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Senate Hearings

Before the Committee on Appropriations

LEGISLATIVE BRANCH APPROPRIATIONS

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93d CONGRESS, FIRST SESSION

Fiscal Year 1974

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LEGISLATIVE BRANCH 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. 6691

AN ACT MAKING APPROPRIATIONS FOR THE LEGISLATIVE BRANCH FOR THE FISCAL YEAR ENDING JUNE 30, 1974, AND FOR OTHER PURPOSES

Printed for the use of the Committee on Appropriations

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LEGISLATIVE BRANCH 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 10 a.m., in room 1318, Everett McKinley Dirksen Office Building, Hon. Ernest F. Hollings [chairman] presiding.

Present: Senator Hollings.

COST-ACCOUNTING STANDARDS BOARD

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

ACCOMPANIED BY:
ARTHUR SCHOENHAUT, EXECUTIVE SECRETARY
HARRY R. VAN CLEVE, GENERAL COUNSEL

DEPARTMENTS IN LEGISLATIVE BRANCH

Senator HOLLINGS. Today we begin the hearings on the budget estimates submitted for the Legislative Branch of the Government for the fiscal year 1974. These hearings will concern themselves with funding requests for the Senate, joint items disbursed by the Senate and House of Representatives, the Architect of the Capitol, the Botanical Garden, the Library of Congress, the Government Printing Office, and the Cost Accounting Standards Board. It is expected we will also consider one new item this year for this bill, the Office of Technology Assessment. I suppose one of the most controversial items in this bill this year will be the consideration of the West Front of the U.S. Capitol building.

HOUSE ALLOWANCE AND BUDGET REQUEST

The first team we will hear will be that in behalf of the budget estimates submitted for the General Accounting Office. We are pleased to have with us the Comptroller General of the United States, the Honorable Elmer B. Staats.

I understand, Mr. Staats, you would first like to take up the Cost Accounting Standards Board; is that correct?

Mr. STAATS. I believe this can be disposed of rather briefly, Mr. Chairman. I have a very brief statement which I can just read, about one page, I think summarizes the more detailed statement which we have submitted as our justification for the Board.

JUSTIFICATION

Senator HOLLINGS. The subcommittee will now turn to the Cost Accounting Standards Board. The budget estimate for the Cost Accounting Standards Board is in the amount of $1,500,000 and the House has allowed the full amount of the budget estimate. I will insert the justification in the record at this point and, Mr. Staats, you may proceed to highlight the responsibilities and progress made by this Board.

[The justification follows:]

Justification

SALARIES AND EXPENSES

For expenses of the Cost Accounting Standards Board necessary to carry out the provisions of Section 719 of the Defense Production Act of 1950, as amended (Public Law 91-379, approved August 15, 1970), [$1,650,000], $1,500,000. (Legislative Branch Appropriation Act, 1973.)

Justification of Estimates

Fiscal Year 1974

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

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

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

be named from Government would continue to receive the compensation of his regular position from the agency employing him.

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

The budget estimate for Fiscal Year 1974 is $1,500,000. This estimate is $150,000 less than the amount appropriated in Fiscal Year 1973.

Object Classification (in thousands of dollars)

		1972 Actual	1973 Estimate	1974 Estimate
	Personnel compensation:			
11.1	Permanent positions	650	837	890
11.3	Positions other than permanent	32	38	50
12.1	Personnel benefits: Civilian employees	52	75	80
21.0	Travel and transportation of persons	57	165	170
23.0	Rent, communications, and utilities	16	25	25
24.0	Printing and reproduction	1	20	20
25.0	Other services	208	232	250
26.0	Supplies and materials	8	10	10
31.0	Equipment	25	5	5
99.0	Total obligations	1,049	1,407	1,500

An explanation of our fund requirements by object classification follows:

11.1 Permanent Positions. This estimate covers the salary costs for 41 permanent positions in Fiscal Year 1974. These posi-

tions include three Board members, an Executive Secretary (at Level IV), 24 other professional positions, and 13 supportive clerical positions.

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

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

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

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

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

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

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

INTRODUCTION OF ASSOCIATES

Mr. STAATS. With me from the Cost Accounting Standards Board, Mr. Schoenhaut, Executive Secretary of the Board; Mr. Harry R. Van Cleve, to his right, is the general counsel.

Mr. Chairman, the Board has been quite active since we appeared before you last year. I believe we are making good progress. We have been particularly pleased with the cooperation we have received from industry, the accounting profession and Government agencies. Of particular importance is the fact that the General Services Administration has decided to adopt with only slight modification the regulations and standards of the Cost Accounting Standards Board for negotiated civilian contracts even though legally the standards apply only to negotiated defense procurements in excess of $100,000.

This is important because otherwise firms contracting with different agencies of the Government would be in the position of following different standards in accounting for cost of negotiated contracts with the Government.

We are also working toward a plan which would provide that a single agency contracting officer would be designated for each contractor to deal with all questions relating to cost accounting standards for any agency of the Federal Government. This will simplify the contractor's life and achieve more consistent practices on the Government's side.

COORDINATING WORK WITH FINANCIAL ACCOUNTING STANDARDS BOARD

The Board is coordinating its work with the newly established Financial Accounting Standards Board in the private sector to develop financial reporting standards. While their mission is somewhat different from ours, there will be a considerable overlap of interest between the two organizations. We see no reason why there should be any problem given the goodwill which has already been evident on both sides in the two or three meetings that we have had with them.

1973 APPROPRIATION AND 1974 BUDGET REQUEST

With respect to the budget for the Board for next year, we are requesting the same amount as will be actually spent this year, which is $150,000 less than the amount appropriated for 1973. We will absorb the pay increases for both 1973 and 1974 in the total of $1.5 million. We have been able to make savings because, instead of contracting out for certain computer services, we were able to do this work with our own staff. So we are actually requesting $1.5 million, which is $150,000 less than the appropriation this year and within that total we will absorb all pay increase costs.

That summarizes our statement.

Senator HOLLINGS. $150,000 less than the present fiscal year?

Mr. STAATS. That is right.

Senator HOLLINGS. You will do that with computerization?

Mr. STAATS. We have been able to do that because we have been able to do certain computer work in-house. We thought we would have to go outside.

Senator HOLLINGS. No additional personnel?
Mr. STAATS. 25 professional personnel, no additional personnel.
Senator HOLLINGS. That is good.
Mr. Schoenhaut, do you or Mr. Van Cleve have anything to add?
Mr. SCHOENHAUT. No, sir.

PREPARED STATEMENT

Senator HOLLINGS. Your prepared statement will be inserted in the record at this point.
[The statement follows:]

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

I am appearing before you today in my capacity as Chairman of the Cost Accounting Standards Board to discuss the budget estimates for Board operations during Fiscal Year 1974.

Let me take a very few minutes to tell you of the Board's work in the past twelve months. The Board has vigorously urged representatives of all those who are concerned with its work, including Government agencies, the accounting profession, defense contractors, industry associations, and the academic community to assist in the extensive research which is basic to the development of Cost Accounting Standards and the Board's rules and regulations. As a new regulatory agency, the Board early took action to establish active, open consultations with representatives of all of these groups. Participation on either an individual basis or an organizational basis was encouraged, and the response has been gratifying, since the participation has been of exceptionally high value to the Board.

Recently, the Financial Executives Institute has established a number of task forces to work closely with us as we conduct research in various fields. The American Institute of Certified Public Accountants also established committees to work with us. The Cost Accounting Standards Board also has had several meetings with members of the newly formed Financial Accounting Standards Board, which was created to issue Standards dealing with financial accounting matters.

In my last appearance before you, I noted that the Board's first two Standards, its regulation requiring disclosure of cost accounting practices, and its contract clause implementing the Board's rules, regulations, and Standards, had been published for public comment. All of those materials were published in their final version on February 29, 1972; and after submission to the Congress for the requisite sixty days, they became effective on July 1, 1972.

Since then, the Board has published for public comment two additional Standards which have been republished in the final version and submitted

to the Congress. One Standard deals with the allocation of corporate home office expenses to segments of the corporation, such as subsidiaries, divisions, and plants. The other Standard deals with capitalization of tangible assets. These Cost Accounting Standards carry an effective date of July 1, 1973.

In addition to these Standards, the Board has published for public comment by June 1, 1973, a Standard on Accounting for Unallowable Costs. The Board also is developing a number of other proposed Standards which I will discuss later in my statement.

Section 719(h)(2) of the Defense Production Act of 1950, as amended, authorizes the Board as soon as practicable, to prescribe rules and regulations exempting from the requirements of Section 719 such classes or categories of defense contractors or subcontractors as it determines, on the basis of the contracts involved or otherwise, are appropriate and consistent with the purposes sought to be achieved by Section 719. The Board soon after its organization requested interested groups to offer suggestions for use by the Board in considering such exemptions, and it also had staff studies made of potential bases for exemptions. This effort has resulted in the Board's issuing a number of permanent exemptions from its regulations, including exemptions for contracts made pursuant to small-business and labor-surplus area set-asides, contracts made pursuant to the authority of Section 8(a) of the Small Business Act, and prime contracts with the Canadian Commercial Corporation. In addition, the Board has issued a regulation which gives it authority to waive the requirements of Section 719 in exceptional cases for individual contracts, if the Board determines that such waiver is appropriate and necessary.

The Board has worked cooperatively with Federal agencies in the development of those agencies' regulations implementing the Cost Accounting Standards and pertinent Board rules and regulations. The three principal relevant agencies--the Department of Defense, the National Aeronautics and Space Administration, and the Atomic Energy Commission--have

all issued implementing regulations. Additionally, the General Services Administration in its publication of the Federal Procurement Regulations has further provided that the Board's Cost Accounting Standards, rules and regulations, as a matter of policy, shall be extended to most of the negotiated contracts of the civilian executive agencies.

The implementing regulations issued by all of these agencies were developed through joint action and consultation by the several agencies with the Board. The result of this coordination is that the regulations of all agencies are generally parallel in structure and content. The Board believes that its own regulations, when viewed with the regulations of these Federal agencies, are compatible and are structured in such a fashion that they can be readily used by contractors.

One notable feature in the regulations of the relevant Federal agencies is their provision for a single contracting officer to be designated for each contractor, to negotiate with that contractor. The objective is to achieve consistent practices relating to the Cost Accounting Standards issued by the Board. The Board had strongly urged the procuring agencies to adopt such a procedure so that there could be uniform application of the Board's requirements. Techniques have now been devised and procedures established by which Government contractors may be reasonably certain that only one contracting officer will deal with the contractor to resolve issues that may arise concerning the application of Cost Accounting Standards, without regard to which Government agencies may be involved.

In May and June, 1972, the Board, recognizing that early orientation in its first regulations and Cost Accounting Standards would materially assist persons in both industry and Government, formulated a program to cover Board issuances and the related Department of Defense implementation of them. Teams comprised of representatives from the Cost Accounting Standards Board and the Department of Defense conducted 55 one-day sessions in 34 cities across the country; 12 were offered to industry representatives and 43 to Government employees. During this intensive effort, orientation

was provided to over 4,000 Government employees and over 2,000 industry representatives. The demand for orientation of representatives of Government and industry so far exceeded the facilities available that four additional sessions were offered in September, 1972. These additional sessions reached another 1,500 persons. Since the Board believes that part of its responsibility is to assist the public in a clear understanding of the requirements which the Board is establishing for Federal agencies, the Board has encouraged its staff to participate as fully as their time allows as speakers or panelists in conferences or meetings dealing with the work of the Board.

To improve further understanding of the Board's fundamental objectives and concepts, the Board formulated and published in March 1973, a Statement of Operating Policies, Procedures and Objectives. The Board intends that this Statement improve general understanding of the Board's fundamental procedures and policies. Through this publication the Board expects to provide the basis for a productive dialogue with those concerned with the Board's work, hoping that this Statement will enable those concerned persons to focus on the complex and difficult substantive issues which the Board faces in promulgating future Cost Accounting Standards.

Turning to those Standards, in addition to those which the Board has already promulgated, the Board has been researching a number of other areas for possible development of Cost Accounting Standards. Research is well under way in the following areas:

Depreciation of tangible capital assets
Selection of cost accounting period
Allocation of overhead expenses to contracts
Classification of costs as direct or indirect
Labor and labor-related costs
Material costs
Standard costs
Contract termination

Work has also been initiated on several other subjects. I expect that the Board will authorize exposure for public comment of one or more proposed Standards in many of these areas within Fiscal Year 1974.

Our budget estimate for Fiscal Year 1974 is $1,500,000 to carry out the provisions of Section 719 of the Defense Production Act of 1950, as amended. This amount is the same amount we estimate we will spend in Fiscal Year 1973 and is $150,000 less than the amount appropriated for that year. The principal reason for this reduction in our budget request is that, instead of contracting for certain outside services, the Board's own professional staff is developing certain computer applications which will permit analysis of the effects of a contemplated Cost Accounting Standard on existing cost accounting practices of defense contractors. The Board is pleased to have been able to effect this savings by using the capabilities of its own staff.

Our budget estimate for Fiscal Year 1974 will be allocated essentially as follows:

$1,020,000 for salaries and related benefits of the members of the Board, 25 permanent professional staff, 13 supportive clerical staff, and 4 part-time consulting assistants.

$170,000 for travel of Board members and staff.

$250,000 for contractual services, computer services, and reimbursement to other Government agencies for administrative and personnel services.

$60,000 for rent, communications, utilities, printing and reproduction, supplies, materials, and equipment.

The amount for salaries does not include any increase over Fiscal Year 1973 in the number of professional or clerical positions. The cost of salary increases in line with those established by Executive Order 11691, which the President issued under his authority set out in Public Law 91-656, will be absorbed within the reduced appropriation request for Fiscal Year 1974.

Our travel estimate reflects our belief that there will be a need for extensive field trips to perform research and development of possible

Cost Accounting Standards. We must travel to obtain on-site information at contractors' offices regarding cost accounting practices in our effort to assure that Standards give due consideration to the requirements of contractors as well as of the Government.

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

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

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

This covers, in general, what we have accomplished in the past 12 months and the areas in which we propose to continue our research for development of possible Cost Accounting Standards during the upcoming Fiscal Year. I will be glad to answer any of your questions.

GENERAL ACCOUNTING OFFICE

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

ACCOMPANIED BY:
ELLSWORTH H. MORSE, JR., ASSISTANT COMPTROLLER GENERAL, POLICY AND PROGRAM PLANNING
ADOLPH T. SAMUELSON, ASSISTANT COMPTROLLER GENERAL, DOMESTIC PROGRAMS
PAUL G. DEMBLING, GENERAL COUNSEL
PHILIP S. HUGHES, DIRECTOR, OFFICE OF FEDERAL ELECTIONS
OYE V. STOVALL, DIRECTOR, INTERNATIONAL DIVISION
MILTON J. SOCOLAR, DEPUTY GENERAL COUNSEL AND ACTING DIRECTOR, EQUAL EMPLOYMENT OPPORTUNITY
WILLIAM N. CONRARDY, DIRECTOR, OFFICE OF PROGRAM PLANNING
CLERIO P. PIN, DIRECTOR, OFFICE OF ADMINISTRATIVE PLANNING AND SERVICES
SANFORD H. CORNETT, CHIEF, BUDGET AND FINANCE BRANCH, OFFICE OF ADMINISTRATIVE PLANNING AND SERVICES

HOUSE ALLOWANCE AND BUDGET REQUEST

Senator HOLLINGS. We will be delighted to hear from Mr. Staats on the GAO itself.

The budget estimate for fiscal year 1974 for the General Accounting Office amounts to $103,850,000 and I notice the House of Representatives has voted you the entire amount requested.

JUSTIFICATIONS

There is a rather interesting table on page D–1 of the justification which gives the comparative statement by office within the GAO of the 1973 revised estimate and the changes in the amounts requested and allowed by the House for fiscal year 1974. This table deals with dollars. I will insert this tabulation in the record as well as the tabulation on page D–2 of the justification which gives similar information by office of the number of people requested and approved by the House of Representatives.

[The justification follows:]

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Justification

SALARIES AND EXPENSES

SUMMARY OF AMOUNTS REQUESTED

	Revised estimate--FY 1973					Changes--1973 to 1974					Estimate--FY 1974				
		Personnel					Personnel					Personnel			
	Average positions	Compensation	Benefits	Travel and other expenses	Total	Average positions	Compensation	Benefits	Travel and other expenses	Total	Average positions	Compensation	Benefits	Travel and other expenses	Total
OFFICE OF THE COMPTROLLER GENERAL	33	$ 677,000	$ 53,200	$ 52,000	$ 782,200	-	$ +23,200	$ +1,700	$ +1,000	$ +25,900	33	$ 700,200	$ 54,900	$ 53,000	$ 808,100
OFFICE OF THE GENERAL COUNSEL	201	3,195,800	272,400	240,900	3,709,100	+30	+765,700	+61,200	+3,900	+830,800	231	3,961,500	333,600	244,800	4,539,900
OFFICE OF ADMINISTRATIVE PLANNING AND SERVICES	263	2,707,700	322,700	922,900	3,953,300	-1	+159,900	-2,700	+11,900	+169,100	262	2,867,600	320,000	934,800	4,122,400
OFFICE OF FEDERAL ELECTIONS	25	441,500	34,800	1,278,300	1,754,600	+8	+148,900	+12,200	-575,300	-414,200	33	590,400	47,000	703,000	1,340,400
OFFICE OF PERSONNEL MANAGEMENT	89	1,259,300	91,500	379,400	1,730,200	+5	+143,400	+11,200	+383,900	+538,500	94	1,402,700	102,700	763,300	2,268,700
OFFICE OF POLICY	9	208,000	17,300	12,500	237,800	+1	+24,600	+2,000	+2,800	+29,400	10	232,600	19,300	15,300	267,200
OFFICE OF PROGRAM PLANNING	7	140,900	10,800	19,900	171,600	+1	+31,600	+2,500	+9,500	+43,600	8	172,500	13,300	29,400	215,200
OFFICE OF INTERNAL REVIEW	8	166,000	14,000	19,800	199,800	-	+10,300	+800	+1,100	+12,200	8	176,300	14,800	20,900	212,000
FINANCIAL AND GENERAL MANAGEMENT STUDIES DIVISION	191	3,887,000	337,700	787,000	5,011,700	+15	+346,300	+32,500	+574,650	+953,450	206	4,233,300	370,200	1,361,650	5,965,150
LOGISTICS AND COMMUNICATIONS DIVISION	164	3,015,800	246,700	194,600	3,457,100	+16	+362,800	+30,000	+35,200	+428,000	180	3,378,600	276,700	229,800	3,885,100
PROCUREMENT AND SYSTEMS ACQUISITION DIVISION	175	3,388,100	278,800	195,100	3,862,000	+13	+332,200	+28,000	+15,700	+375,900	188	3,720,300	306,800	210,800	4,237,900
FEDERAL PERSONNEL AND COMPENSATION DIVISION	67	1,205,300	102,700	92,500	1,400,500	+12	+185,500	+16,000	+67,000	+268,500	79	1,390,800	118,700	159,500	1,669,000
GENERAL GOVERNMENT DIVISION	191	3,161,800	271,100	268,300	3,701,200	+16	+327,700	+28,300	+11,000	+367,000	207	3,489,500	299,400	279,300	4,068,200
RESOURCES AND ECONOMIC DEVELOPMENT DIVISION	249	4,252,200	359,600	346,300	4,958,100	+24	+476,500	+36,700	+67,800	+581,000	273	4,728,700	396,300	414,100	5,539,100
MANPOWER AND WELFARE DIVISION	238	4,012,800	346,900	396,200	4,755,900	+32	+479,900	+43,600	+24,900	+548,400	270	4,492,700	390,500	421,100	5,304,300
INTERNATIONAL DIVISION	289	5,207,600	677,600	1,676,365	7,561,565	-15	+113,000	-900	+145,835	+257,935	274	5,320,600	676,700	1,822,200	7,819,500
FIELD OPERATIONS DIVISION	1,912	30,888,300	2,754,800	5,009,000	38,652,100	+70	+2,028,900	+150,800	+219,400	+2,399,100	1,982	32,917,200	2,905,600	5,228,400	41,051,200
TRANSPORTATION AND CLAIMS DIVISION	741	8,602,900	734,400	593,800	9,931,100	+1	+427,600	+32,100	+145,850	+605,550	742	9,030,500	766,500	739,650	10,536,650
Total--GAO	4,852	$76,818,000	$6,927,000	$12,686,865	95,829,865	228	+$6,388,000	+$626,000	+$1,146,135	+8,020,135	5,080	$82,806,000	$7,413,000	$13,631,000	103,850,000
TRANSFER TO GSA					177,135					-177,135					-
ESTIMATED OBLIGATIONS 1973 AND 1974					96,007,000					$+7,843,000					$103,850,000
APPROPRIATION 1973					96,235,000										
ESTIMATED UNOBLIGATED BALANCE					$ 228,000[a/]										

a/ To be applied against pay increase effective January 7, 1973.

Personnel Compensation Summary

	1973 Rev. Est.			1974 Estimate		
	Positions			Positions		
	Total[1/]	Net	Salaries	Total[1/]	Net	Salaries
Office of the Comptroller General	32	33	$ 677,000	32	33	$ 700,200
Office of The General Counsel	222	201	3,195,800	236	231	3,961,500
Office of Administrative Planning and Services	264	263	2,707,700	262	262	2,867,600
Office of Federal Elections	33	25	441,500	35	33	590,400
Office of Personnel Management	87	89	1,259,300	88	94	1,402,700
Office of Policy	10	9	208,000	10	10	232,600
Office of Policy Planning	7	7	140,900	8	8	172,500
Office of Internal Review	9	8	166,000	9	8	176,300
Division of Financial and General Management Studies	195	191	3,897,000	215	206	4,243,300
Logistics and Communications Division	174	164	3,025,800	175	180	3,388,600
Procurement and Systems Acquisition Division	186	175	3,398,100	170	188	3,730,300
Federal Personnel and Compensation Division	76	67	1,210,300	77	79	1,395,800
General Government Division	207	191	3,191,800	214	207	3,519,500
Resources and Economic Development Division	268	249	4,287,200	274	273	4,763,700
Manpower and Welfare Division	259	238	4,027,800	275	270	4,507,700
International Division	294	289	5,237,600	274	274	5,350,600
Field Operations Division	1,980	1,912	30,928,300	2,089	1,982	32,957,200
Transportation and Claims Division	747	741	8,602,900	757	742	9,030,500
Total - GAO	5,050	4,852	$76,603,000	5,200	5,080	$82,991,000
Direct program			$76,418,000			$82,806,000
Reimbursable program			185,000			185,000

1/ Total permanent positions.

PERSONNEL

Senator HOLLINGS. I notice you had a total of 5,050 positions for fiscal year 1973 that you have requested and the House allowed you 5,200 for fiscal year 1974.

That is 150 additional positions. Is that correct?

Mr. STAATS. That is correct. This comes out to an average employment increase of 129 in 1974 over our original 1973 level.

Senator HOLLINGS. You proceed in the order you wish.

Mr. STAATS. Thank you, Mr. Chairman.

I will attempt to highlight and summarize my statement in the interest of meeting your time schedule.

SUMMARY OF BUDGET ESTIMATES

Our appropriation for this year is $96,235,000. Our 1974 request which has been passed by the House is $103,850,000. This request does not provide for costs resulting from the general pay increase which was effective on January 7, 1973.

NET INCREASE IN STAFFING

Funds appropriated for 1973 provided for a GAO staff of 4,951 man-years, including 21 man-years for consultants. In comparison, we are requesting 5,080 man-years for fiscal year 1974, including 30 man-years for consultants, an increase of 129 man-years over the number authorized for this year.

We have been able to hold down the number of man-years for the current year to 4,852, or 99 less than were authorized. In view of our growing workload, however, we will be adding to our staff through the remainder of this fiscal year so that as of June 30 we expect to have an actual employment of 5,050, only 30 below the average we are requesting for 1974.

As of today our total is 4,887. So we are moving toward that figure rather rapidly.

WORKLOAD

As outlined in our hearings last year, our workload in GAO has increased sharply because of the increasing number of requests we have had for assistance from the Congress as a whole, from committees of the Congress, and from individual Members, and new or expanded programs authorized in the last Congress which provide for a GAO audit.

In reviewing our budgetary requirements our division directors forecasted a need in fiscal year 1974 of a total of 5,872 man-years, or 792 more than we are requesting.

CONGRESSIONAL REQUESTS FOR ASSISTANCE

I decided, however, to limit our 1974 request to those increases necessary to meet workload or costs over which we have little or no no discretion. This includes a net staff increase of 129 man-years determined as follows:

Known or anticipated increases in congressional requests for assistance which we estimate at 130 man-years; reviews of new and expanded programs enacted in the last session of the Congress which

we estimate at 65 man-years; work which we are required to carry on by law, such as handling of bid protests and other required legal services, claims settlement and debt collection, and the Federal election activities assigned to us which are 24 man-years.

You will note that the total for these represent 219 man-years, but but we have been able to make reductions in other areas amounting to 90 man-years, leaving a net required increase of 129 years.

FUNDS FOR ADDITIONAL STAFFING

Our request for appropriations for 1974, then, will increase over the amount of appropriated for fiscal year 1973 because of costs incident to staff increases, which is $2,041,000; and the remainder, Mr. Chairman, is $5,574,000 all related to increased pay and other increased costs due to price increases.

That brings us to a total increase over this year's appropriation of $7,615,000.

DEVALUATION AND INTERNATIONAL OPERATIONS

We have not in this estimate taken into account the effect of the recent 10-percent devaluation of the dollar. The costs of our international operations includes three offices overseas and the travel to and from the United States will increase because of the devaluation we estimate by about $100,000 in 1974.

OBJECTIVES AND SAVINGS

Mr. Chairman, it is always difficult to translate the full effect of GAO activities in terms of improvement of the operations and effectiveness of the government. We have talked about that in previous appearances before this committee. Many actions taken in response to our recommendations cannot be readily measured in terms of dollar savings. We do make estimates of savings that are directly attributable to GAO recommendations when this can be done readily.

I might add when we can be certain that it flows directly from our recommendations. However, we do not believe that dollar savings by themselves is a very good test of our effectiveness. Rather, our objective is to concern ourselves with opportunities for improving the economy and the effectiveness of government programs irrespective of the amount of savings which we might claim from our work at the end of the year.

Nevertheless, we feel it useful to maintain a record of readily translatable dollar savings resulting from actions taken by Federal agencies through the adoption of GAO recommendations. For fiscal year 1972, these amounted to $292.3 million in additional revenues or savings. These are shown in some detail in our justification of estimates and are summarized in attachment 1.

More frequently our work contributes to significant improvements which, for various reasons, cannot be included in our tangible savings report.

Senator HOLLINGS. I note that the $292.3 million consists of $29.3 million in refunds and collections and $263 million in other savings. How much of this $292.3 million is attributable to GAO-initiated reviews?

Mr. STAATS. Of the $292.3 million savings, $290.5 million resulted from GAO-initiated reviews.

AIRBORNE RECONNAISSANCE SYSTEMS: DUPLICATION OF EFFORT

For example, in a report to the Secretary of Defense, we stated that the Army and Air Force developments of tactical airborne reconnaissance systems had been duplicative and that both services were proposing follow-on systems which also appeared to be duplicate. Following our suggestion that DOD review the proposed programs to eliminate unnecessary duplication, the Director of Defense Research and Engineering reported to the House Committee on Appropriations that the Air Force proposal for a follow-on tactical airborne reconnaissance system had been canceled. The Air Force estimated that the total cost of this program would have been about $510 million.

HELICOPTER STABILITY AND CONTROL: PROGRAM TERMINATION

As another example, in March 1972, the House Appropriations Committee asked us to closely monitor the test program and the evaluation of the Cheyenne, Blackhawk, and the King Cobra advanced attack helicopters. In our August 7, 1972, report, we discussed a serious flight stability and control problem in the Cheyenne helicopters. Just after this, on August 9, the Army terminated the Cheyenne program. The Army, therefore, avoided committing itself to a multibillion-dollar production contract for a helicopter which was not satisfactory.

While there are many considerations involved in the termination of a program of this magnitude, the GAO evaluations in support of the committee were cited by one of its members as being instrumental in canceling the Cheyenne. The report of the House Committee on Appropriations gave credit to the objective studies of the General Accounting Office for making many savings in military expenditures possible.

REORGANIZATION

I am attaching to my statement, Mr. Chairman, a chart reflecting the reorganization which we put into effect last year, which I mentioned to you, but I will not go into that unless you have questions about it.

IMPACT OF CONGRESSIONAL ACTIONS

I would like, however, to turn to some of the recent legislative and other congressional actions which bear on our workload. Of these, we referred last year to the Legislative Reorganization Act, but I will not try to read all of these, but simply list the titles and be able to answer your questions, if you wish.

WATER POLLUTION CONTROL ACT

The Water Pollution Control Act was amended last year. Under that act, we are required to make an evaluation of the research of pilot and demonstration programs for water pollution control and treatment. This is a major study. We are preparing to make our report in October. It is going to cost us about $840,000.

REVENUE SHARING

Revenue sharing, as you know, is also new legislation. We have three jobs there, one is to consult with the Secretary of the Treasury in his regulations. Second, we are supposed to report to Congress on the adequacy of the Treasury Department's work in revenue sharing; and, third, we are supposed to go in and audit as to the compliance with the law.

This will represent a pretty sizable workload before us. We are preparing our first report for the 1st of July involving the status of the revenue-sharing programs in some 21 States and 120 cities around the country.

NATIONAL SCHOOL LUNCH ACT

The third one is the National School Lunch Act where we are asked to evaluate a pilot program administered by Agriculture to provide supplemental foods for eligible mothers and fathers determined to be nutritionally disadvantaged.

WAIVER OF CLAIMS

There is the amendment to the authorizing waiver of claims of the United States for erroneous payments, which will add some to our work.

FEDERAL ELECTION CAMPAIGN ACT

The Federal Election Campaign Act approved February 7, 1972, and the Presidential Election Campaign Fund Act, both placed responsibilities on our office which has added considerably to our workload.

EDUCATION PROGRAMS

The Education Amendments of 1972 established a number of new education programs and also made changes in existing programs and placed a specific provision giving responsibility to our office to evaluate education programs.

SHIP OVERHAUL AND REPAIR PROGRAM

Then the other one I want to mention is on the Department of Defense appropriation bill for fiscal 1973. The House Committee on Appropriations in its September 1972 report directed us to make a comprehensive review of the Navy's ship overhaul and repair programs for 1972 and 1973. This again is a major study.

NEW AND PENDING LEGISLATION

There have been a number of new laws enacted since our last appearance here, which provide for GAO audit. I have listed these on page 8. I will not take the time to go into those unless you wish.

But the seven I mentioned represent major new legislation which do provide for GAO audit.

Then on page 9, we have included several items of pending legislation which would involve our office if they are enacted. One that is not listed there, of course, is the legislation on which I testified

yesterday before the Senate Government Operations Committee. This legislation will provide for implementation of the recommendations of the Joint Study Committee on Budget Control, which I know you are quite familiar with. We anticipate that, if enacted, the legislation will involve considerable support from our office to the joint legislative committees.

I would like to emphasize that we have included nothing at all in our budget to take into account the pending legislaton. We just do not think it is wise for us to speculate on legislation not enacted. If they are enacted, they will obviously add to our workload.

APPLICATION OF STAFF REQUESTED

On page 10, we begin here a summary of the staffing required for the different activities of the General Accounting Office, which add up to the 5,080 man years to which you have already referred in your opening statement.

I will be happy, Mr. Chairman, as you wish, to either go through these or simply highlight them. I am prepared to do it either way, as you wise.

DIRECT ASSISTANCE TO CONGRESS

Senator HOLLINGS. You can highlight those.

Mr. STAATS. Perhaps a combination of the two would be satisfactory.

Beginning on the middle of page 11, for planning purposes we classify certain work as being of direct assistance to the Congress. This includes the kinds of studies I have already referred to directed by legislation, requests that come to us from congressional committees, or from individual Members of Congress, testimony at hearings. We have staff assigned to quite a number of legislative committees of Congress and the Appropriations Committees.

We have been providing assistance to the committees in developing legislation which either bears directly on GAO responsibilities or upon financial legislation.

ASSIGNMENTS TO CONGRESSIONAL COMMITTEES, COSTS, AND REIMBURSEMENTS

Senator HOLLINGS. At this point, would you provide for the record, as you have in the past, an updated table showing the number of persons assigned to congressional committees, cost involved, and any reimbursements.

[The information follows:]

SUMMARY BY FISCAL YEARS OF ASSIGNMENTS OF PERSONNEL TO CONGRESSIONAL COMMITTEES
FISCAL YEARS 1963 THRU 1972

Fiscal Year	Staff Assigned			Salaries	Travel Expenses	Total Cost	Reimbursed by Committee	Net Expenditures By GAO
	Professional Staff	Other	Total					
1963	171	10	181	$ 471,374	$ 64,648	$ 536,022	$ 51,931	$ 484,091
1964	84	14	98	406,645	28,847	435,492	58,306	377,186
1965	61	11	72	392,891	31,519	424,410	50,042	374,368
1966	111	7	118	651,761	67,819	719,580	75,652	643,928
1967	96	10	106	464,712	30,623	495,335	55,180	440,155
1968	113	7	120	514,432	77,044	591,476	21,519	569,957
1969	68	5	73	384,288	32,087	416,375	31,394	384,981
1970	108	7	115	597,634	22,983	620,617	92,230	528,387
1971	89	3	92	764,544	36,400	800,944	115,225	685,719
1972	91	7	98	627,504	30,262	657,766	138,033	519,733
	992	81	1073	$5,275,785	$422,232	$5,698,017	$689,512	$5,008,505

DETERMINATION OF INVESTIGATIONS TO BE MADE

Senator HOLLINGS. At that point, Mr. Staats, how do you determine what to investigate? Obviously, you get requests from committees. You get requests from the individual Congressmen and Senators. But how is the determination made? I am thinking with respect to the integrity now; of that very few agencies of the Government seem to have any left.

Yours is one of them that I believe to be outstanding. How do you make certain that the investigations are not political investigations and yet all of these are matters of legislation, political import. How do you avoid it? Can you?

Mr. STAATS. I think we have been pretty successful, Mr. Chairman. Maybe we have been lucky. But if we sense a situation where a member request is designed to achieve, say, political advantage over his opponent, we just politely decline. In the 7 years I have been with the GAO I can think of only maybe one or two cases where we had that kind of concern.

This is probably due to the fact that members recognize GAO is a nonpolitical, nonpartisan organization. My impression would be that we have been free of this in part because of the tradition of the office, and the fact that it has had this reputation over many years, the fact that our people are selected on a strictly merit basis.

So we have had great freedom of this kind of situation. There has been little, if any pressure, that I can think of to employ individuals—I have had a few cases referred to the office which we reviewed and considered like any other person, but we have been very free of political pressure from any quarter.

SELF-INITIATED WORK

Senator HOLLINGS. Having built up that integrity, how about from within the organization? For instance if I were anti-State Department, and if I could get friends in-house as good auditors and good accountants, good investors, and if I could get them within your organization, could they, themselves, spur an investigation of or instigate, I should say, an investigation of the State Department?

What is to be investigated and what percent come within the Department?

Mr. STAATS. My previous comments have all been related to the requests we received from the Congress.

WORK ORIGINS

The work we do under our own initiative represents about 60 percent of our work. I might digress here to say that of our total work currently about 10 percent of it is prescribed by law which is of a recurring nature.

About 60 percent represents work that we initiate on our own and about 25 percent of it is made up of requests we receive from the Congress.

SELF-INITIATED WORK

Within the area of discretion that we have, we have a systematic way of looking at all of the programs of the Government from time to time to determine areas which are, say, growing costs or of potential interest to the Congress; this derives from the committee reports, reading of the Congressional Record.

PROGRAM PLANNING COMMITTEE

Senator HOLLINGS. Do you have a review board?

Mr. STAATS. Yes.

Senator HOLLINGS. I am thinking about hearings we had over at Public Broadcasting. It came up the other day, they said they didn't know how to put on a program and take it off.

Mr. STAATS. We have a Program Planning Committee.

Senator HOLLINGS. You have a system whereby it comes automatically before a review board?

Mr. STAATS. Yes. We also have as another part of our system, a procedure whereby any of our staff at the audit sites located out with the agencies or any of our regional managers throughout the country may recommend areas of work if they feel it is an area that needs to be looked at, either because of allegations or because of information that they develop. We have a regular form for this, and we take their recommendation into account.

So we try to be aware and sensitive to the criticism that is emerging with respect to any program in the Government. But we do have internally a regular procedure whereby we try to assess priorities.

We have to assess priorities because our staff has requested 792 man-years more than I have in this budget.

All of these are in a sense worthwhile projects. But we have to make judgments as to priorities. We also have to recognize the fact that we can only operate well with good people. We have tried to grow slowly and recruit soundly for that reason.

COORDINATION OF REQUESTS FROM CONGRESSIONAL COMMITTEES

Senator HOLLINGS. What about the warfare between the committees of Congress within a field, for example, international policy, the Finance Committee not only has that subject, there is the subcommittee of Commerce on Foreign Commerce, the group that will be just returning from Moscow tomorrow.

Suppose you are requested by one committee to do an extensive research project in international trade. Do you correlate that with any other interested committees?

Mr. STAATS. We have four professional staff members who spend full time working with the committees in terms of their current and planned work. If we would get a request of that type and we were aware of the interest of another committee, we would try to either get a joint request or to get permission from the original requesting committee that it be made a GAO report, which is then available to all of the Congress.

This is done quite frequently where a committee recognizes that other committees have a related interest. The report being a public report would then be available to all of the committees of the Congress.

ACCESS TO INFORMATION

Senator HOLLINGS. Where are you with respect to the cooperation of other agencies and departments of Government, specifically the executive department, such as requests made for travel vouchers, say by the White House? Have you run into executive privileges there or what about the Defense Department on its contracts?

Mr. STAATS. We testified before Senator Ervin's committee and Senator Muskie's, the Joint Committee, about 3 weeks ago. I have a copy of our statement with me today, which summarizes the problems that we have had with respect to access to information from the executive branch.

We have to tell you that these problems have grown in recent months and we are concerned about it. We have suggested to that committee and again yesterday to the Senate Government Operations Committee some language which we would hope the Congress would consider favorably because of the growing problem that we have.

DELAYS CAUSED BY ACCESS PROBLEMS

It isn't always a problem of denial of information that we are concerned about. It is a question of the delays and the screening that takes place and the clearances that have to take place which have grown in the last 2 or 3 years.

There are some parts of the Government where we have been surprisingly free of problems, for example, in most areas of the Defense Department. The area we have had our difficulty in Defense has involved the military assistance area. But beyond the military assistance area we have had rather good cooperation.

Senator HOLLINGS. Do you get cooperation from the private contractors so you can make valid comparisons as to what is reasonable, say, in overruns?

Mr. STAATS. Yes. With respect to Lockheed we had good cooperation from the contractor. Generally the answer to your question is yes.

EXERCISING EXECUTIVE PRIVILEGE

The President exercised executive privilege with respect to a request that came from the Senate Foreign Relations Committee for the 5-year plan for military assistance, and a later request from the House Government Operations Committee for basic planning documents submitted by country field teams, he exercised executive privilege in both of those cases.

In the light of those directives of the President, overseas activities, including military commands, set up more restrictive procedures for giving GAO access to information.

This has made it much more difficult for us to function because in many cases the records have to be referred in to Washington to get clearance before they are provided to our man, say, in Frankfurt, Germany, or our man in Honolulu, or anywhere else.

Senator HOLLINGS. When did these directives occur?

Mr. STAATS. The two presidential directives were issued in August of 1971 and March of 1972.

Senator HOLLINGS. Have you recommended to the Government Operations Committee legislation to correct this?

Mr. STAATS. Yes. We have.

Senator HOLLINGS. Also with respect to the tardiness of delivering records, let's say from the White House itself, and other executive departments, what are you recommending?

EXCERPT OF STATEMENT AND EXECUTIVE PRIVILEGE DETERMINATIONS

Mr. STAATS. I will be happy to have these two executive privilege determinations for the record, if you wish. I will also be happy to include my statement, that part of my statement before the Senate Government Operations Committee yesterday, which bears on this.

[The information follows:]

THE WHITE HOUSE

WASHINGTON

August 30, 1971

MEMORANDUM FOR

THE SECRETARY OF STATE
THE SECRETARY OF DEFENSE

It has been brought to my attention that the Senate Foreign Relations Committee has requested various internal working papers and planning data of the Executive Branch relating to the Military Assistance Program.

