticipation that this will continue next year?

Dr. TAYLOR. Every indication is that it will continue.

Senator BAYH. How would you mark it on a scale of A, B, C, D, E?

Dr. TAYLOR. I would say B+.

Senator BAYH. B+?

Dr. TAYLOR. B+.

Senator BAYH. Thank you.

EDUCATION AND PLANNING GRANT TO FCC

Mr. GREEN. Sir, the second grant, the education and planning grant, was an award from the District of Columbia Model Cities. The actual award for the year which ended December 31, 1972, was $108,850. Through that period, we spent approximately $98,010.

The possibility for continued funding of the project is at this time nearly zero. It is a part of the Model Cities funding situation.

Prof. Casey Mann, the chairman of the department of planning and development, was the project director for the project, and he is here to speak to the purpose and the present status of the grant.

Senator BAYH. Mr. Mann.

Mr. MANN. Thank you very much.

The purpose of the education and planning program was to provide to the model neighborhood residents instructions in city and regional planning to help increase their ability to participate in urban renewal and the Model Cities program.

This was done through two directions, students participating directly in our regular degree program, and also residential training provided by the faculty and staff in the model neighborhood area.

The current status of the program is that the current staff was discontinued as of April 20, with one other staff member being allowed to May 20. Our students will be continued until June 30. At that time, the renewal seems bleak, in terms of it being renewed.

Senator BAYH. Was that part of the national administration's effort to gut Model Cities? I suppose that is about the best way to describe it. Or is this a unique——

Mr. MANN. It is part of the HUD funding, and the program had to take a substantial cut in various areas. This was one of them.

Senator BAYH. How would you rate it on a scale A through E, as far as success is concerned?

Mr. MANN. For refunding?

Oh, success; B+.

Senator BAYH. Well, thank you very much, Professor Mann.

Mr. GREEN. Mr. Chairman, what I failed to indicate was the fact that Model Cities project had been approved for the period January through April for the current year's project. But due to the cutback for all operational purposes, the program ended April 20. We have been on a month-to-month funding since January. We were funded for 60 days, January to February. Then we were funded through April 20. Then we had one person funded for 1 month. Then the students who were participating in the program received their educational stipends through June, and on June 30 of this year, the program terminates.

The third grant was a special services for disadvantaged students grant from the Department of Health, Education, and Welfare. The fiscal year 1973 award was for $140,000. The amount spent through April 30 was $90,820. Continued funding has been assured at the $120,000 level through the next 2 years.

Mr. Hosea Zollicoffer, one of the college counselors, is the college director for that project and will speak to the purpose and present status.

Senator BAYH. Mr. Zollicoffer?

Mr. ZOLLICOFFER. Thank you, Mr. Chairman.

The special students service project in higher education provides counseling, reading, tutorial, special services, which is cultural enrichment activities—reading, writing, and typing assistance, legal services, and drug education and information services for 360 low-income, disadvantaged students from the inner city of Washington, D.C.

Fifty percent of these students are residents of the model cities area. Twenty of them, over the last year, are physically handicapped. These students are students whose educational, social, cultural, and economic background is such that they are not likely to be successful in achieving a college education without special supportive services.

We attempt to do almost anything within range to keep them in school and keep thir grades up to par and provide them with services that the college would not ordinarily be able to provide normal students.

Senator BAYH. How do you rank it, A through E?

Mr. ZOLLICOFFER. Well, we had a site visit about 2 months ago, and we got the overall evaluation and it was very good. So, on the basis of that and on the basis of what I know, I would have to give it an A−.

[General laughter.]

Senator BAYH. More power to you. I certainly think that is a great need there.

The future looks all right for that?

Mr. ZOLLICOFFER. Very good, sir.

Senator BAYH. It ought to.

All right. Thank you very much, Mr. Zollicoffer.

TITLE III NEEDS ASSESSMENT GRANT

Mr. GREEN. Sir, the last grant was the title III needs assessment. This is an interagency agreement with the D.C. public school system. The actual award for the current year was $56,216. The actual amount spent through April 30 was approximately $42,000. The continued funding at this time is still being negotiated.

Mr. Randolph Scott, one of our administrative personnel and part-time faculty, is the project director of the grant and will speak to the purpose and the current status.

Senator BAYH. Mr. Scott?

Mr. SCOTT. Thank you.

Just to make one point clear, I am not project director. The project director was unavailable, so I will speak on the project.

Senator BAYH. Who is the project director?

Mr. SCOTT. I beg your pardon?

Senator BAYH. Who is the project director?

Mr. SCOTT. Dr. Page was project director.

The project is designed to measure the perceived needs in the D.C. public school system. These are needs as perceived by the students, the parents, and the faculty of the school system. It was designed to—in this project, questionnaires were distributed to the students in the 18 high schools and vocational schools in the District, and to randomly selected parents, and the faculty in those schools.

All totaled, there were just around 3,000 individuals questioned and questionnaires completed on them. The types of questions that were asked, for example, on the student questionnaires, they were asked questions dealing with the curriculum, with the building in which the institution is housed, and its supplies, counseling programs, the responsibilities of the students themselves, how they perceived these type things.

Senator BAYH. How voluminous a questionnaire was this—one page, two pages?

Mr. SCOTT. Oh, no; totaled there were about—on the student questionnaire, roughly around 200 questions. On the parent questionnaire, there were roughly around 100 questions.

Senator BAYH. Mailed out or hand delivered or how?

Mr. SCOTT. Well, the student questionnaires were distributed at the schools when they had the assembly sessions.

Senator BAYH. In the high schools?

Mr. SCOTT. In the high schools. During the assembly sessions, the work periods, when the students had their free study sessions.

The faculty questionnaires were distributed at faculty meetings at the school. The parent questionnaires were mailed out and returned by mail.

Senator BAYH. You mentioned that negotiations were still going on for future funding.

Mr. SCOTT. Yes.

Senator BAYH. What sort of negotiations and what sort of money are we talking about for next year?

Mr. SCOTT. Well, for next year, we are talking, roughly, about $100,000. That is what the negotiations are.

Senator BAYH. Were you personally involved in this study, putting it together, or are you just reporting the product of others?

Mr. SCOTT. Well, I was involved in some aspects of it, not in the study per se, but in the personnel, in the handling of the account.

Senator BAYH. How would you rank it, A through E?

Mr. SCOTT. As far as success?

Senator BAYH. Yes.

Mr. SCOTT. It has been very successful. I would rate it A.

Senator BAYH. Things are looking up.

Thank you very much, Mr. Scott.

Mr. Green—or Dr. Green?

Mr. GREEN. Mister; maybe next year it will be Dr. Green.

Senator BAYH. I wonder if you could provide us a bit more information about these grants for the record. We do not need it here, and I do not want to be picayune about it, but I am trying to get a better feel for just how these funds are being spent and managed in what I feel are very important areas for the college. Last year's Senate committee report mandates that we look into this area of Federal grants.

In the area of special services for disadvantaged students, where Mr. Zollicoffer very adequately pointed out the help given to those students—they need this kind of help; and Mr. Scott's area, title III needs and assessment of what the future might hold—could you give us the following information if you would, please?

Contracts that might have been signed to procure assistance for others to provide the services of the grant; supporting financial documents behind and associated with these contracts; and the results, in a bit more specifics than those that were given in capsule form, even if the final result has not been published. If we can have a draft result, we can get sort of a picture of what happened.

I would like to ask Mr. Sauvain on the committee staff to work with that, if it is all right?

Mr. GREEN. Yes, sir; we will furnish that as quickly as possible.

We have furnished all of the contracts, consultants and otherwise that we have had for the past year and a half of 2 years, covering all grants—we furnished that for the committee. They have been submitted to the D.C. Budget Office, but I do not believe that the supporting documentation you requested was a part of that package, so we will make that available.

Senator BAYH. Anything we have; we do not want to ask you to do again for us. Just help us flesh it out.

[The information follows.]

Information for Special Services for Disadvantaged Students has been submitted.

There were no contracts let on behalf of the Title III Needs and Assessment. A final report will be provided the Committee upon completion.

ALLEGED ABUSES AND CONVERSION OF FUNDS

Senator BAYH. Dr. Johnson, I do not know how we can avoid discussing the very unfortunate incidents that happen out there, so we might as well just look at it head on and ask you from an organizational or management standpoint, what steps have you taken or have others taken to strengthen the lines of authority to prevent the abuses and conversions of funds, such as those that are alleged—I underline the alleged—to have occurred at the school of education?

Dr. JOHNSON. Mr. Chairman, I must say that the entire college family, especially the administration, has outlined a procedure to endeavor to guarantee that some of the happenings which have been unfortunately adverse to the institution will not occur again.

I believe our steps could be outlined in the following manner: No. 1, we endeavored to investigate all areas where there was a probability that irregular action could emanate from that area. Where we believed it necessary and valuable, we asked the Mayor to allow us the services of his auditors. They came in, looked at many areas, and made recommendations which, of course, went to the Mayor's office, and immediately, we initiated structures to implement the recommendations.

We have added personnel to the Finance Office to asist Mr. Green and Mr. Brown, and they have restructured their procedures, such that all such moneys can be monitored directly and that we could have reports at periodic intervals telling us what is going on.

Now, I must admit very readily that as the auditors discover irregularities, minor and major, these irregularities will always suggest another step which we should take. But we have been on this for about 1 year, the present academic year, and it is our opinion that we are making headway and that by the beginning of the next academic year, we should have a structure which would cause the probability of discovering irregularities of the sort we entertain now absolutely zero.

Senator BAYH. I am glad to hear that, and we will be very anxious to hear your report and also to cooperate with you in any way that we can to help in that direction.

Dr. JOHNSON. Thank you very much.

Senator BAYH. I notice, Dr. Johnson, as a newcomer to this committee, just as I understand a significant percentage of the Higher Education Board are newcomers to that committee—I notice, looking back through the hearings in the record last year that the committee was told that the Board of Higher Education was expected to—and I quoted from the hearings: "Issue rules and regulations concerning the governance of the college and respective roles and responsibilities of the officers and constituencies of the college."

Are these rules and regulations completed? If so, I would like for you to submit them for the record, and could you give us a capsule idea about how they are working?

Dr. JOHNSON. Mr. Chairman, these rules and procedures are not completed at this time, but we are in the midst of developing these rules and procedures, and we are very interested that all elements of the college family, including the Board of Higher Education, will play a part in the development of these rules and procedures. For example, academic policies—we invite recommendations for these policies to come from the academic communities. They would come as recommendations to the administration of the college and then would be forwarded as recommendations, where they must be finally approved by the Board of Higher Education. That is the working technique.

Policies which involve students—we would like for the student organizations to have input to make recommendations, which we will examine in conference with them and make changes and so forth, before we forward the recommendations to the Board for final approval.

Senator BAYH. I have never run a college. I admire those of you who do accept this responsibility. But how long does it take to put these rules together? It seems that is rather basic.

Dr. JOHNSON. Mr. Chairman, at the beginning of the academic year which follows—that is, September 1973—we believe all of these rules will be in finalized form. We will be able to present copies of all of them to the committee.

Senator BAYH. So you would be off and running for the next academic year with your new guidelines or ground rules?

Dr. JOHNSON. That is the plan.

RESPONSIBILITIES OF FEDERAL CITY COLLEGE UNITS NEED TO BE DEFINED

Senator BAYH. I note also, in looking at Dr. Randolph's testimony last year, that the committee was told—and I quote from his testimony:

> The root causes of the problems of FCC were the responsibilities of the various parts of the institution, such as the administration and faculty, were not clearly defined there were no clear organizational lines.

And that this led to decisions, we were told, made on the basis of power struggles between individuals.

Now, is that a fair assessment? Or, perhaps more significantly, what has been done about this? Has this been resolved? Perhaps you do not agree with the statement of your predecessor?

Dr. JOHNSON. Well, first, I would hesitate to agree completely with the testimony quoted. I must state, in all truthfulness, that there were factional dissensions, not an insurmountable degree, when I came to the college as acting president, August 1, 1972.

Ms. Pinkett corrects me: I came to the college on that day, but I became acting president November 1, 1972.

Mr. Chairman, we have endeavored, as our first effort, to bring an element of harmony to the different elements which constitute the college family, to get people to sit down and talk together, and to make plans. We believe that is what was missing—a lack of cohesion, a lack of respect for the ideas and opinions of each other. We sincerely believe we have surmounted that obstacle at this time. The faculty organization, the student organization, the administrative echelon, the support staffs, all are willing to send delegates to meetings, to sit down and exchange ideas.

It is my opinion that was the first step toward progress. We are doing that. I believe the dissension alluded to, if it were true at that time, is no longer true now.

Senator BAYH. I am proceeding on the basis of testimony that was given prior to my assuming the role of chairmanship, just as you are proceeding as president, based on activities and pronouncements of your predecessor.

Ms. PINKETT. May I say something?

Senator BAYH. Please.

Ms. PINKETT. I would like to say, Senator Bayh, in connection with your—with the comments that you have read, that they were certainly true at the time that they were made. There was a total lack of communication at the college, and it spread, unfortunately, to the Board. It was, in fact, true.

Senator BAYH. I am glad to see that it is not true now.

Ms. PINKETT. Thank goodness, it is not.

Senator BAYH. You concur with that assessment?

Ms. PINKETT. Yes, absolutely.

Senator BAYH. Dr. Johnson, I noticed in the Post the other day a story that you had asked the D.C. Audit Agency to audit every department of the school. Now, is that correct? If so, what is the status of the audits? Would it be possible for us to have the results here?

Dr. JOHNSON. That is not true, Mr. Chairman. The very competent local press misunderstood me, if they were quoting me. We have invited the auditors to come in for various areas of the college where funds were handled and where accountability for the use of funds should be a matter of record. In some instances the development of that area or that effort over a number of years past, there were no requirements listed for reporting activities of funds and so forth. These are areas we wish examined so we can truthfully state that we are beginning with a clean slate.

We will then develop guidelines. The Finance Office will have checks and monitoring procedures that will operate from now on. So that is the impetus which caused us to invite the auditors in to examine the accounts that have operated, as it has operated in past years, and tell us the status.

AUDIT OF FEDERAL CITY COLLEGE OPERATIONS

Senator BAYH. Then, do I understand your response to be that audits are being conducted in all of those areas where funds are handled?

Dr. JOHNSON. Audits are being conducted in all areas where funds are handled and where we have concern as to how the funds were handled. By concern, I mean there may be questions which we cannot answer. We do not inject the suspicion of irregularities at all, until we get the audit report.

Senator BAYH. I guess most institutions are audited, and that does not mean anybody is suspicious of them.

Dr. JOHNSON. That is true. I agree.

Senator BAYH. I think you can use due process there, too.

Are you at liberty to tell us what areas are being audited now?

Dr. JOHNSON. A prime example, sir, is the——

Senator BAYH. Could you give us a complete list for the record?

Dr. JOHNSON. Yes; I can furnish that, sir. Yes.

[The information follows:]

The following audits are currently in progress at Federal City College:

Audit agency	Area audited	Status
HEW	All HEW and Office of Education grants and contracts.	Continuous.
District of Columbia Municipal Audit Agency	Bookstore operations	In progress.
	Community education	Complete.
	Checking accounts	
	Athletic program	In progress.
District of Columbia Model Cities	Model cities grants	Do.
UPO	UPO-model cities project	Do.

CONSULTANT FEES SPENT AND ANTICIPATED

Senator BAYH. Inasmuch as this whole business of consultant fees and contracts is one of the problems that has been a bit embarrassing, could I ask you—could you tell me how much the Federal City College

spent on consultant fees in 1973 and how much you anticipate spending in the same area in fiscal 1974?

Dr. JOHNSON. Yes, Mr. Chairman.

Mr. Brown?

Mr. BROWN. I do not have the total amount, but I can furnish that for the record.

Senator BAYH. Could you give us some estimate?

Mr. BROWN. About $90,000 for consultant services in fiscal year 1973.

Senator BAYH. And do you anticipate the same amount, or more?

Mr. BROWN. Well, the item budgeted for consultant services for 1974 is about the same amount.

Senator BAYH. Is that appropriated funds, or does that also include Federal grants?

Mr. BROWN. That is appropriated funds.

Senator BAYH. Could you give us, for the record, then, when you have a chance to compile the figures, both for Federal grants and appropriated funds, the amount of money spent—anticipated being spent in fiscal 1973 and in future 1974 for consultant fees and contracts?

[The information follows:]

Question. What is the amount of money anticipated being spent in 1973 and future 1974 for consultant fees and contracts. List all consultant contracts entered into by the College for FY 1973. Give the amount of each contract and general status.

CONSULTANT FEES AND CONTRACTS—FISCAL YEAR 1973

	Amount	Status
Shelvie McCoy	$1,000	Completed.
Continuum Ltd	2,000	Do.
Clifford Lee	2,496	Do.
Concern Group, Inc	1,600	Do.
UNCO, Inc	26,263	To be completed August 1973.
LEM Co	6,344	Completed.
Kathleen McKee	2,475	Do.
Washington Motel and Country Club	1,799	Do.
Peter Hambright	1,400	Do.
Ken Wigler	2,100	Do.
Taylor, Lieberfield and Heldman	10,300	Do.
Fund for Neighborhood Development	9,880	To be completed July, 31.
Bernard Londner	1,440	To be completed July, 6.
Urban Business Education Association	2,425	To be completed June, 15.
Delroy L. Cornick	2,500	Completed.
Anthony R. Donfor	2,100	Do.
Editorial Enterprises	2,000	Do.
International Institute for Education Technology	2,500	Do.
General Systems Corp	2,500	Do.
Robert Hasenfus	2,400	Do.
International Institute for Education Technology	24,082	Do.
Technical Assistance of Training Corp	900	Do.
Dan Sawyer	640	Do.
Frank Shuler	600	Do.
Marguerite Thomas	640	Do.
Beach & Sill, Inc	12,500	To be completed Dec. 31, 1973.
Subtotal	124,884	
Estimate, balance of fiscal year 1973	38,400	
Total, fiscal year 1973	163,284	
Fiscal year 1974 estimate	164,000	

PROCEDURES FOR AWARDING CONTRACTS

Senator BAYH. Could you tell us now, if you have the information at your finger tips—or, if you do not, give it to us for the record—what are the procedures that you employ to maintain fiscal control over the awarding of such consulting contracts? Are there any restrictions on who gets a contract, restrictions on a faculty member doing consulting work, for example?