As you know, the policy of this Administration, as directed in my memorandum for the Heads of Executive Departments and Agencies, dated March 24, 1969, is to comply to the fullest extent possible with Congressional requests for information. In pursuance of this policy, the Executive Departments and Agencies have provided to the Congress an unprecedented volume of information. In addition, Administration witnesses have appeared almost continuously before appropriate Committees of the Congress to present pertinent facts and information to satisfy Congressional needs in its oversight function and to present the views of the Administration on proposed legislation.

The precedents on separation of powers established by my predecessors from first to last clearly demonstrate, however, that the President has the responsibility not to make available any information and material which would impair the orderly function of the Executive Branch of the Government, since to do so would not be in the public interest. As indicated in my memorandum of March 24, 1969, this Administration will invoke Executive Privilege to withhold information only in the most compelling circumstances and only after a rigorous inquiry into the actual need for its exercise. I have accordingly conducted such an inquiry with regard to the Congressional requests brought to my attention in this instance.

The Senate Foreign Relations Committee has requested "direct access to the Executive Branch's basic planning data on Military Assistance" for future years and the several internal staff papers containing such data. The basic planning data and the various internal staff papers requested by the Senate Foreign Relations Committee do not, insofar as they deal with future years, reflect any approved program of this Administration, for no approved program for Military Assistance beyond the current fiscal year exists. Furthermore, the basic planning data requested reflect only tentative intermediate staff level thinking, which is but one step in the process of preparing recommendations to the Department Heads, and thereafter to me, for one-year programs to be approved for the ensuing budget year.

I am concerned, as have been my predecessors, that unless privacy of preliminary exchange of views between personnel of the Executive Branch can be maintained, the full frank and healthy expression of opinion which is essential for the successful administration of Government would be muted.

I have determined, therefore, that it would not be in the public interest to provide to the Congress the basic planning data on military assistance as requested by the Chairman of the Senate Foreign Relations Committee in his letters of July 28 and August 6, 1971, to the Secretary of Defense.

I, therefore, direct you not to make available to the Congress any internal working documents which would disclose tentative planning data on future years of the military assistance program which are not approved Executive Branch positions.

I have noted that you and your respective Departments have provided much information and have offered to provide additional information including planning material and factors relating to the military assistance program to the Senate Foreign Relations Committee. These planning materials and factors will enable the Congress to consider current year approved programs in light of considerations bearing on the future which can now be foreseen. In accordance with my general policy to provide the fullest possible information to the Congress, I will expect you and the Secretaries of other Executive Departments to continue to make available to that Committee all information relating to the military assistance program not inconsistent with this letter.

/s/ Richard Nixon

THE WHITE HOUSE

WASHINGTON

March 15, 1972

MEMORANDUM FOR

THE SECRETARY OF STATE
THE DIRECTOR, UNITED STATES
INFORMATION AGENCY

As you know, by a memorandum of August 30, 1971 to the Secretary of State and the Secretary of Defense, I directed "not to make available to the Congress any internal working documents which would disclose tentative planning data on future years of the military assistance program which are not approved Executive Branch positions. In that memorandum, I fully explained why I considered that the disclosure of such internal working papers to the Congress would not be in the public interest.

I have now been informed that the Senate Foreign Relations Committee and the House Foreign Operations and Government Information Subcommittee have requested basic planning documents submitted by the country field teams to the United States Information Agency and the Agency for International Development, and other similar papers. These documents include all USIA Country Program Memoranda and the AID fiscal year 1973 Country Field Submission for Cambodia, which are prepared in the field for the benefit of the agencies and the Department of State and contain recommendations for the future.

Due to these new requests for documents of a similar nature to those covered by my August 30, 1971 directive, I hereby reiterate the position of this Administration so that there can be no misunderstanding on this point.

My memorandum for the Heads of Executive Departments and Agencies, dated March 24, 1969, set forth our basic policy which is to comply to the fullest extent possible with Congressional requests for information. In pursuance of this policy, the Executive Departments and Agencies have provided to the Congress an unprecedented volume of information. In addition, Administration witnesses have appeared almost continuously before appropriate Committees of the Congress to present pertinent facts and information to satisfy Congressional needs in its oversight function and to present the views of the Administration on proposed legislation.

The precedents on separation of powers established by my predecessors from first to last clearly demonstrate, however, that the President has the responsibility not to make available any information and material which would impair the orderly function of the Executive Branch of Government, since to do so would not be in the public interest. As indicated in my memorandum of March 24, 1969, this Administration will invoke Executive Privilege to withhold information only in the most compelling circumstances and only after a rigorous inquiry into the actual need for its exercise.

In accordance with the procedures established in my memorandum of March 24, 1969, I have conducted an inquiry with regard to the Congressional requests brought to my attention in this instance. The basic planning data and the various internal staff papers requested by the Senate Foreign Relations Committee and the House Foreign Operations and Government Information Subcommittee do not, insofar as they deal with future years, reflect any approved program of this Administration, but only proposals that are under consideration. Furthermore, the basic planning data requested reflect only tentative intermediate staff level thinking, which is but one step in the process of preparing recommendations to the Department Heads, and thereafter to me.

I repeat my deep concern, shared by my predecessors, that unless privacy of preliminary exchange of views between personnel of the Executive Branch can be maintained, the full frank and healthy expression of opinion which is essential for the successful administration of Government would be muted.

Due to these facts and considerations, it is my determination that these documents fall within the conceptual scope of my directive of August 30, 1971 and that their disclosure to the Congress would also, as in that instance, not be in the public interest.

I, therefore, direct you not to make available to the Congress any internal working documents concerning the foreign assistance program or international information activities, which would disclose tentative planning data, such as is found in the Country Program Memoranda and the Country Field Submissions, and which are not approved positions.

I have again noted that you and your respective Department and Agency have already provided much information and have offered to provide additional information including planning material and factors relating to our foreign assistance programs and international information activities. In implementing my general policy to provide the fullest possible information to the Congress, I will expect you and the other Heads of Departments and Agencies to continue to make available to the Congress all information relating to the foreign assistance program and international information activities not inconsistent with this directive.

/s/ Richard Nixon

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EXCERPT FROM STATEMENT OF
ELMER B. STAATS, COMPTROLLER GENERAL OF THE UNTIED STATES

Suggested legislation to strengthen the GAO position in obtaining access to Executive Branch records and information.

Sec. 302. Section 313 of the Budget and Accounting Act, 1921 (31 U.S.C. 54), is amended to read as follows:

"Sec. 313. (a) Except where otherwise specifically provided by law, all departments and establishments shall furnish to the Comptroller General such information regarding the powers, duties, organizations, transactions, operations, and activities of their respective offices as he may from time to time require of them; and the Comptroller General or any of his duly authorized representatives shall, for the purpose of securing such information, have access to and the right to examine any books, documents, papers or records of any such department or establishment.

"(b) (1) Each recipient of Federal assistance pursuant to grants, contracts, subgrants, subcontracts, loans, or other arrangements, entered into other than by formal advertising, shall keep such records as the head of the department or establishment involved shall prescribe, including records which fully disclose the amount and disposition by such recipient of the proceeds

of such assistance, the total cost of the project or undertaking in connection with which such assistance is given or used, and the amount of that portion of the cost of the project or undertaking supplied by other sources, and such other records as will facilitate an effective audit.

"(2) The head of such department or establishment and the Comptroller General, or any of their duly authorized representatives, shall, until the expiration of three years after completion of the project or undertaking referred to in paragraph (1) of this subsection, have access for the purpose of audit and examination to any books, documents, papers and records of such recipients which in the opinion of the head of the department or establishment or the Comptroller General may be related or pertinent to the grants, contracts, subgrants, subcontracts, loans or other arrangements referred to in paragraph (1) of this subsection."

Sec. (a) If any information, books, documents, papers or records requested by the Comptroller General from any department or establishment under section 313(a) of the Budget and Accounting Act, 1921, as amended, or any other authority, has not been made available to the General Accounting

Office within a period of twenty calendar days after the request has been delivered to the office of the head of the department or establishment involved, the Comptroller General may institute a civil action in the United States District Court for the District of Columbia for declaratory relief in accordance with subsection (b) of this section. The Attorney General is authorized to represent the defendant official in such action. The Comptroller General shall be represented by attorneys employed in the General Accounting Office and by counsel whom he may employ without regard to the provisions of title 5, United States Code, governing appointments in the competitive service, and the provisions of chapter 51 and subchapters III and IV of chapter 53 of such title relating to classification and General Schedule pay rates.

(b) Actions instituted pursuant to subsection (a) of this section shall be for the purpose of declaring the rights and other legal relations of the parties, in accordance with section 2201 of title 28, United States Code, concerning the Comptroller General's request for information, books, documents, papers, or records and no further relief shall be sought by the parties or provided by the court. Such actions shall be heard and determined by a district

court of three judges. Immediately upon the filing of a complaint under subsection (a) of this section the matter shall be referred to the chief judge of the United States Court of Appeals for the District of Columbia Circuit, who shall designate three judges, at least one of whom shall be a circuit judge, to sit as members of the court to hear and determine the action. Actions under this subsection shall be governed by the rules of civil procedure to the extent consistent with the provisions of this section, and shall be expedited in every way.

(c) Any party may appeal directly to the United States Supreme Court from a declaratory judgment under subsection (b) of this section. Such appeal shall be taken within thirty days after entry of the judgment. The records shall be made up and the case docketed within sixty days from the time such appeal is taken under rules prescribed by the Supreme Court.

(d)(1) Subject to paragraph (2) of this subsection, if after a declaratory judgment sustaining the Comptroller General's right to all or any information, books, documents, papers, or records requested becomes final such information is not made available to the General Accounting Office, no appropriation made available to the bureau, office or unit of the department or

establishment which the Comptroller General identifies as being under review shall be available for obligation unless and until such information is made available to the General Accounting Office.

(2) Paragraph (1) of this subsection shall not become operative unless:

(A) the Comptroller General determines to invoke the provisions thereof and files with the Committees on Government Operations of the Senate and the House of Representatives notice of his determination, together with identification of the bureau, office or unit under review and the appropriations available thereto; and

(B) during thirty calendar days (excluding the days on which either House is not in session because of adjournment of more than three days to a day certain or an adjournment of the Congress sine die) following the date on which the Comptroller General files such notice, neither House has passed a resolution stating in substance that it does not favor invocation of such provision.

(e) Where the conditions set forth hereinabove are satisfied paragraph (1) of subsection (d) shall become operative on the day following expiration of the thirty-day period specified in subsection (d)(2)(B).

The proposed section 302 is identical to language which I recommend in my testimony before the Subcommittee on Separation of Powers and Administrative Practice and Procedure of the Senate Committee on the Judiciary and the Subcommittee on Intergovernmental Relations of the Senate Committee on Government Operations on April 11, 1973, in connection with hearings relating to congressional and public access to executive branch information.

I believe this recommendation is at least as pertinent to the objectives of the proposed legislation as it is to the objectives of legislation dealing with the subject of executive privilege and access to executive branch information. I say this because anything which seriously impedes the ability of the General Accounting Office to meet the needs of the Congress also weakens the purposes and objectives of the legislation under consideration. Most of the work done by the GAO is directly supportive of the objectives of the Committee report, particularly the work of the GAO in evaluating the effectiveness of agency programs.

Without the ability to obtain all necessary information from the executive branch, the GAO cannot perform its oversight functions in the manner intended by the Congress and which would enable the GAO to render the assistance which I have outlined in my testimony today.

DECLARATORY JUDGMENT

Mr. STAATS. In brief, what we feel is a practical solution to this matter would be to permit the General Accounting Office in case of a denial of information to it, which we believe we are legally entitled to, to go into court for a declaratory judgment.

We have suggested that the District Court for the District of Columbia appoint a three-judge panel for that purpose, with either party having the right to appeal. If the court agreed with our position that we did have legal entitlement to the records then the agency presumably would give us those records.

But in the event that they did not provide the records on such a favorable determination, then we would have the right to deny funds for that activity which we are auditing at that particular point in time.

We would not do that, however, until the matter was allowed to lie before the Government Operations Committee in both Houses of Congress and give them the opportunity to review the matter and either House could, by resolution, indicate disagreement with us.

That, of course, would satisfy us. But we think there needs to be some way to resolve this matter short of taking every single problem to the Congress. The issue frequently hinges around the question, "Is the GAO entitled to this information under its statutes?"

They will interpret the statute in a very limited way, we think incorrectly, but nevertheless this procedure would permit the courts to make a ruling. Once we had a few of those rulings I think that would clear the atmosphere a great deal because most of them involve the question of what does it mean, for example, to have the right of access to the records for audit?

STANDARD PHRASEOLOGY: ACCESS TO RECORDS

Senator HOLLINGS. Is there any standard phraseology you could recommend to the Government Operations Committee to be included in all statutes or legislative reference? If you could conceive of some boilerplate general provision relative to records so that it would be just taken on its face that you had access to records, that would be preferable.

That is what the Government is all about. We will pass the statutes. Unless there is a national security involvement, I can't see why we are not supposed to have the records.

Mr. STAATS. If all of the agencies were to interpret our statutes the way that the general counsel of the Treasury Department interprets our statute, we would be limited strictly to determination of the accuracy of the financial transactions or the accuracy of the financial accounts of the agencies which represents a very small portion of our work.

We have to have information that bears on the question of the economy and efficiency of the operation, on whether the programs are achieving the results intended.

We could not provide the kind of information that we are being requested day to day by the committees and the Congress as a whole without that kind of permission. We would be virtually out of business. This is well recognized.

We are seeking some way that we can get adjudication of these kinds of legal issues that have been raised because we do not think frankly it is practical to come to Congress every time we have a disagreement with an agency on audit records.

We think it is a waste of our time. We did have to come to Congress on the Lockheed Emergency Loan Guaranty Board. Both the Banking Currency Committees of the House and Senate went on record strongly to support our position and the records were released. But the Board still took the position even after having released the information that we were not legally entitled to have it.

This is representative of the kind of thing we are concerned about.

Senator HOLLINGS. Do you have any boilerplate language that would be included in everything? Is that practical?

Mr. STAATS. We have two kinds of language. One is the language that we suggest as new legislation is being considered which we think is broad enough to cover our needs. This we supply to the Congress case by case as new legislation is being considered.

But the broader language is the language which I have just described, which we suggested yesterday to the Senate Government Operations Committee.

OFFICE OF FEDERAL ELECTIONS

Senator HOLLINGS. Concerning the Office of Federal Elections, you were talking about 33 positions calling for a total appropriation of $1,340,000. How does that compare with fiscal year 1973?

Mr. STAATS. Mr. Hughes, will you respond?

Senator HOLLINGS. Mr. Hughes, will you also elaborate on the violations of this act that have come to your attention and the recommendations you have made.

Mr. STAATS. Mr Hughes is the Director of the Office of Federal Elections.

Senator HOLLINGS. Yes.

Mr. HUGHES. Mr. Chairman, first with respect to the relative size of the Office we will have this year an average of about 19 man-years, several less than requested for this year. Next year we are requesting 33 man-years, as you said.

AUDIT OF POLITICAL COMMITTEES

This reflects the pickup in the volume of work before us and next year's request reflects the fact that we are now launching and have underway a nationwide audit program covering political committees registered with us and including some committees not registering with us where we wish to find out why they did not register.

PRESIDENTIAL COMMITTEES

There were about 2,000 active presidential committees at the time of the general election. We are just one of three supervisory officers, you will recall.

We had a total of about 2,700 that registered with us, but some of them were waived as to reporting because their involvement either in

presidential elections or Federal elections generally was not adequate to require their continued reporting.

In our audit program, we are attempting to be as evenhanded as we can in terms of party and region. We are planning to cover all State central committees whether or not they have registered with us. About half of them did.

Through this audit process we plan both to get some education ourselves and to spread some education among the State central committees and the principal ones in localities.

SEPARATE SUPERVISORY OFFICIALS

Senator HOLLINGS. Are you doing this for the House and Senate Operations or offices that also supervise the Campaign Practices Act?

Mr. HUGHES. No, sir. We are separate under the terms of the statute. We have discussed various collaborative types of operations with them, but thus far we have not been able to work out any specific arrangements beyond the forms themselves and a set of regulations for each of us which, while they are separate, are reasonably coherent and consistent.

Senator HOLLINGS. Why haven't you been able to coordinate it?

Mr. HUGHES. I suspect, Mr. Chairman, that some of the same considerations which prompted the Congress to establish three different supervisory officers are the considerations which prevent collaborative or consolidated treatment, for example, of reports or of the audit process.

Senator HOLLINGS. So this is good. In other words, it is not a failure.

Mr. HUGHES. I think it is consistent with the act as it is set up. From a strictly administrative standpoint, I think there are economies of many types that could be undertaken, but the administrative problem merges shortly with the jurisdictional problem as between the House, the Senate, and the Presidency. These have produced the situation where we are functioning in the present divided and separate responsibilities.

We are functioning, I think, reasonably effectively the way we are.

We could conceivably proceed with joint audits of political committees. But that would present some problems that were in mind when the Congress came up with the three separate supervisory offices.

PRINCIPLE UNDERLYING AUDITING LEGISLATION

Mr. STAATS. If I might interject, the principle which underlies the legislation is that for the Senators, the Secretary of the Senate should have the responsibility as an officer of the Senate and similarly the Clerk of the House for the House of Representatives. But our office would have the monitorship responsibility for Presidential candidates.

Many of the committees which were established to support Presidential candidates identical to committees supporting other candidates. But there are also a great many of them established solely for the purpose of supporting a Presidential candidate. So there is no duplication in that latter category.

Senator HOLLINGS. Some are running for the President, some are running for the Senate, and vice versa.

Mr. HUGHES. The overlap really isn't there, Mr. Chairman. There are candidate committees respectively for Senate, House or Presidential candidates and these tend to be separate, without overlap, although transfers can occur back and forth between one or another of even these candidate committees. Then of course there are the party committees, the national party committees, the State central committees and some local committees.

Party committees may support Presidential, senatorial, congressional, and State and local candidates and the funds for supporting all three would, in many instances at least, be merged. Then there are various types of more or less nonpartisan committees, some of them actively taking or supporting particular candidates. I have in mind the "COPE" type committee or comparable industry committees. Other committees, like the National Committee for an effective Congress, may support a whole panorama of candidates, and therefore may also be reporting to each of the three supervisory officers.

VIOLATIONS REPORTED TO JUSTICE

Senator HOLLINGS. What violations, or apparent violations, have you reported to Justice for action, Mr. Hughes?

Mr. HUGHES. We have, referred to Justice about 15 or 20 instances, depending on how you divide them up. I think I should emphasize that, given the newness of the law, the tremendous number of reporting committees, and the volume of reports (we have about 100,000 pages of reports on Presidential candidates alone), the volume of violations, at least in a technical and narrow sense of that term, is very high.

We have adopted the policy of trying to get compliance with the act, to get disclosure in effect rather than to refer violations where they seem, the result of inadvertence, error or ignorance. We have limited our referrals to Justice to those situations where we could not get compliance or where we thought there was a serious violation of the act.

Senator HOLLINGS. What has occurred?

Mr. HUGHES. We have had some degree of response on those. From an administrative standpoint it would have been helpful to us had the Justice Department followed up more aggressively on our referrals than they appear to have.

They have obvious problems. For example, the law provides criminal penalties essentially, and the building of a case for criminal action is difficult. I don't want to be unduly critical of Justice.

On the other hand, effective administration on our part is heavily dependent upon getting the word out that we, the supervisory officers, are serious about enforcing the requirements of the law to get disclosure. The better followup we can get from Justice on this, the better off we are.

ENFORCEMENT BY DEPARTMENT OF JUSTICE

Senator HOLLINGS. Is there one office in Justice that has been assigned to pursue these alleged violations? Is there one individual that you work with over there? If so, who is he and what is the office?

Mr. HUGHES. This comes under the criminal portion of Justice. The Assistant Attorney General responsible is Mr. Petersen. The fraud section is responsible under him; the responsible individual is named Keeney. The staff people we work with are Walter Barnes and Craig Donsanto. We have had good relations on a staff basis with Justice. It is difficult for me as a nonlawyer and outside the agency to appraise the caliber of their performance.

I simply say that from an administrative standpoint it would have been beneficial to have more prompt followup on our referrals.

ONGOING DEFENSE ACTIVITY

Senator HOLLINGS. Mr. Staats, on the Department of Defense, can you elaborate with respect to your investigations over there? That seems to be a good part of your work. It comes to light the cost savings effectuated, as you pointed out in your opening statement, on the Cheyenne helicopter and some of the others. Do you have many ongoing inquiries there now on the Defense contracts?

ALL VOLUNTEER MILITARY FORCE

Mr. STAATS. Yes, sir, we do. One area that we are looking at and just finished the report is the all volunteer force proposal. This has represented a great deal of work.

MAJOR WEAPONS SYSTEMS PROCUREMENT

I would like to call particular attention to the work we have been doing in the area of procurement of major weapons systems. We have been supplying each year for 4 years, detailed analyses of individual weapons systems which cost is estimated at $200 million in production or $50 million in research and development to the Armed Services and the Appropriations Committees. We did 67 of those last year. We will be continuing this kind of work. We have done a lot on the F–14, the F–15. We are beginning work on the B–1 bomber. We want to get in early enough on that so we will be able to supply the Congress with the information on the status of that program as it moves along.

TRIDENT SUBMARINE

Senator HOLLINGS. How about the Trident submarine? Are you in on that program?

Mr. STAATS. Yes; one of the studies that we supplied to the committee this last year was on the Trident submarine. Yes; we have done a great deal of work on the Litton contract in Pascagoula, the LHA and the DD–963 destroyer program.

IMPROVED PROCEDURES IN PENTAGON

Senator HOLLINGS. Do you find any improvements, you might say, in the procedures in the Pentagon? I think Senator Proxmire used the figure of around $28 billion of cost overruns for a 10-year period. Has the Pentagon received these audits in good spirit and changed around

their procedure? Or do you find any change at all? Are you still auditing the same deficiencies and bad practices?

Mr. STAATS. I would be willing to make a general statement to the effect that we believe there has been considerable improvement with respect to the procedures in the Pentagon. We are not saying they have got all of the bugs worked out yet. They have not. We have to give them good marks for making a serious effort to deal with the kinds of problems they got into on the C–5 and the F–14 where they went out for total package procurement when the R. & D. hadn't been completed.

There is under consideration in the Defense Department today still further changes in procedure which we would like to see brought about but which has a good deal of internal opposition. This directive generally would provide for greater control by the Office of the Secretary of Defense before decisions are made, the decision of whether to go ahead and develop a system from the standpoint of whether it is needed at all or not. There has probably been too much discretion allowed to the services in the past. This directive is called 5000.2, which is a followon to a directive issued when Secretary Packard was there.

But in general, we think improvements have been made. They still have some ways to go.

We have outlined in our testimony before the House Armed Services Committee, a few weeks ago, some of our ideas as to how we think improvements can be increased.

EQUAL EMPLOYMENT OPPORTUNITY PROGRAM

Senator HOLLINGS. Mr. Staats, if it is convenient, let's change over to the personnel within the General Accounting Office.

Relative to your policy of equal employment, can you tell the committee what is the policy? Give us the statistics, for example. How many blacks are employed in relation to the total number? Are you having any difficulty at all with this situation? Have there been any complaints?

Mr. STAATS. Yes. We have had some problems, Mr. Chairman. I think these have been called to your attention in regard to the discussions I have had with you on the matter on April 20. This will always be a problem in the sense there are many difficulties involved in recruiting individuals who have been disadvantaged. We think we are making generally very good progress in the GAO.

PREPARED STATEMENT

I have a full statement here which I would either read or would like to insert in the record, which outlines not only our policy, but specifically with respect to the progress we are making.

Senator HOLLINGS. Let's insert the statement in its entirety for the record. Summarize it, please.

[The statement follows:]

GENERAL ACCOUNTING OFFICE
EQUAL EMPLOYMENT OPPORTUNITY PROGRAM
STATUS REPORT--APRIL 1973

Employment and Recruitment of Minority Persons

I. Three-year Employment Profile

A. For the 3-year period from November 30, 1969, to November 30, 1972, GAO employment increased from 4,357 to 4,603, an increase of less than 6 percent.

B. During this same period, the number of employees in the lower grades, 1 through 4, decreased from 600 to 439, or a decrease of 161. The number of minorities decreased from 406 to 277, or a decrease of 129. This was due largely to upgrading through job reclassifications, training programs, etc. This fact is shown by the figures for employment in grades 5 through 8. Whereas overall employment in these grades decreased from 917 to 778, the number of minorities increased from 150 to 265.

C. For grades GS-9 and above, overall GAO employment increased 18 percent for this period (2840 to 3386). At the same time, employment of minorities in these grades increased 36 percent.

D. If grades 5 through 8 are added to this total, the increase is 3,757 to 4,164 for an overall increase of 11 percent in total employment in these grades. During this same period, employment of minorities for these grades increased 62 percent.

II. Recruitment of Professionals

A. We are making vigorous efforts to recruit minorities at all universities and colleges across the country, particularly those located in urban areas. In addition, during the past 3 years we have increased from 10 to 33 the number of predominantly black colleges in our recruiting schedule.

B. Under the accelerated minority college recruitment program established in our 1972 EEO Action Plan, we have made 126 professional job offers since October 1, 1972. So far, we have 76 acceptances. Of these, 63 are black. In addition, we have 20 offers outstanding; all of these are to blacks. The projected total of college hires during our recruitment drive which began in October is 330. The percentage of minority hires is therefore 23.0 percent. The goal established in our 1972 Action Plan--before new recruitment strategies had been tested--was 10 percent.

C. We have made a special effort to recruit minority persons who receive Master's degrees in public administration (MPA) under the Urban Administration Fellows Program which is administered by the National Association of Schools of Public Affairs and Public Administration under a Ford Foundation grant.

D. Since October we have offered jobs to 67 college women (this figure does not include 36 minority women). So far 37 have accepted positions. Three offers are still outstanding.

E. Our minority recruitment effort is not geared to only entry level GS-7 and 9 professionals. Since December we have hired 48 persons at the GS-11 level and above. Of those who have accepted these positions 9 are black (three of them are GS-15's) for 18.8 percent of the total. We have also hired 5 women (non-minority)--1 at grade 11, 3 at grade 13, and 1 at grade 15.

F. Our overall professional recruitment figures--college recruits and upper levels--show that by June 30 we can expect to hire 378 persons. Of these, our projections indicate that 85 of them will be minorities, or 22.3 percent. Another 42 will be women (non-minority), or 11.2 percent. If we further predict that our current ratio of minority acceptances to job offers remains steady at about 50 percent, we predict that there will be 10 acceptances of the 20 job offers we now have outstanding. This would boost our minority college recruits to 25.3 percent of our total college hires.

Organization and Staffing

I. Personnel Relations Planning Committee

A. Established 20 months ago; members at senior directorate level; considers and resolves policy matters in personnel relations, union activities, and EEO; meets quarterly

B. Steering Committee of PRPC meets semi-monthly. Its 8 members include:

1. Acting Director, EEO
2. Deputy Director, EEO (Spanish-surname)
3. EEO Coordinator (Black)
4. Chairman, EEO Advisory Council (Black)
5. Federal Women's Program Coordinator

II. EEO Advisory Council

A. Established 20 months ago; elected by rank-and-file employees in secret ballot; purpose is to

provide an effective means through which employees may participate with management in developing EEO policies and programs.

B. Election of new Council was conducted February 16; 14 members were elected, half for 2-year terms and half for one-year terms; 4 additional seats are guaranteed to employee organizations--American Federation of Government Employees, National Federation of Federal Employees, GAO Employees Association, and GAO Black Caucus.

C. Council members are granted four hours every two weeks to work on Council business.

III. EEO Officers and EEO Counselors

A. Thirteen new EEO Officers at senior management level were appointed in February to reflect GAO's new organizational alignment; each regional manager was also designated an EEO Officer.

B. In February some 40 persons responded to our request for volunteers to become EEO Counselors; they were screened and interviewed by members of the EEO Advisory Council, the EEO Coordinator, and the Federal Women's Program Coordinator; 13 persons were chosen to become counselors in our headquarters facility; they recently completed required Civil Service Commission training and are now functioning as counselors. We have also appointed persons in each regional office to be counselors.

IV. Deputy Director, EEO

A. In October this full-time position was established at the GS-15 level; it is presently filled by a minority group member (Spanish surname). He also has professional staff assistant, a woman, assigned to his office full-time.

B. As needed, full-time professional staff is detailed to EEO work on a project basis; for example, during a 7-week period earlier this year 4 persons did research on upward mobility programs in Federal agencies and in GAO.

C. In February we had approximately 15-20 people working full-time on updating and developing a comprehensive statistical profile of GAO employees. Basic purpose of this project is to provide a precision analytical tool for our EEO program, and for our management improvement program in general.

V. EEO Coordinator

A. This full-time position was created almost 2 years ago in the Office of Personnel Management. It is

filled at the GS-13 level by a minority group member (Black).

Upward Mobility

A. In July 1972, at the request of the EEO Advisory Council, we established the practice of using job vacancy announcements to fill all competitive positions below the GS-15 level, thereby permitting all interested and qualified persons to compete more openly for various jobs.

B. A frequent employee complaint is that the effectiveness appraisal system dampens upward mobility because it does not accurately measure an individual's present job performance and his future potential. Our Office of Personnel Management is presently engaged in a comprehensive survey to determine how this system can be improved.

C. In April 1971, a program was introduced in the Transportation and Claims Division to provide greater opportunity to employees in dead-end clerical positions. To increase job opportunities for these employees, new career ladder clerical positions that provided rotational assignments, career counseling, and on-the-job and classroom training were established at the GS-2, 3, and 4 grade levels. Additionally, senior clerical and supervisory positions at grades GS-5, 6, 7, and 8 were established to be filled on a competitive basis. Since inception of the program, 6 employees have been promoted to GS-3, 100 to GS-4, 41 to GS-5, 27 to GS-6, 1 to GS-7, and 9 to GS-8.

D. What began several years ago as our secretarial training program has now evolved into a major segment of our upward mobility training program. Then, the training was predominantly external. Today, it is mostly internal. Last year this upward mobility training program provided typing and other secretarial skills to 33 persons. Recently we critically evaluated the program and have now substantially revised it. Starting in June we will have a 6-month training program for an initial group of about 25 employees at the GS-3, 4 grade levels who desire a new career as a secretary.

E. In February a task force was established to develop new job classifications of a "pre-professional" nature. These will be "bridge" jobs between our nonprofessional and professional positions. We envision a career program under which employees will be provided training and education which together with required job restructuring will allow for greater advancement opportunities. The task force has been directed to present by early Fall full recommendations and a timetable for immediate program implementation. The task force, of which our EEO Deputy Director and EEO Advisory Council chairman are members, meets at

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least weekly as a group. It has a full-time professional staff of 2 persons, one of them a woman. Within the next 2 months we expect to hire a well-qualified person to administer the program full-time. Several weeks ago representatives of the Civil Service Commission's Office of Upward Mobility received a detailed briefing on the work of the task force to date, and their oral comments were highly favorable.

Complaint Processing

During the period from July 1, 1971, through March 31, 1973, our EEO Counselors were contacted by 35 employees with complaints of alleged discrimination. Twenty-eight of these complaints were informally resolved at the counseling stage. Seven employees did not obtain informal relief and subsequently filed formal complaints of discrimination. Of these 7 complaints, 2 were subsequently withdrawn when resolutions were obtained which involved promotions.

The five remaining complaints were resolved or are being resolved as follows:

a. Case closed--Board of Appeals decision in favor of GAO's decision--no discrimination found.

b. Case closed--Board of Appeals decision in favor of GAO's decision--no discrimination found.

c. Case pending--GAO proposed decision of no discrimination--complainant requested hearing by Civil Service Commission--hearing held in March--awaiting decision of complaint examiner.

d. Case pending--GAO decision of no discrimination--complainant expected to appeal.

e. Case pending--GAO dismissed complaint for failure of employee to prosecute--complainant appealing to Board of Appeals.

Allocation of Resources

See attachments for current estimates of personnel and financial resources for EEO in calendar year 1973.

ESTIMATED ALLOCATION OF PERSONNEL AND RESOURCES FOR EEO

A. EEO Program Personnel

1. HEADQUARTERS: 62 Employees

Position	Full-time	Part-time
Director, EEO		1
Deputy Director, EEO 1/	1	
Coordinator, EEO	1	
Officers, EEO		13
Counselors, EEO		13
Coordinator, Fed. Wom. Prog.		1
Advisory Council, EEO		18
Complaint Investigators		8
Office Staff, EEO	3	
Others		1

2. FIELD: 36 Employees

Officers, EEO 2/		15
Counselors, EEO		21

1/ Serves as Coordinator, Sixteen-Point Program for the Spanish-speaking

2/ Regional Managers serve in these positions

B. Personnel and Fiscal Resources

1. HEADQUARTERS

Category	Man-Years	Dollars
Counseling, EEO[1/]	0.78	10,984
Complaint Processing[2/]	1.00	20,130
Program Admin., EEO[3/]	6.25	137,604
Training, EEO-related[4/]	3.75	86,280

2. FIELD

Counseling, EEO*		
Complaint Processing*		
Program Administration*		
Training, EEO-related*		
Total	11.78	254,998

1/ 34 Counselors (av. GS-11) @ 48 hrs./yr.

2/ 8 cases @ 200 hrs: GS-11 investigators, plus 10%
4 cases @ 120 hrs: GS-14 complaint examiners, plus 10%

3/ Includes travel, salary and fringes for full- and part-time staff, plus 10%

4/ Includes salary and tuition for 40 EEO staff (av. GS-11 @ 3 days, and 5% of total training time for 780 supervisors and managers

*Included in headquarters figures

RECRUITMENT OF MINORITIES

Mr. STAATS. I would like to highlight it by way of progress. In our recruiting this year at the college level, which constitutes a high percentage of our total recruiting, we started this year with the objective of recruiting 10 percent of minorities of the total recruiting plan of about 380 new recruits at the college level.

Today we have recruited at the rate of 23 percent minority. With the number of outstanding offers that we have, which are 27, to minorities, we would expect to get half of those. If so, over 25 percent of our new recruits this year would be from minorities. This is a much better record than we have been able to achieve in the past. It is not that we have not tried.

We are recruiting this year some 33 predominantly black colleges. That is an increase from 10 to 33 in the number of black colleges. We recognize there are more black students in the nonblack colleges than there are in black colleges by far. So this is not in itself the reflector of the effort. But it is one indication of what we are attempting to do.

We have, we think, contrary to some of the criticism we have had from a group calling itself the Citizens Advocate Center here in the city which we think unfortunately has proceeded publicly without all of the facts and perhaps we could go further and say we believe they have distorted the facts that we have provided to them. But be that as it may, we believe that we have had very good reaction internally with our staff. We have a very active equal employment advisory group.

Mr. Socolar is the Acting Director of Equal Opportunity. We have a full-time staff director for this program. We have recently instituted a program of attempting to set up a different level of job in the GAO, a subprofessional type of job for which we would allow all of our people at the level of grade 5 or below to compete. It would be a grade 6 job.

If they meet the requirements, we will assist them in their educational programs so that they can achieve a professional status which would be a grade 7, which is our college entrance level. I would be happy to go into this in any detail or ask Mr. Socolar to develop this further.

We do have a statement here this morning.

Senator HOLLINGS. Tell us generally, Mr. Socolar, what is the general picture? How long have you been doing it? What are the results? There are various percentage numbers that are not really meaningful unless they are relative. What progress have you made in the last few years?

Mr. STAATS. Our effort in this area began about 4 or 5 years ago to try to improve our situation. We have accelerated that within the last 2 years. But we started about 5 or 6 years ago in an effort to try to improve our program internally. It is in the last couple of years I would say that we have made the greatest progress.

LIMITED NUMBER OF QUALIFIED MINORITY APPLICANTS

I should say, Mr. Chairman, with respect to recruiting minorities, we have very similar experience with that of the management consulting organizations and the public accounting organizations. There

just have not been enough well-trained minorities in the business schools and in the schools of accounting and other professional schools to make it possible.

In addition to that we have been disadvantaged by the fact that we cannot pay salaries, the kind of salaries which the minorities are receiving from those types of organization because they are in demand. They know they are in demand. They are able, and quite understandably, to command a salary which we cannot pay.

IMPROVEMENTS IN MINORITY RECRUITING

The situation is improving some. This improvement is reflected in the number of individuals enrolled in the business schools with minority background and, for example, Howard University is just setting up a major program in this field. Mr. Wilson, who is the dean of that school, is on our advisory group, and this is a very, very promising program. But he himself says it is going to take him 4 or 5 years to develop the program to the point where he is going to be able to place his people in organizations such as ours to any large number, you see.

I would like Mr. Socolar to comment generally, if he would.

NUMBER OF BLACK EMPLOYEES IN GAO

Senator HOLLINGS. How many employees are in GAO and how many are black?

Mr. SOCOLAR. About 14 percent; most of them in the lower grade levels.

Senator HOLLINGS. How many employees, Mr. Staats, do we have in the General Accounting Office?

Mr. STAATS. We have today 4,887.

Senator HOLLINGS. Of the 4,887 how many are black employees?

Mr. SOCOLAR. We have been dealing with employees by grade category for so long I don't have the total figures. I could tell you what they are by grade category. About 66 percent in grade 1 to 4 are minority. In grades 5 to 8, about 34 percent are minorities. Then they drop off very rapidly as we get above that. But an aggressive part of our effort today is to change that picture, particularly in the upper levels.

We have recently hired three minority members in the grade 15 level, three blacks. We have a woman who will be coming aboard in the grade 15 level. Essentially, in terms of the statistical profile of the office, it is in these upper levels that the problem lies.

Senator HOLLINGS. Furnish those figures for the committee's record, will you?

Mr. SOCOLAR. Yes.

[The information follows:]

Of the 4,877 employees on our rolls as of March 31, 1973, about 14 percent or 667 were black employees.

MINORITY EMPLOYEES IN HIGH GRADE LEVELS

Senator HOLLINGS. Do you have any difficulty retaining, particularly in the upper levels, the black employees you find, once they

have established themselves for 2 or 3 years, will they be hired elsewhere in other governmental departments or by private industry?

Mr. SOCOLAR. We have not had that kind of experience. We have not really had sufficient numbers of minorities in the upper levels to develop any kind of trends along that line.

Mr. STAATS. We have had very little success in recruiting at these upper levels. But with the cutback now in many of the programs of the Government, these people are becoming more available.

Senator HOLLINGS. The reason I asked, we had 571 vacancies in the Equal Employment Opportunity Commission that could not be filled. Every time we got a good group who worked well, and began to do a good job, and have a record, it would come out from under the EEOC. So we work hard right within that particular Equal Employment Opportunity Commission to keep the employment level at what is authorized.

Mr. STAATS. We have just recently, as Mr. Socolar indicates, employed four at grade 15, one of whom has not yet come aboard, five at grade 13 and four at grade 11.

This is the first time we have been able to recruit on a lateral basis people at that level.

CONSTRUCTION OF HEALTH FACILITIES

Senator HOLLINGS. You were in the middle of that statement summarizing. Will you continue now as quickly as you can, Mr. Staats? I followed you down to page 11 or 12.

Mr. STAATS. I believe we were at page 12. I was referring to work that we do at the request of the Congress. At the bottom of page 11, Mr. Chairman, I call your attention to a recent report which we prepared on feasibility of reducing the cost of constructing health facilities which represented a major effort for us. We think it is a very good report. It is almost a best seller around the country of people who are interested in ways that you can reduce the cost of hospital construction and maintenance.

REVIEW OF FEDERAL COMMUNICATIONS COMMISSION AND FEDERAL POWER COMMISSION

We refer also on page 12 to the work that we have been doing with the House Interstate Foreign Commerce Committee where we are attempting to help them review the activities of the FCC and the Federal Power Commission, these being two regulatory bodies under the jurisdiction of that subcommittee which Mr. McDonald chairs. We are trying to develop some way in which we can assess the effectiveness of the two regulatory agencies as to whether they are carrying out the intent of the law.

REPORTS ISSUED

In all, in 1972, on page 12, we issued 329 reports to committees and to members. During the first 9 months of 1973 we issued 265 such reports. On March 31, 1973, 299 requests from committees and members were on hand. A summary of the reports issued to the committees and members in fiscal year 1972, during the first 9 months of

fiscal year 1973, and on hand at March 31 are included as attachment 3.

DIRECT ASSISTANCE TO CONGRESS

Total staff resources applied to our direct assistance to the Congress have continually increased in the last 7 years and will reach 1,015 man-years in 1974. This upward trend reflects our continuing efforts to improve GAO's services as an independent, nonpolitical and reliable source of assistance to the Congress in carrying out its legislative and oversight responsibilities.