[The information follows:]

Procedures which relate to consulting contracts at Federal City College are contained in the following directives.

Federal City College

DIVISION OF FINANCE

PROCUREMENT OFFICE

May 25, 1972

MEMORANDUM

TO: FPU Heads and Grant Project Directors

FROM: James H. Jackson
Supply Management Officer

James H. Jackson

SUBJECT: Request for Proposal Policy

The college wide RFP Policy is presently under review for revisions. Revision of this policy is contingent on a new D. C. Government Procurement Policy on Negotiated Contracts for Personal and Non Personal Services, which is soon to be released.

Until revision of the policy, FPU Heads and Grant Managers should adhere to the Dept. of Finance's directive, Contracting Instructions for Consultants Experts and Other-Non Supply Services, dated, April 10, 1972. (SEE ATTACHED DIRECTIVE).

April 10, 1972

CONTRACTING INSTRUCTIONS FOR CONSULTANTS, EXPERTS AND OTHER NON-SUPPLY SERVICES

(1) Contracting Authority - Among the responsibilities of the Division is the preparation of contracts for obtaining services through independent contractors or individuals. A contract is required in the performance of any service by individuals or organizations for the College by Public Law 600, 79th Congress, as amended and Section IV Part 8-D.C. Procurement Manual, January, 1966. In general, contracts for purely personal services may not be obtained since such services involve the employer-employee relationship in which the College has the right to control and direct the individual not only as to the results to be accomplished, but also to the details and means by which the results are to be accomplished. If the proposed individual or organization is subject to the result to be accomplished, but not as to the means and methods for accomplishing the result, he is normally considered an individual or independent/contractor and contracts may be made. The comptroller general has determined in numerous cases that as a general rule, purely personal services to be rendered to the Government may not be obtained on contractual basis but are required to be performed by regular employees. In general, then, the contracts for which the Accounting section is responsible must involve an end product upon: termination of such contract.

Operating officials considering requests for contracts should be guided by several criteria. Of the eight items listed below, if more than three of such criteria apply to the circumstances in which a contract is being considered, then the service in question is not legally obtainable by contract. The criteria are:

(A) The equipment and supplies necessary to perform the services are to be supplied by the College.

(B) The necessary office or working space is to be furnished by the College.

(C) The services will not require the use of special knowledge or equipment possessed by the contractor.

(D) Qualified District employees are reasonably available to perform the services or can be obtained through the normal employment procedures and processes.

(E) The services are of a continuing rather than a temporary or intermittent character.

(F) The services will not result in an end product which is adequately described.

(G) The fee or price will be based on the time actually worked rather than the results to be accomplished.

(H) The fee or price will not be based on the use of contractor's facilities, staff or equipment.

According to present District of Columbia regulations, the College may exercise discretion in contracting authority. When services of $2,500 or less are required by operating officials, the College may proceed to provide the contract and negotiate for such services direct with the contractor. If less than $2,500, it will be executed with the individual or organization selected and the services may commence. Under no circumstances, however, is work to be started or any service performed until a contract has been approved.

The procedures will be effective only if the responsibilities of all individuals involved are observed. These responsiblities are:

(A) The operating official directly working with and evaluating contractor's work must certify in writing to the Accounting Officer that the terms of any contract are being met. The frequency of such certification and payment will be determined by the payment provisions of the contract but no payment will be made without certification.

(B) The contractor is required to fulfill the terms of the contract. Written progress reports may be required of the contractor. If so, the contract will include such requirements. The contractor must be aware of the payment provisions of the contract, and the contractor must submit an invoice to the Accounting Officer prior to the receipt of any payment. The contract will include the proper name and address for submission and all invoices must bear the number of the contract under which the contractor is providing the service and requesting payment.

(C) The Accounting Officer, Upon receipt of a request for contract, will prepare within five working days the necessary contractual forms and process according to the dollar amount involved. This Officer will be the liaison individual between the College and the D.C. Procurement Officer in all matters relating to the Services Contracts. Upon receipt of certification of work performed and invoices submitted by the contractor, the Accounting Officer shall initiate payment as prescribed by the contract. Although the Accounting Officer has the responsibility for the pre-

paration of contracts requested and providing information to the D.C. Procurement Officer or D. C. Accounting Officer requesting information relative to the contract, the operating official initiating the contract mechanism must provide information relative to the contract as requested to do so. Since the period of time required for final approval of contracts in excess of $2,500 may vary from a few days to serval weeks, the Accounting Officer cannot be held responsible for contracts which have not been approved but for which services have been performed. In addition, operating officials requesting such contracts must provide sufficient lead time to permit the preparation and execution of all contracts depending on their size and their complexity.

(2) Negotiated Services Contracts (Including Consultations) Proposed contracts less than $2,500 are prepared by the Accounting Officer and forwarded to the D.C. Accounting Officer for further review. Contracts in excess of $2,500, but less than $25,000 may be approved by the D.C. Procurement Officer. Those exceeding $25,000 are reviewed by the Mayor's Contract Review Committee. As this line of approval authority indicates, contract approval is determined by the size of the contract in question, whether or not the contract is an individual or an organization.

(A) Procedures - After applying the above criteria and explanation, operating officials requesting contract must provide to the Accounting Officer in writing the following information:

1. Name of the office or department requesting the contract.

2. Duration of contract
3. Source of financing and amount of contract
4. Name and description of individuals or organizations contacted as potential contractors.

(a) If the proposed contract is in excess of $500, there should be at least three proposals received.

(b) If the service requested is less than $500, a letter of authorization may be issued by the Accounting Officer in lieu of a formal negotiated contract. However, before an authorization letter is forwarded to the contractor or consultant, there must be on file in the Accounting Contract Unit, evidence of an offer from the College and an acceptance by the contractor or consultant constituting an agreement as to the work to be done, fee or perdiem rate, period of service, location

- of services, or any other special provision that will effect the agreement or the understanding of the agreement. In no instance will a contractor or consultant be reimbursed for services performed without a letter of authorization from the College Accounting Officer.

5. Description of work to be performed. The description should include the methods by which the work will be performed, the requirements of the College to assist in the performance of the work, and the anticipated end result.

6. The name of the organization or individual selected for the contract award.

96-548 O - 73 - pt. 1 - 68

THE
FEDERAL CITY COLLEGE
OFFICE OF ADMINISTRATION AND FINANCE
1420 new york avenue n.w./washington d.c. 20005

September 27, 1972

TO: All Staff, Faculty and Grant Managers

FROM: John E. Green, Director of Finance

SUBJECT: Procurement Practices Relating to College Employees

Your attention is invited to paragraph 1-407 of the D.C. Procurement Manual which states:

> "Contracts or purchases shall not knowingly be entered into between the District and employees of the District or business organizations which are substantially owned or controlled by District employees except for the most compelling reasons, such as cases where the needs of the District cannot reasonably be otherwise supplied. When there is reason to believe that an exception should be made, approval of the D.C. Material Management Officer shall be obtained prior to entering into any such purchases or contracts. Further, District employees charged with any type of procurement or supply responsibility may not, in the conduct of official duties, conclude any transaction of any type from which they will gain personal benefits, under penalty prescribed in P.L. 87-849, as set forth in Appendix D, Exhibit 1, of the D.C. Personnel Manual."

Effective immediately, and except as approved by the D.C. Material Management Officer, no further negotiated services contracts, consultant services, or contracts for equipment, supplies or other services, will be entered into by the College with any employee of either Federal City College, other District of Columbia Government agencies, or the Federal Government. Additionally, no contracts will be approved with organizations substantially owned or controlled by employees of either Federal City College, other District of Columbia Government agencies or the Federal Government.

The D.C. Procurement Manual further states the following:

> "The District is required by law to report any known or suspected collusive bidding practices to the U.S. Department of Justice."

In this respect, contracts or consultant services requested to be performed by relatives of employees of Federal City College should be carefully screened and approved by the appropriate Vice President prior to submission to the College Procurement Officer for further action.

THE
FEDERAL CITY COLLEGE
OFFICE FOR ADMINISTRATION AND FINANCE
1420 new york avenue n.w./washington d.c. 20005/tel (202)

July 24, 1972

MEMORANDUM:

TO: FPU HEADS AND GRANT PROJECT DIRECTORS

FROM: John E. Green, Jr.
Director of Finance

SUBJECT: Unauthorized Action to Obtain Goods and/or Services

Your attention is directed to the attached circular, issued by the Procurement Officer, D.C. It clearly states the District and the Colleges legal position applicable to instances where individuals, without proper authorization, commits goods and/or services chargeable against college appropriation or grant funds.

The College, being an agency within the District of Columbia Government, is bound by law to act accordingly in these situations.

It is likewise my responsibility to bring to your attention any and all rules and regulations governing such practices. These have been clearly stated in past directives from this office but again need restating.

Please pass this information on to all subordinates who are engaged in acquisition activity of any kind. Keep in mind, however that you as head of your particular unit or grant are held accountable for all such activities.

Your continued cooperation is greatly appreciated.

"A TRUE COPY"

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF GENERAL SERVICES
BUREAU OF PROCUREMENT

March 18, 1970

CIRCULAR MEMORANDUM NO. 738-RGW

TO ALL HEADS OF DEPARTMENTS AND AGENCIES

SUBJECT: Need for Official Contract Action Prior to Furnishing Services or Materials

A number of situations have come to my attention wherein District Officials who are not authorized to enter into contracts or otherwise commit the District in the expenditure of public funds have authorized the furnishing of services or materials direct from business firms without official contract action.

There is specific legislation enacted by the Congress which applies to the District and clearly states that the Government is not liable for acts of unauthorized officials. Further Title 41, Section 5, U.S. Code, which also applies to the District of Columbia Government, states that:

> "*** purchases and contracts for supplies or services for the Government may be made or entered into only after advertising a sufficient time previously for proposals, except (1) when the amount involved in any one case does not exceed $2,500, (2) when the public exigencies require the immediate delivery of the articles or performance of the service, (3) when only one source of supply is available and the Government purchasing or contracting officer shall so certify, or (4) when the services are required to be performed by the contractor in person and are (A) of a technical and professional nature or (B) under Government supervision and paid for on a time basis.***"

Further, the Comptroller General of the United States has ruled that:

> "*** when a statute vests in a board or other Federal agency discretion in the use of appropriated funds, such discretion properly may be exercised only in advance of the incurring of the obligation, as approval after an expenditure has been incurred does not constitute the exercise of discretion in the use but a condoning of what has already been done. This does not meet the requirements of law and tends to encourage subordinates in incurring obligations which, perhaps, the officials vested by law with authority to exercise discretion in the matter would not have sanctioned had the matter been brought to their attention in advance. When authority to exercise discretion is vested by law in a board or head of an establishment, such authority may not be delegated to a subordinate

> unless such delegation is specifically authorized by statute. Furthermore, when discretion in the use of public money is vested in the head of a department or establishment, it is not an unlimited but a legal discretion to be exercised within the limitations and for the purposes of the statutes providing the funds and prescribing the activities of the department or establishment concerned."

The Comptroller General has also ruled:

> "Although Congress in making appropriations under its exclusive jurisdiction as conferred by Constitution leaves largely to administrative discretion choice of ways and means to accomplish objects thereof, that administrative discretion may not transcend statutes, nor be exercised in conflict with law, nor for accomplishment of unauthorized purposes, and unauthorized objectives may legally no more be reached indirectly by stipulations in contracts than by direct expenditure."

This office within stringent staff limitations makes every effort to handle all agency requests promptly. We are prepared to do everything possible to expedite procurement actions to meet time deadlines of our operating agencies. In emergency situations we are prepared to do everything humanly possible to obtain necessary supplies, equipment, or services immediately.

Since we do have a limited staff, we request our agencies to allow as much lead time as possible in submission of the request to this office and to let us know their needs as soon as they can be determined by the agencies. However, we cannot ratify actions of other District officials who have acted without authority or who have otherwise not fulfilled the requirements of law in making the commitment and, and when such actions are taken, the Comptroller General has ruled in several cases that the liability for the action is with the individual public official who committed the act and is not a legitimate responsibility of the Government.

We have been able to avert such situations within the District of Columbia in the past but it cannot be expected that we will be able to continue to do so. Therefore, your cooperation in making your needs known to this office at the earliest possible moment and without any form of commitment to any prospective supplier of goods or services would be appreciated.

R.G. Wessells /S/
Procurement Officer, D.C.

"A TRUE COPY"

John E. Green Jr.

John E. Green, Jr., Director of Finance

CONTRACT RESTRICTIONS

Mr. BROWN. Yes. All of our contracts are governed by the rules and regulations of the D.C. Government Procurement Office, which prohibits, for instance, contracts between faculty members and the college or between other District employees and the college. We also have the requirement that all contracts above $2,500 have to be approved by the District Procurement Office, where they are carefully looked at by the District procurement officials. If they are contracts above $25,000, they have to go before a committee of the Mayor for review.

UNLAWFUL GRANTS AND LOANS TO LORTON INMATES

Senator BAYH. Let me ask you to deal with another problem that was brought to our attention recently. What has been done to prevent a reoccurrence of the situation where what turned out to be unlawful grants and loans were made to Lorton inmates taking courses at Federal City College?

Mr. BROWN. Well, we have issued regulations to the Financial Aid Department that have been agreed to by the Department of Corrections. Primarily, these indicate that students who are incarcerated. that are still at Lorton, are not eligible to receive any financial aid. Those that are in halfway houses can receive work-study aid only, and the students who have been released can participate in the financial aid program as any other student.

We made specific regulations, rules, that require that before any financial aid is given, a check is to be made of the student's status, that checks be made with the project director to find out for sure whether the student is on a release program or whether he has been reincarcerated. There should not be any further incidents of students who are incarcerated receiving financial aid.

Senator BAYH. As I understand it, the college admitted knowing that Lorton students were involved. Was it the fact the distinction was not made between those on release programs or in halfway houses and those that were incarcerated?

Mr. BROWN. That was part of the problem. There was some misinformation as to the status of the student, whether or not he was incarcerated or whether or not he was on a release program. Also, there was a lack of information about some of the other assistance the students were receiving. For instance, the Department of Corrections provided the students with $10 or $20 per week fee to cover their meals while they are at the school. They are bused up from Lorton and spend all day at the school. We did not have information about that, or at least the financial aid office did not have information about that, and financial aid provided some assistance for the bused students to cover their meals and their transportation between classes.

Well, that has been cleared and we know now which students are bused, and none of them are eligible for any financial aid.

Senator BAYH. Yes. Now, how many dollars were involved in that whole business, and what happened to those that obtained funds?

Mr. BROWN. Most of the funds were recovered by the Department of Corrections. I understand that they have some $17,000 that they have recovered from these inmates. A few of them, of course, had spent the funds, and they are no longer eligible for financial aid from the

college. Regarding those who falsified their records and indicated that they were released when they were not, that information had been turned over to the Corporation Counsel.

POLICY ON COLLEGE STAFF WHO ARE UNDER INDICTMENT

Senator BAYH. Dr. Johnson, do you have anything to add to Ms. Pinkett's rather specific description of the type of policy being followed by FCC, relative to staff, faculty, administrators that are under indictment?

Dr. JOHNSON. I am sorry, Mr. Chairman, that question I did not get completely. Would you repeat it, please?

Senator BAYH. Ms. Pinkett went into some detail in describing the present status of Mr. Page and Mr. Walls.

Dr. JOHNSON. Yes.

Senator BAYH. I wondered if you had anything further to add on that. I do not think it is necessary, unless you——

Dr. JOHNSON. Yes, Mr. Chairman. Perhaps my remarks might be a bit clarifying. Everything Ms. Pinkett said, of course, was factual. I would like to add this element.

A part of the faculty contract which we issue faculty members is the memorandum of understanding, which is attached to the back of the contract. It specifies that each academic person will be entitled to academic due process. This term has been interpreted by the faculty and by the administration of the college as being due process per the guidelines of the AAUP, which stipulate that under any accusation for removal or penalty toward a person enjoying faculty status, a committee of his peers must constitute a hearing panel and make a recommendation toward the adjustment of that case.

It further requires that the president of the college will notify the faculty organization of the accusation against their coworkers and give the accused persons an opportunity to request such a hearing of their peers. That is the part of the contract with which we were very concerned.

Senator BAYH. Could I ask you to give us a quick study of the Labor Study Center at FCC? What is the amount allocated to the center in fiscal 1973 and 1974? Do you feel this amount is sufficient to meet the demands on the center for courses and services it provides?

If you care, you may submit that for the record, if you do not have it at your fingertips.

Dr. JOHNSON. I believe we have that.

What is it, Jim?

Mr. BROWN. The labor study center is requesting three positions to be made regular, permanent positions that were allocated last year as temporary positions.

The budget for labor study center is approximately $80,000. There is no increase in funding requested for this year.

Senator BAYH. Do you think that is sufficient to do the job?

Mr. BROWN. Well, they had requested a minimum budget of about $250,000, I believe. But in terms of the money that was available to the District, and in the budget allocated to the college, $81,000 was all that was possible to request in this year's budget document.

Dr. Johnson?

Dr. JOHNSON. I would have to agree with Mr. Brown, that within the confines of the restricted budgetary regulations given us, we concluded that was the maximum amount that could be requested. I do not believe the acting director of the labor center would be of that opinion. I am quite certain he is not.

We believe that the labor center envisions a very constructive program for the area, and we believe it will be very helpful for the community. But we believe that in time it will develop and it will need additional funding.

Mr. BROWN. The total unmet needs for the college were well over $7 million, but we were faced with the 4.25-percent cut in the base and that all mandatory raises, like within grades, had to be funded from available resources. So there were just no other funds available to provide for expansion.

NO STUDENT BUSINESS ENTERPRISES SUPPORTED BY FCC

Senator BAYH. Just one last question here about this Office of Student Activities. Could you give us either now or for the record a summary of the types and number of student business enterprises that have been promoted by the Office of Student Activities, and give us an idea of the criteria that is used in making the selection?

Mr. BROWN. There are no student business enterprises at Federal City College.

Senator BAYH. None at all?

Mr. BROWN. None at all. During the academic year 1970–71 and prior, there were some, but they have since been terminated.

Senator BAYH. And there are none now?

One last question, Dr. Johnson. I note with some disbelief as I look at the bottom line, that the budget request for Federal City College this year is some $866,000 less than last year. So perhaps a fair concluding question would be to ask your professional judgment about the overall adequacy of this kind of budget in a time when inflation is confronting us all and the pressures are particularly hard on institutions of higher education.

Dr. JOHNSON. Mr. Chairman, I would answer in this manner, that we do intend to expand the program slightly, not adding additional programs, but expand in terms of effectiveness of existing programs in the academic department.

As far as students are concerned, we are going to increase the enrollment, but we believe since we have been directed to limit our budgetary requests within these guidelines, we will endeavor to increase the maximum use of our dollar to bring these accomplishments about.

Senator BAYH. How many students do you have enrolled now at FCC?

Dr. JOHNSON. Head count, 7,272.

Senator BAYH. How many did you have last year?

Mr. BROWN. Last year we had about the same number.

Senator BAYH. And you anticipate——

Mr. BROWN. But we have increased in terms of our FTE, because more of our students are taking either full-time or heavier loads.

Senator BAYH. FTE is full-time education?

Mr. BROWN. Full-time equivalents that is based on——

Senator BAYH. You cannot win them all.

Mr. BROWN. The full-time equivalent, sir—a student who takes 12 quarter hours, we say is a full-time student. Therefore, two students each of whom is taking 6 quarter hours would count one FTE. We note that even though the head count has remained practically the same, the FTE count has increased, which indicates our students are increasing their credit hours taken. They are taking more quarter hours; they are trying to get out of the college curriculum faster so other students can come in.

Senator BAYH. Do you project this same kind of increase in FTE for the next year? What are your enrollment projections?

Dr. JOHNSON. The enrollment projection—and we did not—our projection formula has not been very beneficial, and I believe that statement could be made in regard to higher education throughout the country—that in the 1960's when enrollments in all colleges was escalating out of sight, we thought this would carry on through to the end of the 1970's. That is not true. We hit a plateau at the beginning of the 1970's, and enrollment leveled off. The contributing causes, the end of the year, et cetera.——

However, it is a fact—however, we believe that the citizens of Washington, D.C., for whom Federal City College was formed to serve, should still be informed of the possibility of securing a college education and so forth. So we have formulated a recruiting program to more or less inform the citizens, because we found many areas in which the people were not familiar with the offering. We believe that will tend to increase the number of students.

Senator BAYH. I salute you for that. Then, what is the answer to the question?

Mr. BROWN. I might just add that——

Senator BAYH. I do not know what it is. I know you cannot put a good housekeeping seal of approval on it, but when you say you are projecting costs for next year, asking for a budget, you certainly must be projecting enrollment and FTE's.

PROJECTED ENROLLMENT FOR FCC

Mr. BROWN. Our projected enrollment, for budget purposes, is the same, 5,500. But we expect that we will have the same number of students, perhaps some small increase, by being able to carry out a more efficient and more effective operation. But the budget itself is based on the same FTE as this year, which was 5,500.

Senator BAYH. Did I misunderstand you, Dr. Johnson? What did you tell me the present enrollment was?

Dr. JOHNSON. Head count, 7,272.

Senator BAYH. Now, I am trying to determine in my own mind, since I missed what FTE meant—should I make a distinction between head count and enrollment? When we talk about——

Dr. JOHNSON. Head count and FTE, we make a distinction between the two.

Senator BAYH. When you talk about this 5,500 that is the FTE, and now it takes 7,272 students to reach the 5,500 FTE. Is that the way it is?

Mr. BROWN. Well, there is a small correction here. That is—the budget is based on an FTE of 5,500. However, the actual FTE is 6,300. This is an indication that the college is being able to serve more students than it is budgeted to serve. The budget is based on an FTE of 5,500, although the actual FTE at the college is 6,300.

Senator BAYH. I tell you, I want to help any way I can to strengthen your institution. I sit here and scratch my head with amazement and think that maybe you folks ought to advise some other elements of the Federal Government on how to run their fiscal affairs, if, with inflation doing what it is doing now, you could ask for less money, at a time when you are really educating more people and providing more FTE's than you are supposed to for the given money.

I understand you are under pressure in this kind of thing to keep the budget down. We cannot force you to take additional appropriations.

Mr. COPPIE. Mr. Chairman, could I just comment.

Senator BAYH. Yes. Where have I seen you before?

[General laughter.]

Mr. COPPIE. I have been around.

The question about the level of 1973 budget as compared to the request for 1974 needs to be answered. One million dollars of the 1973 amount has been transferred to the Department of General Services for 1974, to provide the same services that were provided in 1973.

Now, that has been taken into consideration as a reduction in the Federal City College budget, but it is not a reduction in services to the college. At the time we formulated the 1974 budget, we did reduce the District agencies across the board in a set amount. In the case of Federal City College, that was $500,000. Then we built an increase from that and from our revenue sharing entitlement for 1974, the Federal City College will receive better than $831,000 to provide new services or improved services in the college.

Perhaps the funding level should be higher in your judgment; perhaps in ours too, in an ideal situation. But I think that the funding level, in terms of this budget, will provide for an excellent program of services to the college in the 1974 fiscal year.

Senator BAYH. I hope so. I suppose it is conceivable to say that—well, I intended what I said to be a compliment, an accolade, that with the reorganization and the new guidelines and a closer look, perhaps, we are getting more education for less money.

Mr. BROWN. Yes. Mr. Coppie is right. There is a net increase of about $300,000. However, there are certain mandatory cost increases, like within-grade increases, and increases in other programs, that are also—that the college is absorbing, at the same time it is increasing the number of students they are serving.

MAINTENANCE SERVICES PROVIDED TO COLLEGE

Senator BAYH. Let me ask you one last question that is akin to one we talked to the public school people about. Did you have any problems with maintenance service arrangement that now exists in the District, where you do not have the capacity to do this yourself? Apparently, the $1 million goes to GSA, and they do it.

The public school system felt that, perhaps, some savings and some more expeditious attention to the maintenance problems, particularly, would result if this were an in-house operation. I do not know whether you have any thoughts on that or not, but inasmuch as it has been raised once, I would like to get your opinion and judgment for the record.

Mr. BROWN. Well, one of the factors is that all of our buildings are leased buildings, or most of them, and the service is provided as a part of the lease by the owners. The money that was——

Senator BAYH. Who do you lease them from?

Mr. BROWN. From various owners throughout the city. They are privately owned buildings that we are leasing the facilities from.

The $1 million that Mr. Coppie referred to was money primarily used to cover the lease payments.

Senator BAYH. That is merely rent?

Mr. BROWN. That is rent. Of course, the rent does include maintenance, which is part of the lease agreement for most of the buildings.

Senator BAYH. You have no problem getting quick service and its being done properly and this kind of thing?

Mr. BROWN. Oh—well, yes, we do have——

[General laughter.]

We do have a problem with that. I understand the Department of General Services has made some improvements in their capabilities to service units, and we are looking forward to the results of that.

Senator BAYH. So am I.

ACCREDITATION OF FCC PENDING

Senator BAYH. What is the status of efforts to obtain full accreditation for the college? When will the review be made by the accreditation committee?

Dr. JOHNSON. A collegewide committee on self-study has been activated and mandated the task of completing all necessary actions for the visitation by the middle States team. The committee's time schedule calls for completion of the initial draft of the "self-study" report by June of 1973. The final draft must be ready for the college administration and Board of Higher Education's review by October of 1973. The "self-study" report must be submitted to the accrediting association in February 1974. Hopefully, with favorable consideration by the association, the college will receive accreditation in June of 1974.

Senator BAYH. Has the college expanded its participation in the Prison College program operated by the Department of Corrections? What is current enrollment in the program?

Dr. Johnson.

The Lorton project enrollment at the correctional complex in Lorton, Va. was 133 students at the beginning of the spring academic quarter, 1973. This figure indicates no appreciable growth over the previous two quarters; the fall and winter quarters had an average enrollment of 123 students. The institutional phase of the Lorton project includes inmates who attended classes at the correctional complex and inmates in the busing program. The busing program did show a slight growth, moving from a previous participation of 18 inmates

to 40 students at the beginning of the spring quarter. Slow growth may be attributed to a general decline in the institutional population, lack of space for added classrooms, or an increase in the number of competing programs.

Current enrollment for the total program, including both institutional and busing students, is 133.

Senator BAYH. What ineffective, low-priority programs were identified in your budget analysis, as noted on page GC–2 of the budget justifications? Have they been eliminated?

Dr. JOHNSON. Freshman studies program was terminated because of questionable value in its present form. It was developed without input and participation of faculty currently involved in providing basic instruction. This resulted in duplicating some services already provided by existing departments. The concept needed to be studied by faculty with a view toward establishing educational programs for teaching students with poor preparation for collegiate study which would allow the college to get the most out of its existing resources.

FULL-TIME FACULTY RANK

Senator BAYH. Can you supply information on the academic credentials of your faculty members?

Dr. JOHNSON. I will supply that for the record.

[The information follows:]

FULL-TIME FACULTY RANK - FALL QUARTER 72 - 73

School	Professor		Asso. Prof.		Asst. Prof.		Instructor		Asst. Instructor		Total	
	#	%	#	%	#	%	#	%	#	%	#	%
Business	13	27.0	14	29.0	20	42.0	1	2.0	-	-	48	100
Education	11	11.5	28	29.2	50	52.0	6	6.2	1	1.0	96	100
Lib. & Fine Arts	18	12.0	34	22.8	54	36.2	39	26.2	4	2.7	149	100
Natl. & Applied Health	15	15.0	17	16.0	51	49.0	15	15.0	5	5.0	103	100
College Wide	57	14.0	93	23.0	175	45.0	61	15.0	10	3.0	396	100

DEGREE DISTRIBUTION

Ph.D		MA		BA		Below	
#	%	#	%	#	%	#	%
21	44	26	54	1	2	-	-
38	40	49	51	8	8	1	1
41	27	83	56	22	15	3	2
39	38	53	51	11	11	-	-
College Wide:							
139	35	211	53	42	11	4	1

AUTHORIZED POSITIONS

Senator BAYH. The budget request includes 13 additional positions and $261,300. Tell me in some detail about this request. Do you have any authorized positions that are currently vacant? What is the "Science Van" for which two positions and $57,300 is requested?

Dr. JOHNSON. Evaluation of our requirements indicates that there are included in our request authority for 13 positions and $261,300. Items to be supported by these resources are as follows:

Operation of the summer quarter academic program at 60 percent of the regular quarterly level. ($204,000.) This represents an increase to the currently funded program (461,000). Total program support needed to provide for the expanded program totals $665,000. I have a table for the record on that.

Regularizing 11 positions currently authorized as temporary positions. Only permanent position authorization is requested. These positions are currently filled by temporary appointments with fund existing in the base budget.

[The information follows:]

SUMMER FACULTY

	Fiscal year—	
	1973 [1]	1974 [2]
Personnel compensation	$438,200	$632,200
Personnel benefits	22,800	32,800
Total	461,000	665,000
Actual average salary	14,600	14,700
2 months funding	2,920	2,940

[1] Summer funds can support 150 full-time positions or 35 percent of regular faculty.
[2] Summer funds can support 215 full-time positions or 50 percent of regular faculty.

CONTINUANCE OF SCIENCE VAN PROJECT

Continuance of the science van project. This program, which requires two positions and $57,300, brings high-quality scientific experience to urban problem solving in the community and science enrichment assistance to D.C. high schools. It has served thousands of District of Columbia high school students and District residents through the mobile science laboratory. This laboratory is housed in a 50-foot mobile home, which travels to area high schools and local neighbor-

hoods. The laboratory was partially financed by a grant from the National Science Foundation. Laboratory staff members conduct experiments in such urban problem areas as pollution, lead in house paint, drug abuse, and nutrition. The laboratory has also recently began serving as an information center for sickle cell anemia education for the District of Columbia. The laboratory is staffed by science majors from the college under the supervision of faculty members from the School of Natural and Applied Health Science. The NSF grant expires in fiscal year 1973, and unless the cost of the program is assumed in the operating budget, this valuable project will be discontinued.

As of April 30, 1973, there were 76 vacancies, of which 24 were faculty and 52 nonfaculty.

Senator BAYH. What steps, if any, have been taken to avoid program duplication and overlap between Federal City College and D.C. Teachers' College?

Dr. JOHNSON. The two institutions under the direction of the Board of Higher Education, D.C. Teachers' College and Federal City College, have during recent months participated in a task force effort directed toward investigating how the two institutions could cooperate toward an end. This would result in mutual support, joint administrative effort in selected areas, and a combined thrust at gaining maximum returns from appropriated funds. We have examined academic and service areas and will be prepared in the very near future to make recommendations to the Board of Higher Education for the purpose of eliminating offerings and services that represent a duplication of effort.

Senator BAYH. Thank you all for your patience and for helping to educate me on the problems and the procedures at Federal City College.

I want to reiterate what I said at the beginning. I have been and am an enthusiastic supporter of the Federal City College concept and trust that neither you, Dr. Johnson, nor you, President Pinkett, will be at all bashful in letting us know what we can do to be of help to you.

Ms. PINKETT. Thank you.

Dr. JOHNSON. Thank you very much, Mr. Chairman.

MEMBERS OF BOARD OF HIGHER EDUCATION

Ms. PINKETT. I would like to turn in for the record, too, the members of the Board of Higher Education, their names and addresses.

Senator BAYH. Thank you very much.

[The information follows:]

MEMBERS OF THE BOARD OF HIGHER EDUCATION

Miss Peggy Cooper
Ashley, Myer, Smith
1223 Connecticut Avenue, N. W.
3rd Floor
Washington, D. C. 20036

Mr. Richard Fox
Department of State
CU-EX
Room 4811 A
Washington, D. C. 20050

Mr. Stephen Hess
Brookings Institution
1775 Massachusetts Avenue, N. W.
Room 605
Washington, D. C. 20036

Dr. Eunice Shaed Newton
4208 Argyle Terrace, N. W.
Washington, D. C. 20011

Miss Flaxie M. Pinkett
John R. Pinkett, Inc.
1507 9th Street, N. W.
Washington, D. C. 20001

Mr. William Porter
907 6th Street, S. W.
Apartment 701 & 703
Washington, D. C. 20024

Ms. Dovey J. Roundtree
Attorney at Law
Roundtree, Knox, Hunter,
Days & Burt
1822 11th Street, N. W.
Washington, D. C. 20001

Mr. Henry Strong
President
Hattie M. Strong Foundation
1625 I Street, N. W.
Room 409
Washington, D. C. 20005

District of Columbia Teachers College

STATEMENT OF PAUL P. COOKE, PRESIDENT

BUDGET REQUEST

Senator Bayh. Dr. Paul P. Cooke, president of the District of Columbia Teachers College, is our next witness. He will testify in support of a budget request of $3,297,800 and 200 positions to operate the college. Please proceed.

FISCAL 1974 BUDGET REQUEST

Mr. Cooke. In this year, the hundredth year of public higher education in the District of Columbia, the District of Columbia Teachers College continues the direct line of teacher education begun in 1873. The Teachers College, which also has roots in the private institution of Myrtilla Miner opened in 1851, looks forward this year to graduating 265 men and women all prepared to go into the classroom—and equally important today, to enter business and industry, the District and Federal governments, and graduate school.

POLICIES AND GOALS OF THE COLLEGE

The District of Columbia Teachers College, which was organized in 1955 from a merger of Myrtilla Miner Teachers College and James O. Wilson Teachers College—which were formed from previous normal schools by the Congress in 1929—has as its major guiding policy the preparation of classroom teachers for the education profession.

The basic purpose has been the preparation of men and women to serve in schools and the further development of these persons as responsible citizens. The college, as an institution of higher education, has other major purposes—preparation of some persons to a limited extent for work other than the education professions, organized research, public service—and sees for itself a broader role in higher education as it adds to the nearly 11,000 graduates of this and other predecessor institutions.

In general, the major goal of the institution has been to develop and graduate men and women holding the bachelor of science degree or having completed the courses to meet the teacher certification requirements in the District of Columbia and other school jurisdictions. For the past decade the college has also established as a major goal the further professional development of persons already in the teaching profession—from school assistants to classroom teachers and middle management personnel.

Increasingly, the institution has also developed objectives in assistance to the community.