Senator HOLLINGS. I will place pages C–14, C–25, and C–26 of your justifications in the record. Your largest increase is in the category "Direct Assistance to the Congress." Explain this increase.

WORK PERFORMED FOR CONGRESS

Mr. STAATS. Providing direct assistance to the Congress is an important part of our work which will continue to require increased resources.

Senator HOLLINGS. Describe some of the work you are currently doing for congressional committees or individual Members of Congress.

Mr. STAATS. Our work performed for congressional committees and individual Members of Congress covers a wide range of subjects. Examples include requests for GAO to:

Analyze costs of the F–15 aircraft program;

Review the need for better management of "minor" weapons systems development;

Review Naval ship overhaul and repair programs;

Evaluate the Army reorganization;

Review mobilization planning for conventional ammunition;

Review the validity of cost estimates and economic justification for the selection of the space shuttle in comparison to two alternative programs;

Examine the source and evaluate the reliability of material contained in the DOD study titled "The Economics of Defense Spending: A look at the Realities";

Study value engineering for recently completed sewage plants;

Review cost/benefit and other justifications for public work projects;

Evaluate the effectiveness of the automobile safety program under the National Traffic and Motor Vehicle Safety Act;

Review progress made by the Department of the Interior in implementing the Federal Coal Mine Health and Safety Act of 1969;

Study the feasibility of establishing a Federal Data Bank which would provide correct information on energy supply and demand;

Determine whether the FDA is, in fact, maintaining proper supervision over the use of investigational drugs;

Assist the Committee on Labor and Public Welfare in its legislative review of the Occupational Safety and Health Act of 1970;

Develop a questionnaire to be sent to educationally disadvantaged veterans on their utilization of VA benefits provided to them;

Review various aspects of the work incentive program with particular emphasis on actions taken to implement the Talmadge amendments;

Review the implementation of disaster assistance programs for local and State government; primarily for the repair and reconstruction of public facilities;

Study Internal Revenue Service's policies and procedures for handling and collection of delinquent taxpayers accounts;

Study various aspects of the sale of wheat to Russia;

Perform a management-type review of the Overseas Private Investment Corporation.

[The inserts follow:]

WORK REQUIRED FOR OFFICE-WIDE PROGRAMS

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

DIRECT ASSISTANCE TO THE CONGRESS

A principal objective of GAO is to render maximum assistance to the Congress, its committees, and Members, consistent with our responsibilities as an independent, non-political agency. We view all of our work as being of assistance to the Congress in carrying out its legislative and oversight functions. We, therefore, endeavor to direct our audit staff resources in work that will produce information on the results of Federal programs and agency operations that will be useful to the Congress and in areas which fulfill the greatest apparent need and benefit to the Government. Page C-25 summarizes for FY 1972 and the first 6 months of FY 1973 the number of reports that we have issued to congressional committees and to individual members of Congress.

For planning and accounting purposes we classify certain work as being of direct assistance to the Congress. This work includes:

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

REPORTS TO COMMITTEES AND MEMBERS OF CONGRESS FISCAL YEAR 1972 AND FIRST 6 MONTHS OF 1973 AND REQUESTS ON HAND AT DEC. 31, 1972

	Number of reports		Requests on hand 12-31-72
	FY 1972	6 months of FY 1973	
House Committee:			
Appropriations	10	6	4
Armed Services	2	2	2
Government Operations	7	7	16
Post Office and Civil Service	8	-	2
Banking and Currency	1	1	5
District of Columbia	-	-	2
Education and Labor	2	2	2
Interstate and Foreign Commerce	1	1	3
Public Works	2	1	1
Foreign Affairs	-	1	2
Interior and Insular Affairs	1	1	-
Judiciary	1	19	5
Merchant Marine and Fisheries	1	1	2
Science and Astronautics	2	1	-
Small Business	1	-	3
Veterans Affairs	1	1	1
Ways and Means	4	3	2
Agriculture	-	-	1
House Beauty Shop	1	-	-
House Administration	1	-	-
Select Committee on Parking	-	1	-
Senate Committee:			
Appropriations	9	6	9
Aging, Special	2	2	2
District of Columbia	-	-	1
Armed Services	4	3	4
Aeronautical and Space Sciences	1	1	1
Finance	3	2	1
Foreign Relations	6	-	6
Post Office and Civil Service	2	-	-
Interior and Insular Affairs	5	7	3
Government Operations	9	2	5
Judiciary	6	-	1

	FY 1972	6 months of FY 1973	Requests on hand 12-31-72
Senate Committee (cont.):			
Labor and Public Welfare	6	2	4
Public Works	3	1	3
Small Business	1	-	1
Select Committee on Educational Opportunity	2	-	-
Commerce	2	-	2
Agriculture and Forestry	1	1	4
Veterans' Affairs	-	-	1
Rules and Administration	-	-	1
Joint Committee:			
Atomic Energy	3	1	2
Economic	15	7	6
Internal Revenue Taxation	-	-	1
Congressional Operations	4	-	2
Total all Committees	130	83	113
Individual Requests by Members and Offices of Congress	199	95	136
TOTAL	329	178	249

TREND IN ASSISTANCE TO CONGRESS

Mr. STAATS. The high volume of requests on hand at December 31, 1972, from committees and Members of Congress and the level of reporting included on pages C–25 and C–26 of our justification are illustrative of the increasing congressional demand for such assistance. I have a table giving an analysis of the increasing trend in direct assistance work since fiscal year 1970, which could be included in the record at this point:

[The information follows:]

	Average number of positions by fiscal year				
	1970	1971	1972	1973	1974
1. Special audits and investigations requested by Congress	550	569	732	751	864
2. Staff detailed to congressional committees	29	31	27	23	29
3. Advice and assistance to committees on legal, legislative, accounting, and auditing matters	37	37	61	68	73
4. Testimony at committee hearings (including preparation)	20	17	22	24	29
5. Advice and assistance on House and Senate financial and administrative operations	8	5	11	10	11
6. Legislative liaison	9	9	9	9	9
Total, direct assistance to the Congress	653	668	862	885	1,015
Total staff, General Accounting Office	4,510	4,711	4,713	4,852	5,080

SELF-INITIATED STUDIES

Mr. STAATS. The second category is reviews we make in the area of economy, efficiency, and program results. These are self-initiated. These are the ones I was referring to a while ago where we go into them on our own initiative and based on our judgment as to areas that we think ought to be looked at.

For example, on page 14, we refer to a report we did in July last year of the assessment of the impact of the Teacher Corps program, another report was on the FCC's enforcement program on the work that it does in allocating frequencies on the spectrum and monitoring the regulations which it issues.

We found a great deal to be said there by way of need for improvement.

On the next page we refer to a study which we have under way on evaluation of the management and results of the environmental research and development efforts, air pollution, pesticides. One of the interesting reports we did was on the Federal Government's own installation insofar as whether they are complying with the standards set out in the statute and the Executive order issued by the President.

Senator HOLLINGS. Generally, what did you find?

Mr. STAATS. Very poor performance. One of the reasons that we felt we should look at this is it is very difficult for the government to impose regulations on the private industry if the government itself is not willing to follow the same rules for its own operations.

We plan to continue work in this field.

NATIONAL COUNCIL ON ENERGY POLICY

Senator HOLLINGS. Have you done anything in the energy field? I am thinking of the proposal for a National Council on Energy Policy within the White House. We have that legislation pending. Hopefully,

if that were enacted, you would have a coordination and a correlation of all energy statistics in one office, not physically have them all in one building in Archives, but at least they would have whatever Interior had and the other offices had.

There is this executive privilege controversy, and there is a feeling that perhaps if we do have that office, the statistics would only be available to the executive branch and not the legislative, and an amendment would be proposed that the General Accounting Office also correlate, coordinate, collect all the energy statistics. What are we talking about? Is that good government and good business to get you to do it as well as this new office within the White House? How much would it cost you, and what are you doing in that particular field now?

Mr. STAATS. I am familiar with that proposal. In fact, I have had several conversations with Senator Jackson about this idea, and the result of those discussions is that he has now written me a letter asking us to make this kind of an assessment as to what would be feasible, what it would cost. How we would go about doing this if we were requested to do it, either by statute or by request from the committees?

OFFICE OF STATISTICS ON SUPPLY AND REQUIREMENTS ON ENERGY

There has also been referred to us only within the last 2 days a draft of legislation which would contemplate the establishment in the GAO of an Office of Statistics which would be concerned about supply and requirements on energy.

For one thing, we would hesitate to undertake this kind of responsibility unless we felt we had access to information. We think much of the information which Congress needs, it is probably not getting now. But the question of whether we could get that information without subpena power from private industry, from, say, the associations concerned with electric power generation, or from oil or others involved in this total energy picture is questionable. I am not stating this as a conclusion today, Mr. Chairman, but I say it is questionable whether we could successfully provide the kind of information that is contemplated in the draft amendment that was shown to us about 2 days ago.

Senator HOLLINGS. For example, do you think the Federal Power Commission is inhibited in getting the full facts?

Mr. STAATS. I really can't say at this point. I would say this: I think as far as we are concerned, we are prepared to do what we think we can to discharge our responsibilities in this area because we recognize its importance. We also recognize that there is no single place today where the total energy requirements and the supply picture has been pulled together and projected ahead in terms of the needs and the supplies.

DEPARTMENT OF ENERGY AND NATURAL RESOURCES

The President, in his message to the Congress, has recommended establishment of a Department of Energy and Natural Resources. It would be my personal view that if that were to be established, that is a logical place to have such a data center. It is not an easy job, and I would not want to mislead anyone to say that we could dis-

charge it without some really fairly hard thought as to how we would do it.

Senator HOLLINGS. Just to comment on the matter of the Department of Energy and Natural Resources, that is a cover. They just added the word "energy." We have been trying, quite a few of us in Congress, I cosponsored several years ago a bill with Senator Moss to institute a Department of Natural Resources to cut across many lines, it was very difficult to obtain, and even if we had one this morning it would not include such things as investment credit procedures within Treasury and foreign governments and the payment to the foreign government as a royalty and the tax. That is within the purview of Treasury and finance. That is not a policy of the Department of Natural Resources and Energy nor is DOT with respect to whether or not you would have some mass transportation policies where it is six times cheaper by rail than it is by truck to deliver. There are so many departments of the Government, but there still wouldn't be a department or part of that department or Office of Energy and Natural Resources.

So that is why we are trying to get an energy council within the White House. The President has yielded to that point when he, of course, appointed the committee. But the committee itself was made up of Mr. Ehrlichman, Dr. Kissinger, and Mr. Schultz, and one of the gentlemen, of course, is no longer there. Another one, Mr. Schultz, was too busy to testify yesterday when it was entered before Senator Jackson's energy study committee.

Mr. STAATS. I don't think the Department of Natural Resources and Energy is a substitute for the other. I support the proposed Department of Natural Resources. I agree with you. I have long advocated this, going back many, many years. I think it would help very substantially. But it still wouldn't be possible to put in such a department all of the elements that we need to relate to each other to improve our programs in this area.

PROPOSAL TO COLLECT ALL ENERGY STATISTICS

Senator HOLLINGS. I am trying to feature in my mind just exactly what is involved in setting up such an operation, in terms of the number of personnel, the exact costs, the actual size of an operation to correlate, collect all of the statistical data in this country on energy. It sounds good. But what am I doing? It was so mammoth and costly in a sense, and of course we would be lucky to get it within the executive department, much less instituting at the same time one office of that type in the White House and one office of that type within the General Accounting Office. Do you see what I am getting at?

Mr. STAATS. Yes.

FINDINGS IN RESPONSE TO LETTER FROM SENATOR JACKSON

Senator HOLLINGS. Please furnish the committee your findings in response to Senator Jackson's letter.

Mr. STAATS. Yes. Mr. Chairman, I will be very happy to meet with you or others, if you wish, and keep you informed of our progress as we proceed with our response to Senator Jackson.

DETERMINATION OF FACTS

We have been aware of the need to increase our efforts in this field for quite some time on our own initiative. This is an area we realize that is going to become increasingly important. We have done a great deal of staff work. Much of this has been turned over to the Senate Interior Committee and its studies. But this particular point is one on which I would be desirous of having your counsel.

Senator HOLLINGS. We ought to sit down and go over it. You need a study like investigating the investigators around this town, you need an auditor for the auditors, to find out whether or not you can really handle it and how; what legislation, for example, from the private sector would be necessary to obtain.

The big struggle relative to the President's recommendation on deregulation is or is not a natural gas item competitively priced. Is the natural gas industry competitively structured at this very moment? How do we know? One good way to know, of course, is to institute a Government operation, which we will probably have to do, like the TVA. That is the only way I know to keep them honest. They won't give you the facts.

But let me know what you find out and let's see how we can do it.

LEGISLATIVE BRANCH: OBTAINING INFORMATION

Relative to the matter of automatic data processing programs for the Congress, computers, you hear the comparison of some $2 billion worth of computers for the executive branch and only $10 to $20 million or $2 million or whatever it is for the legislative branch. That could be a true one. How relative is what I am saying there? Do we have sufficient computerization? Is it worthwhile to try to duplicate everybody's computer in town? Tell the committee what you think about that.

Mr. STAATS. I testified at some length on this yesterday before the Senate Government Operations Committee. I would like to, if I may, put that into the record here, the pertinent parts of it.

In general and in brief where I think we come out in the GAO is this: We think that there has been some frustration here, legitimate frustration on the part of Congress, because the executive branch has not shown enough interest in taking the initiative to supply this kind of information, much of it already available in the executive branch or which would be made available with very little modification of their existing data management information systems.

GOVERNMENTWIDE MANAGEMENT INFORMATION SYSTEM

The Legislative Reorganization Act of 1970 had a provision in it which specified that the Treasury and the OMB, in cooperation with the GAO, would develop a governmentwide management information data processing system embracing budgetary programs, activities, receipts, and expenditures, those four areas.

To supply the needs of all agencies of the Government—by all agencies, it was including the Congress—we agreed with the leadership of the Congress that we would undertake to provide the executive

branch as best we could the needs and the interests of Members of Congress, the committees of Congress, for this kind of information.

We submitted on November 10, 1972, a report which sets out the results of our efforts here. It is a very extensive effort. We interviewed 258 persons representing 44 committees and 68 Members of Congress and in addition I wrote personal letters to every single Member of Congress asking for any further ideas that they might have.

We have supplied all of this to the executive branch. We, of course, have supplied it to the Congress in this report.

The executive branch has not allocated as much effort to this as we think they should have. I recently talked with Mr. Ash and Mr. Shultz and I believe now that they plan to put additional manpower on the effort. But what I am basically saying is that a great deal of this information must come out of the executive branch. It flows from operations; it flows from new obligations and expenditures and new loans and things of this type which the Congress is interested in.

You cannot separate it out from the information that the agencies themselves need. You may have to change it, may have to adapt it, you may have to classify it differently, but it has to be done basically in the executive branch.

Without that, I don't care how many computers you put in the Congress, you are not going to have the kind of information that is useful, meaningful and current.

RULES OF GAO IN SUPPLYING INFORMATION

So we come out still with the conclusion that the executive branch should have the primary responsibility, but that we in GAO can do perhaps more than we have done today in suggesting a more detailed classification of these activities and receipts and expenditures and programs than we have done to date.

We have assigned 10 of our people, which represents about half a million dollars of our budget, to working in this area. We have suggested some language to the committee yesterday which we think would be helpful in at least clarifying our role and giving us a clearer mandate than I think we have today in this area.

But there is a lot of misconception, misunderstanding, misapprehension as to what can be done with computers. If we are talking about budgetary, fiscal and program information that must come to a large degree from the executive branch.

We think our best counsel is to make haste slowly and recognize that we can get off the track very easily unless you know exactly what we are doing. We can spend an awful lot of money and waste it if we are not careful.

Senator HOLLINGS. Very good, sir.

One more time and let's see if we can complete this statement.

Mr. STAATS. All right. Again, I will try to highlight this.

REPORTS ON INTERNATIONAL PROGRAMS

On page 15 we refer to reviews we are doing on international programs. Here particularly we want to call your attention to four reports we have issued involving the Department of State and Com-

merce in the export activity. We wanted to get into this because of the importance of the balance of payments and the balance of trade to see what we could do by way of suggestions to increase our exports to strengthening the machinery of State and Commerce.

We have had some considerable impact here which has resulted in changes in not only procedures but increases in their staffing and setting up their programs as a higher level.

EVALUATION OF INTER-AMERICAN DEVELOPMENT BANK PROJECTS

On page 16 we refer to the review of the U.S. system for appraising and evaluating the Inter-American Development Bank projects and activities. We were concerned with, in effect, how well was the Treasury and the other agencies of the executive branch doing by way of attempting to improve the effectiveness of the Inter-American Bank.

REVIEW OF FEDERAL EMPLOYEE PAY COMPARABILITY ADJUSTMENTS

We refer on the same page to studies which we have on Federal salaries. Here we are concerned with whether the procedures which have been adopted by the executive branch for determining comparability pay are reflecting as they are supposed to reflect the actual increases in pay in the private sector. We have had a lot of criticism that the Federal Government is overpaying, that the Federal Government activities here are inflationary, and are causing wage increases in the private sector which would not otherwise be justified. A great many of the States and cities now have adopted the Federal salary scales and they have become part of the union negotiations. So we think this is quite important that the GAO advise the Congress on whether or not we think the system that they are using is an adequate system.

COMPENSATION OF FEDERAL WHITE COLLAR WORKERS

Senator HOLLINGS. When will you complete your review of Federal pay comparability concepts and process for white-collar employees?

Mr. STAATS. The general review plan being followed by the GAO is to make assessments of all elements of compensation received by Federal white-collar workers in relation to practices in the non-Federal sector and to the Government's needs. Because of the magnitude of such a task, we have adopted a multiphased review and reporting approach.

The first phase of GAO's review consisted of an evaluation of the design and conduct of the annual survey of non-Federal salaries used as the basis for assessing and adjusting Federal salaries. We have completed this phase and expect to issue a report to the Congress in May 1973. Follow-on phases are underway including examination of how the salary survey data are used in establishing the Federal payrates, and the desirability of expanding the comparability process to include the increasingly important fringe benefit element of compensation. We expect to issue reports on these two phases by the end of the year.

Planned future efforts include an assessment of the structure of the statutory pay system.

I have already referred to the work we have done on the weapons systems, Mr. Chairman. It is covered on the bottom of page 16.

REVIEW OF FEDERAL PROCUREMENT PRACTICES

I refer to another report on page 17, the work we are doing to see whether we can reduce the cost of the formal advertising. We have made a report here which resulted in a saving. I might say generally we are interested in doing anything we can to increase the portion of our procurement which is handled through advertising of procurement. We still think this is the best way to do it on those types of procurements where it lends itself to advertising.

I refer here also to evaluating the effectiveness of the Department of Defense procedures for identifying and canceling back orders for material no longer needed. Our work indicates that as much as $50 million in procurement and transportation costs could be saved annually if we could get more prompt identification and cancellation of material on order which is no longer needed and procured and simply end up as excess or surplus.

ASSESSING MILITARY READINESS

The study we did on the combat readiness of the military forces, we have done several of these over a period of years. The most recent one had to do with the strategic Army forces in Europe.

AUDITS OF TRANSPORTATION PAYMENTS

The next section at the bottom of page 17 I don't think is necessary for us to cover. It is basically the same kind of program as we had here last year. But it does involve a considerable part of our manpower, some 566 man-years in 1974. This relates to work we do on the transportation audit, the central audit on transportation.

POSSIBILITY OF DECENTRALIZING AUDITS OF TRANSPORTATION PAYMENTS

We are making an effort to see what can be done by decentralizing the payment and audit of transportation billings. We are hopeful this can be done. This remains the only part of GAO's operation where we still are performing a central audit. The decentralized audit was accomplished more than 20 years ago for the rest of the GAO's work. This is the only remaining area where we are still performing a centralized voucher audit.

STATUS OF ACCOUNTING SYSTEM APPROVALS

On page 19 we refer to the work we are doing in the financial management improvement area. We are continuing the program to try to get all of the agencies' accounting systems up to our standards. Of the 149 systems in the civil and international agencies subject to our approval, 91 of these have been approved as of the end of the year. So we will be concentrating now on the Defense Department where we have only eight out of some 170 systems that have been approved. But this eight is compared with one approved as of about 5 years ago. So we are beginning to make some progress here.

MEASUREMENT OF FEDERAL PRODUCTIVITY

I would like to mention, Mr. Chairman, one very important project that we have referred to on page 20. This is an effort to measure and enhance productivity of Federal operations. We feel that this is very important not only because we can measure output in much the same way as has been done in private industry, but also to relate our accounting systems to these output measures.

In our first report, we were able to measure the productivity of 54 percent of the output of all of the civilian employees of the Government. This year, in the new study we are making now, we will increase that to at least 60 percent. We are hopeful that over the years as we learn how to measure these outputs more accurately we can increase that still further.

We think this is particularly important in view of the fact that there had been so much concern about whether there has been any increase in productivity at all in the Federal sector.

For the period 1967 to 1971, we found an increase in productivity representing 54 percent of the civilian employees or about 1.9 percent a year.

STANDARDS FOR AUDITS OF GRANT-IN-AID PROGRAMS

On the bottom of page 21 we refer to an effort that we are making to improve the auditing standards that prevail in the State and local governments because of our interest in the Federal grant-in-aid programs and in revenue sharing. If we cannot strengthen the auditing work that is done by public accountants and by State and local employees, then the Federal Government's requirements for auditing will be that much greater.

We think it is proper to place the responsibility at that level if we can get them to improve their standards. So we have been working now for about 3 years in a cooperative effort with the various associations of State and local governments and the public accounting firms to develop standards which would be acceptable to everyone for these programs which involve a Federal interest.

A booklet which incorporates these standards was issued last year and there has been tremendous interest in it. There have been about 55,000 copies of it distributed throughout the country. We are establishing an advisory group made up of Federal people from GAO and OMB and State and local auditors to coordinate this effort. We think that there is tremendous potential to improve the machinery and the personnel of State and local auditing to the point where we can rely much more heavily upon their audits, not only for financial audits but for compliance with regulations, for example, on antidiscrimination, and for economy and efficiency-type audits.

Some of the States are well along and others are way behind. Along with this we are suggesting a model State law. A number of States have come to us and said, "What kind of a setup should we have in our State?" Some of the States are beginning to change their legislation to provide for more of the independent auditor pattern somewhat upon the lines of the General Accounting Office.

LEGAL SERVICES AND DECISIONS

On page 22, we cover our legal services and decisions. Our volume of bid protests continue to increase. As I point out here, the number of bid protests handled has risen from 391 in calendar year 1967 to 1,227 in fiscal year 1972. I believe they are still growing, if I am not mistaken.

BID PROTEST CASES

Senator HOLLINGS. What new procedures are you initiating in order to proceed more expeditiously with the handling and disposition of bid protest cases?

Mr. STAATS. It is important to dispose of bid protests fairly, promptly, and expeditiously to permit effective action and to limit undue interference with the procurement process. To these ends we have issued interim bid protest procedures and standards which, among other things, seek to establish time limits on all aspects of the protest process.

The immediate effect of the interim procedures and standards was a reduction of approximately 30 percent in the time for processing bid protests. As might be expected, the processing time has risen somewhat as protesters and other interested parties seek to make tactical use of the new procedural safeguards which are also included in the interim procedures and standards. However, we have taken steps to insure against undue delay.

We recognize that we do not have authority to enforce time limits applicable to the procuring agencies of the executive branch of the Government. We have, we believe, negotiated with the Office of Management and Budget the substance of an OMB circular which will establish for the executive branch time standards consistent with our own interim procedures and standards. We expect that the standards of the OMB circular will be implemented promptly in the major procurement regulations. It is our intention to eliminate the equivalent provisions from our own procedures and standards at that time.

With regard to our own office, we have initiated a monthly report showing cases which were not completed within our self-imposed time limits. Each situation is analyzed and, where indicated, appropriate action is taken to eliminate the cause of delay. Since adopting this procedure, we have experienced a steady improvement in the average time expended and a reduction in the number of instances in which the time standards were materially exceeded.

We have undertaken to enforce the time limits against protesting parties. Protests not filed timely are normally not considered. Waivers may be granted from the deadlines for filing additional information. However, the extension must be justified in each instance; and to insure uniform treatment and adequate justification, the decision is made at the level of the Associate General Counsel for Procurement Matters.

We have made progress toward expediting bid protest decisions and will continue to strive for more improvement. It must be noted, however, that we are attempting to handle a significantly greater

number of (and more complex) cases in this area in less time with no more (and less experienced) attorneys than we had 5 years ago. However, optimum handling of bid protests can be achieved only if an adequate number of qualified attorneys is made available.

REVIEW AND ANALYSIS

Senator HOLLINGS. I see for the responsibility area of review and analysis, you are asking for 15 positions in fiscal 1974, and last year you had no staff resources in this area. Please explain.

Mr. STAATS. We recently established a new group in the Office of General Counsel for the dual purposes of providing greater integration of our attorneys with the work of other divisions, and of analyzing our decision work beyond case-by-case considerations. The section is composed of an Assistant General Counsel and seven attorneys, who largely have been drawn from established sections in the Office of General Counsel.

Experience shows that much of the work of our audit divisions is oriented toward legal questions. Regular and continuing legal assistance to these audit divisions has been on a request basis, primarily because the increasing caseloads have not permitted significantly more. By freeing a number of attorneys from the day-to-day pressure of handling individual cases and preparing Comptroller General decisions, the General Counsel's Office can respond to specific requests from our auditors for assistance in the preparation and development of legal aspects of their reports. We consider this to be a matter of critical importance.

The increasingly heavy caseload in the Office of General Counsel also has foreclosed our analyzing our legal decision work on a broader basis than case-by-case resolution allows. For example, in the personnel area, we find ourselves dealing with numerous situations which either reflect poorly worded regulations or inequities under the regulations. We should be coordinating with the agencies involved to support the need for corrective measures. In the procurement area, there is no reason, beyond the lack of sufficient staff, that the Office of General Counsel should not actively participate in formulating the implementation of those many recommendations of the Procurement Commission, which involve legal issues.

In addition, it is important to our attorneys, auditors, and outside agency personnel to have "position papers" summarizing our decisions on specific topics. This would make our decision work more effective, would provide a more nearly comprehensive understanding of what we are saying in some of our decisions, and perhaps would decrease the individual questions submitted. This function also is to be performed by the newly established group.

These responsibilities cannot be effectively discharged by only the eight attorneys assigned to the new section. Moreover, the assignment of attorneys to the new section has placed an additional burden on the existing sections. Their caseloads grow each year as the Congress, executive agencies, and contractors present more and more matters for legal resolution.

Finally, in order to train our newer attorneys more effectively, and give them a more nearly complete perspective of the legal functions. of the General Counsel's office, a program is being developed to rotate

attorneys through the various sections, especially the newly established review and analysis section of the Office of General Counsel. Temporary assignment of trainee attorneys to the various audit groups for the purpose of introducing them to the nature of GAO's audit work is also being considered. With the number of attorneys we now have, we cannot afford the short-term loss in productivity which a rotation program entails or which an extension of the attorney training program would require, notwithstanding the long-term benefits to be realized.

CLAIMS SETTLEMENT AND DEBT COLLECTION

Mr. STAATS. The claims settlement and debt collection function is basically unchanged from previous work in this field, except that the volume has continued high. As we point out on page 23, due to the margin of the demobilization of the military forces we anticipate an increase in the payment claims from 8,066 in 1972 to 8,670 for the whole of fiscal 1973. I think we will probably increase still further in 1974.

We have already covered, I believe, the Federal elections activities on page 24, unless you have further questions about it.

EXECUTIVE DIRECTION AND MANAGEMENT

Then finally, we have the executive direction and management services which are basically our administrative services, my office and some of the other central services of GAO.

LIBRARY SERVICES

Senator HOLLINGS. Please explain the need for five additional positions for your library, as shown on page G–1.

Mr. STAATS. We are requesting five additional positions for library services in order to extend some library services furnished our legal staff so that they will benefit our audit and technical staff. We also wish to improve the effectiveness of our audit staff by reducing the amount of time required to research the literature by providing a competent library research service. In fulfilling this objective, we plan to establish a new technical library facility located in an area near the greatest concentration of GAO staff users. The new service will provide informational and research support in all substantive areas required by GAO's staff other than law. Service to our legal staff will continue to be provided by our law library facility.

Senator HOLLINGS. If you do not have a library director now, who heads your library division?

Mr. STAATS. We have just recently hired Ms. Dorthy Albert to be our library director. She comes to us well qualified from the Department of Labor.

PREPARED STATEMENT

Senator HOLLINGS. Your prepared statement will be inserted in the record at this point.

[The statement follows:]

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

We appreciate this opportunity to present our budget estimates and our plans for operating the General Accounting Office in FY 1974. In a separate volume, we have furnished details on the work programs, manpower, and funds proposed for carrying out these plans. I would like to highlight the major factors we considered in our planning.

STAFFING AND FINANCIAL REQUIREMENTS

Our appropriation for FY 1973 is $96,235,000. Our FY 1974 budget request, which has been passed by the House of Representatives, is $103,850,000. This request does not provide for costs resulting from the general pay increase which was effective on January 7, 1973.

Funds appropriated for FY 1973 provided for a GAO staff of 4,951 manyears, including 21 manyears for consultants. In comparison, we are requesting 5,080 manyears for FY 1974, including 30 manyears for consultants, an increase of 129 manyears over the number authorized for this year.

We have been able to hold down the number of manyears for the current year to 4,852, or 99 less than were authorized. In view of our growing workload, however, we will be adding to our staff through the remainder of this fiscal year so that as of June 30 we expect to have an actual employment of 5,050, only 30 below the average we are requesting for 1974.

As outlined in our hearings last year, our workload in the GAO has increased sharply because of (a) the increasing number of requests which we have had for assistance from the Congress as a whole, from committees of the Congress, and from individual members, and (b) new or expanded programs authorized in the last Congress which provide for a GAO audit.

In reviewing our budgetary requirements, our division directors forecasted a need for fiscal year 1974 of a total of 5,872 manyears or 792 more than we are requesting.

I decided, however, to limit our FY 1974 budget to those increases necessary to meet workload or costs over which we will have little or no discretion. This includes a net staff increase of 129 manyears determined as follows:

1. Known or anticipated increases in Congressional requests for assistance which we estimate at: 130 manyears

2. Reviews of new and expanded programs enacted in the last session of Congress which we estimate at: 65 manyears

3. Work which we are required to carry on by law, such as handling of bid protests and other required legal services, claims settlement and debt collection, and the Federal election activities assigned to us: 24 manyears

The total for these represent 219 manyears, but we have been able to make reductions in other areas amounting to 90 manyears, leaving a net required increase of 129 manyears.

Our request for appropriations for FY 1974, then, will increase over the amount appropriated for FY 1973 becuase of:

1. Costs incident to staff increases: $2,041,000

2. Increased costs due to changes in employee pay (promotions, periodic step increases), price increases for travel and services and so forth, amounting to: 5,574,000

Total FY 1974 increase over amounts appropriated for FY 1973: $7,615,000

We have not in this estimate, taken into account the effect of the recent 10 percent devaluation of the dollar. The costs of our international operations involving three offices overseas and the travel to and from the United States will increase because of the devaluation by about $100,000 in fiscal year 1974.

GENERAL PERFORMANCE HIGHLIGHTS

It is always difficult to translate the full effect of GAO activities in terms of improvement of the operations and the effectiveness of the Government. Many actions taken in response to our recommendations cannot be readily measured in terms of dollar savings. We do make estimates of savings that are directly attributable to GAO recommendations when this can be done readily. However, we do not believe that dollar savings is a very good test of our effectiveness. Rather, our objective is to concern ourselves with opportunities for improving the economy and the effectiveness of Government programs irrespective of the amount of savings which we might claim from our work at the end of the year.

Nevertheless, we feel that it is useful to maintain a record of readily translatable dollar savings resulting from action taken by Federal agencies through the adoption of GAO recommendations. For fiscal year 1972 these amounted to $292.3 million in additional revenues or savings. These are shown in some detail in our Justification of Estimates and are summarized for the record in Attachment I.

More frequently our work contributes to significant improvements which, for various reasons, cannot be included in our tangible savings report. For example, in a report to the Secretary of Defense we stated that Army and Air Force developments of tactical airborne reconnaissance systems had been duplicative and that both services were proposing follow-on systems which also appeared to be duplicative. Following our suggestion that DOD review the proposed programs to eliminate unnecessary duplication, the Director of Defense Research and Engineering reported to the House Committee on Appropriations that the Air Force proposal for a follow-on tactical airborne

reconnaissance system had been canceled. The Air Force estimated that the total cost of this program would have been about $510 million.

As another example, in March 1972 the House Appropriations Committee asked us to closely monitor the test program and the evaluation of the Cheyenne, Blackhawk, and the KingCobra advanced attack helicopters. In our August 7, 1972, report, we discussed a serious flight stability and control problem in the Cheyenne helicopters. Just after this, on August 9, the Army terminated the Cheyenne program. The Army, therefore, avoided committing itself to a multi-billion dollar production contract for a helicopter which was not satisfactory.

While there are many considerations involved in the termination of a program of this magnitude, the GAO evaluations in support of the committee were cited by one of its members as being instrumental in canceling the Cheyenne. The Report of the House Committee on Appropriations gave credit to the objective studies of the General Accounting Office for making many savings in military expenditures possible.

GAO ORGANIZATION

In my testimony last year, I discussed plans for a substantial reorganization of the General Accounting Office to improve our capability to deal with our increasing responsibilities. This reorganization was accomplished in April 1972 and our budget estimates reflect the new organization. While I will not discuss our organization in detail in my testimony this morning, Attachment 2 includes for the record the chart of our present organization.

IMPACT OF RECENT LEGISLATIVE AND OTHER CONGRESSIONAL ACTIONS ON GAO PROGRAMS

Numerous legislative and other congressional actions--including those which require GAO to make specific studies

and those which create new Federal programs or expand existing ones--continue to have a marked effect on GAO work programs. The impact of the Legislative Reorganization Act of 1970, for example, will likely increase in the future. My emphasis today, however, will be on the more recent legislative actions which affect GAO's workloads.

A. Recent Legislative Actions Directly Requiring Performance by GAO

Following are a few of the more significant legislative actions occurring since January 1, 1972, that will increase the workload of the GAO:

1. The Water Pollution Control Act Amendments of 1972 require the Comptroller General to conduct a Governmentwide review of the research, pilot, and demonstration programs related to the prevention of water pollution. We estimate that the cost of this study in FY 1973 and 1974 will be about $840,000.

2. The State and Local Fiscal Assistance Act of 1972 (Revenue Sharing) directs GAO to review the work done by the Secretary of the Treasury and the State and local governments to enable the Congress to evaluate compliance and operations.

3. The Amendment to the National School Lunch Act dated September 26, 1972, requires the Comptroller General to evaluate a pilot program administered by the Department of Agriculture to provide supplemental foods to eligible mothers and infants determined to be nutritionally disadvantaged because of an inadequate income.

4. The Amendment Authorizing Waiver of Claims of the United States for Erroneous Payments, in balance, will increase our work somewhat.

5. The Federal Election Campaign Act approved February 7, 1972, and The Presidential Election Campaign Fund Act, approved December 10, 1971, gave us responsibilities which led to establishment of the Office of Federal Elections within the General Accounting Office.

6. The Education Amendments of 1972 established a number of new education programs and also made changes in existing programs. It contained a specific provision placing responsibility upon the Comptroller General to evaluate education programs.

7. Reporting on the Department of Defense appropriation for fiscal year 1973, the House Committee on Appropriations in its September 1972 report directed us to make a comprehensive review of the Navy's ship overhaul and repair programs for fiscal years 1972 and 1973.

B. Impact on GAO of New Legislation Creating or Expanding Federal Programs

Perhaps even more significant over the long run than legislative actions which directly require action by GAO is that which creates new Federal programs or expands existing program levels. These actions require additional work by the GAO. A few examples follow:

1. The Social Security Amendments of 1972 which provided for Federal administration of programs for the aged, the blind, and the disabled, which replace existing Federal-State cooperative programs will increase our staff requirements in the income security area.

2. The Education Amendments of 1972 made major changes to existing programs and established a number of new educational programs. We will need to increase our audit effort in connection with education.

3. The Equal Employment Opportunity Act of 1972 aimed at promoting equal employment for American workers including those employed by the Federal Government will require a considerable audit effort on our part.

4. The Public Buildings Amendments of 1972 authorize the General Services Administration to charge agencies for space occupied in Federal buildings and related services based on comparable commercial charges. We are cooperating with GSA in developing an accounting system which meets GAO requirements.

5. The Rural Development Act of 1972 provides for greatly expanded programs to develop rural businesses, industrial parks, and community facilities. We will need to audit this area as well.

6. Other Examples, of a growing list of legislation which has made specific provisions requiring program evaluations are:

   P.L. 92-424 - Economic Opportunity Amendments of 1972

   P.L. 92-218 - National Cancer Act of 1971

   P.L. 92-129 - Amendments to Military Selective Service Act of 1967

   P.L. 91-616 - The Comprehensive Alcohol Abuse and Alcoholism Prevention, Treatment and Rehabilitation Act of 1970

   P.L. 92-255 - The Drug Abuse Office and Treatment Act of 1972

   We are already receiving requests to tell the committees how good a job we think the agencies are doing in their own assessment of the effectiveness of their programs. We will need to give more attention to this area.

7. The Foreign Assistance Act of 1971 and The Armed Forces Appropriation Authorization for FY 1972 and FY 1973 placed ceilings on economic and military assistance to Laos and Cambodia. We will review the application of those ceilings.

C. Pending Legislation Which Would Affect the GAO Workload

As you know, many bills have already been introduced in this Congress which, if passed, will materially affect our workload. For example, certain such bills would require GAO to:

1. Conduct a Governmentwide study of all research, pilot, and demonstration programs related to environmental quality.

2. Study the operations of the Federal electoral system and report findings and conclusions to Congress within one year.

3. Monitor and report to the Congress on pilot tests of new major expenditure programs.

4. Establish, within GAO, a board for the revitilization of rural and economically distressed areas, evaluate reports and recommendations made by Federal agencies, and advise Congress of progress being made in revitalizing such distressed areas.

5. Audit and review nonappropriated fund activities.

6. Review Executive Branch reports of impoundment actions, determine the legality of impoundments, and pursue judicial remedies where necessary.

7. Establish and maintain a standard data processing and information retrieval system which would be the central national depository for all information on research programs conducted with Federal assistance.

There are of course many other bills which would significantly affect our operation and workload. In preparing our manpower and appropriation requirements, we have considered generally the impact that known legislative actions, such as those identified, will have on GAO resources. We do not, of course, add staff for each requirement, but assess their impact on an overall basis. We have not included any provision for possible new legislation not yet enacted.

STAFFING REQUIRED FOR OFFICE-WIDE PROGRAMS

For GAO-wide planning and management of our staff resources,

we classify our work into eight broad program categories. These categories and our manyear requirements for each are summarized as follows:

	Requested FY 1974
Direct Assistance to Congress	1015
Reviews of Economy, Efficiency, and Program Results	2302
Examination of Financial Systems, Transactions, Accounts, and Reports	858
Legal Services and Decisions	202
Financial Management Improvement	111
Claims Settlement and Debt Collection	152
Federal Election Activities	33
Executive Direction and Administrative Support	407
Total Manyears	5080

I would like now to briefly describe these categories for the Committee and to give a few examples of our work in each. The Program and Performance section of our "Justification of Estimates" includes additional examples and descriptions of our activities by program category.

DIRECT ASSISTANCE TO THE CONGRESS

A principal objective of GAO is to render maximum assistance to the Congress, its committees, and Members consistent with our responsibilities as an independent, non-political agency. We view all of our work as being of assistance to the Congress in carrying out its legislative and oversight functions. We, therefore, direct our staff resources in work that will produce information on the results of Federal programs and agency operations that will be useful to the Congress and in areas which fulfill the greatest apparent need and benefit to the Government.

For planning purposes we classify certain work as being of direct assistance to the Congress. This work includes:

- Specific studies directed by legislation.
- Special studies requested by congressional committees and individual Members of Congress and recommendations contained in committee reports.
- Testimony at hearings.
- Work of GAO staff assigned to congressional committees.
- Advising and assisting committees and Members of Congress on legal, legislative, accounting and auditing matters--especially with regard to legislation under consideration.
- Accounting, auditing, and advisory services for House and Senate financial and administrative operations including audits of concessionaries and other activities.
- Liaison activities with congressional committees and individual Members.