PROGRAMS OF THE INSTITUTION

Undergraduate degree

Men and women earning the B.S. degree prepare themselves for the classrooms of early childhood education, elementary education, the

96-548 O - 73 - pt.1 - 69

junior high school or the senior high school. On the secondary level, the college prepares majors in business education, English, speech correction, art, French, Spanish, health and physical education—also prepared for the elementary school—mathematics, general science, biology, chemistry, geography, history. In addition the college has minor fields in music and speech and all of the fields above except speech correction and physical education.

The college has developed a special education major for the elementary level, and majors in elementary education have a subject matter concentration. The number of graduates has doubled in the last 6 years (from 121 to 252 in 1972).

Teacher certification

The teacher certification program, begun in 1958, prepares persons who already hold the bachelor's degree to qualify to teach in the District public schools. This program is almost exclusively in the evening and enrolls many persons already teaching on a temporary appointment.

In-service program

Both courses in the College Miner and Wilson Buildings and an extensive "off-campus" program prepare teachers and others in the education professions for improved service in the schools. During a semester the teachers college has enrolled as many as 600 teachers in 39 "off-campus" schools.

Based on a grant from the U.S. Office of Education through the University of Maryland, the teachers college has also increased its program for preparing personnel for adult education.

Total in-service enrollment this semester will be approximately 1,500 persons in the profession.

Teachers aides

For about 10 years the teachers college has been training aides, primarily for the classroom and schools but also aides in recreation and pupil personnel. The aide can qualify for a certificate but may be a person also working toward his college degree. A special aide program, COP, career opportunity program, especially focuses on men and women who work as aides and have a career goal of the B.S. degree and service in the profession.

Career development

To help meet urban training needs, the college admits to establish classes persons who benefit from and qualify for such courses and who are thereby furthering their careers.

OTHER BUDGET STRUCTURE ACTIVITIES

Supplementing the academic programs, above, the teachers college has two additional budget structures: organized research and public service, both add as activities but new in the budget structure.

Organized research

The District of Columbia Teachers College has increasingly encouraged both institutional research and research by faculty, including opportunity aided by grant (for example, optical data processing and holography).

Public service

The institution has also increasingly turned to the community, especially the 14th Street renewal area, to provide some assistance, for examples, in managing the adult courtesy patrol and the DCTC/Recreation Department Playground. The opportunity of a college to render public service—to serve the public—is extensive and should not be ignored.

CHANGES IN THE TEACHERS COLLEGE

From an undergraduate enrollment of 784 in 1965 to 1,712 in fall 1972, from positions on the faculty schedule of 58 in 1966 to 130 in 1972, from a low of 69 graduates to a high of 259 persons—the District of Columbia Teachers College has grown.

Much of the growth has taken place at the time two new public institutions have been established. At the same time the applications for admission, the number and percent of rejections—neither has decreased.

The graduates of the college find employment—foremost in the education professions, second in government and business. Recruitment for the college graduates continues, and there seems little doubt that every graduate could find teaching employment if the graduate were willing to leave Washington and the metropolitan area. The jobs continue to be available for men and women trained in urban areas with genuine urban experiences.

CURRENT FUNDING REQUEST

This college has a request for $3,297,800, about $81,200 below the current appropriation of $3,379,000.

The funding request includes an increase in positions from 194 to 200, to include six positions to create a permanent health service. Never having had a permanent health service, the college has had to depend on staff provided by the Health Services Administration to serve the students. The medical doctor, however, was recalled by the Health Services Administration as of August 31, 1972, a practical nurse assigned elsewhere (at least temporarily), and the registered nurse due to be assigned other than at the college as of June 30, 1973.

The six positions provide this institution with a medical doctor, a registered nurse, three licensed practical nurses, and a medical secretary. All of these positions are vitally needed, and the college envisions not only for the first time a permanent health care but also for the first time limited service in the early evening for undergraduate students. The college health service does not seek to offer treatment for students but does emphasize examination, diagnosis, counseling, referral, and service to students who themselves will be concerned with the health of the children they will teach.

In fiscal year 1974 the teachers college budget has been reduced, as have other agencies, the amount being $84,000.

Capital: Multipurpose health and physical education complex

In 1961, the accreditation team of the Middle States Association observed the poor gymnasium and other health and physical education facilities of the institution. So did the National Commission on Accredition in Teacher Education. In 1971, the Middle States again

found the physical facilities less than standard and, although accrediting the teachers college (also accredited in 1943, 1953, and 1961) required a report on financial resources and physical facilities by spring of 1973. (The report will be sent to Middle States in May 1973).

To meet a severe need of the institution, heed Middle States, and also serve the community, a multipurpose health, physical education, and recreation complex (20–2) can be begun with the appropriation for the construction services of $135,000 is the capital request. The college is fortunate to serve the community, fortunate in having the community—the District of Columbia Recreation Department and ACP—supporting the request as they see community use of the facilities.

CONSOLIDATION OF DCTC AND FCC

Senator BAYH. Thank you, Dr. Cooke. I have a few questions. Do. you believe there would be benefits to future teachers and their future pupils from placing teachers education in the context of a broad academic environment? That is, do you think there would be benefits from consolidation of DCTC and FCC?

Dr. COOKE. Because every evidence indicates that teacher education benefits from being placed in the context of a broad academic environment, the District of Columbia Teachers College began in 1958, to create such an academic program and has succeeded in doing so. Evidence of a broad program is that the student preparing in subject matter fields for the junior and senior high school has only 18 semester hours out of 130 in professional education, that is, methodology, educational psychology, principles of education, and student teaching, and similar courses. He has, therefore, approximately 85 percent of his work in general education and his major field—for example, chemistry, English, geography, mathematics, and so forth. The elementary education major has 22 s.h. out of 130, or about 84 percent in the broad academic environment. In addition, each elementary education major must have a subject matter concentration. The Teachers College this year adopted a Spanish language subject matter concentration for early childhood education majors.

The broad academic environment at the Teachers College means subject matter courses from anthropology to zoology—and includes the major social sciences—geography, history, political science, sociology—the major sciences, biology, chemistry, physics, Earth science, ecology—modern foreign languages—French, German, Spanish, and Portuguese, physical education components, health education, physical education, dance, recreation, English language and literature, speech, speech correction, and speech arts, and drama, business and economics, art and music, mathematics, and data processing.

An academic environment can always be broader, but no conclusion is justified that the District of Columbia Teachers College has not placed teacher education in a broad academic environment.

Although some benefits would accrue to the District of Columbia Teachers College if some nature of consolidation were to take place with Federal City College the disadvantages outweigh the benefits.

It is clearly disadvantageous for an accredited institution of higher education such as the Teachers College to be consolidated with an institution that lacks regional accreditation. Neither institution would then have accreditation.

It is disadvantageous for the Teachers College also to consolidate with an institution that is still developing; in fact, Federal City College could be adversely affected also by consolidating with the Teachers College before it (FCC) matures sufficiently.

The advantages to the Teachers College lies in the opportunity for better funding. Since FCC was established the Congress has funded it at twice the level of the Teachers College. For fiscal year 1974, the funding will approximately compare with about $1,391 per capita for DCTC and $2,700 per capita for FCC. Advantage to the Teachers College also lies in the promise sometime in the future of sharing better facilities than the two 60-year-old buildings—Miner and Wilson—now occupied by teacher preparations. FCC is expected to have a new plant.

If consolidation takes place, the Congress faces funding 2,374.1 Teachers College students at twice the level, or approximately $6,600,000—at a level with FCC. Teachers College officials estimate required funding for the institution to meet unfunded needs at approximately $4,800,000. The city would actually save money by not consolidating the two institutions.

Consolidation of the two institutions even if FCC is accredited does not necessarily provide the city with best possible public higher education. The Nelsen Commission did not recommend consolidation. The Arthur D. Little study did not recommend consolidation. The city may be better served by five or six relatively small colleges spread about the city under the aegis of a University of the District of Columbia rather than a mammoth Federal City College.

Senator Bayh. What improvements have been made in financial management in DCTC? Has funds control been tightened? In what ways?

Dr. Cooke. The college has made substantial improvement in financial management through, (1) establishment of policy consistent with Federal law and District regulations, (2) establishment of procedural guidelines to carry out policies, (3) changes in practices and procedures, and (4) acquiring technical assistance in several fields of financial management and training of staff members. In addition, questions yet to be resolved have been submitted to the Corporation Counsel, D.C.

1. *Policy.*—Federal law, for example, with respect to grants, use of the "District of Columbia Budget Manual," the "District of Columbia Accounting Manual," the "Procurement Manual" serve as policy guides.

2. *Procedural guidelines.*—Specific guidelines, for example, establish responsibility of the dean of admissions and registrar with respect to the identification of nonresident students and of the dean of administration for the collection of tuition. The grants coordinator follows these internal steps to coordinate and enforce proper grant steps:

1. Proposal submitted
2. Award made
3. Account number received
4. Program summary prepared
5. Budget submitted
6. Program in operation
7. Funds received
8. Program completed
9. Program reported
10. All funds received
11. Final report—narrative
12. Final report—budget

Some specific guidelines and operating procedures are in the process of being written to improve financial management.

3. *Changes in practices and procedures.*—Following the established policy, college officials change procedures with respect to Federal grants. The Senate committee should know the following:

1. All grants are deposited in the U.S. Treasury as trust accounts.
2. All grants are reported to the Mayor-Commissioner.
3. All grants receive and have an account number established by the Office of Budget and Financial Management for the trust account.
4. All grant moneys are obligated and expended from the trust accounts.

A further change occurred in the procedure for procuring property so that all goods costing more than $500 is procured through comparison of the three best bids, all goods costing more than $2,500 procured by use of open quotations.

The accountant has established a daily ledger, the inventory clerk has a general ledger for all property as well as individual inventory cards.

4. *Technical assistance.*—The college has benefited from technical assistance from the Bureau of Materiel Management, District of Columbia, the Office of Municipal Audits, and has requested assistance in accounting and budget. The president of the College attended a week-long seminar in management in higher education March 11–16, 1973.

Tightened financial controls.—By deposit of all Federal grants in the U.S. Treasury identified by trust accounts and provided account numbers, the college has tighter financial control of grant money. Further, by having all of its reimbursable services funds transferred by D. C. voucher from one District account to the account of the college—but still in the U.S. Treasury—the college also has tighter financial controls.

The college has also benefited from several audits and surveys of its financial and property management. Financial and general administration are substantially improved but have limits as long as the college is staffed at an unsatisfactorily low level in the category of support services. Funding at a level approximately 50 percent of the other public colleges is necessarily reflected in some aspects of administration.

In rendering technical assistance, the Bureau of Materiel Management, District of Columbia, included the following recommendation in its official report:

> It is difficult to operate effectively with the present staff. A minimum of four additional full-time positions are required: one assistant purchasing agent, storekeeper, property clerk, and a clerk-typist.

Senator BAYH. What percentage of your students have been graduated from the District of Columbia schools? What is the trend?

Dr. COOKE. According to a report from the institutional researcher, D.C. Teachers College, Dr. Martin W. Davis, the percentage of graduates of this college from the District public schools is indicated in a table I will supply for the record.

[The information follows:]

Percent of District of Columbia public schools

Year of graduation:	
1963	57
1968	66
1973	67

Dr. COOKE. The trend, as indicated in the table, is toward more District high school graduates completing the Teachers College. The college has attracted a large number of transfer students as many as 200 in 1 year from more than 90 different colleges.

Senator BAYH. What is the admissions policy of the college? What is the ratio of the number of students who are accepted to the number who applied?

Dr. COOKE. The admissions policy of the college is selective; that is, the institution does not have an "open door," requiring applicants to offer college board examination scores or to stand the examination of the college. The student's standing in high school, his grades, recommendations from high school, also have a part in determining admission. At the same time, the teachers college has a "college able" policy and program; that is, admitting some students who ordinarily would not meet admission standards, but do show a potential for success. Begun in 1967, through 1973, 13 "college able" students have graduated—1 in 1971, 8 in 1972, and 4 in 1973. I will submit for the record an excerpt taken from the college catalog.

[The information follows:]

ADMISSION REGULATIONS

REQUIREMENTS FOR ADMISSION

Requirements. Many more persons apply for admission to the College than can possibly be accepted. In making a selection among the large number of applicants the Dean of Admissions gives careful attention to the following requirements for admission:

REQUIREMENTS FOR ADMISSION AS DEGREE CANDIDATE

1. Admission to the Freshman Class

a. Graduation from an approved senior high school.—All those applying for admission must graduate from an approved high school with sixteen units. These sixteen units must include four years of English, two years of the same foreign language, two years of mathematics (namely: algebra, geometry, trigonometry or calculus) one year of a laboratory science, and one and a half years of social studies.

An official transcript of the high school work is required.

b. Entrance examination.—Applicants for admission to the freshman class are required to take entrance examinations administered by the College, the College Entrance Examination Board, or the American College Testing Board. These examinations aid in determining academic ability.

c. Physical examination.—A physical examination by the college physician is required of all students. There must be no irremediable physical defects which would interfere with successful performance of the duties of a teacher.

Consideration is given to all qualifications of the applicant's high school record, scores on the entrance examinations, personal qualities, and other pertinent information. No application will be considered until the candidate satisfies requirements a and b.

2. Conditional admission of certain applicants

An applicant who has a satisfactory high school record and passes the entrance examination for admission to the College and lacks not more than two units in prerequisite subjects may be admitted conditional.

He must take the courses in college that he lacked in his high school program, e.g., an applicant lacking geometry must take the geometry in high school or college in addition to the 130 semester hours for graduation.

3. Requirements for admission with advanced standing

A student may apply for admission with advanced standing by transfer from accredited colleges and universities. To be eligible for admission without en-

trance examinations, he must present a minimum of twelve semester hours of acceptable college credit.

He must be in good standing and must be eligible to return to the last previously attended institution from which he seeks to transfer. Only courses in which a grade of "C" or higher has been recorded may be transferred.

Classification on the basis of transferred credit is provisional until fifteen semester hours of credit have been completed satisfactorily at the College. A student is admitted to advanced standing upon the evaluation of his college credits by the Registrar.

REQUIREMENTS FOR ADMISSION IN NON-DEGREE PROGRAMS

1. Requirements for admission to the inservice and teacher certification programs

Teachers in service and other teachers who seek admission to the College must file applications prior to the opening of the session which they plan to enter. Those working for the bachelor's degree and those with degrees working to fulfill requirements for professional certification must have official transcripts of their records sent to the Registrar.

2. Admission to the teacher aide program

Persons who are teacher aides or other paraprofessionals in school systems or government or community agencies may be admitted for training as aides in the college program designed for aides. They are admitted only to this program. Should any of the persons meet qualifications for the college's degree program, they may be admitted as students working for the Bachelor of Science degree.

3. Admission of students on special status

The College has admitted "students at large" and other students qualified for college work and not seeking the bachelor's degree.

4. Admission of students on career development status

High School graduates who wish to enroll as non-degree seeking students in courses related to their current employment and qualifications may be permitted to enroll as part-time students for a semester in courses in which space permits and at the discretion of the Dean of Admissions. High School transcript showing graduation and a letter from the employer must be presented.

Students admitted on Career Development Status and seeking to earn the degree must meet requirements for admission to degree candidacy.

All other undergraduate students must meet the regular admission requirements. No student will be permitted to register for any regular course, day or evening, until he has been formally admitted to the College.

APPLICANT PERCENTAGES

Dr. COOKE. The percentage of applicants accepted was 39.5 percent for the academic year beginning in September 1970; 46.1 percent for 1971; and 47.5 percent for 1972. Applicants include freshmen and transfer students.

Senator BAYH. There now seems to be a nationwide, oversupply, or at least a sufficient supply, of teachers. To put D.C. Teachers College in the context of the national market, please indicate: How many recent DCTC graduates obtained their first employment in the city's public schools? How many recent graduates obtained their first jobs in other school systems? How many do not find jobs at all, or find nonteaching jobs? Does the college offer noneducation majors, and if so, what percentage of your students take them?

Dr. COOKE. I would like to submit some tables for the record in answer to that question.

[The tables follow:]

Recent Employment in District's Public Schools

Year of Graduation	Teaching in District Pub. sch.	Teaching in all schools	market
1971	64.4	50.0	National figure is about 55% in teaching
1972	64.0	42.4	
1973*	53.5	65.4	

*Refers to graduates completing summer 1972 and Fall 1972; May 1973 graduates not yet given contracts. N.B. Employment in District schools in 1973 will be at an unusally high level if the District public school budget request is approved. N.B. Employment of Teachers graduates has always included men and women going into business, industry, and Federal and District public service (HEW,HUD, Justice, Labor, State, Civil Service, Defense).

Recent Employment, Enrollment in Graduate School. The attached Report of the Placement Officer of the District of Columbia Teachers College gives a fuller picture.

Categories	Fiscal Year 1973*	1972	1971
Graduates and Others Completing Program	84	252	259
1. Total Employed	68	196	192
2. Teaching	55	162	168
Public Schools, D. C.	45	107	129
Private & Parochial, D. C.	5	26	10
Metro Washington	4	19	8
Elsewhere USA	1	6	21
Foreign Countries	0	4	0
3. Employed - Not Teaching	13	34	24
Government	4	9	10
Business & Industry	7	8	9
Other	2	17	5
4. Graduate School	3	24	28
1. Full - Time	1	23	25
2. Part - Time	2	1	3
5. Graduate School and employed (counted in No. 1, above)	2	33	3
6. Unemployed (e.g., maternity)	4	6	19
7. Awaiting Reply	11	25	20

Unemployment Figures. Assessed as very small.

Year of Graduation	Unemployment Percentage
1971	7.3
1972	2.3
1973	4.6

N.B. In several instances "unemployed" is accounted for maternity.

Non-Education Majors. The Teachers College, unfortunately, does not have authority to provide a program for "non-education majors," that is for persons not preparing for the education professions. The College has requested of the Board of Higher Education such authority and has recommended a broader program, e.g., illustrated in the following proposal.

POSITIONS REQUESTED FOR HEALTH SERVICES AT DCTC

Senator BAYH. The budget requests six additional positions and $56,700 to strengthen health services for the students. Would you please explain this request in some detail?

Dr. COOKE. At this time, the college has no physician provided by appropriated funds and no position for a physician. Further, the one nurse now assigned to the teachers college for an FTE of 2,374.1 will no longer be assigned to the college, we are advised by the Community Health Services Administration, D.C., as of June 30, 1973. The teachers college has never any health service positions assigned as part of the staff under authority of the board of higher education. The college is severely in need of the six authorized positions and $56,700 for 9-months funding.

I would like to submit for the record a full statement by Dr. Charles Walker Thomas, dean of students. Dean for more than a decade, Dr. Thomas has had the responsibility for student services, including health services, and is thoroughly familiar with the college plight.

[The information follows:]

STATEMENT OF DR. CHARLES WALKER THOMAS

The District of Columbia Teachers College must have a full-time health service facility. At no time has the institution had any arrangement that approached adequate health coverage.

Our request for a full-time physician, a registered nurse, three licensed practical nurses, and a secretary-receptionist represents personnel needed to effect adequate day, evening, and Saturday morning health service coverage for students and employees of the College.

After the merger of Miner and Wilson Teachers Colleges in 1955 to become the District of Columbia Teachers College, the institution had a part-time college physician and two registered nurses.

We now have one registered nurse full time and a licensed practical nurse whose services we have not had in the last four months because of her being detailed elsewhere. As of 30 June 1973 the registered nurse and the L.P.N. will be withdrawn by the Community Health Services Administration.

As of August 31, 1972, however, the agency withdrew the part-time physician. Since then the College, utilizing non-appropriated funds, has employed a physician on a part-time basis.

Robert W. Gage, M.D., chairman of the Committee on Junior/Community Colleges of the American College Health Association, states:

> "The overriding concern still is for pointing out that each institution two year or four year, large or small, urban or rural, has a basic responsibility for creating a health program which will meet the needs of the institutional community. It must be emphasized again and again that assuming responsibility for a health program does not obligate the institution to invest a large proportion of its resources in expensive health services already existing in the larger community. What it does mean is that each institution should make a conscious effort to assure for its students, faculty and staff the availability of necessary health resources in a manner which makes them accessible under circumstances which will encourage use as an essential part of the basic educational enterprise." 1

William Y. Chen, M.D., Assistant Bureau Chief for Medical Affairs in the Community Health Services Administration, having studied the health needs of the District of Columbia Teachers College, writes as follows:

> "One full-time Medical Officer with appropriate grade is needed to be responsible for the whole program. Part-time or contract physician usually will not function well.
>
> "One Chief Registered Nurse with the support of three Nursing Assistants are needed to provide 6-day operation with evening coverage. One Secretary-

---

1 The Development of Health Programs for Junior and Community Colleges (Evanston, Ill., 1971), p. 3

> Receptionist is the minimum for administrative needs. One part-time contract Psychiatric Consultant will be engaged to provide minimum mental health consultation. Eight part-time students will be selected from the Students' Work and Study Project of the College as Student health Aides, who are interested in obtaining some health care Experience."

Such services as suggested by Dr. Chen are certainly in accord with minimal standards as recommended by the American College Health Association:

> "Prompt and effectual emergency care, with provision for transfer or referral to other agencies when indicated.
>
> "High-quality diagnostic and therapeutic out-patient (clinic) care at regular hours which are convenient for students (minimum class interruption." [1]

Within the last ten years our on-campus enrollment has dramatically increased.

> Full-time equivalent in fall, 1962: 908.2
>
> Full-time equivalent in fall, 1972: 2210.7

On the other hand, provisions for the Health Service have decreased to the point of complete loss of professional staff as of 30 June 1973.

Our request for six staff positions is minimal for operational needs.

APPENDIX

Position Descriptions

A. Physician

The physician would serve as medical director who would be responsible for developing a health service program. His (or her) duties would include:

1. Direct medical services
   (It should be emphasized that students have a right to expect that the various services will be available under circumstances of time and place which will encourage full use with a minimum loss of time from academic duties. Insofar as possible, therefore, these services should be provided within the institution itself with outside referrals limited to emergencies and highly specialized services.)

---

1 Recommended Standards and Practices for a College Health Program, American College Health Association, (2nd ed., 1968).

a. Preventive and therapeutic service:

Health appraisals, laboratory studies including screening for anemia, urinary infections and veneral disease; treatment, including the use of prescription drugs for minor ailments such as respiratory, gastro-intestinal and skin conditions, and first aid for minor trauma.

b. Referrals

2. Education for Health:

The medical director should conduct seminars ranging widely over the problems of human sexuality, child care, drug abuse, veneral disease. Particular emphasis is needed on a preventive mental health program.

3. Education concerning early detection of health and emotional problems in school children

4. Environmental control

5. Research

6. Administration:

The medical director will supervice the performance of duties of his staff and will conduct a program of staff education.

B. Registered nurse

Duties include

1. Direct care and treatment of the sick and injured patients.

2. Referrals to outside resources and facilities for services not provided at the Unit.

3. Advice and counseling of those with other problems, eg. weight, birth control, personal conflicts, emotional upsets, etc..

4. Screening tests and interviews of students in preparation for their health records and medical examinations in the Unit. This includes their personal health history, weight, height, vision test, hearing test, blood pressure reading, urine test.

5. Assisting the physician with medical examinations, treatments, records, research, whatever else is done by the doctor.

6. Planning and coordinating all the work for the Service, including the appointments, supplies requisitions, housekeeping, liaison with Administration, etc..

7. Preparing reports and information, as needed.

8. Providing literature and other visual means of health education to students and teachers, on request.

9. Consulting with Physical Education Department regarding activities of students with medical restrictions.

C. Licensed practical nurse

1. Serves staff nurse in College Health Service under the direction of the registered nurse

2. Renders direct nursing care to patients

3. Helps physician with examinations

4. Counsels and advises students and employees within her competence

5. Gives ideas to the physician and nurse about the work of the Health Service Unit
   (An LPN would work in evening shift hours and Saturdays, as needed as during the day shift on week days. She would be in charge of the Unit in the absence of other staff members.)

D. Secretary-receptionist

1. The medical secretary serves as receptionist of the Unit

2. Organizes and maintains a system of confidential records on students and employees

3. Sets up appointments for the Health Service

4. Performs clerical and stenographic duties as required in maintaining official correspondence

FEDERAL GRANTS

Senator BAYH. The budget also anticipates Federal grants of $880,400 and 30 positions from the Department of Health, Education, and Welfare, an increase of $609,600 and 23 positions over the fiscal year 1973 level. Will the administration-proposed cutbacks in Federal education grant programs adversely affect your chances? How do you stand on this request? Explain in some detail how this grant will affect the programs of D.C. Teachers College.

Dr. Cooke.

Dr. COOKE. The teachers college will not receive or has not received in grants what it estimated last year in preparation of the fiscal year 1974 budget request; for example, the amount estimated for title III/HEA, "Strengthening Developing College," was estimated at nearly half million dollars but has been awarded at the level of $100,000.

Funding for Federal assistance to students also will be substantially lower than the budget estimate. This reduction is also true of the grant for cooperative education program.

All of these reductions will adversely affect the quality and quantity of the college programs.

Senator BAYH. Thank you very much, Dr. Cooke. I appreciate having your testimony. The picture, with regard to Federal grants, does not look too bright. I am hopeful that we in Congress can do something to turn this around. Thank you again, very much.

96-548 O - 73 - pt. 1 - 70

WASHINGTON TECHNICAL INSTITUTE

STATEMENT OF CLEVELAND DENNARD, PRESIDENT

BUDGET REQUEST

Senator BAYH. Now we will hear Dr. Cleveland Dennard, president of the Washington Technical Institute, in support of a budget request of $9,332,000 and 440 positions to operate the Institute. Please proceed.

Dr. DENNARD. Mr. Chairman, I am delighted to submit herewith the fiscal year 1974 resources request of the Washington Technical Institute.

The Institute's 10-year development plan, 1968–78, reaches the 6-year mark in fiscal year 1974. Our carefully delineated estimates of full-time teaching equivalent enrollments over the decade and at specific points in time along with a capital development program to house the institution represent the parameters of operation and growth on a fiscal year basis.

Washington Tech's operating budget in fiscal year 1974 of $9,322,000 and 440 positions reflects the precarious revenue constraints of the District of Columbia rather than the priorities of our orderly plan for institutional development.

Budget year objectives are geared to supplying a portion of the projected manpower demand for the Metropolitan Washington, D.C., area. Projected 1974 estimates by the Bureau of Labor Statistics, of the U.S. Department of Labor, the D.C. Manpower Administration and our staff estimates indicate a demand for 28,682 new employees in professional, technical, skilled, and services occupations in the Washington area. The Institute's instructional program is based on the supply-and-demand requirements of selected occupational categories within standard industrial classifications in the private and public sectors.

Our fiscal year 1974 level of program activity was designed to produce a manpower reservoir equal to 13 percent of the projected manpower demand. This request, when approved Mr. Chairman, will provide for 10 percent of the projected District of Columbia demand.

The Capital improvement request today is for $3,136,000 million to provide architectural designs for 42 percent of our permanent campus as approved by the Fine Arts Commission and National Capital Planning Commission. Pursuant to previous action of this committee, we now have 20.3 percent of permanent campus under construction that is projected for occupancy during the summer of calendar year 1974. The construction is presently on schedule in accordance with our presentation requesting funding for the first phased project.

I appreciate the opportunity of presenting the Institute's request and will be pleased to answer any questions that you may have.

DETERMINATION OF WASHINGTON TECHNICAL INSTITUTE'S EXPANSION

Senator BAYH. Dr. Dennard, I have a few questions I would like you to respond to.

Dr. DENNARD. Yes, Mr. Chairman.

Senator BAYH. Who determined that WTI should expand to satisfy 20 percent of the city's manpower requirements in future years, as indicated on page GE–W–1 of the budget justifications? What was the basis of that decision?

Dr. DENNARD. Public Law 89–791, title II, authorized the establishment of the Institute under the control of a Board of Vocational Education. This Board was empowered under section 203 of the statute (1) to develop detailed plans for and to establish, organize, and operate the Institute, and (2) to establish policies, standards, and requirements governing admission, programs, graduation, and general administration of the Institute.

In its effort to attain the objectives implicit in the statute, the Board examined the labor market demand and supply for the District of Columbia and the standard metropolitan statistical area. An assessment was made of the standard industrial classifications in the private and public sectors involving Bureau of Labor as well as employment-security type surveys. Further analyses were made of the percent of the Nation's population provided public higher education by the other States and territories. This research indicated that 3 percent of the Nation's population was provided public higher education. Based on a population of 750,000 and considering the existence of two additional institutions of higher education in the District, the Board determined that the Institute should service approximately 8,000 students to provide reasonable comparability with other States and territories. This number equates with 20 percent of the District's manpower requirements in occupational categories projected through 1977.

Senator BAYH. Have the recommendations of the Arthur D. Little study on higher education been taken into account in preparing WTI's development plan? What is being done in response to the study results?

Dr. DENNARD. The Arthur D. Little study was commissioned by the Mayor's Office to analyze existing public higher education institutions, collect comparative data on higher education around the Nation, and develop recommendations for the development of a comprehensive system of higher education in the District of Columbia. The Arthur D. Little Co. made recommendations on areas such as enrollment demand, academic program offerings, manpower and financial resource requirements, governance, and administrative structures.

At the same time that the Arthur D. Little study was being done, the Nelsen Commission was commissioned by the Congress to study and make recommendations on D.C. government operations, including higher education.

Now that both studies are complete, the Mayor's Office of Planning and Management is analyzing the recommendations of the two groups to determine the feasibility for implementation of the various recommendations. This analysis will generate a plan of action which the District government will pursue to insure a full and comprehensive system of public higher education for its residents.

The development plan for Washington Technical Institute has proceeded with full support of the Mayor's Office and we anticipate no

significant modification to the basic objectives and mission of the Institute as a result of adoption by the District of a definitized plan of action for the city.

Senator BAYH. What is WTI's admission policy? What is the ratio of number of students who were accepted to the number who applied?

Dr. DENNARD. Admission to institute credit studies is open to all high school graduates, transfer students, persons with high school equivalency certificates or diplomas and continuing education students 18 years of age or older. An official transcript of previously completed educational work and related documentation is necessary to complete an applicant's admission to Washington Technical Instiuates have been placed in training-related employment or have programs provided under research and demonstration and public service. The criteria for admission to these programs is determined by the nature of the program; 61.4 percent of those who applied in 1973 was admitted.

Senator BAYH. How many of WTI's graduates are employed, and how many are unemployed?

Dr. DENNARD. The number of degrees and certificates awarded has steadily increased in each year. In the 1972 academic year, the awards totaled 327. By comparison, the institute will confer 573 degrees and certificates this year and projects the number conferred in 1974 at 687.

Washington Technical Institute is particularly proud of the record of placement of its graduates. Approximately 82 percent of the graduates have been placed in training related employment or have progressed in status in jobs secured prior to graduation. Thirteen percent pursue additional educational objectives at other institutions of higher learning, leaving only 5 percent unaccountable for in the above categories.

Senator BAYH. Tell me in some detail why the 30 additional positions and $500,000 are needed. What will the positions be used for?

Dr. DENNARD. Mr. Chairman, fiscal year 1973 funds authorized 2,600 full-time equivalent students and 179 faculty positions for the instructional programs of WTI on a reasonable teacher-student ratio of 14.5:1. Actual enrollment in September 1973 was 3,063 full-time equivalent students, however. Admission commitments to new and continuing students for the 1972–73 academic year assumed that 8 of 10 students accepting admission would enroll. In excess of 97 percent in fact registered, generating an excess enrollment in fiscal year 1973 requiring $1,097,000 in appropriations. The absence of a District of Columbia supplemental budget heightened the urgency of the funding of this request in fiscal year 1974.

Because of the revenue constraints of the District of Columbia, only one-half of the funding is requested in the WTI budget for fiscal year 1974. The 30 additional positions will be used for faculty, developmental advisers, instructional resources center and clerical support personnel to accommodate already enrolled students on a teacher-student ratio of 15.7 to 1. About 85 percent of the $500,000 will be used for personnel compensation and benefits and the remaining 15 percent for meeting accompanying other than personnel needs.

Senator BAYH. How many authorized positions do you have that are unfilled at this time?

Dr. DENNARD. Mr. Chairman, for fiscal year 1973 WTI has 514 authorized positions, 410 from appropriated funds and 103 from grants. All authorized positions are currently filled.

TUITION AND FEES FOR NONRESIDENT STUDENTS

Senator BAYH. What is the tuition and fees charged for WTI students who are District residents? What is tuition for non-District residents? Is the nonresident tuition at WTI comparable to nonresident tuition at other State-supported colleges in terms of the percentage of actual costs covered through tuition? If it is lower, what is being done to raise the tuition for non-District residents?

Dr. DENNARD. The tuition and fees are $100 and $25 per academic calendar year respectively for District residents. The tuition for non-District residents is consistent with the national average as 3 times the cost of resident tuition or $300 per academic calendar year.

Based on *Digest of Education Statistics, 1971* of the National Center for Educational Statistics of the U.S. Office of Education, HEW, 1972 comparable data on nonresident tuition at other State-supported colleges in terms of the percentage of actual or per capita cost covered through tuition cost use is not available. The board of trustees of the institute has geared its nonresident tuition policy to the quantifiable national average ratio. Priority consideration is given to residents of the District of Columbia for admissions to the various program offerings.

Senator BAYH. Thank you very much. We think you are doing a good job. Keep it up.

Dr. DENNARD. Thank you, Mr. Chairman.

Department of Recreation

STATEMENT OF JOSEPH H. COLE, DIRECTOR

BUDGET REQUEST

Senator Bayh. Our next witness is Mr. Joseph H. Cole, Director of the Recreation Department. Mr. Cole will appear in support of a budget request of $14,300,000 and 779 positions to administer the programs of the D.C. Department of Recreation.

Mr. Cole. Mr. Chairman, I am Joseph H. Cole, Director, D.C. Department of Recreation, Accompanying me as witnesses are Messrs. Edward H. Thacker, Deputy Director, Robert J. Fleming, Administrative Officer and Mrs. Frances Green, Deputy Administrative Officer, who also serves as Budget Officer.

Mr. Chairman, I take this opportunity to express our thanks and thanks from our Community Recreation Advisory Board to you and to the members of your committee for the support of the Department's increases in the past fiscal year. I am pleased, Mr. Chairman, to appear before your committee to present and justify the Department of Recreation's requested operating budget increases for fiscal year 1974 to support essential and urgent recreation and leisure needs for the citizenry of the District of Columbia.

The Department of Recreation, by Public Law 534, 77th Congress, is responsible for planning with and for the citizens of the District of Columbia a comprehensive and varied program of satisfying, enjoyable, wholesome and enriched recreation activities and services for all ages of its populace from preschool through senior citizens. The Department thus provides a comprehensive program of recreation and leisure activities embracing and encompassing a wide variety of physical, social, cultural, creative and mental activities.

To plan, administer, manage and carry out the functions of the Department are the following operational structures under the direction and supervision of the Director and Deputy Director; the Bureau of Program Services, with three divisions of operation; namely, the Unit Operations Division which has the primary responsibility for day-to-day program and activity functions of all recreation centers and playgrounds; the Special Programs Division which has primary responsibility for all programs, activities and services dealing with special interest groups, this operation encompassing such activities as roving leaders, youth gardening, aquatics, and therapeutic recreation, and the Cultural Activities Division which is responsible for all programs and activities involving the performing arts and fine arts.