Much of our work in this category is substantial. For example, the Comprehensive Health Manpower Training Act of 1971 required GAO to study the feasibility of reducing the cost of constructing health facilities assisted under the Public Health Services Act. Congress was interested in our analysis of how medical facilities, hospitals, and so forth can be built to reduce their operating costs over their life, thereby reducing the cost of medical care. We have been told that our report, issued in November 1972, is going to be extremely helpful to the committees of Congress, the Secretary of HEW, and to hospital planners who are considering this subject. While our work was important and useful, it made a major impact on our staff. It cost us roughly $1 million.

Our work frequently closely supports that of committees. For example, in response to a June 1972 request from the Chairman, Subcommittee on Communications and Power, House Interstate and Foreign Commerce Committee, we are reviewing the activities of the Federal Communications Commission and the Federal Power Commission to develop information on the

regulatory process that will enhance the Subcommittee's legislative oversight.

In all, in FY 1972 we issued 329 reports to committees and to Members. During the first 9 months of FY 1973 we issued 265 such reports and on March 31, 1973, 299 requests from committees and Members were on hand. A summary of reports issued to committees and Members in fiscal year 1972, during the first 9 months of fiscal year 1973, and on hand at March 31, 1973, is included for the record as Attachment 3.

Total staff resources applied to our direct assistance to the Congress have continually increased in the last seven years and will reach 1,015 manyears in FY 1974. This upward trend reflects our continuing efforts to improve GAO's services as an independent, non-political, and reliable source of assistance to the Congress in carrying out its legislative and oversight responsibilities.

REVIEWS OF ECONOMY, EFFICIENCY AND PROGRAM RESULTS

In planning these reviews, we emphasize Federal programs and agency operations in which there is strong present or potential congressional interest and opportunities for improvement. We maintain continuous contact with committees and their staffs through briefing sessions and discussions of matters of mutual concern. Consequently, we coordinate and plan our self-initiated work, as well as our direct assistance work, to assure that our reports are responsive to the needs of the Congress.

In selecting Federal programs and activities for review, we consider factors such as the importance and effectiveness of programs and activities, size of expenditures, investment in assets, etc. This is done through our long-range, program, and project planning systems.

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A. Reviews of Domestic Civilian Programs

Increasingly we are providing the Congress and agencies with information on progress made in achieving program objectives, on program deficiencies which impede operational success or increase program costs and on possible alternative approaches to accomplishing the objectives intended by Congress. For example:

In July 1972 we issued a report to the Congress on our assessment of the impact of the Teacher Corps program. We concluded that the program had strengthened educational opportunities available to children in areas having concentrations of low income families and had some success in encouraging colleges and universities to broaden their teacher training programs. We pointed out factors which limited the program's impact and made a number of recommendations for improvement.

In the area of Federal regulation we recently reported to the Congress that the Federal Communication Commission's enforcement program has been ineffective in achieving compliance with FCC's rules and regulations. As a result of our recommendations, FCC has taken, or plans to take, several actions to improve its overall management and, in particular, its enforcement efforts.

We are approaching an increasing number of our reviews on a multiagency basis so that the results of our work will be more useful to the Congress, its committees and Members. A major audit effort is now underway to evaluate the planning, coordination, and execution of existing Federal programs impacting on rural areas. This effort will emphasize broad based, multiagency surveys and reviews to evaluate rural development programs.

Increasingly also, our work involves programs and issues of great present and future significance. For example, aside from our legislatively mandated assignment on water pollution, assignments are either underway or planned to evaluate the management and results of environmental research and development efforts in areas such as air pollution and pesticides. Our total effort on environmental research and development is expected to consume about 80 manyears over a 3-year period and will involve about 14 Federal agencies as well as selected State agencies and private institutions. We will also continue our efforts to evaluate the effectiveness of Federal and State efforts to prevent, control and abate water, air, pesticides, and other types of pollution.

B. Reviews of International Programs

In the international area, we are giving particular attention to trade development, participation in international organizations, and to the many elements of foreign assistance. For example, during calendar year 1972 we issued four reports to the Congress on the Departments of State and Commerce export activities and two reports to Departmental officials. We are very pleased with the improvements which we feel have come about as a result of these reports in stimulating exports and improving the coordination between the State Department and the Commerce Department in the export area.

Our current and past efforts have also concentrated on identifying ways to improve U.S. participation in the management of international organizations and financial institutions.

Our report to the Congress in August 1972, which discussed the results of our review of the U.S. System for Appraising and Evaluating Inter-American Development Bank Projects and Activities is one such example. In that report we made recommendations to improve the effectiveness of the Bank's

review and evaluation group, as well as the U.S. appraisal and follow-up processes.

C. Management Reviews (Governmentwide)

Our reviews of management processes and results cover a wide range of procurement, logistics, communications and Federal personnel and compensation considerations which we approach on a Governmentwide basis.

For example, we are presently assessing the reasonableness of the bases used in determining pay comparability under the principles established by the Federal Salary Reform Act of 1962 and reaffirmed by the Federal Comparability Act of 1970. A very small adjustment in Federal pay involves hundreds of millions of dollars. We think it is important for GAO to tell the Congress whether we think the process by which comparability adjustments are being made is adequate and accurate. Our first report on this will be available to Congress shortly.

The acquisition of major weapons systems will continue to be emphasized. For example, we recently issued individual status reports including information on production and delivery, cost and performance of 69 such systems. Reports on the overall acquisition process as well as our evaluation of the critical management functions within that process are also being prepared.

Our emphasis in Federal procurement continues. For example, we recently found that the administrative cost of formal advertising could be reduced with an annual saving of about $14 million in the Department of Defense alone if action were taken to revise its procedures. In a forthcoming report, we suggest improvements in the agencies' regulations and in their prescribed practices.

We are evaluating the effectiveness of the Department of Defense's procedures for identifying and

canceling backorders for material no longer needed. Our work indicates that as much as $50 million in procurement and transportation costs could be saved annually by more prompt identification and cancellation of material on order which is no longer needed.

In assessing military readiness, we have over the past few years issued reports to the Congress on the combat readiness of the military forces. In May 1972, we reported that many of the units of the Strategic Army Forces were not combat ready. We recently reported various problems with U.S. military equipment prepositioned in Europe. Other readiness reviews are in process and planned.

EXAMINATION OF AGENCIES' FINANCIAL SYSTEMS, TRANSACTIONS, ACCOUNTS, AND REPORTS

Our work in this program category is required by various statutes and includes:

- Centralized audit of transportation payments.
- Annual audits of Government corporations and other business-type activities.
- Review of accounting systems in operation.
- Centralized voucher audits at military finance centers, including account settlement.
- Audit and settlement of accounts of accountable officers in civil departments and agencies.
- Audits of civilian pay and allowance.

The largest manyear requirement in this category is imposed by the Transportation Act of 1940 which requires GAO to postaudit all billings for transportation under standard Government transportation forms. This activity, performed centrally in Washington by our Transportation and Claims Division, will require 566 manyears in 1974. We will continue to pursue the automation of our transportation audits and to build on and make our audit systems compatible with

agency management and fiscal systems. This is consistent with our long-term objective of transferring the prime audit responsibility to the executive agencies. The transfer of the audit responsibility for examination of transportation bills will not diminish our management and program reviews of transportation and traffic management operations of the agencies. As part of this program we would periodically review the adequacy of the agencies' audit systems controlling the accuracy of the payments.

With respect to the audit and settlement of accounts of accountable officers required by the Budget and Accounting Act of 1921, we are directing our work primarily to examinations of the adequacy of agencies' financial management systems, including internal audit. If we can assure the Congress that the agencies' own systems and controls are adequate, we can limit our work to spot checks of how those systems are actually working. We can then fulfill our responsibilities with a minimum of staff time.

Similarly in our audits of pay and allowances of civilian employees of the Department of Defense, we will emphasize overall reviews of payroll systems. During the fiscal years 1973-1975 we intend to thoroughly review each civilian pay system in DOD and to evaluate the extent of DOD's internal audit staff's participation in designing the systems and reviewing them in operation. At the end of the cycle we expect to be able to inform DOD that we will no longer audit civilian pay on a regular basis. Thereafter we will apply the same criteria to DOD civilian pay systems as we do to all other systems in establishing priorities for review work.

In all, our work in this program category will require 858 manyears in FY 1974.

FINANCIAL MANAGEMENT IMPROVEMENT

Pursuant to the Budget and Accounting Procedures Act of 1950, the General Accounting Office:

- Prescribes accounting principles and standards for the guidance of executive agencies.
- Cooperates with agencies in the development and improvement of their accounting and financial management systems.
- Determines the adequacy of the agencies' principles and standards, and accounting systems designs.
- Approves the principles and standards and designs when they meet established requirements.
- Works with the Office of Management and Budget, the Treasury Department, and the Civil Service Commission in the Joint Financial Management Improvement Program, a Government-wide program for stimulating improvements in accounting and other financial management practices.

To effectively carry out these activities in fiscal year 1974, we estimate we will need 111 average positions.

Of the 149 systems of civil and international departments and agencies subject to approval, 91 designs had been approved as of December 31, 1972.

In the Department of Defense there are 170 systems and only 8 of them have been approved by our Office. Most of the remainder are scheduled for submission over the next eight years. We are working cooperatively with DOD officials to try to bring their accounting systems up to our standards.

Measuring and Enhancing Federal Productivity

In a major financial management project, we have been working with other agencies to measure and enhance productivity in the Federal sector. The report issued on June 30, 1972, stated that a workable technique, capable of measuring trends in productivity of 54 percent of Federal civilian employees, from year to year, on a consistent basis had been developed. It stated the changes in the productivity of the measured work force for the period from 1967 to 1971 and recommended that the

Bureau of Labor Statistics be asked to assess the data and methodology and to propose plans for assuming future collection and publication responsibilities. It also recommended improvements to enhance productivity in the Federal Government, including actions to expand the uses of measurement systems and to reduce disincentives to improved Federal productivity.

The project has been extended for one year. During this period an attempt will be made to further refine and improve the initial productivity indices and their uses, and to expand their coverage to additional Federal employees and to functions common to the Federal, State, and local levels of government.

Auditing Standards

In June 1972, we published a new statement of standards for auditing governmental organizations, programs, activities, and functions. This project was begun in 1970 under GAO leadership with assistance from major Federal agencies involved in grant-in-aid programs. The standards are intended for application by Federal, State, and local government auditors and public accountants engaged in the audit of governmental activities.

Our efforts in this field now and for an indefinite period in the future are directed toward obtaining acceptance and use of these standards by State and local auditing authorities as one means of improving the auditing as well as the management of governmental activities where Federal financial assistance is involved.

LEGAL SERVICES AND DECISIONS

The legal work of the Office extends, with certain exceptions, to virtually the full range of the Government's receipt and expenditure activity. This work involves:

- Preparation of legal decisions on questions within the jurisdiction of the Comptroller General to decide.

- Preparation of legal decisions in response to requests of unsuccessful bidders.
- Furnishing legal reference and library services Office-wide.
- Legal review of audit reports and other legal services.
- Legal services to committees and Members of Congress.

A significant segment of our legal work which has been increasing significantly involves bid protests, in which we decide the validity of proposed or actual contract awards. The Commission on Government Procurement has recommended that the GAO continue as a protest-resolving forum. The volume of this work had expanded significantly over the last several years. The number of bid protests handled has risen from 391 in calendar year 1967 to 1227 in fiscal year 1972. In each intervening year there was an increase in workload over the preceding year. In addition to the increase in numbers, the proportion of protests involving negotiated procurements, which are usually much larger in dollar volume and present more complex legal questions, has risen steadily from less than 25 percent in fiscal year 1968 to more than 35 percent in fiscal year 1972. We expect these trends to continue throughout FY 1973 and FY 1974.

To provide the required legal services and decisions at the projected workload levels will require 202 manyears in FY 1974.

CLAIMS SETTLEMENT AND DEBT COLLECTION

GAO settlement of claims against the United States provides aggrieved parties an impartial and independent settlement of their claims, at little or no expense to them, by a forum that is completely independent of the agencies out of whose operations the claims arise. It also significantly reduces the burden of the courts and the Department of Justice in that possible litigation is avoided.

Claims against the United States referred to GAO for settlement are (1) those required by statute to be paid on settlement of this Office and (2) those involving doubtful questions of law or fact. During the first half of fiscal year 1973, we settled 3,321 claims, resulting in the total amount of $118.7 million being allowed. Due largely to the demobilization of military forces, we anticipate an increase in payment claims from 8,066 in FY 1972 to 8,670 for the whole of FY 1973. Our disposals of such claims will be in excess of 7,800 or about the same as in FY 1972.

We examine and adjudicate claims made by the United States which are referred to us because of administrative doubt as to the liability of the debtor or the amount of the debt. Other claims are referred to us because debt collection efforts have proven to be unsuccessful. During fiscal year 1973 we expect to receive 28,000 claims which is 9,315 or 50 percent more than we received in fiscal year 1972. However, largely becuase of streamlined procedures, our claims on hand at the end of fiscal year 1973 will increase by only 500 over the 28,767 we had on hand at the end of FY 1972.

We will continue to (1) intensify our reviews of agency claims settlement and debt collection activities with the objective of improving executive agency operations and (2) streamline our procedures to enable the processing of a greater number of claims with fewer personnel. We plan to use 152 manyears in this program category in FY 1974.

FEDERAL ELECTION ACTIVITIES

This category involves GAO performance of functions required by the Federal Election Campaign Act of 1971 and the Presidential Election Campaign Act approved on December 10, 1971.

The more immediate requirements for our expenditure of resources is in connection with the extensive duties imposed by the Federal Election Campaign Act of 1971.

The Presidential Election Campaign Fund Act permits tax payers to check off $1 ($2 on joint returns) of their Federal income tax payments to a political party of their choice. No payments from the campaign fund created by the check-off plan will be made before 1976. However, sometime prior to that time, it will be necessary for GAO to draft and promulgate regulations and forms and plan the operations required by the Act.

To meet our responsibilities under this category, we estimate that 33 average positions will be required in Washington, D.C., in fiscal year 1974. It seems likely that future audits of political committees throughout the country can best be performed by increases in our field staff. We estimate that this requirement will be fairly substantial; however, until our requirements can be better determined we will not ask for such additional staff.

EXECUTIVE DIRECTION AND MANAGEMENT SERVICES

Our program category of Executive Direction and Management Services includes:

- Direction and control of the operations of the General Accounting Office by the Office of the Comptroller General.
- The functions of the Office of Policy, the Office of Program Planning, and the Office of Internal Review, involving policy formulation, long-range planning, budget formulation, internal review, and preparation of Office publications.
- General administrative services, accounting, and records management.
- Personnel management, recruiting, and staff development.
- Computer services and system development.
- Organization and management analysis studies and services.

These activities, which require 407 manyears in 1974 are necessary for the effective management and administration of the Office. Planned improvements in these areas will permit us to more effectively and efficiently support the operating divisions and offices in their auditing, reporting, and management activities.

* * * * *

Mr. Chairman, I have covered briefly the highlights of GAO programs and operations and our overall staff needs to support them. We are continually reviewing and analyzing our operations to seek ways to improve effectiveness and productivity in GAO. However, in light of the increasing workload emanating primarily from legislation, growth in numbers and size of requests from committees and Members, and the creation and expansion of Federal programs, we believe our FY 1974 budget estimate of $103,850,000 is a realistic one.

As previously mentioned, this request does not include the additional costs resulting from the general pay increase which was effective on January 7, 1973. These costs are estimated to total $2,058,000 for a part of FY 1973 and $4,481,000 in FY 1974. We currently have pending in the Congress a supplemental request for FY 1973 costs in the amount of $1,830,000.

This concludes my statement. My associates and I will be happy to answer any questions you may have.

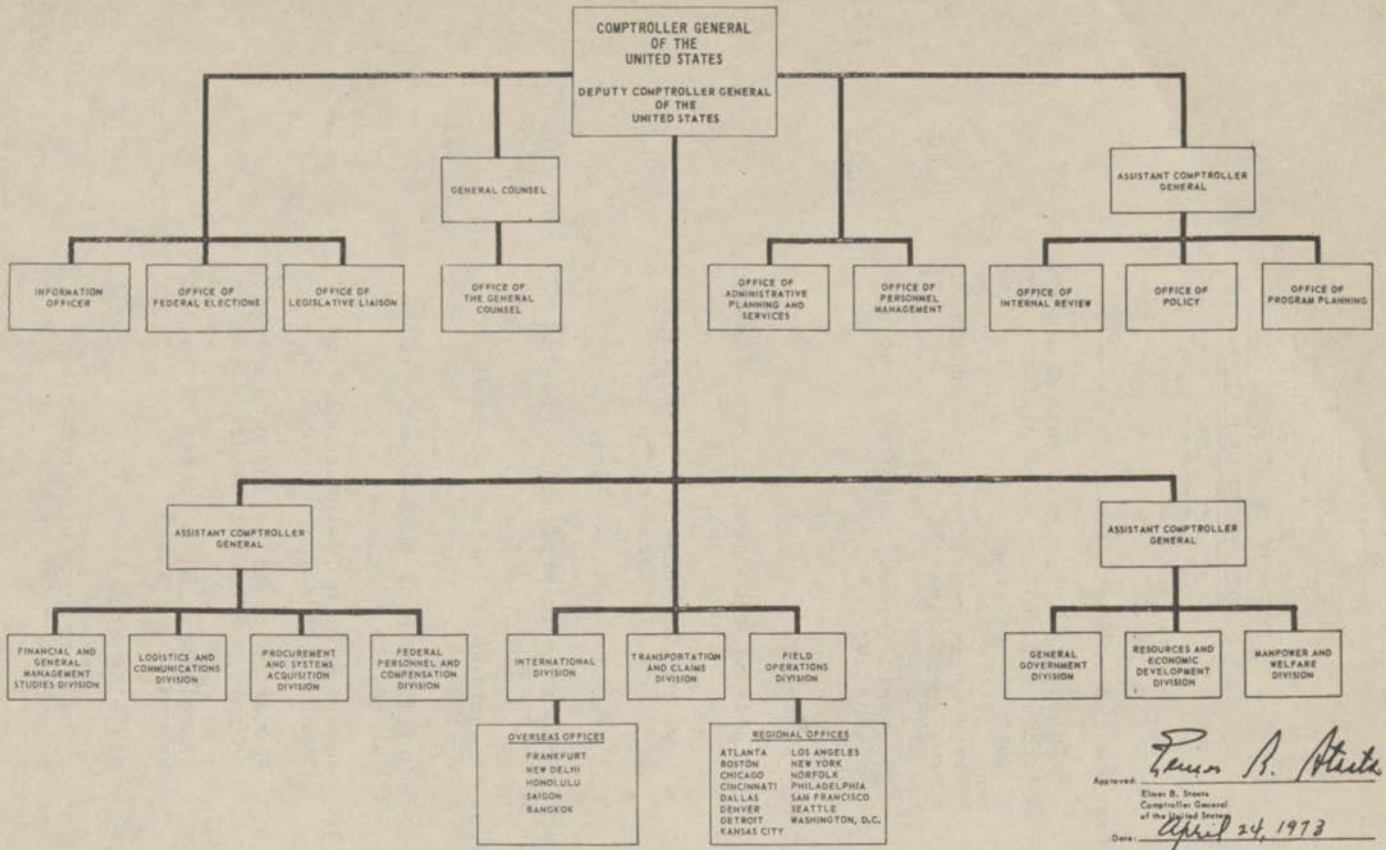
ATTACHMENT 1

SUMMARY OF COLLECTIONS AND OTHER BENEFITS FY 1972

Refunds and collection:			
	Recoveries of overpayments under the Medicare, welfare, and military procurement programs	$ 10.5	
	Recoveries resulting from audits of transportation vouchers	14.2	
	Recoveries resulting from general claims work	4.6	$ 29.3
Other savings:			
1.	Repairing equipment on hand instead of buying new equipment	140.8	
2.	Lowering Government transportation and communications costs	35.7	
3.	Improved inventory management	32.8	
4.	Reduction in proficiency flying program	13.2	
5.	Reduction of costs of leased equipment	6.3	
6.	Utilization of U.S.-owned foreign currencies	4.7	
7.	Adoption of self-insurance for Coast Guard ship construction	3.6	
8.	Reduction of price-support payments to ineligible agriculture operators	3.0	
9.	Cancellation of military assistance program purchases	2.5	
10.	Miscellaneous	20.4	263.0
	Total savings attributable to the work of GAO		$292.3

UNITED STATES GENERAL ACCOUNTING OFFICE

ATTACHMENT 2



Approved: Elmer B. Staats

Elmer B. Staats
Comptroller General
of the United States

Date: April 24, 1973

ATTACHMENT 3

REPORTS TO COMMITTEES AND MEMBERS OF CONGRESS FISCAL YEAR 1972 AND FIRST 9 MONTHS OF 1973 AND REQUESTS ON HAND AT MARCH 31, 1973

	Number of Reports		Requests on hand 3/31/73
	FY 1972	9 months of FY 1973	
House Committee:			
Appropriations	10	8	12
Armed Services	2	2	5
Government Operations	7	13	17
Post Office and Civil Service	8	3	4
Banking and Currency	1	2	4
District of Columbia	-	-	2
Education and Labor	2	3	1
Interstate and Foreign Commerce	1	2	2
Public Works	2	1	1
Foreign Affairs	-	1	3
Interior and Insular Affairs	1	1	-
Judiciary	1	27	9
Merchant Marine and Fisheries	1	1	5
Science and Astronautics	2	3	-
Small Business	1	-	4
Veterans Affairs	1	1	1
Ways and Means	4	3	1
Agriculture	-	-	1
House Beauty Shop	1	-	-
House Administration	1	1	-
Select Committee on Parking	-	1	-
Senate Committee:			
Appropriations	9	10	8
Aging, Special	2	2	4
District of Columbia	-	-	-
Armed Services	4	3	3
Aeronautical and Space Sciences	1	1	1
Finance	3	2	5
Foreign Relations	6	2	7
Post Office and Civil Service	2	1	1
Interior and Insular Affairs	5	17	2
Government Operations	9	3	7
Judiciary	6	-	1
Housing and Urban Affairs	-	1	-
Nutrition and Human Needs	-	-	1

	Number of Reports		Requests on hand 3/31/73
	FY 1972	9 months of FY 1973	
Senate Committee (Cont.):			
Labor and Public Welfare	6	4	6
Public Works	3	4	3
Small Business	1	-	1
Select Committee on Educational Opportunity	2	-	-
Commerce	2	-	3
Agriculture and Forestry	1	3	3
Veterans' Affairs	-	-	1
Rules and Administration	-	-	1
Joint Committee:			
Atomic Energy	3	3	2
Economic	15	11	10
Internal Revenue Taxation	-	-	1
Congressional Operations	4	-	2
Printing	-	-	1
Total all Committees	130	140	146
Individual Requests by Members and Offices of Congress	199	125	153
TOTAL	329	265	299

EQUAL EMPLOYMENT OPPORTUNITY

Senator HOLLINGS. I want to keep the record open for a few minor questions we will submit. I want to also keep it open with respect to the Civil Service Commission inquiry, relative to equal employment opportunity within the General Accounting Office to see that this is properly covered because there is no reason to have such an outstanding Department and then have this lateral attack made. We don't want to give any grounds for it. I want to make absolutely certain every effort is being made.

Mr. STAATS. We do not believe there are grounds for this. We are surprised and disappointed that an organization of the type which has made these charges would not get their facts before they issue public statements.

Senator HOLLINGS. We will see if the Commission itself has any questions.

REVIEWS OF U.S. POSTAL SERVICE

Do you have anything whatsoever to do now with the Postal Service? Are you making inquiries over there?

Mr. STAATS. Yes; our responsibility remains relatively unchanged as a result of the Postal Service Act. So far as looking at their operations is concerned, their effectiveness, their economy, and efficiency, we have been doing a great deal of work there. The only thing that the law did by way of change in our authority is to say we no longer prescribe their accounting system and we can no longer take exception to illegal payments.

But as far as the review of their efficiency is concerned and their effectiveness, we have the same responsibility we have always had.

Senator HOLLINGS. What do you report? As far as their efficiency and effectiveness, what do you report? Have you been doing something for 2 years, I would like to know. Have they come back and reported to you?

Mr. STAATS. We have gone into the Postal Service in a number of instances to look at their operations. I would be glad to supply, if you wish, more detail here. We have been into Texas as a result of the interest of the Texas delegation. We have been into Alaska as a result of the interest of the Alaska delegation in this area. We have done a great deal of work on our own initiative.

CONGRESSIONAL REPORTS ISSUED IN 1973

Senator HOLLINGS. I would like a detailed report of what you have found generally. Things are obviously going backwards. They have not increased the postal service whatever. There has been a marked decrease in daily deliveries within hometowns, within the States, boundaries, and contiguous States with the Postal Service goal fairly well adhered to. The delivery of first-class mail in, say, 1967, was substantially better than it is in 1973. We know that. We have an inquiry going on within the Post Office and Civil Service Committee. We won't duplicate that effort. But anything that the GAO could determine as a result of their own or other inquiries would be good information for us to have.

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Mr. STAATS. I have a list here of the various reports we have made since our last appearance here. There are about 20 of them. We will supply that with a little explanation of our findings for each one of them. But as you can well imagine, we have had a tremendous amount of congressional interest in the problems of the Postal Service.

[The information follows:]

CONGRESSIONAL REPORTS ISSUED IN FISCAL YEAR 1973

B-Number	Date of Issue	Origin	Description
B-114874	9/7/72	Request from Congressman H. R. Gross	Review of Postal Service rationale for hiring a CPA firm
B-114874	11/20/72	*Congressional request	Examination into statements concerning use of overtime instead of replacing employees who retire
B-114874	12/1/72	Request from Congressman H. R. Gross	Examination of whether first-class mail service has improved since postal reorganization
B-114874	12/13/72	*Congressional request	Examination into capability of the Postal Service to redeem its bonds
B-145650	12/29/72	Request from Congressman James A. Burke	Analysis of lease vs. purchase of South Boston Postal Annex Addition
B-114874	1/5/73	Request from Congressman Robert N.C. Nix	Analysis of Postal Service purchase of a new headquarters building
B-114874	1/18/73	*Congressional request	Comparison of budgeted with actual obligations of the Postal Service
B-114874	1/30/73	*Congressional request	Review of Postal Service selection of bulk mail facilities in Memphis, Tenn., and Philadelphia, Pa.
B-114874	2/20/73	Self-initiated	Review of Postal Service's Revenue and Cost Analysis System

B-Number	Date of Issue	Origin	Description
B-114874	2/20/73	*Congressional request	Evaluation of a CPA firm's possible conflict of interest as a Postal Service contractor
B-114874	5/2/73	*Congressional request	Review of the quality of mail service in Florida

*Reports not Released by Requestor

REPORTS ISSUED TO POSTMASTER GENERAL AND COGNIZANT CONGRESSIONAL COMMITTEES

B-114874	11/8/72	Self-initiated	Review of the prototype Letter Mail Code Sort System in Cincinnati, Ohio
B-114874	1/18/73	Self-initiated	Need for service-wide mail containerization program
B-114874	2/28/73	*Self-initiated	Survey of Postal Service administration of employee work attendance

*Issued to Postmaster General only

CONGRESSIONAL REPORTS IN PROCESS AS OF MAY 4, 1973

We have presently 7 Congressional reports in process dealing with such matters as the quality of mail service in selected cities, the airmail improvement program, and the promotional activities of the Postal Service.

POSTAL SERVICE BUILDING AND CONSTRUCTION

Mr. STAATS. I think we could say overall that the hopeful thing would be that this will improve as they are able to get the new regional centers into operation and as they are able to complete their building program. But part of their problem obviously has been that they have been cutting back on their personnel when they cannot offset this by way of automated equipment and the laborsaving improvements.

Senator HOLLINGS. What is your view of the change? The first went to the Corps of Engineers, and now it is switched back within the Postal Service itself on building and construction. You mentioned falling behind on their construction program. Do you know of that, that they dillied around with the Corps of Engineers for a year and a half now. We gave them $10 billion worth of funding authority.

Mr. STAATS. They transferred most of their personnel over to the corps.

Senator HOLLINGS. They transferred them back and ran around in circles, and no buildings have been built in 2 years. What is your view of that?

Mr. STAATS. We had some question of whether it was a wise thing in the beginning and so testified before the Congress. We didn't think they could do it at the cost they were estimating.

Mr. SAMUELSON. This transfer from the Corps of Engineers is a very recent development and is in process now. We have not yet looked into the matter.

Senator HOLLINGS. Is that a good development to come back within the system and operate it themselves rather than turning it over to the Corps of Engineers? Do you agree with their decision?

Mr. SAMUELSON. I don't know whether we could make a judgment now as to whether we could agree with the transfer back or not. However, the Postal Service, as I understand it, will use architect-engineers for a good bit of this work, rather than establishing a central construction unit. This change is a very recent development.

GOVERNMENT SPONSORED EDUCATION FOR FEDERAL EMPLOYEES

Senator HOLLINGS. What are some of the educational programs sponsored and paid for by the Federal Government?

Mr. STAATS. Under some educational programs sponsored and paid for by the Federal Government staff members of Federal agencies are selected to participate in advanced management and executive development programs at certain universities. Some are sent to the Federal Executive Institute, the Industrial College of the Armed Forces, and the National War College. Also, each of the military services have degree completion programs whereby officer and enlisted personnel are sent full time to colleges and universities to complete the requirements for obtaining degrees.

CAREER DEVELOPMENT PROGRAMS

Senator HOLLINGS. Describe some of the career development programs.

Mr. STAATS. The General Services Administration has a career development program for personnel in the property management field.

The program provides for formal and on-the-job training beginning at the entry level of GS–5 through the target position of GS–11. Counseling and assignment rotation are also integral parts of the career development program.

The Department of Defense has a career development program for personnel in the procurement field. Training, both formal and on-the-job, starts with the trainee at the GS–5 level and continues through the individual's advancement to GS–18. The program also provides for career counseling and assignment rotation.

ASSISTANCE TO SENATE COMMITTEE ON APPROPRIATIONS IN FAR EAST STUDY

Senator HOLLINGS. Mr. Staats, unless you have anything, or your associates, to add further, let me publicly commend you personally as Comptroller General of the General Accounting Office. A group of six Senators went on a bipartisan study for the Appropriations Committee in the Far East. We went to eight countries in January. It is a discouraging thing to be so misled, misinformed generally by the various departments of government. It almost has to be adversary proceeding by a U.S. Senator to find out the truth when he gets to an embassy or when he gets to a country. But your General Accounting Office is the exception. We had Gilbert Stromvall and others with us who helped us in our investigation and acted in a large sense as the eyes and ears—of course, they had very valuable suggestions of inquiries that bring about the economies within the operations over there, more efficiency, and it was just a pleasurable thing to be with each of them. They were outstanding, and that was the feeling of the entire group.

We hope you can continue your good work.

Mr. STAATS. I appreciate your remarks, Mr. Chairman.

Senator HOLLINGS. Thank you very much.

U.S. GOVERNMENT PRINTING OFFICE

STATEMENT OF THOMAS F. McCORMICK, PUBLIC PRINTER

ACCOMPANIED BY:

LEONARD T. GOLDEN, ACTING DEPUTY PUBLIC PRINTER
W. H. LEWIS, ACTING ASSISTANT PUBLIC PRINTER (MANAGEMENT AND ADMINISTRATION)
W. C. DeVAUGHN, GENERAL COUNSEL
R. E. DARLING, ACTING SUPERINTENDENT OF DOCUMENTS
B. W. MERCER, ACTING COMPTROLLER
D. G. TRUE, ACTING DEPUTY SUPERINTENDENT OF DOCUMENTS
G. E. SEBOLD, CHIEF, PRODUCTION COST REVIEW DIVISION
C. W. ZIEGLER, CHIEF, SUPPORT DIVISION

JUSTIFICATIONS

Senator HOLLINGS. We will hear next from the Public Printer, Mr. Thomas F. McCormick. We welcome you to the subcommittee. I will insert in the record at this point the justifications of the Government Printing Office.

[The justification follows:]

Justification

SUMMARY OF APPROPRIATION ESTIMATES FOR CONGRESSIONAL PRINTING AND BINDING, FISCAL YEAR 1974

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

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

The total amount estimated for congressional printing and binding for the fiscal year 1974 is $64,000,000; $49,200,000 is estimated to provide for printing and binding work for Congress for the fiscal year 1974 and $14,800,000 is required to reimburse the 1973 appropriation for charges incurred for fiscal years 1970 and 1972 work which were paid out of the 1973 appropriation, as authorized by law (Public Law 92-342) which states the appropriation "shall be available for the payment of obligations incurred under the appropriations for similar purposes for preceding fiscal years." This provision of law recognizes that there can be no effective means to determine in advance the volume of congressional printing which the Government Printing Office is called upon to produce.

The appropriation for fiscal year 1972 is $34 million plus $4 million to cover a deficit incurred in fiscal year 1970 for a total of $38 million. There is still a deficit of $13,700,000 for fiscal year 1972 which is included in the total estimated requirements for fiscal year 1974 bringing the total requirements for fiscal year 1972 to $47,700,000.

The appropriation for congressional printing and binding for fiscal year 1973 is $39,500,000 plus $7 million to cover a deficit incurred in fiscal year 1971 for a total of $46,500,000.

The following statement has been prepared showing:

1. Fiscal year 1972 expenditures billed through December 31, 1972.
2. Estimated outstanding obligations for fiscal year 1972, as of December 31, 1972.
3. Estimated expenditures for fiscal year 1972.
4. Estimated expenditures for fiscal year 1973.
5. Estimated expenditures for fiscal year 1974.
6. Estimated deficiency for fiscal year 1970.
7. Estimated deficiency for fiscal year 1972.
8. Total estimated requirements for fiscal year 1974.

CONGRESSIONAL PRINTING AND BINDING STATEMENT OF EXPENDITURES FOR FISCAL YEAR 1972 BILLED THROUGH DEC. 31, 1972; ESTIMATED OUTSTANDING FISCAL YEAR 1972 OBLIGATIONS AS OF DEC. 31, 1972; ESTIMATED EXPENDITURES FOR FISCAL YEARS 1972, 1973, AND 1974; ESTIMATED DEFICIENCIES FOR FISCAL YEARS 1970 AND 1972; TOTAL ESTIMATED REQUIREMENTS FOR FISCAL YEAR 1974

	Total estimated requirements, fiscal year 1972				Total estimated requirements, fiscal year 1974			
	Expenditures billed through Dec. 31, 1972	Outstanding obligations as of Dec. 31, 1972	Estimated expenditures 1972	Estimated expenditures 1973	Estimated expenditures 1974	Estimated deficiency 1970	Estimated deficiency 1972	Total estimated requirements 1974
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1. Congressional Record	7,283,000	1,500,000	8,783,000	7,990,000	10,000,000	200,000	1,600,000	11,800,000
2. Miscellaneous publications	4,559,107	2,179,250	6,738,357	4,070,000	5,200,000	65,000	2,300,000	7,565,000
3. Miscellaneous printing and binding	5,228,465	55,530	5,283,995	4,350,000	5,600,000		1,800,000	7,400,000
4. Publications for International Exchange	304,687	40,693	345,380	280,000	350,000		65,000	415,000
5. Franked envelopes and document franks	686,112		686,112	825,000	990,000			990,000
6. House and Senate committee and business calendars	1,243,704		1,243,704	1,500,000	1,350,000			1,350,000
7. Bills, resolutions, and amendments	4,393,365	37,870	4,431,235	4,650,000	5,700,000		800,000	6,500,000
8. Committee reports	1,441,764	30,500	1,472,264	1,510,000	1,900,000	100,000	100,000	2,100,000
9. Documents	839,169	359,500	1,198,669	1,260,000	1,450,000			1,450,000
10. Hearings	10,700,159	2,017,900	12,718,059	8,145,000	10,640,000	575,000	5,835,000	17,050,000
11. Federal Register, U.S. Government Organization Manual, Public Papers of the Presidents, and Weekly Compilation of Presidential Documents	3,061,623	125,000	3,186,623	3,480,000	4,100,000		700,000	4,800,000
12. Supplements to Code of Federal Regulations	1,612,602		1,612,602	1,440,000	1,920,000	160,000	500,000	2,580,000
Total	41,353,757	6,346,243	[1] 47,700,000	[2] 39,500,000	49,200,000	1,100,000	13,700,000	64,000,000

[1] $38,000,000 appropriated (Public Law 92-51) to cover $4,000,000 estimated deficiency for fiscal year 1970 and $34,000,000 estimated expenditures for fiscal year 1972. In addition there is a $13,700,000 deficit which is included in the fiscal year 1974 estimated requirements.

[2] $46,500,000 appropriated (Public Law 92-342) to cover $7,000,000 estimated deficiency for fiscal year 1971 and $39,500,000 estimated expenditures for fiscal year 1973.

The requirements under each item for the fiscal year 1974 are set forth briefly in the order named. All fiscal year 1972 figures in the following items are based on work billed through December 31, 1972.

1. *Congressional Record.*—The proceedings of the Senate and House of Representatives are printed daily in the Congressional Record. Approximately 40,800 copies are printed daily and distributed as provided by law (44 U.S.C. 906), and are charged to the appropriation for printing and binding for Congress. There also are printed daily about 8,400 additional copies which are delivered and charged to Government departments on requisitions and to the Superintendent of Documents for sale to subscribers. After the close of each session, the daily proceedings are consolidated, indexed, and about 2,400 copies printed as the bound edition of the Record. About 300 of these sets are distributed to departments and public sales. The total cost to Congress for printing the daily edition and index of the Congressional Record in fiscal year 1972 was $7,283,000 for 50,796 pages of the daily edition and 2,255 pages of the index. The bound edition which was ordered in the fiscal year 1972 and is still in production is estimated at $1,500,000. This will bring the total estimated requirements for this item to $8,783,000 for the fiscal year 1972. The estimate submitted for the fiscal year 1973 was $7,990,000 for approximately 47,000 pages. It is estimated there will be 48,000 pages in the fiscal year 1974 and the cost will be $10 million.

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

The expenditures for miscellaneous publications for the fiscal year 1972 were $4,559,107 for 4,259,296 copies, making 107,893 pages and included all work billed through December 31, 1972. It has been estimated that the incompleted orders will amount to $2,179,250. This will bring the requirements for this item to $6,738,357 for the fiscal year 1972. The amount estimated for the fiscal year 1973 was $4,070,000 for approximately 110,000 pages. It is estimated that $5,200,000 will be required in the fiscal year 1974 for approximately 110,000 pages.

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

The expenditures through December 31, 1972, for miscellaneous printing and binding amounted to $5,228,465 for the fiscal year 1972 for 69,718,115 separate units. Incompleted orders estimated at $55,530 will increase this item to $5,283,995 for the fiscal year 1972. The estimate for the fiscal year 1973 was $4,350,000 for approximately 75 million separate units. The estimate for the fiscal year 1974 is $5,600,000 for about 70 million units.

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

The charges through December 31, 1972, for these publications for the fiscal year 1972 orders amounted to $304,687 for 1,466,147 copies. It has been estimated that $40,693 will be required for the remaining outstanding orders resulting in an estimated requirement of $345,380 for the fiscal year 1972. The estimate for the fiscal year 1973 was $280,000 for 1,700,000 copies. It is estimated that $350,000 will be needed for about 1,700,000 copies in the fiscal year 1974.

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

The expenditures for franked envelopes and document franks in the fiscal year 1972 amounted to $686,112 for 107,710,328 envelopes and 7,064,601 franks. It was estimated that $825,000 would be required in the fiscal year 1973 to print approximately 120 million envelopes and 5,500,000 franks. It is estimated that $990,000 will be needed in the fiscal year 1974 for approximately 110 million envelopes and 6 million franks.

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

The expenditures for all House and Senate committee and business calendars for the fiscal year 1972 were $1,243,704 for 52,418 pages. The estimate for the cost of these calendars in the fiscal year 1973 was $1,500,000 for approximately 60,000 pages. It is estimated that $1,350,000 will be required in the fiscal year 1974 for approximately 55,000 pages.

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

The expenditures through December 31, 1972, for bills, resolutions, and amendments in the fiscal year 1972 amounted to $4,393,365 for 137,865 pages. Incompleted orders estimated at $37,870 will bring this item to $4,431,235 for the fiscal year 1972. The estimate submitted for the fiscal year 1973 was $4,650,000 for about 160,000 pages. The estimate for the fiscal year 1974 is $5,700,000 for approximately 150,000 pages.

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

The expenditures through December 31, 1972, for printing committee reports ordered in the fiscal year 1972 were $1,441,764 for 30,296 pages. It has been estimated that incompleted orders will amount to $30,500. This will bring the requirements for this item to $1,472,264 for the fiscal year 1972. It was estimated that $1,510,000 would be needed for approximately 29,000 pages in the fiscal year 1973. It is estimated that $1,900,000 will be needed for about 28,000 pages in the fiscal year 1974.

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

The expenditures through December 31, 1972, for House and Senate documents ordered in the fiscal year 1972 amounted to $839,169 for 20,719 pages. It has been estimated that $359,500 will be required for the remaining outstanding orders resulting in an estimated requirement of $1,198,669 for the fiscal year

1972. The estimate for the fiscal year 1973 was $1,260,000 for about 28,000 pages. The estimate for the fiscal year 1974 is $1,450,000 for about 25,000 pages.

10. *Hearings.*—This item covers all hearings before congressional committees. The expenditures for hearings in the fiscal year 1972 through December 31, 1972, were $10,700,159 for 378,186 pages. Outstanding orders have been estimated at $2,017,900, resulting in a total requirement of $12,718,059 for this class of work for the fiscal year 1972. The estimate for the fiscal year 1973 was $8,145,000 for approximately 280,000 pages. The estimate for the fiscal year 1974 is $10,640,000 for about 280,000 pages.

11. *Federal Register, including the U.S. Government Organization Manual, the Public Papers of the Presidents of the United States, and the Weekly Compilation of Presidential Documents.*—The Archivist of the United States and the Public Printer are charged with the printing and distribution, in a serial publication titled "Federal Register," of documents authorized to be published under the act of July 26, 1935, and the act of June 11, 1946. Funds to cover the cost of printing this publication are provided for in the appropriation for congressional printing and binding. The National Archives and Records Service has been authorized (13 F.R. 5935; 1 CFR, pt. 31) to handle the U.S. Government Organization Manual as a special edition of the Federal Register. On November 6, 1957, the National Archives and Records Service was authorized (22 F.R. 8895; 1 CFR, pt. 32) to begin printing as a special edition of the Federal Register the Public Papers of the Presidents of the United States starting with the calendar year 1957 and specified calendar years prior to 1957 as authorized by the Administrative Committee of the Federal Register. The Weekly Compilation of Presidential Documents, which began publication on August 2, 1965, is published pursuant to the authority contained in the Federal Register Act (49 Stat. 500, as amended; 44 U.S.C., ch. 15), under regulations prescribed by the Administrative Committee of the Federal Register, approved by the President (1 CFR, pt. 32). The cost of printing the U.S. Government Organization Manual, the Public Papers of the Presidents of the United States, and the Weekly Compilation of Presidential Documents is charged to the cost of printing the Federal Register (sec. 6, 49 Stat. 501; 44 U.S.C. 1506).

The expenditures for the Federal Register for all work ordered in the fiscal year 1972 amounted to $3,061,623 for 27,916 pages. This included $157,823 for 1,736 pages of the Weekly Compilation of Presidential Documents. It has been estimated that it will require $75,000 to complete one volume of the Presidential Papers (Nixon, 1971) and $50,000 to complete the U.S. Government Organization Manual, bringing the total requirement to $3,186,623. It was estimated that $3,480,000 would be sufficient to cover the cost of approximately 28,000 pages of the Federal Register and for printing the U.S. Government Organization Manual, the Weekly Compilation of Presidential Documents, and the Public Papers of the Presidents of the United States in the fiscal year 1973. It is estimated that $4,100,000 will be required in the fiscal year 1974 for printing an estimated 30,000 pages of the Federal Register and for printing the U.S. Government Organization Manual, the Weekly Compilation of Presidential Documents, and the Public Papers of the Presidents of the United States as supplemental editions of the Federal Register.

12. *Supplements to Code of Federal Regulations.*—The cost of printing the supplements to the Code of Federal Regulations amounted to $1,612,602 for 65,306 pages ordered in the fiscal year 1972. It was estimated that $1,440,000 would be sufficient for printing 60,000 pages of the supplements during the fiscal year 1973. It is estimated that $1,920,000 will be required to print 60,000 pages of the supplements during the fiscal year 1974.

AVERAGE COST PER UNIT OF PRINTING AND BINDING CHARGEABLE TO THE CONGRESSIONAL APPROPRIATION, AS OF DECEMBER 31, 1972

	Unit	1967	1968	1969	1970	1971	1972	[1] 1973	[1] 1974
1. Congressional Record	Per page	$119.29	$112.67	$148.37	$145.66	[1] $128.00	[1] $140.00	$170.00	$209.00
2. Miscellaneous publications	do	26.78	32.26	32.89	36.90	47.94	42.26	37.00	47.00
3. Miscellaneous printing and binding	Per 1,000	37.88	38.45	43.43	42.63	64.15	74.99	58.00	80.00
4. Publications for International Exchange	Per copy	.151	.154	.163	.18	.166	.208	.16	.21
5. Franked envelopes	Per 1,000	4.16	4.31	4.83	5.05	5.54	5.88	6.50	8.45
5. Documents franks	do	5.34	5.40	5.28	6.43	6.51	7.50	8.00	10.00
6. Committee and business calendars	Per page	14.99	13.90	17.53	17.03	22.47	21.82	25.00	25.00
7. Bills, resolutions, and amendments	do	12.89	15.05	15.18	21.25	26.11	31.87	29.00	38.00
8. Committee reports	do	24.98	31.61	30.33	41.11	43.15	47.59	52.00	68.00
9. Documents	do	30.37	24.63	28.69	47.83	39.33	40.50	45.00	58.00
10. Hearings	do	21.28	20.80	22.47	22.90	24.60	28.29	29.00	38.00
11. Federal Register (not including U.S. Government Organization Manual, Public Papers of the Presidents, and Weekly Compilation of Presidential Documents).	do	66.68	69.64	75.17	86.04	99.44	111.21	110.00	119.00
12. Supplements to Code of Federal Regulations	do	11.13	10.20	12.79	18.28	21.40	24.69	24.00	32.00

[1] Estimated.

Congressional printing and binding billings for work ordered in fiscal year as of Dec. 31, 1972

Fiscal year:	*Amount*
1954	$9,848,689
1955	9,082,158
1956	10,321,443
1957	10,076,164
1958	11,396,586
1959	11,590,308
1960	13,210,938
1961	11,691,477
1962	14,346,243
1963	16,296,336
1964	17,450,036
1965	18,735,136
1966	20,498,683
1967	23,305,339
1968	23,498,689
1969	23,962,379
1970	32,731,834
1971	37,874,326
1972	41,353,757
1973 (6 months)	10,889,446

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

EMPLOYEES ON ROLL

	As of [1]—	Number
Fiscal year:		
1954	Jan. 1, 1954	7,148
1955	June 1, 1955	6,803
1956	Apr. 1, 1956	6,687
1957	Mar. 15, 1957	6,490
1958	Mar. 31, 1958	6,432
1959	Feb. 28, 1959	6,513
1960	Feb. 29, 1960	6,547
1961	Feb. 28, 1961	6,614
1962	Feb. 28, 1962	6,887
1963	Feb. 28, 1963	7,161
1964	Jan. 31, 1964	7,272
1965	Jan. 31, 1965	7,392
1966	Jan. 31, 1966	7,257
1967	Jan. 31, 1967	7,542
1968	Jan. 31, 1968	7,825
1969	Jan. 31, 1969	7,971
1970	Dec. 31, 1969	8,125
1971	Dec. 31, 1970	8,371
1972	Dec. 31, 1971	8,259
1973	Dec. 31, 1972	8,527

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

Requisitions and print orders received

Fiscal year:	Number
1954	83, 639
1955	94, 018
1956	92, 904
1957	95, 279
1958	92, 671
1959	99, 293
1960	100, 162
1961	99, 340
1962	109, 112
1963 [1]	230, 261
1964	228, 819
1965	245, 732
1966	272, 044
1967	303, 108
1968	335, 793
1969	364, 222
1970	365, 840
1971	390, 065
1972	458, 491
1973 (6 months)	202, 040

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

Total income, including all fieldwork

Fiscal year:	Amount
1954	$74, 482, 987
1955	78, 493, 956
1956	86, 852, 359
1957	88, 745, 435
1958	89, 684, 998
1959	93, 047, 066
1960	99, 547, 840
1961	97, 749, 609
1962	121, 316, 943
1963	129, 650, 829
1964	136, 058, 238
1965	137, 473, 221
1966	175, 878, 649
1967	199, 975, 834
1968	194, 813, 867
1969	203, 651, 604
1970	235, 641, 139
1971	224, 203, 855
1972	261, 643, 347
1973 (6 months) [1]	140, 500, 000

[1] Estimated.

VALUE OF COMMERCIAL PRINTING

	Value of commercial printing	Value of paper furnished contractors	Total
Fiscal year:			
1954	$18,143,383	$2,541,696	$20,685,079
1955	21,147,523	2,481,072	23,628,595
1956	23,160,773	3,467,137	26,627,910
1957	24,314,072	4,859,553	29,173,625
1958	28,484,792	3,744,305	32,229,097
1959	28,588,242	3,879,593	32,467,835
1960	31,062,889	4,546,789	35,609,678
1961	31,580,445	4,473,401	36,053,846
1962	43,376,398	5,793,104	49,169,502
1963	47,533,962	5,835,773	53,369,735
1964	50,493,980	3,861,028	54,355,008
1965	51,129,601	3,277,965	54,407,566
1966	74,885,832	4,307,185	79,193,017
1967	92,945,592	4,464,340	97,409,932
1968	93,994,354	3,405,255	97,399,609
1969	99,877,843	3,121,656	102,999,499
1970	122,508,631	3,145,500	125,654,131
1971	105,455,938	2,892,399	108,348,337
1972	139,757,283	2,159,310	141,916,593
1973 (6 months)[1]	74,190,000	850,000	75,040,000

[1] Estimated.

FEDERAL REGISTER

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

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

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

Public Papers of the Presidents

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

Section 32.1 Publication required

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

Section 32.2 Coverage of prior years

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

Section 32.15 Members of Congress

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

Section 32.16 The Supreme Court

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

Section 32.17 Executive agencies

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

The printing of the Public Papers of the Presidents is initiated by requisition from the National Archives and Records Service, General Services Administration. The program consists of the printing of the Public Papers of the Presidents of prior administrations beginning with the Hoover administration and continuing currently through future administrations. The Truman papers for 1945 through 1952, the Eisenhower papers for 1953 through 1960, the Kennedy papers for 1961 through 1963, the Johnson papers for 1963 through 1969, and the Nixon papers for 1969 through 1970 have been completed (31 volumes in all).

U.S. Government Organization Manual

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

Weekly Compilation of Presidential Documents

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

Federal Register and Supplements to the Code of Federal Regulations

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

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1973 AND 1974 WALL CALENDARS ORDERED FROM GOVERNMENT PRINTING OFFICE

Ordered by	Requisition No.	Requisition Date	Government Printing Office Jacket No.	Number of calendars: Large	Small	Total	Estimated cost
Clerk's Office, House of Representatives	4039	Oct. 13, 1972	85-011	144,000	.....	144,000	$102,105
Do	4575	Jan. 3, 1973	87-627	132,000	.....	132,000	84,494
Total ordered by House of Representatives				276,000	.....	276,000	186,599
Secretary of the Senate	4634	Aug. 10, 1972	82-697	9,542	1,202	10,744	9,853
Total ordered by House and Senate				285,542	1,202	286,744	196,452

Large House calendars, size 12¼ x 18, covers 2 years 1973 and 1974, are printed with numerals in two colors mounted on board, lined with blue paper, and have an illustration showing panoramic view of Capitol.

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

Small Senate calendars, size 9¼ x 10, consist of the calendar portion only, stitched to board.

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

[In thousands of dollars]

	1972 actual	1973 estimate	1974 estimate
Revenue: Printing and binding operations	$261,548	$281,005	$281,005
Other income:			
Baling and salvaging	117	140	140
Other	9	10	10
Total other income	126	150	150
Total revenue	261,674	281,155	281,155
Less: Cost of sales publications purchased for resale	−9,324	−10,256	−11,281
Total adjusted revenue	252,350	270,899	269,874
Expense:			
Personnel compensation	91,361	95,453	95,279
Personnel benefits	7,613	7,940	8,110
Severance pay	1	.....	.....
Travel and transportation of persons	126	100	101
Transportation of things	2,993	2,273	2,264
Rent, communications, and utilities	2,087	2,410	2,450
Printing and reproduction	129,820	139,221	139,221
Other services	643	360	358
Supplies and materials	25,262	31,796	31,770
Insurance claims and indemnities	1	2	2
Depreciation	1,596	1,600	1,600
Total expense	261,504	281,155	281,155
Less: Cost of sales publications purchased for resale	−9,324	−10,256	−11,281
Total adjusted expense	252,180	270,899	269,874
Net operating income	170	.....	.....
Nonoperating income and retained earnings:			
Acquisition value of equipment sold	630	.....	.....
Less: Accumulated depreciation	593	.....	.....
Book value of equipment sold	37	.....	.....
Proceeds from sale of equipment	6	.....	.....
Nonoperating income	−31	.....	.....
Net income for year	139	.....	.....
Analysis of retained earnings:			
Retained earnings, start of year	30,523	30,662	30,662
Retained earnings, end of year	30,662	30,662	30,662

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

[In thousands of dollars]

	1972 actual	1973 estimate	1974 estimate
Revenue: Sales	$22,908	$28,960	$40,275
Other income:			
Gratuitous revenues (sale of other Government publications by sales agents of Superintendent of Documents)	249	100	100
Deposit accounts inactive for 10 years and unidentified remittances	59	50	55
Unredeemed public document coupons	187	160	165
Salaries and expenses appropriation transfer [1]	12,702	9,489	0
Total other income	13,197	9,799	320
Total revenue	36,105	38,759	40,595
Expense:			
Sales publications purchased for resale	9,324	10,256	11,281
Postage for sales copies mailed	15,057	9,600	10,560
Unsalable publications expense	524	2,051	2,256
Administrative expenses	2,960	5,659	6,997
Total expense	27,865	27,566	31,094
Net operating income [2]	8,240	11,193	9,501
Analysis of retained earnings:			
Retained earnings, start of year	5,706	6,148	6,148
Payment of earnings	−7,798	−11,193	−9,501
Retained earnings, end of year	6,148	6,148	6,148
Expenditures from salaries and expenses appropriation required to operate the sales program:			
Personnel compensation	6,479	8,657	10,760
Personnel benefits	404	653	840
Travel and transportation of persons	41	80	80
Transportation of things: Delivery services	110	65	65
Rent, communcations, and utilities:			
Rentals	67	36	155
Communications	12,828	9,591	4,076
Heat, light, and power	19	16	18
Printing and reproduction: Price lists and circulars	343	623	1,177
Other services:			
Computer services	233	683	683
Repairs and alterations	116	76	76
Sanitation	99	76	95
Systems study for automation	24	160	160
Contractual services	377	289	407
Supplies and materials:			
Mailing supplies	227	207	251
Office supplies	94	79	101
Equipment	319	659	659
Total expenditures	21,780	21,950	19,603
Net earnings	(13,540)	(10,757)	(10,102)

[1] Included in Supplemental Appropriation Act, 1973. Not appropriated at time of estimate submissions.
[2] This amount is transferred to the U.S. Treasury as miscellaneous receipts.

REVENUE AND EXPENSE

[In thousands of dollars]

	1972 actual	1973 estimate	1974 estimate
Printing and binding:			
Revenue	$261,674	$281,155	$281,155
Expense	−261,504	−281,155	−281,155
Net operating income, printing and binding	170	.....	.....
Sales of publications:			
Revenue	36,105	38,759	40,595
Expense	−27,865	−27,566	−31,094
Net operating income, sales of publications	8,240	11,193	9,501
Nonoperating income or loss:			
Proceeds from sale of equipment	6	.....	.....
Net book value of assets sold	−37	.....	.....
Net nonoperating income	−31	.....	.....
Net income for the year	8,380	11,193	9,501

Profits and losses from printing and binding operations, Government Printing Office revolving fund, fiscal year 1954 through Dec. 31, of fiscal year 1973

Fiscal year:	*Net profit or loss (−)*
1954	$3,483,727
1955	3,156,673
1956	3,203,201
1957	2,971,901
1958	975,037
1959	1,218,169
1960	1,264,135
1961	−809,188
1962	2,236,531
1963	1,343,814
1964	1,733,046
1965	1,573,889
1966	5,887,210
1967	4,406,239
1968	757,325
1969	2,256,522
1970	1,019,225
1971	2,215,293
1972	139,438
1973 (6 months) [1]	2,586,000

[1] Estimated.

HOUSE ALLOWANCES AND BUDGET REQUESTS

Senator HOLLINGS. I noticed your request is a total of $64 million for the printing and binding and the House has allowed you the full amount.

You requested $28,421,000 for the Office of the Superintendent of Documents and the House has allowed you the full amount.

You requested $7,800,000 for acquisition of site and general plans of design building. The House has allowed you $4,600,000, making a reduction of the $3,200,000 and you have requested $7,400,000 for the revolving fund and the House has allowed you the full amount of this request.

Mr. McCormick, we will be glad to hear from you and your associates at this time.

INTRODUCTION OF ASSOCIATES

Mr. MCCORMICK. Thank you. I would like to take a minute to introduce my associates: Mr. Mercer, our Acting Comptroller; Mr. DeVaughn, our General Counsel; Mr. Lewis, our Acting Assistant Public Printer for Management and Administration; Mr. Golden, the Acting Deputy Public Printer; and Mr. Darling, the Acting Superintendent of Documents.

ACCOMPLISHMENTS OF GPO

Mr. Chairman and gentlemen of the committee: The Government Printing Office's fund request for fiscal year 1974 was prepared and submitted on October 19, 1972, to the Office of Management and Budget. Since assuming the position of Public Printer on March 1, 1973, I have concentrated on this request and familiarized myself with the broad programs. I am prepared to report on the accomplishments of the Government Printing Office over the past year and to speak about our requirement for funds in fiscal year 1974.

The Annual Report of the Public Printer prepared and submitted to the 93d Congress confirms that the value of printing and binding handled during fiscal year 1972 was the greatest in the 111-year history of the Government Printing Office. A volume of $261 million was processed, with $141 million being bought from commercial sources. This figure was also a record high. Contributing importantly to the growth in procurement from commercial sources was the establishment of additional printing procurement offices and the availability of technical assistance to the executive agencies in our regional offices. Fourteen regional offices are now operational in 10 regions, including a new region 3 Office in Washington, D.C.

CONGRESSIONAL PRINTING AND BINDING

Congressional printing and binding requirements for fiscal year 1972 paralleled the exceptionally heavy legislative workload with physical volume increases over 1971 experienced in nearly every congressional publication category. Congressional Record volume rose nearly 3,000 pages, or 6 percent; the Federal Register more than 2,000 pages, or 8 percent; hearings by nearly 31,000 pages, or 9 percent; committee prints by more than 12,000 pages, or 25 percent; and

the supplement to the Code of Federal Regulations by 7,500 pages, or 13 percent. The only significant categories running counter to this pattern were bills, resolutions, and amendments, a predictable trend since second legislative sessions of Congress historically concentrate on actions initiated during the first sessions.

ANNUAL REPORTS OF SUPERVISORY OFFICIALS

The Federal Election Campaign Act of 1971 provides that the Public Printer shall make copies of the annual reports of the supervisory officials available for sale.

I agree with the supervisory officials that the printing of these reports, at an estimated cost of $3 million, would be an unnecessary expenditure of public funds. Based on the facts involved, I have come to the conclusion that the act does not require the Public Printer to print these reports. Neither does it require the Public Printer to make copies of these reports. It requires only that the Public Printer make copies available for sale to the public.

At the present time this Office has incurred an estimated cost of $293,000, all on a fiscal year 1973 requisition from the Clerk of the House. All work has been stopped and no additional reports will be printed. Accordingly, as requests are received—and few if any are expected—we will notify the appropriate supervisory official of the reports required and, in accordance with our standard procedures, charge the recipient accordingly. Should we be unable to absorb the cost incurred in our current and available appropriations, we may be required to include any deficiency in our fiscal year 1975 appropriation request or as a separate deficiency appropriation request.

ROTARY WEB LETTERPRESS

Despite steady growth of congressional printing and binding requirements, production and delivery schedules must be maintained so as not to delay or impede the legislative processes. Frequently the Government Printing Office is hard pressed to meet deadlines, particularly for the Congressional Record and Federal Register. Consequently, we purchased a 64-page, rotary, magazine-type web letterpress, compatible in every way to the existing equipment used to produce the Record, the Federal Register, and similar publications. This equipment, which features a newly-engineered solid state control system, will increase our press production capability for this type of printing. Preliminary work on the press site has been completed and installation has begun, with operational startup programed for June of this year.

ROTARY GATHERING, BINDING, AND TRIMMING MACHINE

Another major equipment modernization which also took place during fiscal year 1973 was the addition of a new bindery equipment line. This line includes a 32-box rotary gatherer with adhesive binder, and three-knife trimmer and will not only increase our binding flexibility but, more importantly, will enable the Government Printing Office to save crucial time in meeting the necessarily short schedules for the hearings, reports, committee prints, and miscellaneous publi-

cations of the Congress. It will also substantially reduce costs, particularly in binding publications, which because of bulk, previously had to be sewn.

PHYSICAL PLANT IMPROVEMENT AND UPGRADING ELECTRICAL POWER CAPACITY

The much-needed improvements to our physical plant, approved by the Joint Committee on Printing and the subject of previous funding actions by this committee, aggregating $6.5 million and dating back several years are progressing satisfactorily. The upgrading in the electrical power capacity of the Government Printing Office has been essentially completed except for installation of minor elements consisting mainly of small current transformers and relays.

AIR CONDITIONING IMPROVEMENT

The improvement of air conditioning and related services is in the final design stages. The project is planned in two phases. Advertisements for equipment and services associated with the first phase have been issued and construction is scheduled to start during the summer. Principal items in this first package include a chilled water plant, 4180-volt electrical service with the necessary conduit and cable system. a master control center for building 3, foundations for the equipment tower, air distribution systems for buildings 1, 2, and 3, and a temperature control center.

ELECTRICAL AND AIR CONDITIONING PROJECTS

The total electrical and air conditioning project is now estimated to cost $13.9 million compared with $6.5 million already funded. The increases result primarily from escalation in costs, $4.4 million, and design improvements, $3 million, The escalation amount is attributed primarily to delaying start on the project until the issue of possible relocation of the Government Printing Office was resolved. The design changes were incorporated to improve total system efficiency and save space.

SPACE EXPANSION

The scarcity of production and storage space, which has historically plagued the Government Printing Office, has been the subject of continuing study by our staff. When Public Printer Spence took office, the relocation concept was abandoned and study efforts redirected toward meeting space needs by expansion at the present site. The program has been discussed with the Joint Committee on Printing which has approved the site acquisition.

SITE ACQUISITION

In this appropriation we are requesting $4.6 million for site acquisition. This site is adjacent to our buildings in square 624, which is the block bounded by First, H, North Capitol, and G Streets, Northwest. Any intended expansion would logically include acquisition of the land in this square. As the urban renewal plan is under active

development, it is essential that the real estate needs of the Government Printing Office be made known now.

Superintendent of Documents

The estimate for the Superintendent of Documents has been revised upward by $8,050,000 from that approved by the House. This provides for the postage for mailing all copies of the Congressional Record, Federal Register, Weekly Compilation of Presidential Documents, Code of Federal Regulations, U.S. Reports, all by-law mailings for Congress, and all authorized mailings made at the request of individual Members of Congress which have the U.S. GPO postage and fees indicia. Mr. Darling, Acting Superintendent of Documents, will go into this matter in greater depth when he presents the justifications for the Superintendent of Documents appropriation.

JUSTIFICATIONS

At this time, I would like to submit for the record our justifications for the various classifications of congressional printing and binding for fiscal year 1974. In addition, statements supporting our fund requests for building improvements and the proposed site acquisition have also been prepared and submitted for the record.

With your approval, the appropriation requirements for the public documents department will be consdered separately and presented by R. E. Darling.

Thank you.

[The justifications follow:]

Justification

With the approval of the Joint Committee on Printing and through funding action by this Committee, the Government Printing Office was authorized to increase electrical capacity to meet expanding needs and to improve and extend air conditioning to additional areas. Funds for these improvements were made available by your authorization to use $1 million from our revolving fund in fiscal year 1970. Two million dollars was appropriated in fiscal year 1971, and $3.5 million in fiscal year 1972, for a total funding of $6.5 million.

Increasing electrical capacity was justified by the growing demands for power to operate new machinery, the realignment of existing machinery and systems, and the projected power requirements of the Government Printing Office.

As of this date, the electrical project is complete. Proper performance during the ensuing 30-day period will culminate in acceptance and final payment.

This electrical power enhancement included purchase of twelve 750 KVA transformers and two static-type rectifiers. Eight of these transformers replaced smaller 500 KVA transformers. The remaining four units were used to create a new substation and switchgear for increased power capacity (approximated at 20 percent) and more efficient power distribution.

When the Government Printing Office occupied Building 3 in 1939, the building was partially centrally air conditioned. Small package units were added periodically throughout the plant until 1960, when the central system was expanded. This resulted in about 70 percent of the Government Printing Office being air conditioned, including those areas serviced by previously purchased package units. Subsequently, additional package units were added to improve the comfort index and to meet production needs in areas where temperature and humidity control was necessary.

Approximately 80 percent of the Government Printing Office is now marginally conditioned. We consider the conditioning to be marginal because of age, equipment deterioration, and increasing heat loads. These conditions, plus the strict temperature and humidity tolerances required for modern production equipment demand balance, control and capacity in an air conditioning system. To date, we have spent approximately $1.1 million of the funds previously authorized and have allocated about $3.7 million additionally for foundation work, cooling tower foundation construction, chilled water plant, electrical service conduit and cable, and new air distribution systems made up of air-handling units and duct work.

The work was advertised on March 1, 1973. Invitation to bid closed April 23, and an award for the construction will be made shortly.

The architect engineer has been working very closely with the GPO staff in projecting our total requirements for the project. The total cost is based on that money spent, projected price escalation to 1975, and certain improvements. The total cost, including escalation, is estimated to be $13.9 million.

In order to fund the balance of this project, I am requesting an additional $7.4 million. Of the $7.4 million requested, $3.0 million is ascribed to system design improvements. Our present system consists of 181 air handlers package units and window units all placed rather indiscriminantly throughout the plant. The new design basically calls for the construction of two vertical towers (small buildings erected within our existing light courts) which would house the majority of our new air handling units (approximately 60). Essentially, the tower concept centralizes almost all of our air conditioning equipment and power to areas removed from present plant space. This centralization affords the following advantages:

(1) Present air conditioning equipment occupies or interferes with 3,500 square feet of plant space. The elimination of this

equipment makes the space available for other needed uses.

(2) If the tower concept were not employed, we would require 20,000 square feet of crucially-short production space for new air conditioning units. The cost avoidance value of Items 1 and 2 above is computed at $141,000 annually, based on $6.00 per square foot rental rate. (3,500 + 20,000 = 23,500 sq. ft. @$6.00 - $141,000.00)

(3) The reduction of 181 air conditioning units to 60 new consolidated units would reduce maintenance costs, reduce electrical and pipe runs considerably, afford quicker response to troubled areas, permit more stable zone control of temperature and humidity, better air filtration and a reduction in filter maintenance costs.

FUNDING

Authority	Funds Approved	Requested
House Report No. 91-487, September 11, 1969	$1,000,000.00	
PL 91-382, dated August 18, 1970	2,000,000.00	
PL 92-51, dated August 9, 1971	3,500,000.00	
Total available	$6,500,000.00	
*Design improvements		$3,025,000.00
Project escalation 1969 - 1975		4,375,000.00
Total additional funds requested		$7,400,000.00
Estimated Total Project Cost (1975)		$13,900,000.00

FUNDS EXPENDED/OBLIGATED TO DATE

Item	Expended/ Obligated
Increase of electrical capacity: (a) Purchase of 12 - 750 KVA transformers	$169,169.00
(b) Installation of 12 - 750 KVA transformers	286,889.00
Architect Engineer design costs	651,490.23
Total	$1,107,518.23

FUNDS ALLOCATED TO DATE

Items	Allocated
Tower foundations, replace air handlers, chill water plant, cooling tower with associated pumps, electrical substation and electrical motor control center.	
Total	$3,700,000.00

LAND ACQUISITION

Senator HOLLINGS. Do you have a supporting statement on the land acquisition? We will put that in the record.

[The statement follows:]

SUPPORTING STATEMENT FOR LAND ACQUISITION

In 1956, the Joint Committee on Printing directed the Public Printer to investigate the possibility of expanding the Government Printing Office's warehouse facilities.

In 1961, as a result of that investigation and study, requests for funding were submitted and the Congress authorized the construction of a four-story and basement fireproof annex to the Government Printing Office (Public Law 87-373). However, the growing space requirements soon made it apparent that additional space, over and above that provided by the annex, would be needed. Consequently, Public Printer Harrison asked General Services Administration to delay action on the annex until such time as the Government Printing Office could reexamine its overall space requirements.

After discussion with officials of Congressional committees and the General Services Administration, a decision was made to attempt relocation of the Government Printing Office to a plant designed and engineered to meet our specific needs. Several sites were reviewed and discussed with officials in and out of government. Eventually, the decision was made to remain at the present location and to attempt to solve the Government Printing Office's space dilemma through expansion adjacent to its present location.

The Joint Committee on Printing, on May 17, 1972, approved the acquisition of land adjacent to our present building now under control of the Redevelopment Land Agency.

LAND ACQUISITION ($4.6 MILLION)

The Redevelopment Land Agency is under a mandate issued by Housing and Urban Development to complete an Urban Renewal Plan for the immediate and surrounding area of the Government Printing Office. The plan designates a portion of land, squares 624 and 625, for disposition and redevelopment as a Federal building site. The Government Printing Office now occupies a major portion of square 624. Any expansion should include acquisition of the balance of the land in this square. As the Urban Renewal Plan is under active development, it is essential that the real estate needs of the Government Printing Office be made firm now.

CONGRESSIONAL RECORD BOUND VOLUMES

Senator HOLLINGS. On page 27, I notice the House bill, legislation has been written limiting the printing, publications of, and distribution of the bound permanent editions of the Congressional Record to one each for the Vice President and each Member of the Senate and House of Representatives. As I understand it, on page 23 of this report the existing law authorizes the distribution of 505 sets to the Vice President and Members of the Senate, and 1,311 sets to the House Members. That actual distribution has been limited by the Joint Committee on Printing to one set per Member. Is there any opposition to the House language that you have?

Mr. MCCORMICK. Your statement is correct, as I understand it. I know of no opposition to the language.

Mr. DEVAUGHN. That is correct.

Senator HOLLINGS. Mr. Darling?

SUPERINTENDENT OF DOCUMENTS

MAJOR RESPONSIBILITIES

Mr. DARLING. Mr. Chairman, I am pleased to be here today and have an opportunity to appear before this committee.

The help given us by this committee last year assisted us greatly in carrying out our four major responsibilities: The sale of Government publications produced by the Government Printing Office, the compilation of catalogs and indexes of Government publications, the distribution of Government publications to designated depository libraries, and the mailing for Members of Congress and other Government agencies of certain Government publications, as authorized by law. Our continuing task is the reduction in the time required to process and mail orders for publications.

PREPARED STATEMENT

Senator HOLLINGS. Mr. Darling, the entire statement you have here, with the enclosures, we will include in the record in its entirety.

[The statement follows:]

Mr. Chairman and Gentlemen of the Committee:

I am pleased to be here today and to have an opportunity to appear before this Committee.

The help given by this Committee last year assisted us greatly in carrying out our four major responsibilities: the sale of Government publications produced by the Government Printing Office; the compilation of catalogs and indexes of Government publications; the distribution of Government publications to designated depository libraries; and the mailing for Members of Congress and other Government agencies of certain Government publications, as authorized by law. Our continuing task is the reduction in the time required to process and mail orders for publications.

Our distribution centers in Pueblo, Colorado, and Philadelphia, Pennsylvania, are providing excellent service to our customers who order publications listed in the "Selected List of United States Government Publications." These orders are processed and mailed well within a ten-day work cycle. In January of this year, the distribution functions of the Consumer Product Information Center, GSA, were moved from Washington, D.C., to the Public Documents Distribution Center in Pueblo, Colorado.

At that time we estimated we would be processing and mailing an additional 4,000 to 8,000 publication orders weekly while concurrently carrying out our other order-filling and distribution responsibilities. Even though the influx of additional orders has been far greater than our original estimate, I am proud to report we have received compliments from industry, Government, and the public as well, concerning the Pueblo Distribution Center.

A number of actions have been initiated in the past year which we expect will shorten order-processing time at our main office. For example, we are now occupying a new publications warehouse in nearby Virginia where we are maintaining approximately 26 percent of our sales inventory. Our entire publications inventory consists of approximately 109 million publications of which about half are sales stock. The remainder is publications consigned to the Office of the Superintendent of Documents by the various departments and agencies of the Federal Government to be distributed as provided by law or on a reimbursable basis. While the new facility has helped solve some of our problems, we still desperately need both additional warehousing and operating space. To help alleviate this situation we have submitted a request to advertise for additional modern warehousing space to the Joint Committee on Printing.

Our microfiche publications availability file has been accepted from the contractor but still needs additional updating and refining before sets can be located in our bookstores, distribution centers, and other order-processing areas. Hopefully, this will be accomplished and the system will be fully operational in a few months. This system will provide clerks and order processors with necessary information in a fraction of the time required using the present card file system. Service to our customers will be improved through this rapid identification system.

We have made considerable progress in our subscription fulfillment function. The Public Documents Department offers about 400 different items by subscription and maintains more than 1,100 mailing lists ranging in size from a few hundred subscribers to well over 175,000 names and addresses. Conversion of all of these lists from stencil to magnetic tape is scheduled to be completed before May 30, 1973. A

system has already been installed and tested to use optical character recognition devices and remote terminals, to reduce the time required to service subscription orders.

The Legislative Branch Appropriations Act of 1973 provided funds for four new Government Printing Office bookstores. Two have been opened, one in Philadelphia, Pennsylvania and the other in Cleveland, Ohio. Stores are planned for Seattle, Washington and Houston, Texas, for this fiscal year. For approximately one year, we have been operating a publications sales outlet in our Pueblo Distribution Center, providing a well-accepted service to citizens in that area. With the concurrence of this Committee, we would like to recognize the Pueblo sales outlet as an official Government Printing Office Bookstore. In so doing, no additional appropriated funds or personnel will be required, as the sales activity is now staffed by Pueblo Distribution Center employees.

The Federal depository library system has grown to 1,109 designated depository libraries as of March 1, 1973, with four other designations pending. In fiscal year 1973 we expect to distribute more than 12 million publications and nearly 14 million in fiscal 1974. In our supporting statement, we have included information concerning postage payments to the United States Postal Service and the new postage rates which were announced by the Service last year. Postage has had a tremendous impact on the cost of the sales and distribution programs of the Public Documents Department.

The Clerk of the House of Representatives, in direct testimony, on March 6, 1973, before the Subcommittee of the Committee on Appropriations, and the United States Postal Service, by letter, have recommended that our appropriation request be amended to include $8,050,000 to pay for Congressional postage. This will provide for mailing all copies of

the "Congressional Record," "Federal Register," "Weekly Compilation of Presidential Documents," "Code of Federal Regulations," "United States Reports," all by-law mailings for Congress and authorized mailings made at the request of individual members of Congress which have the United States Government Printing Office postage and fees paid indicia. This type of mailing was previously included in other congressional appropriations. I would like to submit, for the record, letters from the Clerk of the House of Representatives and the United States Postal Service supporting this recommendation Consequently, our total appropriation request now is $36,470,600, an increase of $7,023,700 over our total 1973 appropriation.

As a part of this request, we have included $200,000 for contingencies. The reserve for contingencies was recommended by this committee several years ago, and has been highly effective in avoiding amended budgets due to work increases and increases in production costs, which could not be foreseen when original estimates were prepared.

From the sale of publications during fiscal year 1972, we expect to return to the United States Treasury $8,240,000. We estimate $11,193,000 will be returned for fiscal year 1973. For fiscal year 1974, our projected figure is $9,501,000.

Our primary objective is to provide the fastest and most efficient service to the Congress, the public, and departments and agencies of the Federal Government. With the help of this Committee, we shall continue in our efforts to keep the sales program of the Department on a self-supporting basis, while modernizing our operations so that we will be providing the service that the Congress and the public has every right to expect and receive.

A tabular breakdown of increased requests is included in the statement supporting the 1974 estimate for salaries and expenses, Office of the Superintendent of Documents.

STATEMENT SUPPORTING 1974 ESTIMATE FOR SALARIES AND EXPENSES, OFFICE OF THE SUPERINTENDENT OF DOCUMENTS

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

The four functions are entirely of a service nature. Consequently, the Public Documents Department can exercise little control over the work volume which it may be called upon to perform. The majority of our work programs show substantial increases for the first six months of the current year, as compared to a similar period last year. Interest in United States Government publications continues at an alltime high. In fiscal year 1972, we sold 78 million publications. We project that sales will reach 90 million publications this year and 99 million publications in fiscal year 1974.

We have made the best possible estimate of the funds that will be needed in fiscal year 1974 to provide the services required of the Office of the Superintendent of Documents. The total appropriation requested is $36,470,600, an increase of $7,023,700 over our total 1973 appropriations. I would like to be in a position to state that with the help provided by this Committee last year, the majority of the programs and projects to which we committed the Department in 1973 have been successfully accomplished or are well on the way to becoming realities. Unfortunately, this is not the case.

With confidence I can state that we have been carrying out three of our major responsibilities without experiencing any unusual difficulties, even though workloads have increased in all programs. Specifically, the catalogs, indexes of Government publications, and price lists for which we are responsible have been compiled, produced, and distributed in a timely fashion. The servicing of designated depository libraries continues on a daily basis to the satisfaction of the majority of the libraries. Multiple shipments of publications are mailed to the depository libraries on an around-the-clock basis. The mailings we are required by law to make for Members of Congress and other Government agencies of certain Government publications have been accomplished in every instance and we do not anticipate any problems in this area. However, we have not been able to provide the service to all purchasers of Government publications that they have every right to expect and receive. We are still receiving from 10,000 to 40,000 letters and orders daily in our Washington, D.C., office.

Approximately 70 percent of these orders are processed, packaged, and mailed within a 10- to 15-day work cycle. The balance is still requiring from 3 to 12 weeks for completion and mailing in many instances. The program to which we made reference last year of processing, packaging, and mailing all orders within 7 workdays had to be, with reluctance, abandoned. This decision was a direct result of complaints registered by many purchasers of Government publications supported by representatives of large organizations. The "7-day program" provided for all orders to be processed on a first-come, first-serve basis.

The order processing services provided by our two distribution centers in Philadelphia, Pennsylvania, and Pueblo, Colorado, continue to totally satisfy customers who order publications listed in the "Selected List of United States Government Publications." The distribution centers are processing all orders

well within a 10-workday cycle. Our bookstores located in various cities throughout the United States are also providing a satisfactory, much-needed service to the public.

Earlier this year, we reassessed the entire situation and, as you know, requested funds for an additional 398 employees so that a second shift could be established primarily for the purpose of processing sales orders. The second shift has been established and is operational, but we are not up to full employee strength. The recent freeze on filling vacancies has temporarily prevented us from fully implementing this shift so that our projected production goals can be met.

At the present time, we are operating three shifts. On January 1, 1973, a program of controlled responsibilities was introduced so that current orders received after January 1, 1973, would be processed by our day shift and all orders on hand received prior to December 29, 1972, would be processed by the second and third shifts. Statistics and production records compiled thus far indicate that this controlled delegation of responsibility will aid us in achieving our ultimate goal which is to eliminate all backlogs and to provide for the processing, packaging, and mailing of all current orders within a 21-day work cycle. The 21-day work cycle is the suggested guideline of the Federal Trade Commission for mail-order houses.

To achieve these goals, to provide for their continuation, and to carry out other programs for which we are responsible, we are requesting for personnel compensation an increase of $2,745,665. This will provide for 67 additional full-time positions and 8 temporary positions equating 4 man-years. It will also cover costs for the annualization of the 398 employees for the second shift authorized by this Committee as part of our 1973 supplemental request, and 16 employees for the four bookstores opened or to be opened in fiscal year 1973. At the direction of the Office of Management and Budget, we have included funds for the annualization of 20 employees for the Consumer Product Information Center distribution function transferred from the General Services Administration to our Pueblo distribution center as of January 1, 1973.