Essential supporting functions of the Department include the Division of Administration which functions primarily with budget, accounting and financial management; the Personnel Division, the Di-

vision of Design and Development, responsible for the Department's entire capital outlay program; the Division of Planning and Research, which is responsible for preparation and maintenance of short- and long-range programs and the city's Recreation System Plan; and the Division of Maintenance, responsible for the daily care, upkeep and improvement of the Department's recreation buildings, grounds, swimming pools, activity night lights, and a large number of various games and sports court areas.

The Department of Recreation's goals are to provide a comprehensive and varied recreation program and to improve its public recreation services through provision of expanded, improved, and enriched recreation opportunities to meet the interest and needs of the citizenry. The Department aims to provide new and more functional recreation facilities to meet a variety of unmet community recreation needs, such as ice skating and roller skating rinks, indoor tennis facilities, year-round swimming pools, neighborhood cultural centers, air-right playgrounds, et cetera, and also to improve existing recreation facilities for broader and more enriched programing of its services. The Department also aims to improve and expand its maintenance capability for an improved recreation environment. We also aim to improve our delivery of services through manpower development programs and employee training. Full coordination of functions with other District of Columbia agencies and with the National Park Service is another goal of the Department for maximum delivery of recreation programs and activities.

COMMUNITY RECOMMENDATIONS

In looking at priorities, it is expedient and necessary, under the Service Area Committee structure and the Capital Improvements Program Technical Advisory Committee, CIPTAC, to review community recommendations. Together with known recreation needs of the city, by staff input, the Department's priorities fall into two categories, operational priorities and capital outlay priorities. The operation priorities for fiscal year 1974 are primarily locked in. Approval of funds for unmet program needs through revenue sharing is a prime high priority request in the Department's operating budget for fiscal year 1974. This request includes transportation—bus rental services, staffing and support for 3 new recreation centers, expansion of operations in 30 existing school gymnasiums, and improved maintenance service with a strong focus on and need for roving crews. Another chief priority concern not now in the fiscal year 1974 budget is the Department's and community's great desire to improve and expand the youth gardens program which is a positive action program directed specifically at improving the environment, involving hundreds of young people.

Budget year 1974 objectives are directly related to the Department's objectives as previously stated herein, to provide a comprehensive, varied, and enriched recreation program to meet the leisure interest and needs of all citizens and to construct, improve and maintain its facilities in an acceptable order.

Major changes in fiscal year 1974, due to an austerity budget, will have far-reaching effects, especially in the area of absorptions, chiefly within grades, estimated in fiscal year 1974 to be $197,500 from the Department's base budget. Special focus on a major change in the fiscal year 1974 budget, which may be critical to the Department, is

in the reduction of funds available for equipment and supplies which have been reduced by $69,600. Equipment and supplies, as you well know, Mr. Chairman, are the chief lifelines of a sound urban recreation program. This reduction could greatly weaken our program and activity input to provide greatly needed services.

The congressional mandate, Public Law 534 of the 77th Congress, clearly directs that the Department of Recreation is the chief provider of public recreation and leisure services for the citizens of the District of Columbia. A deflated budget, year after year, caused primarily by continued absorptions and rapidly rising costs, in spite of sound management and good program planning, will, I believe, Mr. Chairman, place undue hardships on the Department in carrying out our mandate.

I, therefore, strongly appeal to you, Mr. Chairman and members of your committee, to support the Department of Recreation's urgently needed operating request for fiscal year 1974. Help keep us in business as an essential agency whose work involves direct contact with and services for our young and elderly on a day-to-day basis.

DEPARTMENT ACCOMPLISHMENTS

The Department has had many major accomplishments in the past; namely, construction of major activity night lighting at a large number of recreation centers for expanded program and services; construction and operation of new and more functional recreation centers and swimming pools; development of a mobile recreation program; improved and expanded services for cooperative play centers for 3-, 4-, and 5-year-olds; youth and young adult programs; senior citizens program; programs for the mentally retarded, the mentally ill; youth gardening; the socially maladjusted through its roving leaders; recreation services for the Spanish-speaking community; and improved management and control services in the area of administration.

Those of us who have responsibility to administer and manage the affairs of our great Federal City, the Nation's Capital, must and should always keep in focus the fact that for any urban community to be lively, vibrant, and responsive to urban living, it must have the capability to deliver varied, comprehensive, and wholesome recreation and park programs.

Mr. Chairman, the Department's base operating budget for fiscal year 1973 is $13,829,000 or 2 percent of the total District budget. Our requested base operating budget for fiscal year 1974 is $13,359,400, a reduction of $469,600. Increases in the Department's operating budget requests for fiscal year 1974 are in two categories: (1) Annualization of salaries for positions obtained in fiscal year 1973, amounting to $305,100; and (2) revenue-sharing requests for $635,500. The revenue sharing operating cost contains the following:

Staffing and support for 3 new recreation centers (one of which is for the mentally retarded)	$225,700
Transportation to move children, youth, and teens for intra-area and inter-area and citywide recreation activities (bus rental)	115,000
Increased days of operation from 3 nights per week to 5 nights per week in 30 selected school-based gyms	194,800
To strengthen maintenance capability (4 roving crews—2 men each; equipment and supplies)	100,000
Total revenue sharing	635,500

My total requested operating increase for fiscal year 1974, Mr. Chairman, is $940,600. All of my revenue-sharing requests in the unfunded

needs category, Mr. Chairman, have had citizen participation and strong community support.

I appreciate, Mr. Chairman, having had this opportunity to present my opening statement to you and to the members of the committee.

SERVICES OF HANDICAPPED CHILDREN

Senator BAYH. Mr. Cole, I have some questions I would like you to respond to.

Mr. COLE. Yes, Mr. Chairman.

Senator BAYH. What recreational programs does the Department provide to children with physical, mental, or emotional handicaps? Do you plan to expand these services?

Mr. COLE. The District of Columbia Department of Recreation operates two separate programs dealing with physical, mental, or emotional handicaps.

The mental health program is housed on the grounds of District of Columbia General Hospital at the area C Mental Health Center and area B at 10th and Spring Road NW.

The recreation specialist is a member of a team consisting of a psychiatrist, a clinical psychologist, a social worker, a mental health nurse, and a rehabilitation therapist.

In this setting, recreation is used as a rehabilitative and therapeutic tool for the patient to help adjust to the community as a useful citizen. The recreation program is geared toward several types of patient services: 24-hour care of residential care, day care, semi-day care and discharged patients. The backbone of recreational activities for groups and individuals are sports, games, arts and crafts, socials, parties, trips, movies, dancing, music, drama, gardening, camping, and physical fitness.

The staff consists of six recreation specialists, a director and a secretary.

We do plan to expand this program by adding workers to area A and area D mental health clinics in which there are no recreational workers.

The second program deals with mentally retarded and physically handicapped. They provide the following services:

I. Recreation services provided for children with physical, mental, or emotional handicaps.

A. Year-round programs:
   1. Preschool, ages 3½–7 years—5-day week.
   2. Activity centers, ages 8 years and up—5-day week.
   3. In-school (Sharpe), ages 4–21 years—5-day week.
   4. After school, ages 10 years and up—3-day week.

B. Seasonal programs:
   1. Saturday programs, ages 8 years and up—9 months (school year).
   2. Sunday bowling, ages 16 and up—9 months.
   3. Summer day camps, ages 8 years and up—2 months.

C. Major special events:
   1. Local and national special olympics.
   2. Regional and national wheelchair games.
   3. Guest of Jaycees' annual boatride for handicapped.

4. Guest of First Lady's Annual Day of Ringling Bros. and Barnum & Bailey Circus.

D. Additional services:

1. Leisure and recreation counseling with participants and/or parents of participants.

2. Parent participation through organized parent clubs.

3. Train participants for volunteer work within recreation programs (many are hired during the summer).

II. Plans for expanding these services.

A. Mamie D. Lee School Building (upper Northeast area), 1974 fiscal year budget request—funds to operate recreation programs at this new facility.

B. The Department of Recreation now has as its fourth priority a request in the fiscal year 1974 budget to construct a comprehensive center for the mentally retarded and the physically handicapped. The new facility, when opened, will provide enriched program and activity services for this segment of our population. The facility, when completed, will give the Department capability to service 400 persons plus, per day.

Senator Bayh. What juvenile delinquency programs does the Department operate? Have you measured the results of this program? How are these efforts coordinated with other youth-related programs in the city?

Mr. Cole. The District of Columbia Department of Recreation operates the roving leader program. However, many of our playground programs and other programs indirectly relate to prevention of juvenile delinquency.

Results and success is measured in terms of the objectives being met. For example, reports are kept on a number of jobs secured for youths, referrals to other agencies; for example, courts, schools, welfare—Department of Human Resources—and so forth. The groups and individuals that the roving leaders served are indicators that they have been served when they are no more a menace to the community. Our records attest to the fact that positive results are being made. Research and recent studies have shown that the roving leader program is one of the most viable programs in the community.

The roving leader program works very closely with all youth serving agencies in the Washington area. Examples are courts, truant officers, youth opportunity services, schools, police youth aid division, narcotic treatment agencies, Cedar Knolls, and other private and governmental agencies. The roving leaders meet periodically with the youth opportunity services in its management and information system section to plan and discuss methods and techniques that have been and will be used in a comprehensive approach to the area's juvenile delinquency problems.

Senator Bayh. You are requesting added funding to operate programs in school gyms 5 nights a week, instead of only 3 nights. Can you provide attendance figures for these programs? How many more people do wou hope to serve by the expansion of program hours?

Mr. Cole. Actual attendance at the program on 3 nights in 1972 was 309,600 persons. We expect an increase of 219,300 when the program is in operation for 5 nights, for a total of 528,900 participants.

Senator Bayh. What types of day care services are provided by the Department? How many children are served? Is there any educational

content to the programs, or are they primarily play-oriented? Is an expansion planned?

Mr. Cole. The Department of Recreation's cooperative play program for 3-, 4-, and 5-year-olds is a program designed to help the child develop emotionally, socially, intellectually, and physically through various supervised play activities and parent involvement. Now operating within the Department are 74 cooperative play program centers with 113 sessions, servicing 2,665 children on a daily basis from September through May.

The Department operates 17 day camps for preschoolers (3–6 years old) during the summer season with an enrollment of 960 boys and girls.

The types of services provided by the cooperative play program include the following:

1. Cooperative operation—active parent participation in the day-to-day operation.
2. Daily activities which include music, science, creative drama, language arts, large muscle play, trips, et cetera.

Supportive services of the cooperative play program include the following:

1. Use of existing recreation facilities.
2. Use of parent associations (parent council and individual parent clubs) as advisory board, training mechanisms, financial aid, skill resources.
3. Use of voluntary agencies for social services (Washington Hearing Society, D.C. Society for the Prevention of Blindness).
4. Use of D.C. governmental agencies for social services (nutrition education, mental health, consumer education, et cetera).
5. Use of Federal resources (such as Park Service) for trips, resources people, et cetera.
6. Use of the Department of Recreation resources such as cultural activities, learn to swim, program specialists.

The day camp program provided an outdoor experience in small group living. The activities geared to this age level include nature games and crafts, hikes, swimming, trips, and story telling.

These programs are 75 percent educationally oriented.

The Department has been interested in expanding the cooperative play program by implementing a program of 96 satellite family homes for 48 centers in the poverty tracts. These would provide free full-day care for children, when they are not in attendance at a cooperative play program session, whose parents are in approved training or at work or are disabled. Our program would include ongoing training for the satellite home mothers along with a continuing education for children when in the home. This program would provide services for 480 children.

Senator Bayh. What maintenance improvements are planned with the increased funding requested for fiscal year 1974. The budget includes eight positions and $100,000 for this purpose.

Mr. Cole. This money is to be used to improve and provide better maintenance service for a large number of ballfields, tennis courts,

basketball courts and multiuse areas. The positions would be divided into four roving crews of two men each. One crew of two men each would concentrate on maintaining ball diamonds including dragging, grading and repairing of backstops in each of the department's two maintenance areas. The other two crews would concentrate on maintaining tennis courts, basketball courts and multiuse areas at recreation centers. They would be repairing backstops, fences around these areas and repairing tennis nets, net posts, fences, marking off and keeping areas clean and playable. The crews will also work on making basic repairs to improve all of our ballfield and court areas.

The recent transfer of park and recreation sites to the District of Columbia from the National Park Service, Department of Interior without adequate funds, manpower, equipment, supplies, and materials has placed the Recreation Department's maintenance capability in jeopardy. The $100,000 requested will greatly help.

USE OF ADDITIONAL PERSONNEL

Senator BAYH. What will the two additional positions and $151,600 in the Division of Special Programs be used for?

Mr. COLE. I would like to provide that for the record.

[The information follows:]

Facility	Classified positions	Costs
Mamie D. Lee Center	2	115,729
Without proper staffing, the Mamie D. Lee recreation facility for the mentally and physically handicapped cannot be operated. Multiple handicapped children, youths and adults would be unserved and thereby continue to retrogress.		
National attention has been focused upon the needs of the mentally retarded in the past decade by numerous agencies including the Joseph P. Kennedy, Jr. Foundation, the National Association for the Retarded Children, the National Therapeutic Recreation Society, the American Association for Health, Physical Education and Recreation and the Federal Government. The value and feasibility of recreation services and opportunities play a paramount role in providing comprehensive services to the retarded.		
The development of this facility would increase the Department's capability to assist with the educational, social, and vocational habilitation and rehabilitation of the mentally retarded. The addition of this center will enable the Department to further improve recreation services for the retarded; thus, providing more comprehensive services in the community for their rehabilitation.		
The center will establish a focal point for programs for the mentally retarded that is vitally needed for advancing public understanding and informational programs related to the problems of mental retardation. The center will also extend the opportunity for the retarded to adjust and function as contributing citizens within the community. It will, also, provide a much needed training facility for individuals with basic interests in the habilitation and rehabilitation of the retarded. The Department of Recreation operates a well-coordinated program for the mentally retarded, one of the largest in the country; but it is in dire need of this facility to expand and improve services to meet the increasing demand.		
Personnel (board rate hours) and other operating costs for the following pools:		
Mamie D. Lee (full year funding—pool for mentally retarded and physically handicapped to open fiscal year 1974)		18,971
Kenilworth Parkside (5 months funding)		16,884
Total special programs		151,584

REQUEST FOR ADDITIONAL PERSONNEL

Senator BAYH. The budget request includes nine additional positions and $383,900 for staffing of other programs. Explain this request in some detail please.

Mr. COLE. This request is also high priority for our unit operations program, I would like to supply the details for the record.

[The information follows:]

Facility	Classified positions	Amount
Staffing and maintenance:		
1. Kenilworth Parkside Major Recreation Center—Far Northeast	7	41,216
This center will provide services to one of the most heavily populated areas in the Far Northeast section of Washington. For many years, Kenilworth Courts has been a hot bed of juvenile delinquency and other serious problems necessitating the building of this center. The staff will be used to provide extended hours of operations probably 7 days a week from 9 a.m. to 11 p.m. (Monday through Thursday) and later on weekends. The present staff in the old building will remain to provide specialized cultural activities particularly needed in a community such as this. We will have a teen club, more dancing facilities, and emphasis on the arts. The staff at Kenilworth-Parkside should replace the staff at Kenilworth School where we feel it will be no longer necessary to operate.		
This total includes 5 months funding for full-time classified positions, board rate hours and other operating costs (supplies, equipment, and utilities).		
2. New elementary school neighborhood recreation center—Far Southeast	2	32,900
This new school is in an area of Alabama Ave. which is not presently covered by any of our smaller neighborhood units. We propose to operate this as a small center aimed at reaching those young people and adults in and about the Stanton Gardens and sections of Congress Heights.		
Full year funding for classified and other personnel and operating costs (supplies, equipment, utilities) to open in fiscal year 1974.		
Bus Rental		115,000
Washington, D.C., children and youth population under 21 years of age is estimated at 333,600. Thousands in this age group are poor, deprived and disadvantaged. Many have little knowledge of the vast historical areas and places of interest in and around the Nation's Capital. A very large number have never been out of the city to enjoy nearby beaches, waterways, and the countryside.		
The Department has a varied and comprehensive recreation program in sports and athletics, cultural and social activities, where thousands of youth must be transported to satisfy their interest and needs as well as fulfilling the Department's goals and objectives. Most of these activities are on a neighborhood, area, or citywide basis involving various age groups from preschool through senior citizens. These activities are in the form of leagues, meets, tournaments, festivals, etc.		
Field employees by use of their personal cars, for which they are not compensated, have been our main source of transporting teams, groups, etc. Transportation for participants is very serious and the Department's No. 1 problem, primarily because of accidents, high and increased cost of automobile insurance, suits, and wear and tear on employees' autos. This is a very serious matter with our local union 2741 as well as nonunion members		
In the Mayor's fiscal year 1971 budget to the Hill, $51.0 was approved to purchase 4 buses and for salaries for drivers, maintenance & transportation specialist, GS-9. It was not allowed by Congress. Should the Department not be provided with the requested funding of $115,000 for transportation contractual services, its programs could be seriously affected should employees unite to stop using their personal automobiles for this purpose. This request is fully supported by the Community Recreation Advisory Board.		
Extension of evening gymnasium operations from 3 to 5 nights per week		194,800
Every realistic effort is being made to reduce and control juvenile delinquency in the District of Columbia. It is a proven fact that provision of wholesome recreation activity that meets specific interest and needs of our youth is a positive force toward control of antisocial behavior.		
The Department of Recreation, in past years and the present, does not have funding capability to open available public school gymnasiums for more than 3 nights per week beyond 6 p.m. from Nov. 15 through Mar. 15. The administration and the program directors of the Department have numerous requests from youth and community groups to seek funds in fiscal year 1974 budget to open 30 available gymnasiums and additional 2 nights per week from 6 p.m. to 10 p.m. during the above period. If the requested funds for the 30 gymnasiums are made available, this would provide approximately 10,000-plus youth per week with an opportunity to participate in gymnasium-type activities to meet their interest and needs.		
Total		383,916

REASONS FOR DECREASE IN PERSONNEL

Senator BAYH. The budget anticipates Federal grants of $33,000 and 6 positions, a decrease of 145 positions and $1,024,900 below the 1973 level. What is the reason for this drastic decrease? Explain in some

detail each of these decreases. Was child care one of the decreases? The budget shows a $382,600 decrease.