The bookstore program continues to operate on a self-sustaining basis, while providing improved services to citizens in metropolitan areas where they are located. By the end of the current fiscal year, we will have a total of 22 bookstores operating—six in the Washington, D.C., area, and 16 in various cities throughout the United States. We are requesting funds for seven new stores in fiscal year 1974. One store is to be located in the Washington metropolitan area, and the remainder in cities which will be selected based on information developed by the General Services Administration, the Department of Commerce, and members of our staff, while following guidelines established by the Joint Committee on Printing.

Cities under consideration as future bookstore sites include: Albuquerque, New Mexico; Baltimore, Maryland; Buffalo, New York; Honolulu, Hawaii; Indianapolis, Indiana; Jacksonville, Florida; Louisville, Kentucky; Miami, Florida; Milwaukee, Wisconsin; Minneapolis, Minnesota; New Orleans, Louisiana; Phoenix, Arizona; Pittsburgh, Pennsylvania; Portland, Oregon; Spokane, Washington; and St. Louis, Missouri.

The depository library program has continued to grow. The Depository Library Act of 1962 made provisions for a possible total of 1,350 depository libraries. Public Law 368, Ninety-second Congress, provided for the designation of the highest appellate court in each State as a depository library. As of March 1, 1973, a total of 1,109 libraries have been designated as depositories and four other designations are pending. We estimate that the number of new libraries desig-

nated will total 60 prior to June 30, and we expect approximately 76 new designations during fiscal year 1974 under existing legislation. It costs $2,768 annually to provide publications to each new depository. We are requesting $210,370 for this purpose, as authorized by law.

We have also included an additional $113,130 for the estimated increase in the number of copies and printing costs of publications that will be needed for established depositories in fiscal year 1974. A sum of $76,800 for postage to mail the estimated additional publications to depository libraries has also been included. In fiscal year 1972, the Public Documents Department distributed 11,842,000 publications to depository libraries, and in fiscal year 1973, we expect to distribute more than 12 million. Our projection for fiscal year 1974 is 13,667,000 publications. Legislation is now pending which, if enacted into law, would increase congressional depository library designations from two to three. A second bill provides for the designation of accredited law school libraries as depositories. No funds have been requested contingent on the final outcome of these bills. Should they be enacted into law, a supplemental appropriation will be required during fiscal year 1974 to provide for the additional libraries and for the publications they elect to receive. Otherwise, service would have to be deferred until fiscal year 1975.

The "Monthly Catalog of United States Government Publications," which is published and distributed by the Office of the Superintendent of Documents as provided for by law, is recognized throughout the library community and by students, educators, and researchers, as a valuable library and reference tool. Based on current estimates, we will need an additional $55,200 to defray the costs of printing the "Catalog."

The "Selected List of United States Government Publications" continues to be our primary vehicle for announcing the availability of United States Government publications to the public. It is published and distributed on a biweekly basis to approximately 1.25 million names and addresses.

As previously projected, we expect to have 1.5 million names and addresses on the "Selected List" mailing list by June 30. We also publish and distribute free of charge upon request, a series of 48 different price lists which group together various United States Government publications under subject categories. For the production of price lists and price circulars, we are requesting an increase of $286,900, and for the "Selected List of United States Government Publications," $267,600.

Nominal increases for office and mailing supplies regularly occur as a result of increased volume of business. For this purpose we are including an increase of $133,300.

For utility and sanitation services, we are requesting an increase of $26,000. Under other services, we are requesting $146,800 to defray the costs of: label and envelope preparation through commercial contracts; conversion of the publications data base so that sales price lists and catalogs can be updated more frequently; the renovation of sales areas; and the erection of order-processing equipment in the area where congressional and Department of Agriculture orders for Agriculture pamphlets and books are processed and mailed.

In conjunction with our subscription-fulfillment program, and for the updating and maintenance of mailing lists for which we are responsible in order to accomplish mailings for the Congress and departments and agencies of the Government as required by law, we are including an increase of $148,500.

We have included in our 1974 appropriation request a $200,000 reserve for contingencies. Since the reserve for contingencies was recommended by this Committee several years ago, it has been highly effective in avoiding an amended

budget due to work increases and increases in production and printing costs which could not be foreseen when original estimates had been prepared. This reserve cannot be used without permission of the Public Printer, nor can it be used to employ permanent personnel. During the present fiscal year it has already become necessary to request permission of the Acting Public Printer to transfer the entire $200,000 from the reserve for contingencies to pay for the printing of copies of publications to be distributed to Federal depository libraries.

Last year, and again when we appeared before this Committee with our supplemental request, we brought to your attention the impact that postage payments and higher postage rates would have on the sales and distribution programs of the Public Documents Department. On October 15, 1972, the Acting Public Printer approved recommendations to increase the public sales prices of all new periodicals and subscription services and renewals as soon as practical. He also issued instructions to the Government Printing Office Pricing Committee to review pricing formulas for all publications so that the selling prices of all new and reprinted publications could be increased as required without delay. It was determined that the public sales prices of the publications now part of the inventory of the Superintendent of Documents would not be increased at this time. In announcing this to the printing and publishing officials of the Federal Government, the following information was included:

> "Section 1708 of Title 44, U.S. Code, states, in part: 'The price at which additional copies of Government publications are offered for sale to the public shall be based on the cost as determined by the Public Printer plus 50 percent.' Heretofore sales prices were based on a formula last revised in 1968 when all costs were significantly less than they are today. In addition to increases in almost every element of cost, the new postage rates announced by the United States Postal Service in May of 1971, have had a tremendous impact on the resources and operations of the Public Documents Department. The United States Postal Service no longer provides for negotiated rates or extends preferential treatment in the handling of mail for Federal agencies. To compensate for the increase postage rates alone, I found it necessary to request from the Congress more than $12 million as a deficiency appropriation for fiscal year 1972. In an economy that has seen sharp increases in wages and mounting costs for materials and other services over the past five years, the rise in prices for United States Government publications was inevitable.
>
> "Historically, the United States Congress has expected that the publication sales program of the Government Printing Office be self-sustaining. I have approved a recommendation for an interim price increase pending the development of a new pricing formula. In my opinion, this is the only way the sales program of the Government Printing Office can avoid being subsidized by the taxpayer."

It is difficult to predict at this time whether or not adequate additional income can be realized through these sales price increases to totally defray the postage costs for publications sold during fiscal year 1974. The possibility exists that we may find it necessary to request a supplemental appropriation or the use of the reserve for contingencies for this purpose.

Following the recommendations of the Clerk of the House of Representatives and the United States Postal Service, we have amended our appropriation request to include $8,050,000 to cover estimated postage costs for mailing all copies of the "Congressional Record," "Federal Register," "Weekly Compilation of Presidential Documents," "Code of Federal Regulations," "U.S. Reports

Bound," all by-law mailings for Congress and all mailings made at the request of the individual members of Congress, which have the United States Government Printing Office postage and fees paid indicia. To cover our estimated administrative postage costs, we are requesting an increase of $662,030.

We have made every effort to keep our budget as conservative as possible while recognizing that workloads in all areas are constantly increasing and that we must provide for improving service to all purchasers of United States Government publications. I hope we will be successful in carrying out the programs outlined here today and that these programs will help in materially reducing the ever-increasing number of complaints that are being directed to Members of Congress, Government officials, and Public Documents Department personnel. You may be assured that we will continue in our efforts to improve service and to reach our ultimate goal of making the Public Documents Department one of the most efficient sales and distribution organizations in the Federal Government.

Salaries and expenses, Office of Superintendent of Documents

Appropriation estimate for fiscal year 1974		$36,470,600
Appropriation for fiscal year 1973	$16,454,900	
F.Y. 1973 supplemental for increased pay costs	785,000	
F.Y. 1973 supplemental for postage and additional positions	12,117,000	
Transfer from G.S.A. for Consumer Product Information Program	90,000	29,446,900
Increase for fiscal year 1974		7,023,700

		Estimate 1973	Estimate 1974	Increase or decrease
11	Personnel compensation	$11,021,339	$13,767,004	$2,745,665
12	Personnel benefits	833,181	1,077,496	244,315
21	Travel and transportation of persons	88,300	88,300	
22	Transportation of things	71,600	80,600	9,000
23	Rent, communications, and utilities	10,476,980	13,264,500	2,787,520
24	Printing and reproduction	3,694,800	4,628,000	933,200
25	Other services	1,615,700	1,786,400	170,700
26	Supplies and materials	611,500	744,800	133,300
31	Equipment	833,500	833,500	
	Contingency fund	200,000	200,000	
	Total estimate	29,446,900	36,470,600	7,023,700

Breakdown of 1974 Budget increases and decreases requested

Personnel compensation:	
Annual within-grades	$60, 437
Annualization of 398 positions for 2d shift established in fiscal year 1973	2, 032, 820
Annualization of 16 positions for four bookstores opened in fiscal year 1973	77, 355
Annualization of 20 positions for Consumer Product Information Program transferred from G.S.A. in fiscal year 1973	84, 000
Additional personnel for seven bookstores, 28 employees	116, 407
Additional personnel to improve services, 39 employees	349, 006
Temporary employees for Field Operations Division (8) 4 man-years	25, 640
Total, personnel compensation	2, 745, 665
Personnel benefits: Increase requested for contributions for retirement, health benefits, and life insurance	244, 315
Transportation of things: Increase requested for transporting publications from the Pueblo Army Depot to the Pueblo Distribution Center for Consumer Product Information Program	9, 000
Rent, communications, and utilities:	
Rent:	
Rental of 28 Mag-Card Electric Typewriters for stock replenishment of out-of-town bookstores and distribution centers	80, 640
Rental of 27 ATS terminals for updating mailing lists, reference availability files, and a bulk stock control system. Terminals to be strategically located for input and retrieval of data from ADP data bank	64, 800
Amount needed to cover increased cost of rentals of equipment	3, 060
Communications:	
Postage for increased number of depository copies of GPO material, and non-GPO material to be received from Government agencies for mailing to established libraries	22, 143
Postage for mailing depository copies of GPO material, and non-GPO material to estimated 76 additional libraries	54, 657
Postage necessary for increase in volume of business	662, 030
Decrease in postage for sales of publications, to be financed by the GPO Revolving Fund	−6, 161, 610
Postage costs for mailing all copies of the "Congressional Record," "Federal Register," "Weekly Compilation of Presidential Documents," "Code of Federal Regulations," "U.S. Reports Bound," all by-law mailings for Congress and all mailings made at the request of the individual members of Congress, which have the United States Government Printing Office postage and fees paid indicia	8, 050, 000

Breakdown of 1974 Budget increases and decreases requested—Continued

Installation and service of telephone and teletype for seven new bookstores	7,700
Installation of automatic call distributor system for Customers Service Section	2,000
Utilities: Amount needed to cover increase in cost for heat, light, and power	2,100
Total rent, communications, and utilities	2,787,520
Printing and reproduction:	
Increased costs for printing the Monthly Catalog of U.S. Government Publications and Index	$55,200
Increased costs in printing depository copies of GPO material for presently established libraries	113,130
Additional amount required for printing depository copies of GPO material for estimated 76 new libraries	210,370
Increase necessary to revise 48 Price Lists twice a year	111,000
Increase necessary for printing announcement flyers, etc. for seven new bookstores	10,200
Increase necessary to prepare 30 additional price circulars	156,800
Increase necessary to prepare a Popular Catalog, 40,000 copies (1,000 titles, 32 pages)	8,900
Increase in cost of printing and increased distribution of the Selected List to 1,500,000 copies	267,600
Total, printing and reproduction	933,200
Other services:	
Typing labels and envelopes by commercial contractor	10,000
Converting data base for Sales Catalog of Popular Publications and Price Lists	50,000
Renovation to six bookstores	12,000
Posters, literature, hand-out material, exhibits handling, and public service announcements for the Exhibits and Display Unit	39,700
Contract for development of Cost/Productivity system	15,100
Relocating Agriculture and Consigned Order Units to Virginia warehouse. Includes erection of pallet racks, bins, and shipping tables	20,000
Increase in cost of sanitation services provided by the Central Office	23,900
Total, other services	170,700
Supplies and Materials: Additional amount needed to cover increased costs of office and mailing supplies	133,300
Total 1974 Budget increase requested	7,023,700

INCREASES AND DECREASES REQUESTED DISTRIBUTED TO PROGRAMS

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

Salaries:	
Annual within-grades	$60, 437
Annualization of 434 positions	2, 194, 175
Additional personnel to improve service	374, 646
Total increase for salaries	2, 629, 258
Benefits: Retirement, health, and insurance contributions	233, 838
Transportation of things	9, 000
Postage	2, 550, 420
Telephone and teletype	2, 000
Rentals	148, 500
Utilities	2, 100
Printing and reproduction: Monthly Catalog and indexes, Price lists, Price circulars, and Selected list	599, 500
Other services	146, 800
Sanitation	23, 900
Office and mailing supplies	133, 300
Total increase for sales, agency, and congressional distribution, cataloging, and indexing programs	6, 478, 616

Increases requested for the depository library program

For established libraries:	
Postage, GPO and non-GPO printed material	22, 143
Printing depository copies for GPO printed material	113, 130
Total for established libraries	135, 273
For additional libraries (76):	
Postage, GPO and non-GPO printed material	54, 657
Printing depository copies for GPO printed material	210, 370
Total for additional libraries	265, 027
Total increase for depository library program	400, 300

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

Opening seven additional bookstores:	
Personnel compensation (28 annual)	116, 407
Benefits: Retirement, health, and insurance contributions	10, 477
Printing and reproduction: Announcement flyers, etc	10, 200
Telephone and teletype	7, 700
Total for opening seven additional bookstores	144, 784
Grand total for all programs	7, 023, 700

SALARIES AND EXPENSES, OFFICE OF THE SUPERINTENDENT OF DOCUMENTS

Object:		1973 estimate	1974 estimate	Increase or decrease
11	Personnel compensation Salaries of full-time, temporary, and part-time employees of the Superintendent of Documents.	$11,021,339	$13,767,004	$2,745,665
12	Personnel benefits For required contributions to retirement fund, life insurance, and employees health benefits.	833,181	1,077,496	244,315
21	Travel and transportation of persons Travel expenses of the Office of the Superintendent of Documents, including statutory requirements of inspection of condition of depository libraries. Also covers necessary travel for inspection of new machinery and equipment, and to open and operate bookstores outside the Washington, D.C. area and for area distribution centers.	88,300	88,300	----------
22	Transportation of things Transportation of sales publications ordered by Members of Congress for local delivery and delivery of publications to local bookstores. Transportation of things in connection with area distribution centers.	71,600	80,600	9,000
23	Rents, communications, and utilities Postage required for necessary official correspondence and mailing of publications to depository libraries; postage costs for mailing all copies of the "Congressional Record," "Federal Register," "Weekly Compilation of Presidential Documents," "Code of Federal Regulations," "U.S. Reports Bound," all by-law mailings for Congress and all mailings made at the request of the individual members of Congress, which have the United States Government Printing Office postage and fees paid indicia; also rentals of equipment and costs of heat, light, and power.	10,476,980	13,264,500	2,787,520
24	Printing and reproduction Printing of copies of publications produced by GPO for distribution to depository libraries. Also covers printing of catalogs and indexes of Government publications required by law, and price lists, price circulars, and the Selected List of U.S. Government Publications.	3,694,800	4,628,000	933,200
25	Other services Covers repairs to office and plant fixtures and equipment; maintenance of electrical trucks; alterations to work areas; cleaning work areas and restrooms; system studies, computer services, establishing bookstores, and contractual services for area distribution centers.	1,615,700	1,786,400	170,700
26	Supplies and materials Cost of such supplies and materials as wrapping paper, cardboard, envelopes, shipping bags, mailing tubes, tape, glue, stencils, and general office supplies, including pens, typewriter ribbons, staples, clips, rubberbands, blank forms for Central Office, bookstores, and area distribution centers.	611,500	744,800	133,300
31	Equipment Mailing, addressing, inserting, and sealing machines, power lift trucks, typewriters, stencil cutters, tying machines, tape and label dispensers for Central Office, bookstores, and area distribution centers.	833,500	833,500	----------
	Contingency fund To be used only with permission of the Public Printer when work volume exceeds that which could have been normally anticipated. Cannot be used to employ permanent personnel.	200,000	200,000	----------

SUMMARY OF WORKLOAD

[In thousands]

	1965 actual	1966 actual	1967 actual	1968 actual	1969 actual	1970 actual	1971 actual	1972 actual	1973 estimate	1974 estimate
Number of sales orders	4,029	3,994	3,915	4,101	4,449	4,688	4,352	4,749	5,367	6,032
Letters of inquiry	1,642	1,596	1,428	1,732	2,425	2,254	2,316	2,682	2,816	2,957
Amount of sales	$14,389	$14,859	$16,267	$16,954	$19,988	$21,341	$22,076	$22,908	$28,960	$40,275
Number of publications sold	64,801	66,703	72,439	69,436	71,455	74,967	78,000	78,000	90,000	99,000
Publications distributed for other Government agencies	96,795	90,133	81,092	80,882	96,361	84,399	94,501	95,046	99,800	109,000
Number of publications distributed to depository libraries	7,581	7,867	11,476	9,879	10,820	10,489	12,663	11,842	12,434	13,677
Number of publications cataloged and indexed	59	62	60	53	48	48	51	47	49	51

APPROPRIATIONS AND EARNINGS

[In thousands of dollars]

	1965 actual	1966 actual	1967 actual	1968 actual	1969 actual	1970 actual	1971 actual	1972 actual	1973 estimate	1974 estimate
Appropriations	5,562	5,829	6,425	7,469	8,178	10,045	12,236	14,830	29,447	36,471
Earnings (miscellaneous receipts to Treasury)	7,404	7,642	7,079	6,628	10,629	9,098	9,798	8,240	11,193	9,501

SUMMARY OF DIFFICULTY IN PROCESSING ORDERS

Senator HOLLINGS. Can you summarize it further, please?

Mr. DARLING. I will be glad to, sir.

I would like to state that we have experienced difficulty in processing orders received from the public, in a timely fashion. Earlier this year, we instituted a new program by adding a second shift of personnel, which was authorized by the Congress last year. We are now working three shifts around the clock, processing orders.

Our program called for having all orders we had characterized as "old orders" or those received during calendar year 1972 to be completely processed, packaged, and mailed on or before March 31. We did accomplish that task just as it was planned. Simultaneously on January 2, we began working all orders received January 2 and on subsequent dates, with our day shift personnel making an effort to process all of those orders within a 21-workday time frame which was the suggested guideline of the Federal Trade Commission for mail-order houses and direct mailing.

At this point I can say we have been basically successful. We are now processing approximately 70 percent of all orders received in our Central Office in Washington, D.C., within 10 to 15 days. The majority of the balance, or the 30 percent, we are processing within the 21-workday time frame.

We are still making a concentrated effort in this area. Hopefully, within the next few weeks, we will have the entire program within the 21-workday cycle.

DISTRIBUTION CENTERS

Our distribution centers in both Pueblo, Colo., and Philadelphia, Pa., are functioning very well. As a matter of fact, in Pueblo even though there has been a tremendous increase in the volume of work, we are still processing orders received from Selected Lists of the United States Government Publications, within 10 days. We are doing likewise in Philadelphia. We are experiencing no real problems at the distribution centers.

WAREHOUSING SPACE

Our biggest problem is the need for additional space, and the Public Printer does have a committee working on that now in an effort to obtain additional warehousing space for our operation. If we can obtain additional space, I am quite sure that we will be able to provide better service to the public insofar as the distribution of publications are concerned.

Senator HOLLINGS. When do you hope to obtain the warehousing space?

Mr. DARLING. It could be in the long range, sir. We have submitted a letter to the Joint Committee on Printing requesting authorization to advertise for and procure an additional 150,000 square feet of space to satisfy our immediate needs. The construction of an annex or an additional building adjacent to the present buildings of the Government Printing Office would entail 5 years or more at the very least. We need some immediate relief.

We are maintaining an inventory at the present time of about 109 million publications. We have reached the point where we can no longer exercise efficient warehousing practices in either of our auxiliary warehouses.

MICROFICHE AVAILABILITY FILE

We have developed a publications availability file on microfiche. It has been completed and reviewed. We hope to have it operational within the next few weeks. This file will show in microfiche form all information concerning publications we have in stock and available to the public as sales items.

At the present time, all of this information is contained on several hundred thousand 3-by-5 file cards. The new file will give quick access to information insofar as our order processors are concerned.

MAILING LISTS

We maintain approximately 1,200 mailing lists in order to service the subscriptions and periodicals offered for public sale. Other mailing lists are maintained for the various agencies of the Federal Government.

We have been working on converting all of these mailing lists from an antiquated stencil file system to a modern magnetic-tape computer base system. Our target date for the completion of converting all of our mailing lists from stencils—this embraces some 3.5 million names and addresses—to magnetic tape was scheduled for May 30 of this year. I am quite sure that we will have it accomplished by the end of this month.

Senator HOLLINGS. Are you doing that by yourself, or do you contract it out?

Mr. DARLING. Some of it was contracted out.

Senator HOLLINGS. What proportion was contracted out?

Mr. DARLING. Only a very small portion. That is, we contracted some of the keypunching that was necessary. We have one contract now to keypunch approximately 300,000 names and addresses.

Senator HOLLINGS. Approximately how much is the contract?

Mr. DARLING. I don't have that information. I will submit it for the record.

Senator HOLLINGS. We would appreciate it and who is doing the work.

Mr. DARLING. Yes, sir.

[The information follows:]

CONTRACT FOR CONVERTING STENCILS TO MAGNETIC TAPE

This contract was formerly advertised on a competitive bid basis. It was awarded to the lowest responsive bidder:

SDA Corporation,
6425 Landover Road,
Cheverly, Md. 20785

The contract required the keying and/or converting of approximately 300,000 names and addresses from stencils to machine readable magnetic tape for processing on the Government Printing Office computer system.

The cost of the contract is $19,800 which equates to approximately $.066 per address or record.

CONGRESSIONAL POSTAGE

Mr. DARLING. I would like to mention the increase of $8,050,000 that we have requested in our appropriation.

The Clerk of the House of Representatives, in direct testimony, on March 6, 1973, before the Subcommittee of the Committee on Appropriations, and the U.S. Postal Service, by letter, have recommended that our appropriation request be amended to include $8,050,000 to pay for congressional postage. This will provide for mailing all copies of the Congressional Record, Federal Register, Weekly Compilation of Presidential Documents, Code of Federal Regulations, United States Reports, all bylaw mailings for Congress and authorized mailings made at the request of individual Members of Congress which have the U.S. Government Printing Office postage and fees paid indicia. This type of mailing was previously included in other congressional appropriations. I would like to submit, for the record, letters from the Clerk of the House of Representatives and the U.S. Postal Service supporting this recommendation.

Senator HOLLINGS. The letters will be inserted in the record at this point.

[The letters follow:]

SUPPORT GROUP
Washington, DC 20260

April 16, 1973

Mr. Thomas F. McCormick.
Public Printer
Government Printing Office
Washington, D. C. 20401

Dear Mr. McCormick:

This refers to our letter dated April 6, 1973 and the pending budgetory realignment between the GPO and the Congress with respect to the mailing of certain Congressional documents.

At the hearings before a subcommittee of the Committee of Appropriations, 93rd Congress, 1st session, Mr. W. Pat Jennings, Clerk of the House of Representatives stated:

> "Further, I recommend that the Government Printing Office include in its budget for FY 1974 the mailing costs for publications now being mailed as penalty mail, but which are being paid as franked mail. We will pay these costs in FY 1973."

Accordingly, based on the above, the USPS anticipates that the U. S. Government Printing Office will request funds in its 1974 budget to pay the postage on all copies of the Congressional Record, Federal Register, Weekly Compilation of Presidential Documents, Code of Federal Regulations, U. S. Reports Bound, all By-Law mailings for Congress and all mailings made at the request of individual members of Congress which have the U. S. GPO postage and fees paid indicia.

With reference to H. R. 3180 passed by the House of Representatives April 11, 1973, the USPS is of the opinion this law does not require the U. S. GPO to print a franking signature on the wrappers, labels and envelopes that the U. S. GPO uses for mailing the above publications when mailed at the initiative of GPO. On the contrary, such publications must be mailed under the postage and fees paid indicia of the U. S. GPO, when the postage is paid by GPO, to delineate accountability.

However, this does not preclude the U. S. GPO from mailing publications in franked envelopes furnished by members of Congress on their behalf.

Sincerely,

Ivan N. Hall

Ivan N. Hall
Postal Revenue Officer
Finance Department

Office of the Clerk
U.S. House of Representatives
Washington, D.C. 20515

April 19, 1973

Dear Mr. McCormack:

This refers further to the matter of postage payments for certain publications and documents that have been mailed under the Government Printing Office (GPO) indicia in past years but which have been paid by the Congress as a part of the billings from the Postal Service for franked mail. I understand from Mr. Rowland E. Darling, the Acting Superintendent of Documents, that as the result of recent discussions with the Postal Service, my assistant, Mr. Colley, and Mr. Brenkworth, Comptroller of the Senate, GPO will give further consideration to the request that postage for these publications be paid by GPO instead of the Congress. This letter is to formally request that, beginning with Fiscal Year 1974, GPO obtain the necessary appropriations to pay postage on the publications under discussion, such as the Congressional Record, Code of Federal Regulations, Federal Register, etc.

As you know, GPO declined to assume the payment of postage for these publications in a letter dated November 13, 1972. Since that time, various actions have occufred, including passage by the House of H.R. 3180, a bill to clarify the franking privilege by Members of the Congress. In my recommendations to the House Post Office and Civil Service Committee, I asked that the question of Congress paying postage for publications mailed under GPO indicia be clarified. I believe the intent of the Committee, in its report (H. Report 93-88) page 11, explaining Section 5 of the Bill, makes it clear that the Congress should reimburse the Postal Service only for franked mail. The report states: "Reimbursement is to be based only on franked mail and is not to include any penalty mail that may be mailed by any agency of the Government at the request of a Member."

In my testimony on H. R. 6691, the Legislative Branch Appropriations Bill for Fiscal Year 1974, I advised the House Appropriations Subcommittee that I proposed Congress pay for the GPO mailings in question for the remainder of Fiscal Year 1973, and that GPO take over such payments for Fiscal Year 1974. The Subcommittee does not object to this proposal.

Finally, I understand that the Postal Service concurs in the plan for GPO to handle reimbursements for all mailings under GPO indicia. The Service finds it easier to ascertain what reimbursement is required, and the billings for postage can be more accurate.

I shall appreciate your concuring in the proposal that GPO begin reimbursing the Postal Service for the several publications involved effective July 1, 1973.

With kindest regards, I am

Sincerely,

Pat Jennings

W. PAT JENNINGS, Clerk
U. S. House of Representatives

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Senator HOLLINGS. Will you have a revised budget estimate, Mr. Darling?

Mr. DARLING. Yes, sir. Our total appropriation request is now $36,470,600, which is an increase of $7,023,700 over our total 1973 appropriation.

CONGRESSIONAL RECORD: MAILING COST

Senator HOLLINGS. How much does it cost to mail the Congressional Record?

Mr. DARLING. Approximately $1 a copy, sir.

The average Congressional Record weighs 16 ounces. It is mailed as first-class mail. This equates to approximately $1 a copy.

Senator HOLLINGS. What was the previous rate, approximately, by way of comparison? How much has it gone up?

Mr. DARLING. It is my understanding the Congress, when it was paying for the mailing of the Congressional Record, was paying at a unit rate of 8 cents per unit—a unit being a copy of the Congressional Record.

Senator HOLLINGS. So what you are telling the committee is that as far as general terms depending, of course, on the weight and size, it has gone from a unit rate of 8 cents to a general rate of $1?

Mr. DARLING. That is correct, sir.

Senator HOLLINGS. Have you made any complaint about that?

Mr. DARLING. I have worked with representatives of the U.S. Postal Service for almost a year on the postage payments that we are required to make.

Senator HOLLINGS. Is it their position that they were losing money on it?

TOTAL POSTAGE COST

Mr. DARLING. That is their contention. As background, the Superintendent of Documents for a number of years paid our postage on the basis of a negotiated agreement that was developed in the late 1950's with the Post Office Department prior to the creation of the Postal Service.

At that time a determination was made as to how much postage we, the Superintendent of Documents, would owe the Post Office Department for that given year. That was used as a base. Then as our mailings increased a percentage was applied to the base thus creating a new base and each year it was revised upward.

Last year, we testified before the Appropriation Committees of the House and Senate that our postage bill would be in the neighborhood of $3.5 million. However, we had to come back for a deficiency appropriation of $12 million in order to pay our bill for 1972.

We estimate that our postage bill—excluding the congressional mailings—will be in the neighborhood of $12 to $16 million for fiscal year 1974.

The Postal Service is now charging us for every one of our mailings at the exact same rate and in some instances a little higher than the public rate.

The point I am trying to make is that there are special rates for mailing magazines and so forth that are given to the private sector that are not given to the Federal Government.

Senator HOLLINGS. Have you asked about that?

LETTER FROM U.S. POSTAL SERVICE DENYING SPECIAL POSTAL RATES

Mr. DARLING. Yes, sir. We have in our files a letter from the Postal Service which states that the Federal Government is not granted these same privileges. I will be glad to submit it for the record.

Senator HOLLINGS. We would appreciate that for the record.

[The letter follows:]

SUPPORT GROUP,
Washington, D.C., September 7, 1972.

Mr. H. J. HUMPHREY,
Acting Public Printer, U.S. Government Printing Office,
Washington, D.C.

DEAR MR. HUMPHREY: This regards the four publications: "Congressional Record," "Commerce Business Daily," "Federal Register," and "Weekly Compilation of Presidential Documents," for which you filed an application for second-class mail privileges.

"Commerce Business Daily" and "Federal Register" appear to meet all the basic qualifications for entry as second-class matter. Authorizations will be issued as soon as possible.

Under the provisions of section 125.41, Postal Service Manual, both the "Commerce Business Daily" and "Federal Register" will qualify to receive newspaper treatment. The endorsement SECOND-CLASS MAIL—NEWSPAPER should appear on the address side of each copy, or its envelope or wrapper, below the indicia and above the address.

"Congressional Record" does not qualify for second-class entry since less than one-half of the copies circulated are sent to individuals who themselves have paid or promised to pay for their subscriptions.

However, it does meet the criteria for controlled circulation publications, and such authorization will be issued if you desire.

The "Weekly Compilation of Presidential Documents," likewise, does not qualify for second-class entry. However, if you will furnish a copy of the next regular issue which contains at least 24 pages, one of the criteria for controlled circulation publications, a controlled circulation authorization will be issued. The copy must be accompanied by written assurance that all subsequent issues will contain at least 24 pages. Otherwise, third-class is the applicable classification of the publication.

Neither the "Congressional Record" nor "Weekly Compilation of Presidential Documents" will receive newspaper treatment since controlled circulation publications and third-class matter are ineligible for this service. If your service needs are such that priority handling is essential, the applicable classification of these publications is first-class mail.

Please let me know your decision concerning the "Congressional Record" and the "Weekly Compilation of Presidential Documents."

Sincerely,

DARWIN E. SHARP,
Manager, Mail Classification Division, Finance Department.

FIRST- AND THIRD-CLASS MAIL

Senator HOLLINGS. Are you mailing first- or third-class?

Mr. DARLING. We mail some of our publications first-class, but only when the originating agency feels the publication requires first-class mailing to get it to the recipient as quickly as possible. The majority of our mailings go out as fourth-class special book rate.

Senator HOLLINGS. How about the Congressional Record?

Mr. DARLING. The Congressional Record goes out as first-class mail, sir.

Senator HOLLINGS. I would have to look at it closely on the book at the rate of fourth-class and delivery.

Have you looked into it to see how fast it is delivered?

Mr. DARLING. I have asked that question of the U.S. Postal Service as to what would be the comparison of mailing a copy of the Congressional Record from the east coast to the west coast, first-class versus fourth-class.

I have gotten several opinions. It is my understanding that the delivery time would vary anywhere from 5 to 10 days.

BOOKSTORE PROGRAM

Mr. Chairman, I would like to speak briefly about our bookstore program. Back in 1967, we embarked on a program of opening bookstores in major cities throughout the United States outside of the Washington metropolitan area. This has been a highly successful program. We are requesting funds in this appropriation to open seven new bookstores. We received funds for opening four during the current year, two of which have been opened and two which are scheduled to be opened before the end of the fiscal year or shortly thereafter.

Senator HOLLINGS. How do you determine where to open one? You have one in Albuquerque, N. Mex. There is nobody from New Mexico on this subcommittee and there are none in South Carolina.

How do you determine where to open the bookstores?

Mr. DARLING. Several things must be considered. We make an effort to determine the population, the number of educational institutions, and the economic profile of the area.

We also requested information from the local chambers of commerce as well as the Federal executive boards in the cities under consideration.

Senator HOLLINGS. For example, I notice another one out there in Phoenix.

How about Boston, Mass.? Do you think you have enough colleges to open one in Boston?

Mr. DARLING. We already have a bookstore in Boston.

Senator HOLLINGS. It is a good program, Mr. Darling.

Mr. McCormick, do you have anything you want to add?

Mr. MCCORMICK. No, sir; I do not.

Senator HOLLINGS. We thank you very much. We appreciate your appearance here today.

SUBCOMMITTEE RECESS

The subcommittee will stand in recess until 10 a.m., tomorrow, Thursday, May 3.

[Whereupon, at 12 noon, Wednesday, May 2, the subcommittee was recessed, to reconvene at 10 a.m., Thursday, May 3.]

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1974

THURSDAY, MAY 3, 1973

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

The subcommittee met at 10 a.m., in room 1318, Everett McKinley Dirksen Office Building, Hon. Ernest F. Hollings [chairman], presiding.

Present: Senators Hollings, Cotton, and Schweiker.

LIBRARY OF CONGRESS

STATEMENT OF DR. L. QUINCY MUMFORD, LIBRARIAN OF CONGRESS

ACCOMPANIED BY:

JOHN G. LORENZ, DEPUTY LIBRARIAN OF CONGRESS
MRS. ELIZABETH HAMER KEGAN, ASSISTANT LIBRARIAN OF CONGRESS
WILLIAM J. WELSH, DIRECTOR, PROCESSING DEPARTMENT
PAUL L. BERRY, DIRECTOR, REFERENCE DEPARTMENT
CARLETON W. KENYON, LAW LIBRARIAN
F. E. CROXTON, DIRECTOR, ADMINISTRATIVE DEPARTMENT
ABE A. GOLDMAN, ACTING REGISTER OF COPYRIGHTS
LESTER S. JAYSON, DIRECTOR, CONGRESSIONAL RESEARCH SERVICE
CHARLES GALLOZZI, ACTING CHIEF, DIVISION FOR THE BLIND AND PHYSICALLY HANDICAPPED, REFERENCE DEPARTMENT
ARTHUR YABROFF, ASSISTANT DIRECTOR FOR MANAGEMENT SERVICES, ADMINISTRATIVE DEPARTMENT
PAUL VASSALLO, DIRECTOR, NATIONAL SERIALS DATA PROGRAM
MARY J. BERGHAUS, ASSISTANT TO THE ASSISTANT DIRECTOR (ACQUISITIONS AND OVERSEAS OPERATIONS), PROCESSING DEPARTMENT
NORMAN BECKMAN, DEPUTY DIRECTOR, CONGRESSIONAL RESEARCH SERVICE
DONALD C. CURRAN, CHIEF, FINANCIAL MANAGEMENT OFFICE

INTRODUCTION OF ASSOCIATES

Senator HOLLINGS. The subcommittee will be in order.

Today we will examine the budget estimate for the various items contained in the Library of Congress appropriation. We are pleased to have as our witness Dr. Mumford and his associates.

Dr. Mumford, if you will please introduce your associates for the record, then we will be glad to hear from you, sir.

Mr. MUMFORD. On my right, Mr. Chairman and members of the committee, is the Deputy Librarian, Mr. Lorenz; Mrs. Kegan, the Assistant Librarian; on my left is Mr. Curran, the Chief of the Financial Management Office, and Mr. Welsh, Director of the Processing Department.

I have a number of people with me who may serve as witnesses during the hearing.

Senator HOLLINGS. Go right ahead.

1973 APPROPRIATION AND 1974 BUDGET REQUEST

Mr. MUMFORD. Mr. Chairman, I have a brief summary statement I should like to present.

I should like to mention a few of the most significant aspects of this budget request, leaving the details to be developed as we proceed.

The budget request before you totals $83,580,150 in all appropriations, a net increase of $5,138,700 over last year. The House has approved $3,315,200 of this increase. I am pleased with the support from the House which, I hope, will have the approval of this committee. However, because my requests were carefully considered and were reduced to a minimum before I submitted the Library budget, I will appreciate an opportunity to discuss them as we proceed.

Approximately $1,800,000 of the $5 million increase is for ingrade increases, price increases, and the annualization of the previously approved affirmative action program. This amount is necessary in order to maintain the present operating level. It does not include the cost of the fiscal 1973 pay increases, which has been computed on an annual basis to cost $2,855,000. A supplemental appropriation request will be made in 1974 to cover that portion of the cost that we are unable to absorb.

In 1973, we estimate the Library will return $9,600,000 to the Treasury from receipts from copyright fees and the sale of catalog cards and technical publications.

PERSONNEL REQUEST

In order to carry out the wide variety of services expected of the Library, I am requesting a total of 286 new positions in all funds, of which 104 are for the Congressional Research Service. I am also asking that 138 positions in 2 program budgets—automation and preservation—which were established as indefinite positions in the developmental stages of these programs but which are now essential to ongoing activities of the Library, be converted to permanent positions.

Senator COTTON. Forgive me if I interrupt, but I want to make sure I understand. Are the 138 positions included in the 286 or are they beyond those?

Mr. MUMFORD. They are in addition.

Senator COTTON. Thank you.

Mr. MUMFORD. This action will not require additional funding.

The Congressional Research Service is continuing to develop new research capabilities in order to carry out the responsibilities placed

upon it by the Legislative Reorganization Act of 1970. This act requires indepth assistance to congressional committees in policy analysis, as well as expanded research assistance to individual Members of Congress. In order to effect this, this expansion on a reasonable basis, Congress approved additional staff for fiscal 1972, and for fiscal 1973. The new positions requested will allow CRS to continue to implement the activities required by the act and to cope with the constantly expanding needs for traditional research and reference service to Congress.

For the Division for the Blind and Physically Handicapped, a $1 million increase is requested. The number of readers using this specialized library service continues to grow and the demand for talking books, books in braille, and other materials and equipment grows accordingly.

The Library of Congress James Madison Memorial Building is scheduled for completion late in 1975. Certain long-lead purchases and planning activities are needed in advance of that date. In this budget I am requesting $2,225,000 for the standard shelving needs of the building. Considerable time is required for completion and delivery of such shelving.

SALARIES AND EXPENSES

In the Library's basic salaries and expenses fund, I have included 141 positions to maintain currency in several critical areas of day-to-day operations, to strengthen the reference and circulation services, and to provide various administrative services, which grow as the Library grows. In order to continue to provide national services and to collect and disseminate information, some new positions must be added. As I have often remarked to this committee, no matter how large and rich our resources, without growth the Library of Congress would soon lose its effectiveness.

You will find, in various parts of the justification book, requests for several programs, which, though they are beneficial to the Library in varying degrees, are also designed to benefit other libraries in this country and the educational community in general. I refer to the national program for acquisitions and cataloging, the cataloging-in-publication program, the national serials data program, preservation of library materials, and automation, as well as such longer established services as the Card Division and the Division for the Blind and Physically Handicapped. Very significant national benefits result from providing these centralized services to the Nation's libraries and their millions of users.

COPYRIGHT OFFICE: REDUCTION IN PERSONNEL

In my testimony before the House I offered to reduce the increases requested for the Copyright Office by $102,945 for 13 new positions. This was made possible by the use of improved operations and the balancing of the workload between registrations in the various classes.

This summary covers only the largest items. Some of the smaller ones are of equal importance, and my staff and I are here to develop the justification in further detail and to answer your questions.

SPECIAL POLICE PAY

Senator HOLLINGS. Before I yield to Senator Cotton, I have here a letter dated April 27, from Congressman Skubitz relative to the police pay of the Library of Congress. I will put that letter into the record. I think you are familiar with the letter. What is your comment? What is the problem? Can't you increase their salaries as they deserve it, as they go along? What is the situation?

[The letter follows:]

Congress of the United States

House of Representatives

Washington, D.C. 20515

April 27, 1973

Dear Senator:

I am enclosing herewith a copy of a statement which I had inserted in the Record relating to an injustice that should be corrected. I speak of the inequity that exists in the salary schedule as it applies to the policemen operating under the control of the Library of Congress.

I learned of this matter too late to accomplish anything this year on the House side. I did speak to Congressman Wayne Hays who indicated to me that the injustice should and would be corrected.

Only 95 men are involved. Their earnings do not increase from the date of entry into the service to retirement; they start at $8,722.00 and end at $8,722.00. Compare that salary with the salary paid to GSA police ($7,951 to $10,264) or to the U.S. Capitol police ($9,520 to $13,600).

I urge you, as chairman of the Subcommittee on Legislative Appropriations, to take the appropriate steps to correct this injustice.

Sincerely,

Joe Skubitz

[From the Congressional Record, Apr. 9, 1973]

Library of Congress Police Salaries

(By Hon. Joe Skubitz, of Kansas)

Mr. Skubitz. Mr. Speaker, I am today introducing a bill whose enactment will correct a longstanding wrong and undo an injustice.

I refer to the pay schedules for policemen operating under the control of the Library of Congress as compared to the salaries of police officers who work for us here in the U.S. Capitol, those who work under the General Services Administration, and those who work for the National Zoological Park.

For example, the starting salary for a Library of Congress policeman is $8,722 and no matter how long he may be employed, that remains his salary level. By contrast, a Capitol policeman starts at $9,520 and may move up eventually to $13,600 per annum. A GSA police officer starts at $7,951 and his maximum salary can become $10,264. A National Zoo policeman begins with a salary of $9,520 and may reach $10,788. This same inequity and unfairness obtains in the pay scales in all the ranks from sergeant through captain for the Library of Congress officers.

In my judgment, no basis exists in law or in the scope of duty for this discrimination. I believe it should be remedied promptly. I hope that the measure I am introducing will be considered promptly by the House Committee on Administration, who has responsibility in this field.

A table of comparison follows:

COMPARISON OF STARTING AND ENDING SALARIES OF LIBRARY OF CONGRESS AND OTHER POLICE AS OF FEB. 20, 1973

Rank	Library of Congress		GSA		U.S. Capitol		National Zoological Park	
	Starting	Ending	Starting	Ending	Starting	Ending	Starting	Ending
Private	$8,722	$8,722	$7,951	$10,264	$9,520	$13,600	$9,520	$10,788
Sergeant	9,716	9,716	9,520	12,373	12,784	16,864	10,528	11,932
Lieutenant	10,788	10,788	11,614	15,097	15,504	19,584	11,614	13,162
Senior lieutenant	12,775	13,162						
Captain	12,775	14,479	13,996	18,190	18,496	22,576	12,775	14,479
Major			16,682	21,686				

April 26, 1973.

Hon. Ernest F. Hollings,
U.S. Senate.

Sir: The Library Police would like your support of H.R. 6585 and H.R. 6749 which has been referred to the Committee on House Administration.

These bills would provide the much needed amendment for salary increases for the Library Police. The passing and enactment of the mentioned bills would finally bring parity to the pay scales of our force in comparison to the Supreme Court Police and the Capitol Police. The Library Police are now below the G.S.A. Special Police pay scale, due to Executive Order 11073, December 1970.

We thank you again for your support.

Respectfully,

Lt. George D. Edelen,
Library of Congress Police.

COMPARISON OF STARTING AND ENDING SALARIES OF LIBRARY OF CONGRESS AND OTHER POLICE AS OF FEBRUARY 20, 1973

RANK	LIBRARY OF CONGRESS		GSA		U. S. CAPITOL		NATIONAL ZOOLOGICAL PARK	
	Starting	Ending	Starting	Ending	Starting	Ending	Starting	Ending
Private	$ 8,722	$ 8,722	$ 7,951	$10,234	$ 9,520	$13,600	$ 9,520	$10,788
Sergeant	9,716	9,716	9,520	12,373	12,784	16,864	10,528	11,932
Lieutenant	10,788	10,788	11,614	15,077	15,504	19,584	11,614	13,162
Sr. Lieut.	12,775	13,162	-	-	-	-	-	-
Captain	12,775	14,479	13,996	18,190	18,496	22,576	12,775	14,479
Major	-	-	16,682	21,616	-	-	-	-

SALARIES OF POLICE

Mr. MUMFORD. We have supported legislation that would increase it. If I may, I would like to ask Mr. Croxton, Director of the Administrative Department, to speak in detail to that.

Mr. CROXTON. Under present legislation the Librarian is authorized to pay up to a certain salary level for the various grades of police work in the Library. With respect to Privates, this is authority to pay up to step 5 of GS–5. The net result has been that in order to compete with the other organizations seeking manpower for policing work, we have had to use the total extent of this authorization and hire incoming personnel at this maximum rate. This means, of course, that the individuals in the private rank are not eligible for any increases other than those applying to Government personnel in general. They stay at approximately the same salary throughout their careers, as long as they don't obtain promotions.

Senator HOLLINGS. Have you recommended a change?

Mr. CROXTON. Yes; we have. In the case of the Privates, the recommendation is an increase to grade 7, with the authority to use steps 1 through 10 of that grade.

Senator HOLLINGS. As a result of your recommendations, a bill has been introduced on the House side?

Mr. MUMFORD. A bill has been introduced on the House side, sir.

Senator HOLLINGS. Let's follow that. We can put in one on this side to make sure it is done this year.

SALARIES AND EXPENSES

The first line item, Dr. Mumford, in the main Library of Congress appropriation, salaries and expenses, where you requested some $40,256,000 or a net increase of $3,827,000 over the 1973 appropriations, I noticed in the House Report this request was reduced $1,043,000. You requested 141 new positions and the House allowed you 87 of them. Can you tell us a little bit about this request and the reason for the House action?

Mr. MUMFORD. We are requesting that all positions that we requested in the House be authorized by the Senate. As I indicated in my preliminary statement the original request was carefully considered and was reduced to a minimum before it was transmitted. There were 54 positions not allowed by the House which are divided in several departments which I could enumerate. The one thing that we are not asking your committee to allow in respect to our original request is for the National Program for Acquisitions and Cataloging. Mr. Welsh, Director of the Processing Department, can speak to that.

Senator HOLLINGS. You will not need so many in the cataloging? Is that what you are saying?

Mr. WELSH. We have decided not to appeal the total request which is in the amount of approximately $700,000. The House allowed $291,882 and recommended that a survey be undertaken of the program. We have decided not to appeal the reduction and hope that this committee will approve the recommendation of the House in the amount of $291,882.

NATIONAL PROGRAM FOR ACQUISITIONS AND CATALOGING

Senator HOLLINGS. I hope so, too.

For the national program, Dr. Mumford, of acquisitions and cataloging, you request an additional 24 personnel at a cost of $693,536. On page 19 of the House report is the statement:

> This program has far exceeded what was envisioned by the authors in the basic legislation under which it was established. Serious questions have been raised about a number of the activities being conducted.

Apparently, the House gave you no part of the increase and warned you that they were initiating an indepth study and investigation of the entire program.

What is your comment on that, please, sir?

Mr. MUMFORD. Under the Higher Education Act of 1965, Mr. Chairman, the Library of Congress received an obligation to acquire publications of value for scholarly research throughout the world. This program has been intended to carry that out, to acquire, catalog, and to make the catalog information available to other libraries. This was the purpose of that portion of the act. Questions were raised about the means, the mechanics, of doing this in the House. This is what the survey or study will address itself to.

Mr. WELSH. Mr. Chairman, we welcome this investigation. We think it is a very important and very valuable program. We are firmly convinced that an investigation will support the statement that it is a good program. We have, through this program, been able to increase our cataloging from 109,000 titles in 1965, the year prior to the beginning of the program, to 243,000 titles at the end of last fiscal year and this fiscal year we expect it will be 250,000 titles, an increase of 122 percent. Statements from the large research libraries of this country testify that 75 percent of their cataloging needs are now being met through this program. We expect the investigation will support the view that the program is of immeasurable value to the library community.

Mr. Chairman, the House did allow $291,882 of the $696,000. The $291,882 will enable us to maintain the present level of operations.

Senator HOLLINGS. So they didn't cut it back?

Mr. WELSH. No, sir; they did not. As a matter of fact, they increased it by $291,882.

Senator HOLLINGS. Did you go into 18 additional countries this past year?

Mr. WELSH. No. There has been no program expansion since 1971 when the NPAC acquisitions program in Indonesia was expanded to include Malaysia, Singapore, and Brunei, thus making a total of 18 countries covered by NPAC regional acquisitions programs—plus the 24 countries covered by NPAC shared cataloging programs.

ADDITIONAL RENTAL SPACE

Senator HOLLINGS. On the space, for which you are asking an increase of $293,000, I will insert into the record a table on page 124 of the justifications which shows your 10 different locations in the Washington metropolitan area. Last year you requested $100,000

which you said would take care of the additional square footage needed until the availability of the Madison Memorial Building. But now you are asking for an additional $293,000. How do you justify that increase?

[The information follows:]

The Library currently occupies the locations listed below in addition to the two buildings on Capitol Hill.

Location	Occupant	Square Footage	Estimated Costs Fiscal 1974 (GSA)	Estimated Rental and Maintenance Cost Fiscal 1974 (LC)
1. Suitland, Maryland	Motion Pictures	2,550	$ 4,000	$ ----
2. Bldgs 159 & 159E, Navy Yard	Card Division, GPO Branch, Training Offices, Contracting and Procurement and Storage	119,204	130,000	----
3. Middle River, Maryland	Storage	39,780	18,000	----
4. 1291 Taylor Street, N. W.	Division for the Blind and Physically Handicapped	83,995	266,678	----
5. 215 Massachusetts Ave., N.E.	Information Abstracting, Catalog Publication Division	53,676	259,330	----
6. 2028 Duke Street, Alexandria, Virginia	Newspapers and other materials	48,762	144,547	----
7. Crystal Mall Arlington, Virginia	Copyright Office	81,187	394,000	----
8. 800 S. Pickett Street Alexandria, Virginia	Geography and Map Division, Laminating, and Copyright Deposits	122,200	376,000	----
9. Available to Library of Congress for related costs		----	----	104,000
10. Additional space required, fiscal 1974:				
110 Indiana Avenue (committed by GSA)		15,800	----	87,000
Other Space		25,000	----	206,000
Total		592,154	$1,592,555	$397,000

Note: Locations numbered 1, 2, and 3 are Government-owned buildings and cost shown only reflects maintenance costs.

SPACE REQUIREMENTS

Mr. MUMFORD. I think the members of the committee are aware of how crowded the present two buildings on Capitol Hill are and the fact that we are located in a number of locations elsewhere. We have collections and staff in the District, Maryland, and Virginia. The additional space is required to get us through until the Madison Memorial Building is completed. The need for additional space has been accentuated by the requirements of the Legislative Reorganization Act for the Congressional Research Service. This is one of the important factors in the expansion of space.

Mr. Croxton, Director of our Administrative Department, can elaborate further on that.

Mr. CROXTON. May I just say that both the growth in the organization in terms of manpower and in terms of collection are forcing us outside of the major buildings here on Capitol Hill. For example, we have recently had to move the entire collection of bound newspapers over to Alexandria. This year we were able to obtain additional space at the navy yard, in building 159. This is storage space, primarily. We have had to expend money to prepare the space for a training office, we have had to move our procurement and stores activities to the navy yard in order to provide for expansion within our Capitol Hill buildings. We have obtained from the General Services Administration a commitment to a building at 110 Indiana Avenue, just down the hill. We feel that we will need an additional 25,000 square feet between now and the time we move into the Madison Building. The remaining money is requested in order to modify that space to meet the requirements of the Library.

MODIFICATION OF RENTAL SPACE

Senator COTTON. When you talk about modifying space to meet the requirements of the Library, it means pending the completion of the Madison Memorial Building you get here and there some space and it means going in and putting in fireproof vaults and doing things to protect and preserve the valuable property of the Library. That means a rather substantial outlay which, when the Madison Building is completed, will, to some extent, be wasted. Am I right or wrong?

Mr. CROXTON. So far, sir, we have been able to avoid very expensive and extensive modifications such as the construction of vaults. Most of our modifications money has gone into partitioning, additional air-conditioning, generally preparing space which is warehouse space in a form which could be used as office space.

Senator COTTON. Do you put people in there to work?

Mr. CROXTON. Yes, sir.

Senator COTTON. What physical property do you put in? In these temporary locations do you put any valuable manuscripts or rare books or matters that have to be very carefully protected?

Mr. CROXTON. We try not to move out of the major buildings any of the items which you would call treasures. The bound newspap rs to which I referred are very large items. They are bulky to handle and the tendency for them to walk away is pretty slight.

Senator COTTON. If they were destroyed by fire, you would have to replace them, though?

Mr. CROXTON. Yes, sir. That would be a real problem. We do have fire alarm systems and sprinkler systems that are in operation. Let me correct myself, please. Our entire Geography and Map Division with its incomparable cartographic collection was moved to Pickett Street in Alexandria, several years ago. It has rare material but it is in a modern building.

Senator COTTON. Thank you.

BOOK SHELVING

Senator HOLLINGS. Dr. Mumford, on the matter of book shelving, your statement has $2,225,000 for the standard shelving. We had an indepth hearing, you will remember, about the new, modern, mobile-type shelving. Is that what we are talking about, still, or an improvement over it? Or is this regular shelving around on walls?

Mr. MUMFORD. The committee and the Congress last year allowed money for the compact shelving to which you are referring, I think. This present request is for standard shelving, but that also requires a fair amount of leadtime in order to place orders to certain specifications and for production and installation.

Mr. Poole, who is in charge of that operation, is here and we will be glad to have him expand on that.

Senator HOLLINGS. I just was trying to get a general picture of the overall cost for shelving. Is that what we mean when we say $16 million for equipment?

Mr. POOLE. The total cost for shelving is approximately $6 million, Mr. Chairman, divided into the $4 million approved last year for the compact shelving—i.e., the shelving which moves on a track and which enables us to use our floor space to much greater advantage—and the $2,180,000 we are requesting for what we call conventional shelving. The compact shelving is a very specialized kind which enables us to better use floor space. Conventional shelving is the kind of shelving which has aisles created in it. I have a picture with me, though I don't know if you want to take the time for it. This is the kind of shelving which is essentially the same as we have in the present buildings except that in the present buildings, this so-called conventional shelving holds the building up. It actually supports the floors above. The conventional shelving we are speaking of here is free-standing. It is movable but not mobile. It doesn't run on tracks. It is simple to erect. In the future we can disassemble and rearrange it as required. The Library requires two different types of shelving with long leadtimes.

Senator HOLLINGS. There are not three different kinds? I thought we handled the shelving problem last year when we expended $4 million. Now there is this additional $2 million. I wonder if next year you would come up with a rotary-type shelving?

FURNISHINGS FOR MADISON MEMORIAL BUILDING

Mr. POOLE. No, sir. This is all of the book shelving. Next year the request for additional funds will address itself to a large variety of other kinds of equipment and furnishings—office furniture, files, special equipment of all kinds, reading room furniture, the fire extin-

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guishers, the draperies. We have to furnish a number of kinds of movable equipment which are not in the architectural contract.

Senator HOLLINGS. And that is about $10 million?

Mr. POOLE. We estimate an additional $10 to $11 million, beyond the $6 million for shelving.

Senator HOLLINGS. What do you project your request to be for equipment next year?

Mr. POOLE. Next year it will be between $10 and $11 million. If the building maintains its present schedule we will have to have the rest of that money if we move in when the building is ready for occupancy.

Senator COTTON. Do I understand then that the shelving you are providing for in your request this year be ultimately moved into the Madison Building when it is completed and that will all be new and more particularly adapted?

Mr. POOLE. The money that we are now requesting will be for new shelving for the Madison Building. We hope to award contracts approximately in February of 1974.

Senator HOLLINGS. All of this that you are requesting this year is for the Madison Building?

Mr. POOLE. Yes, sir. I may say that we have, over the past several years, purchased about $200,000 worth of what we call conventional shelving which is now in some of the outlying areas mentioned by Mr. Croxton. We have some on Pickett Street and elsewhere. This shelving will be moved to the Madison Building.

CONGRESSIONAL RESEARCH SERVICE

Senator HOLLINGS. Thank you very much, sir.

Dr. Mumford, I have some questions of the Congressional Research Service. I will ask Dr. Lester S. Jayson to come forward.

Dr. Jayson, before we ask our questions, we can include your statement in its entirety and you can deliver it or summarize, as you wish.

Mr. JAYSON. Let me read a briefer version, Mr. Chairman.

The Congressional Research Service is requesting $11,111,000 for fiscal year 1974, $1,956,000 above our current budget. Most of the increase, $1,555,000, is for 104 new positions to carry out the third stage of a 5-year buildup program to meet our new and expanded responsibilities under the Legislative Reorganization Act of 1970. The House deleted 25 of these new positions, decreasing the amount requested by $421,000.

To enable us to implement our responsibilities fully under the Reorganization Act within the time frame that Congress mandated us, we are requesting that these positions be restored.

Mr. Chairman, you are familiar with the traditional role of CRS. CRS is a research and information arm of the Congress. We maintain a multidisciplinary staff comprised of lawyers, economists, specialists in education, social welfare, taxation and dozens of other subjects of continuing concern to the Congress. Members can turn to us for a whole catalog of services—for legal opinions, analytical studies, legislative histories, translations, newspaper searches, and numerous other services.

LEGISLATIVE REORGANIZATION ACT

The Legislative Reorganization Act of 1970 added new dimensions to our job. We were told to continue providing our traditional services but the act also called upon us to provide what the draftsmen termed "massive aid and policy analysis" to the committees of Congress. The primary objective of our expanded responsibilities was for CRS to provide extensive in-depth assistance to the committees of Congress. The report accompanying this legislation directed us to undertake a 5-year program to build up our resources to meet these new and expanded responsibilities. This year, with the beginning of the new Congress, we faced the full impact of some of the new directives placed upon us by the act, although we were only in the second year of our gearing up program.

For example, the act directs us to provide to each committee at the beginning of each Congress a list of subjects and policy areas that the committee might profitably analyze in depth. We undertook and completed this task for the first time in connection with this 93d Congress. It was for us a massive undertaking involving the efforts of some 150 of our people with a wide variety of subject expertise, organized into some 37 teams corresponding to the jurisdictions of the various committees.

PROGRAM EXPIRATION: INFORMATION TO COMMITTEE

Second, the act directs us to submit to every committee at the beginning of each Congress a list of expiring programs and activities under the jurisdiction of that committee. The purpose is to assist the committee in exploring the advisability of extending, modifying or terminating these programs well in advance of the legislative deadline. We examined the statutes at large for the last 10 years page by page and identified some 450 programs due to expire during the 93d Congress, and then we identified and informed each appropriate committee of the terminating programs under its jurisdiction.

Senator COTTON. Your task must be complicated because in many cases you have to furnish this information to three or four committees, don't you? The jurisdiction of the committees of the Congress is becoming more and more overlapping and more and more confused.

What is your policy? I find that in my Committee on Commerce we are mixed up with Interior, mixed up with Judiciary. We have all kinds of areas that are overlapping. What do you do in that case?

Mr. JAYSON. In connection with the terminating programs our first point was to see which committee had handled the original program and activity as authorized.

Senator COTTON. And you just furnish it to that committee?

Mr. JAYSON. Yes. Where we could not identify that, then we sought the committees that had the jurisdictions, which, in our judgment, were interested. But there were 450 of those programs.

Senator COTTON. It is not your fault but it is our fault, in the Congress. Pretty soon you will have to furnish all of this information to all of the committees.

Mr. JAYSON. We actually did that to the two Appropriations Committees, on the House and Senate side. We gave a complete list

to each, after discussion with their staff, of the programs that we had identified as expiring. As you know, Senator, there is a select committee on the House side to study the jurisdiction of committees.

ENERGY POLICY OF THE U.S.

Senator HOLLINGS. Dr. Jayson, a good example in point and one that will be raised is on energy. I could ask you what is the energy policy of the United States and I can give you time to come up with an answer.

You couldn't find one. We, in our endeavors to determine one, are now centering on perhaps an idea of the institution of a National Energy Policy Council within the White House. Along that line there is a diversity of thought.

Some Members think that perhaps we ought to have in the General Accounting Office all the statistics and information, to keep material relative to energy. It has been suggested within the Congressional Research Service, that since you are asked you have a good bit over there.

I am sure both Senator Cotton and I want to get into this computer thing, too. You have $2 billion worth of computerization in the executive branch and there is no need, really, to duplicate it if the accessibility in large measure is made to the Members of the Congress.

On energy, itself, on a research subject of that kind, what would be your suggestion as to having one point in Government where you could go and find it? It concerns the people generally.

Should it be in the Congressional Research Service, in GAO, or in a National Energy Policy Council? I am not talking about physically, all in one room. You would have to fill another archives to take care of one subject. I am talking about some kind of correlation and coordination. From your expertise, what is your suggestion?

Mr. JAYSON. It is my understanding that there are some 17 different committees that deal with different aspects of energy. We produced last year at the request of one of the committees a very thick committee print dealing with all legislative matters that were before the Congress dealing with energy.

CONGRESSIONAL SEMINARS ON ENERGY

We have been holding briefings for Members of Congress and staff on energy, to which we call in some of the country's top experts. I have listened to some of these briefings. The matter, of course, is extremely complicated.

I would say that CRS, which has a number of specialists in various aspects of the energy crisis, all of them doing a great deal of work for the Congress in these fields, could potentially be a central information point.

USE OF CURRENT DATA BASES ON ENERGY RESOURCES

We could certainly expand the things we are now doing regarding energy resources. I think where executive departments and large installations have a great deal of information, we ought to be able to

have a connection or tie-in with them, whether by computer or otherwise so that we would have a central point for data of this kind.

My point is that CRS could handle it. I could make a study of this and come up with a proposal for you.

Senator HOLLINGS. I wish you would. It will be a current topic this spring and we will probably be debating a bill here in a couple of weeks on this measure. I am trying to get the confines of cost, of what I am talking about, what would be a realistic type of program for the correlation, somewhere where we could go and find the answers.

EXCHANGE OF INFORMATION

Along that line from the private sector what cooperation does CRS have with private oil companies, natural gas companies, learning the statistical information necessary to give your reports? The claim is made that the natural gas industry is not competitively structured.

How do we know whether it is or not? I don't know. If I ask you and you write me a report, what would you say? Is it or isn't it?

Mr. JAYSON. I don't know what my energy experts would put into the report, Mr. Chairman, at this moment. I do know that occasionally we have made inquiries to the outside sources where they have statistics. I believe they have given them to us cooperatively.

But after listening to some of the experts, including the private sector, I am not sure that anybody knows the full answer. Many, of course, have different proposals with regard to their particular aspect of the so-called energy crisis; to develop more coal, for example.

We are told that we have enough coal to last us 400 years, taking care of our energy problems, providing certain research and development were undertaken to convert the coal to a more usable product; to clean it, so to speak.

We are told that there is enough oil in the United States to carry us for a good many years, but we may not want to rely entirely on our own oil resources.

We are told that there is oil in Alaska that could be brought in.

We are told that if we rely on the oil in the Near East, it may affect our balance of payments. You are familiar with the various aspects of these problems.

But I haven't heard of any comprehensive answer.

Senator COTTON. May I interrupt for a moment? Do you furnish this information to these quasi-judicial so-called arms of the Congress? For instance, I pick up every few days a speech by a member of the Federal Power Commission in which he goes into great detail on his viewpoint of what our oil resources are, our gas resources, our energy resources.

Do you furnish that information to them?

Mr. JAYSON. No, sir.

Senator COTTON. How do they get it?

Mr. JAYSON. CRS acts only in response to requests from Members of Congress and the committees of Congress.

Senator COTTON. Do they have a complete research staff? I am amazed sometimes at some of the speeches.

Mr. JAYSON. I assume that they have some research staff of their own. They do have access to information from trade associations.

They do have access at the threshold to statistics available to the oil companies, which we do not have, unless they are published somewhere. But we do not service them in connection with their speeches.

SOURCES OF INFORMATION

Senator COTTON. I am not suggesting that a member of the Federal Power Commission gets hold of you and asks you to get the information to prepare him a speech on such-and-such subject that he wants to deliver to such-and-such organization in Charlotte, N.C., or somewhere else.

I am wondering if there isn't some waste if you are furnishing to the committees of Congress a background of data, factual information—I am not talking about controversial arguments—data, and if the ICC, the Federal Power Commission, and the various other quasi-judicial commissions created by the Congress have research in the same thing, why there can't be pooling of information.

It would be very expensive if they were furnished with the same sort of thing that you furnished to the committees of Congress on energy, to take one example. They never asked you, probably. Furthermore, could you give it to them if they asked you?

Mr. JAYSON. No, sir. We could not do research for them.

Senator COTTON. You couldn't under the law?

Mr. JAYSON. No, sir; because we deal only with the Congress.

Senator COTTON. We would have to give it to you, and we would have to give it to them, and then we would go to jail for mixing up in controversial litigation.

Mr. JAYSON. Let me also put the thing in a broader perspective. My understanding is that with many of these problems in regard to energy, there is great dispute amongst the experts as to what you described a moment ago as facts.

Senator COTTON. You can say that again.

Mr. JAYSON. CRS, of course, does not have people out in the field. We are relying primarily on our own analysis of the materials which have been published and which are available to the researchers.

But I agree it would be wasteful if there were various organizations doing the same thing. They should pool their resources.

Senator COTTON. Thank you.

USE OF COMPUTERS

Senator HOLLINGS. Now, on the question of duplication. On computerization, are you asking for any additional computerization?

Mr. JAYSON. Not within the CRS budget as it now stands, sir. There have been discussions with Senator Cannon, chairman of the Rules Committee, and his staff with CRS concerning CRS input into a broad computer program which they are proposing for the Senate, itself.

Senator HOLLINGS. At what stage is that? Do you know? Are you requesting further moneys to carry that out?

Mr. JAYSON. They have discussed with us specific information that they will want CRS to bring into the system. I will discuss that, if you wish. We are awaiting a formal request from Chairman Cannon, asking us, as he indicated informally he would, to seek resources

from the Appropriations Committee for fiscal year 1974 for that purpose.

When I have that letter in hand, I may have to ask you for an amendment to our budget request.

Senator HOLLINGS. Let's keep up on that. There is no point in putting out our report without the whole picture.

There is no sense in putting in the same computer system that Defense has, to duplicate everything they have over there. If you can look at it from your expertise in legislative research, perhaps you can suggest changes to make available information needed by the Members of the Senate.

Mr. JAYSON. There has always been a good deal of discussion by the computer people and those of us doing research about tying in, through the computer, into data banks maintained elsewhere. For example, the executive branch has a variety of materials in their data banks, in their computers, none of which is confidential or anything of that kind.

The House has a system which could be used in some respects in the Senate, and by the Library of Congress researchers. The proposal that has been made to CRS would be merely one element, as I understand it, of a broader concept that the people working for the Senate computers will provide to the Senate. Basically, they are asking us to get started with three specific data banks.

DIGEST OF PUBLIC GENERAL BILLS

The first relates to our legislative information which appears in our bill digest. We put out a summary digest of all bills and resolutions before the Congress. It includes actions taken on those bills. It is all indexed by subject matter. It is indexed by sponsor. It is updated regularly.

You can query our computer as to what bills are pending, let's say, with regard to amnesty, or with regard to agriculture. The computer will print it out or display it on a TV-type screen.

I am talking now about what could be done in terms of the next 3 months or certainly by the beginning of the next session of Congress.

Incidentally, the Digest I referred to follows the bills through their entire legislative process. You can query the computer to find out what bills are pending, for example, with regard to agriculture. Flashed on a screen you would find perhaps six bill numbers.

You would then query the computer for a digest of those bills. You would then query the computer as to what action was taken with regard to those bills. You can query the computer as to what bills were introduced by Senator Hollings and then query it with regard to what action occurred with regard to each of the bills.

That is the first data bank. It exists. We have been putting this material into our computer for some time for our own use.

SELECTIVE DISSEMINATION OF INFORMATION

The second data bank is our current awareness program. I think I described this program to this committee in prior years.

We have staff bibliographers who scan newspapers, who read professional publications, who scan other publications, the output of the lobbyists, and so forth. We alert each of our researchers to the latest publications in their subject field with a little library-type card, indicating the title of the article, the author and where it appears.

If an article appears in the Harvard Law Review dealing with capital punishment, our bibliographers would cite it, and then if a staff man on the Judiciary Committee, for example, wanted to know the latest writings with regard to capital punishment, he would query the computer and there on the screen would be citations of the latest articles and latest writings on that subject.

This data bank also already exists within CRS.

BRIEFING PAPERS

The third data bank that they are requesting of us is to provide briefing papers in the computer. It is estimated that there are about 200 major issues before the Congress. The suggestion is that we should prepare a very concise, objective summary of each major issue so that a Member or his staff man could query the computer with regard to, say, amnesty, or any other topic.

Senator COTTON. Did you say 230 issues?

Mr. JAYSON. I said approximately 200 major issues that are frequently referred to by the Members.

The computer would have a briefing paper equivalent to perhaps two or three pages of typing, very concise. It would then have a listing of the major legislation with regard to that issue.

It would then also have three or four references to principal articles or principal sources of information where one could find the issue discussed in greater depth, such as, perhaps, a committee report or perhaps a CRS report on the subject, or the report of some advisory commission. We have been asked to provide these three types of services as soon as possible if the Senate Rules Committee does go forward with its proposal to provide computer terminals for each office of the Senate.

SENATE USE OF COMPUTERS

Senator COTTON. How would this information be transmitted to the individual Senator or Representative?

Mr. JAYSON. The proposal is that before the end of the next session of Congress every Senator and every committee would have a terminal in their office, including the video screen on which the information would appear. With regard to the three data banks that I am talking about, these would be in the CRS and Library of Congress computer.

VIDEO AND PRINTOUT IN SENATE OFFICES

By querying the terminal, which is just like a typewriter, by giving certain signals which are easy to learn very quickly, the information would be flashed out on your video screen. Your screen would be connected to our computer through telephone or other type cables. There would also be a printer.

Senator COTTON. That would be in my office?

Mr. JAYSON. Yes; with an automatic typewriter.

Senator COTTON. If there was something I wanted to preserve——

Mr. JAYSON. There would be an automatic typewriter which would print what you would see on the screen, if you signaled it.

Senator COTTON. So you say I would just press a button——

Senator HOLLINGS. You would receive a printout.

Mr. JAYSON. I have been told that Senator Cannon, who has been out of the country, upon his return will be addressing a formal request to CRS with regard to these three items. Actually, the matter was taken up and explained to the members of the Senate Rules Committee.

Senator Cannon now has in his office two video screens such as I have been describing and his staff have been using it and testing it with regard to the first data bank that I already suggested we have.

USE OF EXECUTIVE BRANCH INFORMATION

Senator HOLLINGS. I want you to get a fourth one for Senator Cannon and this committee, and we will work together, to see what suggestions you have respecting the possibility of the executive branch making available to the legislative branch its information that it has in computers, or otherwise what additional inquiries should be included in these executive computers to further assist the Legislative Research Service. You see what I am getting at.

Mr. JAYSON. Yes, sir.

Senator HOLLINGS. It is good and colorful to stand on the Senate floor and say, "Look, that crowd has $2 billion worth of computers and we have $2 million. They are so informed and we are so dumb, so, ergo, bam, let's spend $2 billion and buy a lot of computers."

That would be a tremendous waste. I can't get through my mind that that Department of Labor or that Department of Health, Education, and Welfare is any more belonging to the President than it is to me. I think we are all a part of the same Government.

When it comes to the Department of Welfare, for example, this committee was asked to expend, and we did, $500,000 for a welfare study. I would imagine that $400,000 of the $500,000 was spent to try to find out what was in the computers, knowing that the Department of Health, Education, and Welfare, itself, had it.

We are investigating the investigators around here. We are running around like a dog chasing its tail. It is time we all had the information if you can punch a button and get it, one and the same information. I can understand the protectiveness, let's say, of the Department of Labor statistics.

The computer puts all of these out and the men in particular positions of responsibility give one interpretation, whereas your particular legislative counsel might give a different interpretation.

But with respect to the form of information that comes out of the computer, it should be available to both.

EXPECTATIONS OF COMPUTER PERFORMANCE

Mr. JAYSON. I would agree with that. At the same time, our own experience has suggested that we should all be very cautious in terms

of expectations of what a computer can do, also in terms of the time span needed to have a good, operating program.

Our own experience has been that it takes a long time to work the bugs out of the system, to programing elements that the computer specialists weren't aware you were really interested in. I would caution anyone who is thinking of this kind of program not to oversell themselves.

Senator HOLLINGS. It would be salutary if we just caught up to what it is doing. I am not disputing what it might do. If I can understand what it is doing over there, $2 billion worth in the executive branch, that we are never informed of until the last minute, and then they bring out a different report.

We ought to be able to cut through and be using, generally speaking, this vast correlation of information within the government, without the duplication item of expense of putting it into the CRS.

Mr. JAYSON. We certainly want to cooperate.

Shall I finish my summary?

Senator HOLLINGS. Please do.

RESEARCH FOR COMMITTEES

Mr. JAYSON. I have spoken of two types of listings that we are required to provide to the committees, first the subject areas that the committees may find useful, and, secondly, a listing of terminating programs.

Third, the Reorganization Act directs us to establish and maintain continuous liaison with all committees so that they can be aware, and make better use of the service's research and analytical resources. Such liaison has been established with most committees.

The submission of the lists of issues and terminating programs and the expanded liaison have generated a large number of requests for major legislative research projects, more than we anticipated. During the first 7 months of this current fiscal year we have already undertaken 329 major legislative research projects.

That is in comparison with 114 completed in all of fiscal 1971 and 160 in fiscal 1972. As of April 10. 1973, major research was underway for 32 of the 54 standing, select, and joint committees of Congress that deal with public policy issues. Among these 32 were 16 Senate committees.

Senator COTTON. Could you give me an example of what you are referring to as a major legislative project, what it is, what you do about it?

Mr. JAYSON. There are a variety of projects.

Senator COTTON. Take just one and I won't be confused.

Mr. JAYSON. May I ask that this not be put on the record.

Senator HOLLINGS. We will go off the record.

[Discussion off the record.]

Senator HOLLINGS. Let's go back on the record.

Mr. JAYSON. While we do get many requests from the staff, we assume that the staff are authorized by the committee members. Most of these requests come from very senior members of the staff.

STUDY TO ANALYZE REPORTS IN FOREIGN AFFAIRS

Let me call your attention, for example, to one study that we prepared jointly for the House Foreign Affairs Committee and the Senate Foreign Relations Committee. This was a lengthy study undertaken to analyze the reports given to Congress in the foreign affairs field.

There are many statutes which require different branches of the executive departments to provide annual reports to the Congress dealing with foreign affairs.

This may deal with foreign policy, it may deal with foreign aid, and so on. We undertook an analysis, which extended over a year, of the types of reports that are given to the Congress, what happens to them, and do these reports actually measure up to what was required by the original statute directing these reports to be prepared and submitted to the Congress.

This could be very useful. As I say, both commitees asked for it and thus we have a rather unique document in that it was sponsored by both committees. It is fair to say that the work we do obviously goes to the members as well as the staff.

Senator COTTON. Mr. Chairman, may I be permitted to ask a question and make one request off the record.

Senator HOLLINGS. Yes.

[Discussion off the record.]

Senator HOLLINGS. Back on the record.

Thank you very much, Senator Cotton.

OCEANOGRAPHIC RESEARCH

Since you are talking of different subjects, the oceans and atmosphere field, specifically oceans research, we have requested Mr. George Doumani—is that his name? He is very good.

I think there are two research policies on particular programs that we have asked for and generally we have received the idea that he is generally assigned to the energy field and doesn't have the time.

How many employees do you have in the professional service?

Mr. JAYSON. 524, roughly. That includes professional and clerical.

Senator HOLLINGS. How many are working in the ocean field?

Mr. JAYSON. Mr. Doumani is a geologist and a very noted oceanographer. He is our one man in oceanography.

Senator HOLLINGS. One out of 500?

Mr. JAYSON. Yes. He is supported by perhaps one junior. Beyond that, we have a number of people who can deal with some aspects of the oceans but not in the depth that he can.

Senator HOLLINGS. You are getting colorful now.

Mr. JAYSON. Mr. Chairman, you have put your finger on one of our problems.

NATIONAL OCEANIC AND ATMOSPHERIC ADMINISTRATION

Senator HOLLINGS. In other words, President Nixon instituted under Reorganization No. 4 the National Oceanic and Atmospheric Administration in the last Congress, with a marine mammal bill,

a marine dumping bill, and a coastal zone field. We are going to get off the moon and get into the oceans a little bit, trying to catch up again with the Soviets and Japanese.

Out of 500-and-some employees you have one fellow who can only go a certain depth.

Mr. JAYSON. This, I say, is one of our problems. We have one, two, or three specialists, who are truly specialists, in a variety of fields, dozens and dozens of fields. But if they become inundated with assignments, that specialization is immediately wiped out and we can't service other members or other committees.

This is the reason why this cut by the House in our request for fiscal 1974 hurts, because we are trying to get a little bit more depth in some of these fields.

Second, I should point out that the Reorganization Act does authorize us to hire temporary consultants for brief periods. This would give us some flexibility.

CONSTITUENT REQUESTS

Senator COTTON. That bring us back to a question that I have raised every year and I usually come out the same hole I go in. I don't know what the experience of other Senators is, but it used to be a great fashion when I went to school and I was given a subject to prepare an essay upon, in the eighth grade or the first, second, or third year of high school.

I was supposed to go and research it, go to the village library, and write it up. Now they write their Congressmen and Senators and say, "Send me information. I have an assignment in my class to write something on such and such a subject."

It became more and more the custom of Senators and Congressmen to shoot that to the Library of Congress. It seemed to me we were using up a lot of time and energy by the Library of Congress doing research for high school and college students that they ought to be doing themselves.

Each time I have raised the question over the years, the answer has been, "Well, that is not entirely true because, as these requests come in, a pamphlet is prepared and printed, preserved, and then the next request that comes in from a student on that subject we just put that pamphlet into an envelope and shoot it either to the Senator or to the student."

But I still continue to get these and I don't send them to the Library of Congress. I ask someone on the staff to find out if the Library of Congress has already a pamphlet on that. And if they have a pamphlet, will they send it over. If they haven't, I write back and tell the student that I am sorry, I have other duties to do and so does the Library of Congress than doing their schoolwork for them.

I still have a feeling that a lot of man-hours are being wasted on that. Each time that I ask it, each year, I get an argument. Am I still wrong?

Mr. JAYSON. No argument, Senator. We do service Members' constituents with these expendable giveaways, as you pointed out. It takes a very small percentage of our time. We do not do indepth research for any of them. It is, as you say, a pamphlet here or a Xerox

there or something from the encyclopedia or the suggestion of the titles of three or four books and passing it on.

On the other side of the coin, the fact that constituents write to Members suggests that at a schoolage they recognize they have a Representative in Congress, even though they may be asking for the wrong kind of help from him.

It does give the youngster a notion of the fact that he has someone in Washington who is representing him. Obviously, it would be much more appropriate if he would query the Representative with regard to some national topic before the Congress. But just knowing that there is someone there and making him find out the name and address of his Member of Congress may have a plus value.

USE OF PUBLIC LIBRARIES

Senator COTTON. You furnish leadership, in a sense, to many research libraries all over this country, in the various cities, do you not?

Mr. JAYSON. The Library certainly does have affiliations with them.

Senator COTTON. Can't some of these requests be shoved back to the institutions back home? A student who lives in a tiny town up in the mountains is one thing, but a student who lives in a metropolitan area is different. Telling him to go to such and such a library to get the information would be much better for the student, much better for you, for us, and for the energy you are using.

Mr. JAYSON. I agree 100 percent.

Senator COTTON. Do you do that?

Mr. JAYSON. We actually have a little pamphlet which tells people how to get information they are seeking. Of course, the first place it sends them to is their local library or their school library.

Senator COTTON. If they are in a community or school that has an adequate library, yes.

Mr. JAYSON. That is correct.

Senator HOLLINGS. With only 524 positions, a Member of Congress or of a subcommittee can ask a question on oceans and be told that you don't have the staff, and if I go to my hometown and write the Congressional Research Service I will get an answer.

What kind of situation is that?

Mr. JAYSON. Let me explain a little further. I said we had one geologist and oceanographer.

Senator HOLLINGS. And he says he is overburdened and doesn't have the time. He tells our subcommittee that he would love to do it, and I think he is being candid, but he is overburdened and can only handle so much

Mr. JAYSON. We have been given authorization to employ additional temporary people, experts and consultants, for situations of this kind. The one you mentioned has not been brought to my attention.

Senator HOLLINGS. I wish you would look into it. I would appreciate it.

Mr. JAYSON. I shall.

Senator HOLLINGS. Senator Schweiker, we welcome you.