What happened to the $106,400 LEAA grant for the youth development program? What about the loss of the $432,100 HEW grant for youth camping and leadership experience?

Mr. COLE. The reduction of $1,024.9 was due to termination of grants with HEW and the expected termination of a grant with LEAA.

In October 1972, when the revenue sharing bill was passed, a ceiling was placed on grant funds from title IV–A of the Social Security Act. Federal funds that the District government was receiving from title IV–A were severely cut and agencies operating grant programs with HEW and utilizing these funds were told to eliminate these programs after December 31, 1972. In lieu of the HEW grant for Day Care, $382.6, DHR is funding substantially the same program through revenue sharing funds. These costs appear in the DHR budget rather than recreation. However, the LEAA, $106.4, and HEW—youth camp and leadership experience, $432.1, grants were completely terminated.

The loss of the Roving Leader camp program, title IV funds resulted in the elimination of many programs which were being used as methods of controlling juvenile delinquency in the Washington community. By discontinuing the funds, we have not been able to provide services in the following areas: (1) Youths and families are being deprived of wholesome camping experiences in the Washington community; (2) the employment and training of Roving Leader aides to be assigned to designated areas of the city for weekend and family camping; (3) the employment and training of camp counselors to work with Roving Leader recreation staff in the development of comprehensive camping programs; (4) the development of a better understanding between youths and police; youths and firemen; and improve community relationships; (5) providing youths with a better understanding of ecological relationships of organisms and their environment; (6) helping youths understand the importance of a clean and healthy body; (7) providing those recreational activities that can be best carried on out of doors and which have in some way a direct relationship or dependence on nature, or that place the participant in direct contact with the elements.

Senator BAYH. How many authorized but unfilled positions do you currently have?

Mr. COLE. As of April 30, 1973, there were 29 authorized but unfilled positions.

CAPITAL AND OPERATING EXPENDITURES

Senator BAYH. Would you please provide for the record a breakdown of your expenditures—capital and operating—in fiscal year 1973 and anticipated in fiscal year 1974 by service areas?

Mr. COLE. Yes, sir.

[The table follows:]

Service areas	Operating fiscal year 1973	Operating fiscal year 1974	Capital fiscal year 1973 [1]	Capital fiscal year 1974
Administration	$527,845.04	$545,335.87		
Area No. 1	1,144,171.93	1,183,182.75		$70,000
Area No. 2	1,276,133.19	1,319,516.72		1,585,200
Area No. 3	2,581,023.51	2,669,100.70		827,000
Area No. 4	2,126,520.26	2,198,809.66		45,600
Area No. 5	1,627,470.73	1,683,580.74		1,208,000
Area No. 6	1,246,309.24	1,288,334.53		289,000
Area No. 7	1,333,724.26	1,379,730.60		
Area No. 8	1,085,552.45	1,121,893.61		
Area No. 9	880,249.39	910,514.82		
Total	[2] 13,829,000.00	[2] 14,300,000.00		4,024,800
(Camp at Scotland, Md.—No service area)				1,132,500
Total				5,157,300

[1] No funds appropriated.
[2] The total costs of operating all programs have been identified by service area.

RESPONSIBILITY FOR CITY PARKLAND

Senator BAYH. According to an article on the city's parks in yesterday's Post:

> The responsibility for city parkland is now fragmented among six different agencies, most of which have small, relatively untrained staffs and have landscape maintenance as their lowest priority: recreation, highway, and school departments, National Capital Planning Commission, Redevelopment Land Agency, and the city's general services administration.

Would you comment? What efforts are made to coordinate at least the four of these agencies which are totally under the city's control? How are the responsibilities divided up—and why are they divided up? How does the Environmental Services Department fit into this scheme?

Mr. COLE. I concur with the article in the Washington Post in regard to the fragmented maintenance responsibility of park and recreation areas. We understand the public concern about fragmented maintenance. We disagree with the Post which emphasized that landscape maintenance has the lowest priority. Every effort is being made by the Department of Recreation to strengthen this segment of maintenance. Presently, we have no tree section or strong landscaping capability to do the job we know is needed. Our Maintenance Division, which began in 1970, is young and small but it is striving to give basic total care to all facilities assigned to the Department.

The transfer of parklands from the National Park Service to the District without adequate support has created many problems. Many of these areas were rundown at the time of transfer. More recently, areas of maintenance responsibility are being straightened out to clarify who is responsible for what. The reason for the distribution of responsibilities is sometimes hard to explain but, generally, it was in accordance with basic functions by agencies. The park areas that fell within the street rights-of-way became the responsibility of the Department of Highways and Traffic. The other park areas became the responsibility of the Department of Recreation to maintain. When the Director of the Department of General Services made the assignment of responsibility, he apologized that he could give this Department only $213,000 for maintenance of the added recreation and park areas. The first step came in 1970 when this Department assumed

maintenance responsibility of all of its areas that had been maintained since 1942 by the National Park Service.

With a Maintenance Division within our own Department, we feel a better morale exists as all employees are on the same team working for the same goal. Responsibility is easier to pinpoint and we are sure that all of our available resources are being used for the greatest good of the community. As stated, my Maintenance Division is small, and with responsibilities spread citywide, their personnel is very dispersed and all phases of maintenance cannot have first priority. Trash is a very sensitive and universal problem to which we are making every realistic effort to find a solution.

This Department operates many of its recreation programs in school buildings and is dependent on the Board of Education for the maintenance of school facilities for the most part by their custodial force, an almost impossible job. An important part of our recreation program is outside on school grounds. These grounds and facilities are very inadequately maintained and our Maintenance Division does make some essential repairs on the grounds although we are not funded for this purpose.

We maintain many public recreation areas under our jurisdiction adjacent to public schools. Many schools use the recreation areas for their physical education and intramural programs. This use results in overuse of existing facilities and greatly increases maintenance costs.

NATIONAL CAPITAL HOUSING AREAS

This Department also operates 15 recreation centers at National Capital Housing areas. Here again, the Department of Recreation is only capable of doing a token maintenance job because of lack of funding and fragmented responsibility. I would recommend that the Department of Recreation become a "Recreation and Park Department" as in other major cities of comparable size. I believe we are headed in this direction. There also needs to be greater and more responsive coordination in planning park and recreation areas for community use between the Redevelopment Land Agency, the Department of Environmental Services, the Department of General Services, the Department of Highways and Traffic, D.C. Public Schools, the National Capital Planning Commission, the National Park Service, and with other agencies who may have an interest in park and recreation areas. Many large cities such as Washington, D.C., are successful where they have a recreation and park department. Such a department should have control of all park areas without national significance, such as Rock Creek Park, Anacostia Park, Dupont Park, and so forth. The National Park Service is needed to maintain and operate areas of national significance for tourists coming to the city and for the residents of the District. These would be the Mall, the Washington Monument, the White House, and so forth. We agree that total coordination of maintenance is needed; thus, we strongly support a system to bring together all forces of the City Government which are responsible for maintenance of its properties.

No agency, in my judgment, should plan to develop outdoor or indoor park and recreation facilities without a clear knowledge of maintenance capability and responsibility. Too frequently, private parks, and city parks by other agencies, are developed without plan-

96-548 O - 73 - pt. 1 - 71

ning for maintenance of the parks. Community responsibility is practically nonexistent; thus, vandalism becomes a problem. Such areas soon become "white elephants," when no maintenance funds have been provided. Interim parks, mini-parks, small neighborhood parks, street scenes, people parks, et cetera, are all fine when propertly planned and constructed but without maintenance capability from the very start and if the community assumes no responsibility, naturally and without question, the park soon decays or becomes nonoperative. I have preached this repeatedly. Why?—because as an end product, such areas are assigned to the Department of Recreation to maintain with no additional funds, manpower, equipment, and utility cost. The majority of our motor fleet is from takeover in 1970 via surplus. A few new pieces have been added here and there. Our maintenance force is doing a very commendable job for what we have to work with. They are dedicated to their work and want to do more, but how can we with so little to work with. Maintenance is a real problem because so few realize its value. We must have far more maintenance capability in funds, manpower, machinery support equipment, supplies, and utilities if our city maintenance needs are to be adequately met.

Senator BAYH. Has the Office of Youth Opportunity Services evaluated your youth-related programs, especially the roving leaders? Has OYOS recommended any changes in your programs as a result of their evaluations? What changes have you made?

Mr. COLE. Youth Opportunity Services has not evaluated the roving leader program but has collected some statistical data and information for future use.

Youth Opportunity Services has made no recommendation for changes in the roving leader program.

The following changes have been made in the roving leader program:

1. Reorganization of their staffing pattern for better implementation and improvement of services to the community. Workers were assigned in areas of greatest need to reduce hostile, aggressive behavior.

2. Improved supervision of workers was introduced to give a more accurate accountability of work performance.

3. Improved methods of collecting data for evaluation.

SUBCOMMITTEE RECESS

Senator BAYH. Thank you very much.

We will recess until 10 a.m. tomorrow.

[Whereupon at 5:40 p.m., Wednesday, May 23, the subcommittee was recessed, to recovene at 10 a.m. Thursday, May 24.]

CHRONOLOGICAL LIST

	Page
Wednesday, May 2, 1973:	
Statement of the Commissioner	1
City Council	49
Office of the Secretariat	85
Office of Public Affairs	89
Office of Budget and Financial Management	95
Office of Personnel	111
Compensation funds	131
Office of Municipal Audits and Inspection	135
Office of Civil Defense	145
Office of Human Rights	151
Friday, May 4, 1973:	
Office of Planning and Management	173
Bicentennial Commission	327
Management Improvement Account	335
Department of Finance and Revenue	347
Office of Corporation Council	365
Department of General Services	373
Department of Economic Development	393
District of Columbia Public Library	403
Office of Housing Programs	415
Board of Parole	446
Department of Insurance	450
Minimum Wage and Industrial Safety Board	452
Recorder of Deeds	462
Public Service Commission	463
Zoning Commission Office	467
Board of Elections	471
Board of Appeals and Review	474
Office of the Surveyor	481
Commission on the Status of Women	483
Commission on Judicial Disabilities and Tenure	486
Board of Labor Relations	489
Metropolitan Washington Council of Governments	491
Washington Metropolitan Area Transit Commission	495
Redevelopment Land Agency	496
Apprenticeship Council	527
Budget and Financial Management	534
Washington Area Convention and Visitors Bureau	538
Wednesday, May 16, 1973:	
Office of Youth Opportunity Services	543
Metropolitan Police Department	651
Fire Department	676
Public Defender	683
District of Columbia Courts of Appeals	699
Superior Court	729
D.C. Court System	753
U.S. Department of Justice Services for the District of Columbia	759
D.C. Bail Agency	759
National Guard	771

	Page
Wednesday, May 23, 1973:	
Department of Corrections	777
Education-Public Schools	859
Public Schools	923
Board of Higher Education	1017
Federal City College	1051
District of Columbia Teachers College	1087
Washington Technical Institute	1105
Department of Recreation	1109
Thursday, May 24, 1973:	
Department of Human Resources	1121
Department of Highways and Traffic	1121
Department of Motor Vehicles	1229
Department of Environmental Services	1241
Washington Aqueduct	1295
Repayment of Loans and Interest	1299
District of Columbia Obligations	1307
Annualizations of Pay Increases	1309
Thursday, May 31, 1973:	
Capital Improvements	1311
Redevelopment Land Agency	1337
Public Schools	1367
Public Library	1385
Recreation Department	1387
Police Department	1397
Fire Department	1401
Department of Economic Development	1403
Federal City College	1409
Washington Technical Institute	1417
District of Columbia Teachers College	1421
Department of Human Resources	1423
Department of General Services	1427
Department of Highways and Traffic	1429
Department of Environmental Services	1439
Washington Aqueduct	1453
Washington Metropolitan Area Transit Authority	1455
Department of Corrections	1461
Financing for Eisenhower Bicentennial Civic Center	1491
Wednesday, June 6, 1973:	
Public Witnesses	1499

LIST OF WITNESSES

A

Page

Airis, T. F. 1221–1222, 1226–1228, 1429–1437
Alexander, James P. 1241–1254, 1262–1268, 1281–1294, 1439, 1451–1452
Anderson, Stalney J. 495, 1455–1456
Avery, Allen M. 843–845, 849–850

B

Back, Kenneth 347–354, 361–362
Baldwin, James W. 151–155
Banks, James G. 415–421, 431–434, 442, 445
Barry, Marion Jr. 859–863, 868, 870–872, 920, 922, 977, 980
Beaudin, Bruce D. 759–766
Bedford, William J. 916, 988, 1367–1371, 1376–1377, 1382–1383
Bickley, Carol 1818–1825
Bohannan, James H. 474–480
Bostick, Robert L. 1623
Boyd, George A. 1561–1563
Branton, Wiley A. 1567–1571
Brown, James 1065, 1076–1081
Bucher, William 1737–1740, 1742–1743, 1760
Byam, Milton S. 403–406, 1385

C

Catoe, Bette L., M.D. 1782–1815
Chaikin, Max 534, 536–537
Clark, Mary Ellen 1592–1594
Cole, Joseph H. 1109–1120, 1387–1395
Coleman, Carl D. 446–448
Compton, W. R. 481–482
Cook, Charlotte R. 1713, 1718–1719
Cooke, Dr. Paul 1087–1094, 1103, 1421–1422
Coppie, Comer S. 12–14, 21–26, 29–32, 47, 75, 95–97, 106–110, 757–758, 868–871, 1080, 1299–1303, 1305–1310, 1311–1315, 1319, 1322–1336, 1343, 1491–1492, 1498, 1630–1631

D

Davis, Alice T. 1545–1547
Dennard, Dr. Cleveland 1105–1108, 1417–1420
Dion, Ruth 1731, 1733–1736
Dugas, Julian R. 393–398, 401, 1403
Dupont, Dr. Robert 1128–1137, 1140
Dyson, Elizabeth 1688, 1691

E

Eastman, Samuel T. 89–90, 93
Ellison, Newell W. 486–488

F

Fisher, Charles 471–473
Freeman, Marianne 1509–1516

G

Gemmill, Frances 1642–1649
Gentry, John N. 489–490
Giambi, Ms. Christina 1665
Gibson, James O. 328–333

Page

Gilbert, Ben W.---- 174–180, 190–192, 194, 215, 217–220, 232–242, 246–247, 249–250, 252–253, 263, 271, 274–275, 279, 327, 329–330, 335–336, 345.
Gilligan, Kathy.---- 1713–1718
Golightly, William D.-- 781–782, 784, 790–800, 835, 837–839, 853, 855–857, 1464,1466
Gollin, Dr. Albert E.---- 1554–1561
Graham, Jackson.---- 1457–1460
Green, John.---- 1057–1060
Greene, Charles T.---- 453–455, 461
Greene, Harold H.---- 729–727, 740–743
Guines, Dr. James T.----923, 937–938, 943–944, 961, 968, 971, 976, 989

H

Hahn, Gilbert.---- 1500–1508
Haley, Lt. Col. George.---- 1598–1603, 1608, 1616–1618
Hatton, Arthur B.---- 467–470
Hiatt, Catherine C.---- 1563
Hubbard, Harriet B.---- 1537,–1541, 1545, 1597, 1629–1640
Hulett, David T.---- 1688–1691

J

Jackson, Delbert C.---- 777–785, 789–790, 794–795, 798–799, 813–814, 835–839, 842–845, 849–857
Jenkins, George.---- 190–191, 193
Johnson, Burton.---- 676–681, 1401–1402
Johnson, Dr. Elgy S.---- 1051, 1062–1065, 1077–1079, 1081–1082, 1084, 1409–1416
Jones, Dr. James L.---- 543
Joseph, Joel.---- 1723–1729

K

Keeney, Shelia.---- 1645–1646
Kelly, Mary A.---- 1660

L

Legge, David.---- 135–137, 141–144
Lewis, Helen.---- 483–485
Lombard, Edward P.---- 450–451
Lucas, Archie H.---- 1594, 1617
Luch, Barbara.---- 1603–1604

M

McCarron, Catharine.---- 1528–1532, 1537
McKinney, William C.---- 1440–1452
Malech, Arnold.---- 753–755
Mann, Casey.---- 1058–1059
Minch, Sidney.---- 1661–1662
Mister, Melvin A.---- 496–498, 501–502, 521, 526, 1337–1338, 1340–1346, 1353–1355, 1357–1365
Mitchell, Bruce.---- 554
Morgan, Donald Lee.---- 1662–1669
Murphy, C. Francis.---- 365–369, 372
Murphy, Joseph P.---- 1229–1240

N

Nevius, Chairman John A.---- 49–51, 54, 57–59, 71–72, 74–77, 81–84

P

Patterson, Henriola.---- 1666
Pinkette, Flaxie M.---- 1017–1022, 1027, 1030–1034, 1050, 1063, 1085

R

Reinoso, Julia.---- 1665
Ridley, Peter S.---- 462
Rodericks, George R.---- 145–149

V

Page

Rodgers, Charles M---------- 836–838, 849, 1461, 1469–1473, 1478–1485
Ruud, Johan---------- 194, 201, 209
Rutherford, Thelma V---------- 1693–1694

S

Saltonstall, Patricia---------- 1649–1657
Schaller, Martin K---------- 85–87
Scheiber, Walter A---------- 491–492
Scott, Dr. Hugh---------- 863, 870, 875–876, 878–879, 916, 921–925, 937–938, 943–944, 955, 961, 968–970, 980, 982–988, 990, 993–995, 997–998, 1009–1010, 1013–1015
Scott, Randolph---------- 1060
Seideman, Richard R---------- 452–453, 461
Shackleton, Polly---------- 1811–1861
Simmons, William---------- 1553
Smith, Pat---------- 594
Southward, Charles L---------- 771–776
Starobin, Sam D-- 373–380, 383–391, 1383–1384, 1427–1428, 1461–1466, 1468–1469

T

Taylor, Andress---------- 1057–1058
Taylor, Fred---------- 1689–1691
Turner, Eloise ---------- 1152

U

Ulmer, Ralph---------- 1518–1528

V

Van Dyke---------- 968

W

Walsh, Thomas M---------- 538–541
Walton ---------- 263, 269–271
Walton, Oscar---------- 527–529, 533
Ward, Ernest P---------- 1579–1582, 1587–1591
Washington, Walter E---------- 3–8, 10–11, 16–17, 21–26, 29, 32–36, 41–45
Waterman, Jeremiah C---------- 463–466
Ways, Harry C---------- 1295–1298, 1453–1454
Weinberg, Donald H---------- 111–134
Williams, John---------- 1669–1673, 1678–1683
Wilson, Jerry V---------- 651–675, 1397–1399
Winner, Edward---------- 870–872, 969, 976
Wise, Dr. James---------- 1625–1628
Wolf, Richard---------- 1702–1706, 1712
Woodward, James---------- 560

Y

Yeldell, Joseph P----------1121–1130, 1134, 1140–1148, 1150–1162, 1164, 1168–1171, 1187, 1191–1192, 1196–1219, 1423–2425

Z

Zollicoffer, Hosea---------- 1059

SUBJECT INDEX

A

Page

Accounting systems 43–48
Annualization of pay increase 1309, 1310

B

Bicentennial 218, 260, 327–333, 540
Budget in general:
Budget Officer, statement of 12–14, 21
Commissioner, statement of 3–11
Cost of living standard for public assistance 8–9, 105
Financial management improvements 43–44
Financial proposals 6
General revenue sharing 11, 12, 13, 16, 18, 19, 20, 21
New Detention Center 32–40
Policy on parking spaces 26–31
Senator Bayh, statement of 1–3
Subsidized housing for employees 25–26
Tax relief for elderly 47–48
Zero-base budget 2–3, 25, 173–175

C

Capital improvements program 1311
Debt service 1303–1305
Department of Corrections 1461
Correctional facilities program at Lorton 1478–1485
Estimated faculty needs for Lorton 1472, 1473
Expansion of Lorton facility 1465–1472
GAO report on Lorton 1473–1477
New detention center 1462–1465
Department of Economic Development 1403
Eastern Market—historical landmark 1407, 1408
Department of Environmental Services 1439
Lorton landfill 1440–1450
Old incinerators conversions 1451
Department of General Services 1427
Department of Human Resources 1423
Rehabilitation Center for Alcoholics 1424, 1425
District of Columbia Teachers College 1421
Gymnasium facilities currently available 1422
Eisenhower Bicentennial Civic Center 216–218, 396, 1491
Federal City College 1409
Comparison of average number of assignable square feet in physical facilities at Federal City College by type of room with U.S. average 1413, 1414
Fire Department 1401
Highways and traffic 1429
Status of freeway programs 1431–1437
Three Sisters Bridge 1430, 1431
Metropolitan Police Department 1397
Schedule for completing District station houses 1397
Timetable for removal of Canine Corps 1398, 1399
Proposed language changes in 1974 bill 1492
Public Library 1385
Public schools 1367
Appropriate size of schools 1370
Community involvement and participation 1371–1376
Fort Lincoln Secondary School 1383
Learning center concept 1376, 1382
Permanent improvement request 1369
Wilson High School swimming pool 1383

Page

Capital improvements program—Continued
Recreation Department ... 1387
Campsite at Scotland, Md ... 1390, 1391
Guy Mason Recreation Center ... 1388
Recreational facilities east of Anacostia River ... 1389, 1390
Transfer from National Park Service ... 1393–1395
Redevelopment Land Agency ... 1337
Bicentennial objectives ... 1359
Downtown renewal program ... 1343–1346
Organizational structure for the urban renewal process in the District of Columbia ... 1354
"Riot Corridor" report ... 1337–1340
Statement of budget officer ... 1311
The new receiving home ... 1324–1328
Unobligated balances for capital projects ... 1334
Voluntary reductions, fiscal year 1974 capital budget ... 1320, 1321
Washington aqueduct ... 1453
Alinement approval ... 1458
Operating loss ... 1459, 1460
Washington Technical Institute ... 1417
Status of new campus ... 1418
Withdrawal of request for new courthouse ... 1314–1318
Citizens and organizations of the District of Columbia, testimony of:
Bicycle transporation system ... 1723–1729
Care and treatment for alcoholic and drug addict ... 1649–1659
Child day care service ... 1660–1662, 1669–1687, 1688–1691
Community action program termination, housing and day care ... 1579–1591
Congressional reprograming limitations ... 1527, 1528
Consumer affairs ... 1509–1518
Education for exceptional children ... 1623–1628
Effect of Federal cuts ... 1811–1817
Emergency assistance program ... 1563–1578
Environmental control and protection ... 1642–1649, 1731–1736
Fiscal relation and taxation ... 1760–1780
Food stamps program ... 1693–1701
Halfway House program ... 1537–1545
Higher education ... 1629–1642
Home rules ... 1501–1503
Infant day care ... 1662–1668
Medical charities program ... 1737–1759
Mental health program ... 1545–1552
Metro bus subsidy ... 1780
Multi-purpose service center ... 1561–1563
New detention center—space for women ... 1713–1722
Opposition to Eastern Market ... 1780, 1781
Policemen's and Firemen's Retirement Fund ... 1526
Public school budget request ... 1553, 1554, 1599–1621
Public school construction projects:
Lafayette Elementary School modernization project ... 1554, 1561
Wilson High School modernization project ... 1594–1597
Real estate assessments ... 1508, 1518–1526
Social programs ... 1782–1810, 1822–1825
Special education ... 1592, 1593
Support for renovation of Eastern Market ... 1702–1712, 1818–1821
Corrections, Department of ... 777
Consultant services ... 181–193

D

Debt service ... 1303–1305
District of Columbia obligations ... 1307

E

Education:
Board of Higher Education ... 1017
A. D. Little report ... 1020–1026
Permanent president for Federal City College ... 1030
Tuition and fees for Federal City College and District of Columbia Teachers College ... 1035–1038
Tuition and fees for non-District residents ... 1027–1029
Voting rights and the nonresident student ... 1038–1049

Education—Continued
Page
District of Columbia Teachers College 1087
Admission regulation 1093, 1094
Consolidation of District of Columbia Teachers College and Federal City College 1090–1093
Health services at District of Columbia Teachers College 1098–1102
Federal City College 1051
Accreditation for college 1053, 1081
Capital budgets 1055, 1056
Education and planning grant to Federal City College 1058, 1059
Policy on college staff who are under indictment 1077, 1078
Procedures for awarding contracts 1066–1076
Projected enrollment for Federal City College 1079–1080
Title III needs assessment grant 1060, 1061
Unlawful grants and loans to Lorton inmates 1076, 1077
Public schools 859
Absenteeism and truancy 937–954
Discipline problems, police assistance, and drug problems in District of Columbia schools 987, 988
Reading program 945–954
Adult education for functionally illiterate 970, 971
Career development and noneducational services 861, 862
Citizen participation in District of Columbia schools 993, 994
Consultant services for schools 925–936
Differences between board's and Mayor's budget 868, 869, 871, 872
District of Columbia Youth Orchestra 971–975
GAO report 879–915
Impact of reduction in Federal grant funds 866, 867
Implementation of Waddy decree 994
Major changes in fiscal year 1974 school budget 865, 866
Price Waterhouse Study 988, 989
Reorganization of Budget and Finance Division 916–919
Revenue sharing in addition to budget mark 869, 870
Special education 861, 877, 961, 983, 999
Children served by special education program 961–967
Status of grant program 955–960
Student use of public libraries 923–925
Washington Technical Institute 1105
Tuition and fees for nonresident students 1108
WTI's expansion 1106
Eisenhower Civic Center 216–218, 396, 1491
Environmental services 1241–1294, 1295–1297
Environmental Services, Department of 1241–1294
Environmental control program 1247–1249, 1250, 1287, 1288
Air pollution control 1287, 1288
Noise control 1288
Office of Special Studies 1242, 1243
Problem in disposing of Blue Plains sludge 1253–1263, 1291
Rat control program 1264–1268
Solid waste system 1244–1247, 1250–1252, 1268–1287, 1290
Cleaning the city 1250–1252
GAO report, Solid Waste Collection 1281–1285
Water supply 1243, 1244, 1263, 1289
Washington Aqueduct 1295–1297

F

Federal payment 1, 11
Relationship to revenue sharing 1, 11, 12, 16, 17
Financial plan 12–13

G

General operating expenses:
City Council 49–84
Limousine service for chairman, chauffered 72–74
Mobile telephones in Council members cars 75–80
Commissioner's office 85
Contributions to metropolitan area agencies 491
Metropolitan Washington Council of Governments 491–494
Washington Metro Area Transit Commission 495

Page

General operating expenses—Continued
- Corporation Counsel, Office of ... 365–372
- Economic Development, Department of ... 393–401
- Executive Office ... 85
  - Budget and Financial Management, Office of ... 95–110
  - Civil Defense, Office of ... 145–149
  - Consumer Affairs, Office of ... 165–172
  - Employees' disability, unemployment, and workmen's compensation ... 131–134
    - Unemployment compensation deficit ... 132
  - Municipal Audit and Inspection, Office of ... 135–143
  - Personnel Office ... 111
  - Planning and Management, Office of ... 173–326
    - Bicentennial planning ... 218, 219
    - Consultant contracts issued ... 180–193
    - Current planning positions in District government ... 221–231
    - Eisenhower Civic Center proposals ... 216, 217
    - Need for central planning capability ... 177–180
    - Relationship of OBFM and OPM ... 253–262
    - Report of computers installed in District of Columbia government projected for fiscal year 1974 ... 264–268
    - Study of District of Columbia jail population trends ... 239–241
    - WMATA planning ... 235–239
    - Zero-based budgeting ... 173–175
  - Public Affairs, Office of ... 89–93
  - Secretariat, Office of ... 85–87
- Finance and Revenue, Department of ... 347–364
  - Increase in property tax revenues ... 352–353
  - Tax assessment program ... 353–361
- General Services, Department of ... 373–391
  - Detention center construction program ... 385–388
- Independent office and agencies:
  - Appeals and Review, Board of ... 474–480
  - Elections, Board of ... 471–473
  - Housing programs, assistant to the commissioner for ... 415–445
    - Abandoned dwellings ... 445
    - Central relocation ... 435–441
    - Model cities ... 420–430
    - Project rehabilitation ... 416–417, 431–433
  - Human Rights, Office of ... 151–163
  - Insurance, Department of ... 450–451
  - Judicial Disabilities and Tenure, Commission on ... 486–488
  - Labor Relations, Board of ... 489–490
  - Management Improvement Account ... 335–345
  - Minimum Wage and Industrial Safety Board ... 452–461
  - Parole, Board of ... 446–449
  - Public Service Commission ... 463–466
  - Recorder of Deeds ... 462
  - Surveyor, Office of ... 481–482
  - Youth opportunity services, assistant to the Commissioner for ... 543–649
    - Consolidation of all youth programs ... 551–559, 562–566
    - Juvenile delinquency unit ... 549, 550
    - Neighborhood planning councils programs ... 550, 551, 603–640
    - Summer youth employment program ... 596–598
  - Women, Commission on the Status of ... 483–485
  - Zoning office ... 467–470
- Miscellaneous contributions:
  - Apprenticeship council ... 527
  - Justification material ... 530–532
  - Redevelopment Land Agency ... 496–526
  - School transit subsidy ... 534–537
  - Washington Convention and Visitors Bureau ... 538
- Public Library ... 403–414

H

- Highways and Traffic ... 1221–1240
  - Highways and Traffic, Department of ... 1221–1228
    - Fringe parking lots ... 1226
    - Midibus system ... 1227
    - Preferential Bus lane system ... 1227

Highways and Traffic—Continued Page
Motor Vehicles, Department of 1229–1240
Bicentennial tags 1239, 1240
Emission control inspection program 1234–1236, 1237
Federal grants for motor vehicles program 1231, 1232
Housing for employees, subsidized 25–26
Human resources 1121–1219
Alcoholic center 1127
Day care program 1140–1152, 1168, 1169
Capital budget request 1126
Community health and hospitals 1196–1198, 1210–1213
District of Columbia General Hospital 1196–1198
Child abuse service 1200–1202
St. Elizabeths Hospital 1187, 1198
Federal grant fund program 1216–1218
Mental health 1125, 1152–1164, 1198, 1204, 1206–1209
Forest Haven 1206–1209
New receiving home 1154–1162
St. Elizabeth Hospital 1187, 1198, 1204
Narcotics treatment 1125, 1128–1140, 1213–1214
Decline of use of heroin in the District 1137–1139
Methadone maintenance program 1129
Payment Assistance Administration 1170–1192, 1196
Public assistance 1187–1192
Size of welfare roll 1123
Social rehabilitation program 1164–1196, 1202–1204
Alcoholic rehabilitation program 1127, 1204–1206, 1209, 1210
Day care program 1140–1152, 1168, 1169
Welfare reform program 1122, 1146

M

Management improvement account 335–345

P

Policy on parking spaces 26–31
Public safety:
Corrections, Department of 777
Inmate population in correctional facilities 780–783
Misdemeanant population in the community correctional centers 845–848
Psychiatric treatment grant program 785–789
Security problem at District of Columbia correctional facilities 813–838
Courts 753–755
Appeals, District of Columbia Court of 699–728
Budget for providing counsel to indigent offenders 713, 714, 728
GAO report 704–709
Bail agency 759–769
Public Defender Service 683–698
Funding required for legal service for indigents 688
Superior Court 729–751
Capital outlay program 733
Funding for counsel for indigent offenders 734, 735
Juveniles, remanded for secure detention 735, 736
U.S. Courts 757–758
Fire Department 676–681
Emergency ambulance service 677, 678
Metropolitan Police 651–675
Crime rate in District of Columbia 654–657
No-Knock authority usage 669, 670
Police role in youth program 661, 662
Policemen involved in criminal acts 658, 659
Recruitment of minority for officers 665
National Guard 771–775

R

Recreation:
Recreation Department 1109
LEAA grant for youth development program 1117
Services for handicapped children 1112–1114
Transfer of National Park Service's parklands to the District 1118, 1119
YOS evaluation of youth related programs 1120

Page

Repayment of loans and interest 1299–1306
Programs and project loans:
Capital outlay program 1300–1306
Proposal to add seats to District of Columbia stadium ... 1301, 1302
Metropolitan area sanitary sewerage work loan 1300
Sanitary sewerage work loan 1300
Water fund construction loan 1300
Revenue sharing:
Limitation of general revenue sharing 23–24
Relationship of revenue sharing to Federal payment 1, 11, 12, 16, 17
Use of revenue sharing funds 21

S

Statistical data and charts:
Analysis of consultant contracts 181–189
Comparison of public assistance payment based on different standard ... 9
Cost of fiscal year 1975 funding for continuation of fiscal year 1974 Capital improvement projects 46
Graph of District of Columbia jail population 1972–1973 40
Review of detention center projections 37–39
Loan for highways construction program 15
General schedule employees by grade level, race and sex—Dec. 12, 1971 160
District of Columbia government employees by salary, race, and sex—Dec. 12, 1971 161
District of Columbia Government employees salary and minority group status—Dec. 12, 1971 162
Survey of departmental planning positions 223–231
NCHA maximum monthly lease contracts 440
NCHA total prototype costs new constructions 440
Housing inventory, District of Columbia—May 1973 443–444
Family relocation for programs in fiscal year 1972 524
Youth seeking employment—chart 580
24-Hour center clientele and services received 568, 572–575
School transit subsidy data 535
Table of resignations and appointments of black in police department ... 665
Policemen average scores: Promotion exams 670
Table of day care fee scale for parents 1149
Chart of doctor income in 1972 from medicaid 1177–1186
List of GS–14 and above in DHR 1193–1195
List of Federal grant fund—Changes in fiscal year 1974 ..... 1217, 1218
Statistical analysis of full time, District funded vacancies 1215
Correction's institutional manpower cost allocation for fiscal year 1973–1974 793
Statistical data on escapees for correctional facilities 818–834
Comparison of public school pupil expenditure with selected large city 874
Comparison of District of Columbia teachers salaries 872, 873
Table of tuition grant program for special education 964–967
Comparison of District of Columbia classroom size with urban and metropolitan suburban school systems 978

W

Washington Metro Area Transit Authority 495, 1455, 1457

Z

Zero base budget 2–3, 25

○