We are delighted to have the distinguished Senator from Pennsylvania on this subcommittee now. He is very active and persuasive and

influential within the body. If you can impress him, it will help your budget.

Please interrupt from time to time for any questions you have. We appreciate your being with us.

Mr. Jayson, please complete your statement.

POLICY ANALYSIS AND RESEARCH

Mr. JAYSON. I mentioned before the three aspects of the Reorganization Act that had a terrific impact upon us this year, the lists of subject areas of committee interest, the liaison, and the lists of terminating programs.

These three have combined to result in numerous requests by the committees for extensive research projects. To enlarge our research capabilities, to enable us to provide the committees with the kind of indepth studies that they call upon us to prepare, exactly as contemplated by the Reorganization Act, we requested 69 additional positions for fiscal 1974 as a third step in our buildup program.

They appear in our budget request under the heading "Policy Analysis and Research." The House deleted 17 of these. They are vitally needed staff which I hope this committee will agree should be restored.

We asked for eight positions to enable us to provide more extensive background materials on each of the terminating programs that we identified.

It is our belief that the committees would find it very helpful if instead of bare listings of terminating programs we were able to provide meaningful, analytical reports, on each program to assist in the committees' evaluation of the programs.

These were deleted also, and we hope that they will be restored by this committee.

OFFICE OF TECHNOLOGY ASSESSMENT

Finally, Mr. Chairman, let me briefly mention that, as you are aware, there is a newly created Office of Technology Assessment, under the Technology Assessment Act. We are required to service the OTA just as we service members and committees of Congress, possibly with reimbursement if we can work it out.

But this budget request has no funds for the purpose of servicing OTA. We do not know the magnitude of assistance we will be called upon to provide to OTA, but we will assist them in every way we can.

Thank you, Mr. Chairman.

PREPARED STATEMENT

Senator HOLLINGS. Mr. Jayson, your prepared statement will be inserted in the record at this point.

[The statement follows:]

Mr. Chairman and Members of the Committee:

The Congressional Research Service is requesting $11,111,000 for FY 1974. This is $1,956,000 above our 1973 budget. The bulk of the requested increase -- $1,555,000 -- is for 104 new positions. As you know, CRS is in the midst of a five-year buildup program that will provide us the resources needed to meet our new and expanded responsibilities under the Legislative Reorganization Act of 1970. The increase we request in FY 1974 represents the third stage of that orderly buildup.

The House deleted 25 of these new positions, decreasing the amount requested by $421,000. To enable us to implement our responsibilities fully under the Reorganization Act within the time frame that Congress mandated us, we are requesting that these positions be restored.

Before discussing our efforts to implement the Act, let me say a few words about the traditional role of the Service. CRS has provided Congress with information and research assistance for more than half a century. Members and their staffs can turn to the Service for information, facts, background reports on public issues, pro and con arguments on legislative proposals, legal opinions, section-by-section comparisons of bills, assistance with all aspects of committee work, tabulations of statistics, compilations of statutes, interpretations of court decisions, historical data, legislative histories, translations, personal consultations and briefings, newspaper searches, assistance in answering constituent inquiries, loan of books, the preparation of charts, graphs and maps, and other kinds of services.

Our multidisciplinary professional staff consists of lawyers, economists, political scientists, physical scientists, specialists in education, taxation, military affairs, social welfare, labor, ecology, oceanography, energy, international trade, urban affairs, agriculture, conservation, and dozens of other subjects of continuing interest to the Congress. All of these skilled personnel are available to Members, committees, and staffs of Congress for consultation and research assistance.

The demands to which our staff responds have directly reflected the expanding, almost insatiable needs of Members of Congress for more information

and research. Consequently, our workload has doubled every 10 years. We handled 23,000 inquiries from congressional offices in FY 1947, 60,000 in FY 1957, and 121,000 in FY 1967. During FY 1972, we processed 187,000 requests, and if this long-term trend continues, we will be over the 240,000 mark by 1977. During our peak periods, we receive requests at the rate of two every minute of every hour of the working day. Indeed, on the average, not a day goes by that we do not receive at least one request from every congressional office, House and Senate.

These requests range from the simplest who-what-when-where type of factual question, many of which can be answered on the phone on the spot or within the hour, to the most complex studies that may involve a team of experts in several fields working for many months.

In every session of Congress each of our research divisions handles a broad range of issues confronting the Congress. Some carry over from year to year; others explode suddenly and require rapid, indepth, highly sophisticated, research. During 1972, for example, our American Law Division received and responded to more requests for assistance with regard to the election laws than in any other previous year. The inquiries dealt with such subjects as campaign financing, a national system to register voters, a national primary for Presidential candidates, use of the franking privilege, redistricting, etc. In addition, the Division was queried repeatedly on difficult questions relating to civil rights, busing, wire tapping, prisoners' rights, compensation for victims of crime, implications of the Supreme Court's decision on capital punishment, the proposed new rules of Federal evidence, amnesty, abortion, no-fault insurance, executive privilege, the newsman's privilege, and so on. I could give you a similar listing for each of our other seven research divisions.

Mr. Chairman, these examples typify our more traditional role as an information and research arm of the Congress.

The Legislative Reorganization Act of 1970 added new dimensions to our job. It told us to continue delivering our traditional services, but it also gave us new functions and expanded some of our older ones. All are intended to have

us provide what the report of the House Rules Committee called "massive aid in policy analysis" to the committees of Congress. It was for the purpose of acquiring the resources to respond to these new responsibilities that the Rules Committee's report instructed us to embark on the five-year buildup program I referred to earlier.

The 1970 Act directs CRS, upon request, to advise and assist all congressional committees in analyzing and evaluating legislative proposals, alternatives to those proposals, and the probable results of those proposals. It requires us to provide whatever other research and analytical services committees consider appropriate. It directs us to provide committees with experts capable of assisting on any subject matter. It charges us with maintaining continuous liaison with all committees.

Among other things, the 1970 Act directs us to provide each committee, at the beginning of each Congress, with a list of subjects and policy areas the committee might profitably analyze in depth. We recently completed this task for the first time, in connection with this 93rd Congress. It was a massive undertaking, involving the efforts of some 150 of our people with a wide variety of subject expertise, organized into teams corresponding to the jurisdictions of the various committees. In compliance with the Rules Committee's instructions that we should work closely with committee staffs on those lists, the heads of these teams -- senior CRS staff whom we called coordinators -- discussed preliminary lists with committee staff and modified them on the basis of those discussions. Thus, most of the final lists submitted to committees represented a collaborative effort by CRS and committee staff. In all, we delivered specially tailored lists to 45 standing, select, and joint committees.

The impact of this whole process on our workload, apart from the direct expenditure of manpower and time in preparing the lists, has been considerable. A significant proportion of the major legislative research projects undertaken for committees during the first half of fiscal 1973 was generated by this process.

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The 1970 Act also directs the Service to submit to every committee, at the beginning of each Congress, a list of expiring programs and activities under the jurisdiction of that committee. The purpose is to assist the committee in exploring the advisability of extending, modifying or terminating these programs well in advance of termination, by providing basic background information early in the legislative process. This, too, was a task of considerable magnitude, which we carried out for the first time at the beginning of this Congress. It involved identification of more than 450 programs due to expire during the 93rd Congress. To enable us to provide more extensive background materials on each terminating program and to make this service available each year, we asked for eight additional research positions for FY 1974. The House deleted these positions, which we request you to restore.

The general overall thrust of the 1970 Act was to have CRS produce more indepth research. Here, again, we have made considerable progress. During the first seven months of this current fiscal year we had already undertaken 329 major research projects, as compared with 114 completed in all of fiscal 1971 and 160 in fiscal 1972. These major assignments are now coming in at the rate of more than 30 a month. As of April 10, 1973, major research was underway for 32 of the 54 standing, select, and joint committees of Congress that deal with public policy issues. Among these 32 were 16 committees of the Senate.

Thus far in FY 1973 we have delivered to Senate committees such major products as: an analysis of required reports to Congress in the foreign affairs field; a multidisciplinary study of the central city problem and urban renewal policy; a study entitled "Congress and the Nation's Environment: Environmental and Natural Resources Affairs of the 92nd Congress"; and another entitled "Toward a National Growth and Development Policy: Legislative and Executive Actions in 1970 and 1971."

Without the additional resources you gave us in fiscal 1972 and 1973, we would have been unable to take these tangible steps toward fulfilling the goals set for CRS by the 1970 Act. But we still do not have the full range of staff needed to deal adequately with all our assigned missions.

The 1970 Act requires us to establish and maintain continuous liaison with all committees so that they can be aware, and make better use, of the Service's research and analytical resources. By the end of 1972, liaison was underway with virtually all committees. But our experience indicates that the broad subject jurisdiction and the complex subcommittee structure of Congress demand a much more complex network of liaison relationships than we now have. That kind of network is still beyond our present resources.

In addition, we need staff to respond to the growing demands of committees for more major, indepth, policy analysis projects. Our fiscal 1974 request will begin to give us a greatly needed depth in personnel we must have if we are to continue to provide, and expand as necessary, our traditional services to Members while at the same time broadening and deepening our assistance to committees. At this moment it is too often the case that one or two major assignments in a particular field will monopolize the time of all our people who specialize in that field. We have to be able to isolate experts for committee work and still have other specialists in the same subject areas to handle the day-to-day requests we receive in those areas. We also need staff to provide expertise in areas of continuing interest to Congress in which we now have little to offer.

To enlarge our capabilities in all of these crucial categories, we requested 69 new positions for fiscal 1974; they appear in our budget request under the heading of Policy Analysis and Research. The House deleted 17 of these. They are vitally needed staff which I sincerely hope your Committee will see fit to restore.

In the spirit of the 1970 Act, we have diligently moved in a number of directions to improve our services to Congress generally.

For example, in 1972 we began to provide an improved reference service to Senate offices by establishing an on-site "reading-room" type service in the Old Senate Office Building, similar to the reference center we established in the Rayburn Building a year earlier. Our FY 1974 budget request will permit

us to open a similar facility in the Longworth House Office Building. We initiated a series of seminars for Members of Congress, and another series for professional staff, on subjects of particular concern to the Legislative Branch. We have developed and expanded ADP applications, including use of television tube bill display, on-demand bibliographies, enlarged data banks, and we are exploring the possibility of establishing an automated system to deliver up-to-date information on major policy and legislative issues. We have expanded our National Defense staff to provide broader coverage in that important subject. We have extended our liaison with GAO to include mutual training, information exchange, and joint projects. And we have taken numerous steps internally to improve our work product.

Mr. Chairman, we often hear and read comments to the effect that Congress must have solid informational and analytical support if it is to fulfill its responsibilities within our Federal system. The goal we are striving to achieve in CRS is to provide Congress with that kind of support in an absolutely non-partisan and objective manner.

One more point. You are aware, I know, of the establishment of a new congressional agency, the Office of Technology Assessment. The law enacted late last year makes the Director of CRS a member of OTA's Advisory Council. It also authorizes the Librarian to make CRS services and assistance available to OTA "as may be appropriate and feasible," and provides that such assistance shall include, but not be limited to, all the services CRS is authorized to provide to the Congress. As yet, we have no clear idea about the nature or the magnitude of this new workload or the extent to which OTA might reimburse us. Our budget for FY 1974 therefore contains no funds for that purpose. We nevertheless expect to establish close relationships with OTA and to cooperate with it in every appropriate way.

PERSONNEL REQUEST

Senator HOLLINGS. Mr. Jayson, you have asked for 104, is that correct, and you were given 79 by the House?

Mr. JAYSON. That is correct.

Senator HOLLINGS. And what is the amount, for the additional 25?

Mr. JAYSON. Seventeen of those would be directly involved in these indepth policy analyses we have been talking about. This is the very thrust of the Reorganization Act. These are people we need for just the sort of things you mentioned before, research capability, to service you on a subject like oceanography.

The other eight were positions that we wanted, in fact, to back up these lists of terminating programs. The bare list is not enough. We want to give backup support, background material for each of the terminating programs so that the committee could properly evaluate the program. That comprised the 25 positions and amounted to about $421,000.

Senator HOLLINGS. Next I want to ask about books for the blind.

Senator Schweiker, do you have questions before we proceed to another subject?

Senator SCHWEIKER. Thank you, Mr. Chairman.

COMPUTERS IN THE LIBRARY OF CONGRESS

How many computers does Congress actually have? You have how many in the Library?

Mr. CURRAN. The Library has one computer.

Senator SCHWEIKER. And the House has one and the Senate has one?

Mr. CURRAN. Yes. And in addition we have a special computer system to support the Card Division.

Senator SCHWEIKER. And your computer is being used now for what, in terms of daily usage? Not experimentally with Senator Cannon, but what are you using it for now?

Mr. CURRAN. The Library's computer is presently used to support its housekeeping functions, payroll, accounting, that type of thing. It is used in a variety of ways to support the Congressional Research Service. These include the data banks or files that Mr. Jayson was describing which could be made available to the Senate which are now available to his staff. It is used in internal business in the Library in connection with its cataloging functions and a variety of bibliographic services.

Senator SCHWEIKER. Is it a new generation computer or one of the older generation computers?

Mr. CURRAN. It is one of the new IBM computer systems. It is an IBM 370–155.

TELEPHONE AND DATA RETRIEVAL

Senator SCHWEIKER. I read in the Washington Post about 2 months ago that Wayne Hays, of the House Administration Committee, announced that they had a telephone number that any Member of the House could call and get the kind of data retrieval system you are describing here on the status of legislation.

Are they using their computer or are you working with them on this? Is this simply a separate process?

Mr. CURRAN. They are using their computer.

Senator SCHWEIKER. So they are putting this information now on their computer?

Mr. CURRAN. Yes, sir.

Senator SCHWEIKER. Instead of having two or three different approaches, is there any advantage to that of combining the facility, say, under your direction? I am all for the idea, and I think it is great.

Mr. CURRAN. I believe the House Committee on Administration and the Senate Committee on Rules may be addressing that issue, sir.

They are both represented on the Joint Committee on the Library, so that would be a proper committee to establish the policy for the Library.

Senator SCHWEIKER. I am one of those Senators who gets excited, as the Senator said, when someone says the executive branch has $2 billion worth of computers and we have $2 million, and the other figure I heard was they have 7,000 computers and we have three. The three is right. I don't know about the 7,000.

I think the witness' suggestion is a good one, of exploring the utilization we could make of the data banks they have. Does the executive agency now interconnect their computers? If they have 7,000 computers, would you know if they are connected? Does the State Department and Defense Department and whoever else is using the computers have tielines?

Mr. CURRAN. I don't know offhand, though I am skeptical that they do. Perhaps in limited application areas they do.

Senator SCHWEIKER. This would be part of your looking into the chairman's suggestion, I imagine, to find this out, would it not?

Mr. CURRAN. Yes, sir.

COORDINATION OF INFORMATION

Senator SCHWEIKER. I think that is really a good idea. I have been through too many of my Labor and Public Welfare Committees where our committee is actually waiting, holding up the meeting, until the computer printout comes down on what the cost of the black lung program is in this country, or what the new higher education bill will cost because of the capitation grant of $1,400.

It seems to me there is a tremendous advantage in seeing what could be done. I think one of the problems would be where a computer has certain basic assumptions. We would have to distinguish between when you are talking census tied to data, which is obviously no assumption, from the case where you are feeding into the computer some kind of an assumption, which might or might not be the same as theirs.

It would be a tremendous help if you would take the chairman's suggestion, that our committee could get the material the same time they get it downtown and not have to wait until their man comes up with a computer sheet to see if we are legislating intelligently, irresponsibly, or what we are doing.

CRS USE OF COMPUTERS

You described three services that you study on for the Senate, the status of legislation, the kind of thing they are now doing in the House computer——

Mr. JAYSON. It is broader than that. Everything in our Bill Digest, which includes each bill and resolution before the Congress, a summary of that bill, the action taken on that bill.

Senator SCHWEIKER. Does their computer provide summaries now?

Mr. JAYSON. No, sir; not to my knowledge.

Senator SCHWEIKER. So this is beyond that in terms of a summary of the bill, itself.

The second phase would be sort of a current informational program on certain specific things. What was the second data bank?

Mr. JAYSON. The second was our current awareness program which keeps our own researchers aware of the latest writings in all fields of their interest.

If you are interested in labor matters, you could easily tie into our computer and at the end of the week you would get a printout of all citations that appear relating to labor or to your particular subject matter.

Senator SCHWEIKER. So we could feed in a request on a particular subject and get the latest information available within your computer?

Mr. JAYSON. The titles to the latest articles, the citations. Then you could ask us for a Xerox copy of that article.

Senator SCHWEIKER. Third would be the briefing papers, sort of position papers, on some 200 issues.

Mr. JAYSON. That is correct.

SHORTAGE OF RESEARCH TIME

Senator SCHWEIKER. I want to commend you for this. I think this is badly needed. I certainly fully support it. I know in my office when we are so short of research time it certainly would be of tremendous help.

The only suggestion I have is that we try not to duplicate what the House is doing.

It seems to me if we can all get together on this thing one computer bank can easily serve the three.

Mr. JAYSON. As a matter of fact, these same three services that we have been talking about here could and should be made available to Members of the House as well. It would mean very little more. All that would be required would be equipment on the House side tied into our computer.

Senator SCHWEIKER. I certainly support your efforts.

I have just one other question that relates to what you have gone over so far.

CONGRESSIONAL REQUESTS TO CRS

What delay is there in terms of providing congressional inquiry service now?

I know I am an office that uses your Congressional Research Service and occasionally we run into delays. I haven't been critical of it because I realize the cause.

What kind of delays do you have in the requests you do have pending?

Mr. JAYSON. There is no simple answer to that. During our peak period, which is February, March, and April, we are receiving requests at the rate of 1,000 to 1,500 a day. That is two to three every minute of the working day. A lot of those requests are for quick, factual answers and can be answered very rapidly.

Some of them may take a week, 2 weeks or even 2 months. Depending on which researcher is involved—I mentioned before we may only have two or three researchers in one particular field—depending on his backlog and the complexity of the inquiry, there will sometimes be a delay.

IMPOSITION OF DEADLINE

If you impose a deadline, we will do everything we can to meet the deadline.

Sometimes an office will put an inquiry without saying when it is needed or it may say, "As soon as possible," which really is a general statement, too.

If you would say, "I need it by next Tuesday," you would get a response by next Tuesday. If we couldn't give you the full breadth of what you were asking for, we would give you at least part of it.

Senator SCHWEIKER. Thank you.

BOOKS FOR THE BLIND AND PHYSICALLY HANDICAPPED

Senator HOLLINGS. Dr. Mumford or perhaps Mr. Gallozzi, with the books for the blind and physically handicapped. The budget estimate for this item is in the amount of $9,921,000. The House has allowed $9,672,500. The House allowance is $780,000 over the appropriation for the current year, which is $248,500 less than the budget estimate.

JUSTIFICATION

I will insert in the record at this point pages 190 through 192 as well as the tables found on pages 209 to 212 of the justifications.

[The tables follow:]

APPROPRIATION: SALARIES AND EXPENSES, BOOKS FOR THE BLIND AND PHYSICALLY HANDICAPPED

1973 Regular Bill		$8,892,000
Supplemental for Postage		13,500
1973 Adjusted		$8,905,500
1974 Estimate		9,921,000
Net Increase	+	$1,015,500

Analysis of Increases

Increases

1. Ingrades and reallocations ..... + $31,538

Funds are requested to cover within-grade increases and reallocations as follows:

Salaries	$29,327
Personnel benefits	2,211
Total	$31,538

2. New positions requested (4) ..... + $53,462

see p. 206

To handle increased workload in Reader Services.

1 GS-12; 1 GS-9; 1 GS-7	$35,965
Personnel benefits	3,057
Total	$39,022

see p. 208

To establish basic cataloging procedures in coordination with the national bibliographic service for the handicapped.

1 GS-11	$13,309
Personnel benefits	1,131
Total	$14,440

3. Special and Temporary ..... + $ 15,000

see p. 199

The increase is needed to permit the division to obtain additional short-time manpower to meet the peak load periods.

4. Printing and Publications ..... + $ 57,000

see p. 199

This request is necessary to provide for the increase in paper and printing costs to furnish the needed specially prepared catalogs for the growth in the program.

5. Other Services, Miscellaneous ..... + $132,500

see p. 200

To develop a blueprint and lay the foundation for a national bibliographic service for the handicapped; and to establish two

see p. 201

multi-state centers to serve as storage and distribution points and as focal points for volunteer production of specialized materials.

6. Publication Contracts ..... + $132,500

see p. 202

These funds are requested to provide 43,000 new readers with the bimonthly listing of new books and the catalogs of other books available to read.

7. Research and Development ..... + $ 25,000

see p. 202

This request is for funds to expand the scope of the research in the projected books program and to explore as many varied approaches to this program as possible.

8. Books in Raised Characters ..... + $ 62,500

see p. 203

These funds are requested to provide a greater quantity of instructional manuals, and other materials in braille to supplement the usual reading materials.

9. Sound Reproductions ..... + $ 56,000

see p. 205

This request is to provide multiple copies of one additional magazine title in recorded form on a direct circulation basis.

10. Procurement of Sound Reproducers ..... + $450,000

see p. 205

These funds are requested to provide additional sound reproducers for new readers and to replace obsolete machines.

Total increases ..... + $1,015,500

Object Classification	Purpose	1973	1974 Request	Increase
11	Personnel Compensation	$1,008,099	$1,086,700	$ 78,601
	Special and Temporary	----	15,000	15,000
12	Personnel Benefits	86,148	92,547	6,399
21	Travel	29,900	29,900	----
22	Transportation of Things	7,500	7,500	----
23	Rent, Communications, and Utilities:			
	Postage	40,400	40,400	----
	Local Telephone	10,000	10,000	----
	Long Distance Telephone	9,000	9,000	----
	Rental of Equipment	7,000	7,000	----
	Teletype, etc.	2,000	2,000	----
24	Printing and Reproductions:			
	Printing, Publications	58,323	58,323	----
	Printing, Forms	10,000	10,000	----
	Card Printing	12,000	27,000	15,000
	Offset Reproduction	500	32,500	32,000
	Photoduplication	12,000	22,000	10,000
25	Other Services:			
	Miscellaneous	20,000	152,500	132,500
	Health	300	300	----
	Training	2,500	2,500	----
	Professional and Consultant	12,000	12,000	----
	Maintenance & Service of Sound Reproducers	72,500	72,500	----
	Publication Contracts	545,380	677,880	132,500

Object Classification	Purpose	1973	1974 Request	Increase
	Research, Development, Testing and Evaluation	$ 74,000	$ 99,000	$ 25,000
26	Supplies and Materials:			
	Office Supplies	12,000	12,000	----
	Pamphlets and Documents	5,000	5,000	----
	Needles	91,500	91,500	----
31	Equipment:			
	Subscriptions	2,050	2,050	----
	Braille Books	758,200	820,700	62,500
	Sound Recordings	3,973,200	4,029,200	56,000
	Testing Equipment	1,000	1,000	----
	Procurement of Sound Reproducers	1,893,000	2,343,000	450,000
	Books & Library Materials-Music	150,000	150,000	----
TOTALS		$8,905,500	$9,921,000	$1,015,500

COMPARISON OF APPROPRIATIONS

SHOWING APPROXIMATE DOLLARS AND PERCENTAGE OF THE TOTAL

	Fiscal 1973	Fiscal 1974
Recorded Books	$3,973,200 - 44.6%	$4,029,200 - 40.6%
Sound Reproducers (Manufacture, Repairs and Needles)	2,057,000 - 23.1	2,507,000 - 25.3
Salaries and Benefits	1,094,547 - 12.3	1,194,547 - 12.0
Braille Books	758,200 - 8.5	820,700 - 8.3
Publications	603,703 - 6.8	736,203 - 7.4
Music	150,000 - 1.7	150,000 - 1.5
Research, Development, Testing and Evaluation	74,000 - 0.8	99,000 - 1.0
Travel	29,900 - 0.3	29,900 - 0.3
Miscellaneous	164,950 - 1.9	354,450 - 3.6
Total Appropriation	$8,905,500 - 100%	$9,921,000 - 100%

Procurement and Use of Books and Sound Reproducers

Description	1972 Actual	1973 Estimate	1974 Estimate
Sound Recordings and Players (disc & cassette)			
a. books (titles)	860	825	825
b. magazines	24	26	27
c. sound reproducers purchased	45,000	35,000	50,000
d. sound reproducers repaired	39,000	30,000	30,000
Embossed materials			
a. press braille books (titles)	279	300	300
b. magazines	21	23	23
Music (press braille books and scores) volumes	1,530	2,000	2,000
Readers*			
Talking Book (disc & tape)	304,000	343,000	386,000
Braille	18,000	18,000	18,000
Circulation			
Talking Book (disc & tape)	8,500,000	9,200,000	9,900,000
Braille	610,000	620,000	630,000

* Includes individual borrowers, deposit readers in nursing homes, hospitals, etc., whether they happen to be new readers or those who have been using the service for some time.

EFFECT OF HOUSE REDUCTION ON BUDGET

Senator HOLLINGS. Mr. Gallozzi, can you tell us the effect of the reduction by the House of Representatives, what effect that will have on the budget?

Mr. GALLOZZI. The effect of cutting positions and $62,500 for braille would be to prevent us from actually keeping up with the growth of some aspects of the program. There has been an annual rate of increase of more than 10 percent in the number of readers and circulation during the past several years. The House amount covers many increasing costs, the cost of the materials going up, but with increasing pressures of work, the present staff would not be able to keep up and provide as good a service as we have been able to provide in the past, especially in the music program and the review of volunteer-produced tapes. Also, we need more braille.

In addition to supporting the growth of our program, Mr. Chairman, we have requested for fiscal 1974 funds to improve our operations and services through two new means: the establishment of multi-State centers, and the creation of a national clearinghouse for information about all forms of books useful for blind and physically handicapped readers. These further efforts may not appear to be as essential to the program as the machines and reading materials, but unless we can deliver these basic needs promptly the users are affected by delays. We can improve our services by decentralizing the storage and distribution of bulky machines, publications, and reading materials—especially older talking books and braille books—by contracting for 2 regional centers to serve up to 13 libraries in nearby States.

Also, we have requested $82,500 and 2 positions to expand the bibliographic controls over an estimated 150,000 books that are available throughout the country for the use of the blind and physically handicapped. The total book resources now available through our program amount to some 75,000 titles, but we know that a like number have been produced by volunteers and by other organizations serving these readers. No central source of information about these 150,000 titles now exists, with 2 unfortunate results: our users are delayed in finding a particular book in a form they can use; and there is frequently a wasteful duplication of effort in preparing reading materials. A national bibliographic clearinghouse is needed. The Library's developmental work in computerized bibliography will make it possible to create this clearinghouse and maintain it by computer methods.

EFFECT OF REDUCTIONS IN FEDERAL FUNDING FOR LIBRARIES

Senator HOLLINGS. What, sir, would be the effect of reductions which have been made in the appropriations for the Office of Education by the administration on aid to libraries and blind people in this country?

Mr. GALLOZZI. Many of our regional and subregional libraries have been using funds appropriated through the Office of Education to help finance at least part of the cost of distributing the books which we deposit with them; that is, the braille and the recorded books. In some States the State legislature has replaced the funds which are

threatened to be cut off. In other States, the legislatures have not acted as yet. There are some States where this probably would not be a serious problem, because the libraries have been adequately funded and the loss of the Office of Education funds would not affect the program. There are at least five or six, and possibly more, States where the effect would be very serious. If the States cannot cope with the distribution of the books, the responsibility falls back on the Library of Congress to do what it can to see that the people in the field get the books they need and ask for.

Senator HOLLINGS. The committee will hear from the Council for the Blind later.

We appreciate your attitude and helpfulness. I will leave the record open for additional questions of you.

Senator, have you any further questions?

Senator SCHWEIKER. Ar you talking about the American Council for the Blind's questions?

Senator HOLLINGS. Yes.

Senator SCHWEIKER. You are going to put them into the record?

Senator HOLLINGS. Yes.

REGIONAL LIBRARIES FOR BLIND AND PHYSICALLY HANDICAPPED

Is there anything further you wish to add, Dr. Mumford?

Mr. MUMFORD. The Library of Congress is, of course, dependent upon these 51 regional libraries for distribution of the material, as Mr. Gallozzi has said, and they do deserve support. As you know, for a number of years they have received some support through the Library Services and Construction Act, and the LSCA authorization extends through 1976. The Library of Congress has not been a grantmaking institution. There may be some question whether we could legally make grants to these regional libraries. In any even, we have not requested funds in the current estimates for this purpose. We think it would be better if it were channeled through something like the Library Services and Construction Act than for the Library to undertake to make grants directly.

I think Mr. Berry may be able to speak to that.

Mr. BERRY. I think, Mr. Chairman, that our feeling is that the existing authorization for LSCA is the proper channel. Of course, at the time we prepared our estimates last fall, we assumed that this particular activity would continue to be funded through HEW and, of course, did not put any funds in our request for this purpose. It is true, as Mr. Gallozzi mentioned, that there is a definite operational need, a need to provide for the service in the regional libraries. This need has been met to a great extent by Federal funding for a number of years. We will feel a definite effect of this if there is a cutback in service by the regional libraries because we are dependent upon the 51 regional libraries and 60 subregional libraries to carry out the congressional mandate, as it were, in distributing books. We do not distribute them directly ourselves but through the regional libraries. We would certainly urge the kind of support that these libraries need, whether it be from their States—certainly in the first place from their States—or from whatever other sources of support are available. It is to the advantage of the Library of Congress in pursuing this program.

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EMPLOYEES IN PROCESSING DEPARTMENT

Senator HOLLINGS. The largest single increase requested under this appropriation was 60 new positions for the Processing Department and the House allowed you 53. How many employees are in the Processing Department? Just what type of services are performed by this Department?

Mr. WELSH. The Processing Department, with a staff of 1,736 appropriated fund positions including 176 local personnel hired in connection with the Public Law 480 program and 106 positions paid from gift and working fund transfers, is responsible (1) for acquiring books and other library materials from almost every country and in every written language by purchase from over 1,000 dealers, by exchange arrangements with over 22,000 institutions, by transfer from other U.S. Government agencies, by gift, by copyright deposit, and by provisions of State and Federal law, particularly 44 U.S.C. 139 and 139a; (2) for administering the Library's responsibilities under Public Law 83-480—the Agricultural Trade Development and Assistance Act of 1954, as amended—which includes purchasing books for other American libraries, with U.S.-owned foreign currencies; (3) for administering the national program for acquisition and cataloging which attempts to acquire all current materials of value to scholarship and distributes bibliographic information regarding them to other libraries in the United States; (4) for cataloging, classifying, assigning subject headings, and otherwise preparing the publications acquired for retrieval and use by the Congress, Federal agencies, other libraries, and the general public; (5) for operating the Card Distribution Service which sells over 72 million printed catalog cards a year to over 32,000 subscribers; (6) for supplementing, constantly updating, and otherwise maintaining card catalogs containing approximately 54 million cards essential to researchers and to other readers and staff members who consult them for information regarding individual items in the collections; (7) for preparing for publication hundreds of volumes of book catalogs which comprise the American national bibliography and other lists that make known the availability and location of materials essential to the conduct of government, business, scientific research, and scholarship; and (8) for preparing for its own use and for the use and benefit of the research community a national bibliographic data base in machine-readable form (MARC II) which, like its printed catalog cards and book catalogs, allows other libraries to benefit from the cataloging and classification work done by the Library of Congress, thus eliminating costly duplication of effort while speeding and facilitating research and access to knowledge.

AUTOMATION AND COMPUTER USE

Senator HOLLINGS. For the Reference Department, you requested 25 new positions and the House allowed you only 10. I note for the Science and Technology Division you state in your justifications that "there is in prospect the installation of a computer terminal in the science reading room which will afford on-line tie-in with machine-readable data bases of other Government agencies"—page 64.

Would you please explain this to the committee? And please brief the committee with respect to your programs of automation and the use of computers.

Mr. BERRY. In the Reference Department the Science and Technology Division, by the nature of its activities, has been the most active in applying computer techniques to its work. The Division has developed a computer-based system for the storage and retrieval of data about the location of information resources in science and technology as part of the national referral center, which provides referral service to inquirers as to where they can obtain information. These machine-readable data are further used to produce copy for published directories through the photocomposition facilities at the Government Printing Office. In addition, the Science and Technology Division has prepared a machine-based record of its 12,000 volume reference collection—which is a most significant core collection in these subjects—as well as a record of important science periodicals and other serial publications. Two of its prestigious bibliographies, the *Antarctic Bibiography* and the *Bibliography on Cold Regions Science and Technology*, have been converted to a computer system with an improvement in methods of preparation and publication. As mentioned in the justification book, the Science and Technology Division hopes to strengthen its reference service by adding a computer terminal that, during fiscal 1974, would tie into other information sources of the Federal Government. All of these activities, however, require the kind of specialized staff we have requested for this Division in the coming fiscal year, and I hope the Senate will approve additional positions for the purposes outlined above.

The Reference Department has other programs using computers for bibliographies, but generally it is benefiting most from the overall Library effort to automate its central bibliographic systems. As the result of the Library's automation program the reference specialists are able to learn about new publications in their fields with greater speed and in greater detail than in the past.

NEED FOR ADDITIONAL PERSONNEL

Senator HOLLINGS. I notice from page 80 of the justifications that you are requesting five new positions for the Law Library. Please explain to the committee the need for the additional personnel and the nature of the work involved.

Mr. KENYON. The Law Library is responsible for providing Congress full access to the law of all legal systems of the world by supplying law books from the most comprehensive legal research library in the Government, for furnishing legal information and reference service, and, particularly, through its legal specialists, performing legal research by preparing background studies, comprehensive surveys, legal opinions, and translations in foreign and international law. Inquiries range from location of a citation or specific rule of law to a compilation of statutes on topics such as group libel or auto weight and tax restriction laws, to legal problems with foreign elements—especially on personal status and family matters—and detailed descriptive and analytical comparative surveys of current

congressional concerns with pollution control—air, water, noise, solid wastes, pesticides, and radiation—ocean oil dumping and spillage; security interests of U.S. exports; regulation of multinational corporations; pretrial detention, extradition, and criminal law reform; and international migration, work permits and exit fees; plus preparation of basic reference and bibliographic tools.

The Law Library has custody of several major collections from the Middle East and South Asia—Iran-Afghanistan, Indonesia-Malaysia, and Thailand-Laos. Within these complex legal systems coexist traditional customary and religious law, transplanted European and common law, and statutory enactments, all written in unique languages. These areas are of vital importance to Congress and requests for legal sources and inquiries on legal problems of both a public and private law nature are frequent. However, without the legal expertise, we are incapable of performing the service and legal research responsibilities, nor can we develop the collections. Therefore, our request is for three legal specialists to fill in this major gap in the Law Library's research capability.

The request for two library technicians is based on increased workload. The law Library received 1,200,000 items in fiscal year 1972, a 50-percent increase over fiscal year 1969. Only a small portion of this material comes to the Law Library in processed form ready for shelving. The Law Library must perform this operation, as well as filing pocket parts and looseleaf and other reporting services, and shelving—all of which showed an average workload increase during the last year of 22 percent. In addition, law material must be prepared for preservation, serial-recording records must be maintained, and the collection must be reorganized, arranged, and shifted continuously due to ever-decreasing space. Also, the Law Library has the responsibility for maintaining a microfilm collection and a current U.S. documents collection. To maintain the collection in an up-to-date and usable condition requires additional manpower.

REASONS FOR ADDITIONAL PERSONNEL

Senator HOLLINGS. I see that for the Administrative Department you are requesting 37 new positions. Last year you requested a total of 12 new positions for this Department. The House has approved 24 new positions. Please explain to the committee the need for so many more people this year.

Mr. CROXTON. Of last year's new positions, 11 of the 12 were for much-needed special police officers. As the Library grows, the Administrative Department must supply more and more services. This year's requests are for three other activities.

The first is for an essential and urgent program of moving and cleaning the books and the areas in which they are shelved. The collections of the Library have completely outgrown the expansion spaces provided so just about everything must be moved in order to make way for additional material. We have freed some space in the stacks by moving a large quantity of material to a remote location in Virginia. Books have had to be put on the floor and must now be put in order and the collection which remains on Capitol Hill must be shelved in the freed areas. Furthermore, many years have passed since it has been possible to clean the stacks thoroughly. As we move the books, we must clean the stacks thoroughly, removing the dirt of decades in some cases. The task will take several years to complete, but it is also

important preparatory work for moving collections into the Madison Library. Eighteen positions are needed for this urgent work. The House allowed these positions.

The second area in which we request additional staff in the Administrative Department is its preservation program. Twelve additional positions are requested, of which the House approved six. Of these 12 positions, 6 were allocated to the binding office, 3 to our restoration workshops, and 3 to the preservation microfilming office.

A major activity of our binding office is the labeling and other physical preparation of cataloged books for shelving and use. During fiscal year 1972, and in the present year, the tremendous inflow of materials from the Copyright Office, from purchases, from gifts, and from other sources has resulted in workloads which our present binding staff could not handle. Many of these materials require binding to preserve them before they can be shelved and used. As a result, we have accumulated arrearages of thousands of volumes. The six new positions requested here are essential if we are to prevent further backlogs and reduce current arrearages.

We also need more staff in the restoration workshops. We now have 28 persons, as compared with the British Museum Library, which employs nearly 100 trained restorers, and with the National Archives of Spain, which established an identical operation 2 years ago with an initial staff of 30 persons. The Library cannot handle the rapidly deteriorating and most valuable segments of our collections of rare books, manuscripts, maps, prints, and drawings without a larger staff, which we hope to build gradually by periodically obtaining budget authorization for a few new members.

Similarly, the preservation microfilming program cannot, without a larger staff, cope with the hundreds of thousands of volumes that must be microfilmed if they are to be preserved, volumes so brittle they cannot be given to the user because of the damage that may result.

These are important positions if our preservation work is to be able to keep abreast of the problems, and I urge your approval of the full number requested for this purpose.

The third area, and the one that I particularly want to emphasize, is the general administrative support service area. For this we are requesting seven positions, none of which were granted by the House. These positions support the communication needs of the Library where we are paying, in all appropriations, more than a third of a million dollars a year for telephone service; in the area of graphics; in duplicating and in warehousing, for which the Administrative Department furnishes the support service for the other organizations of the Library. These services are among those which must grow with the rest of the Library and upon which increasing pressures are brought to bear by decentralization and the establishment of priority programs in the other departments. While I appreciated the recognition the House gave to a part of the needs for staff in the Administrative Department, I was disappointed that these other urgently needed support positions were not approved.

LOCATION OF PORTION OF LIBRARY COLLECTION

Senator HOLLINGS. On page 92 of your justifications you say that a less-used portion of the Library's collection was recently moved to a remote location. Where is this remote location?

Mr. CROXTON. The location referred to is 2028 Duke Street, Alexandria, which is one of the eight outlying locations in the Metropolitan Washington area now being used because we have outgrown our two buildings on Capitol Hill.

Senator HOLLINGS. Again on page 92 you state that over 9 million books must be removed and reassembled in new locations. Where do you intend to relocate these books?

Mr. CROXTON. Part of the 9 million books to which we refer to on page 92 must be relocated in remote storage, but primarily they will be relocated within the 2 main buildings of the Library itself. When a library is rearranged, part of each shelf is initially left for expansion, but when the provisions for expansion have been exhausted, the entire collection must be moved. What this means in the Library of Congress is that we must identify materials which can be moved out, as the bound newspapers were, to create a space into which we can expand the entire collection. Many books are now on the floor and must be interfiled with materials to be moved to new locations.

OFFICE OF LIBRARIAN

Senator HOLLINGS. For the Office of the Librarian you are requesting 14 new positions for a total of $1,424,206. The House did not allow you any of these new positions. What do you have to say about that?

Mr. MUMFORD. These 14 positions were very carefully considered in the preparation of the 1974 budget since my objective is to keep the staff of the Office of the Librarian at a minimum level. However, these positions are very much needed and I trust will be approved by this committee and the Congress.

I shall comment on them in the order in which they appear in our budget justification. The workload in the Office of the General Counsel has reached the point at which an additional attorney and clerical assistant are needed to respond rapidly enough to requests for opinions, the review of contracts and regulations, and to handle unavoidable litigation within established deadlines.

The U.S. National Libraries Task Force, working under a part-time chairman, needs a secretary to support the important cooperative activities of the three national libraries—the Library of Congress, National Agricultural Library, and National Library of Medicine. This program is based on effective communication and coordination between the libraries with the objective of benefiting from and avoiding duplication of each other's work and in improving access to collections and other services to users.

The Publications Office is one of the Library-wide service offices under the direction of the Assistant Librarian, Mrs. Kegan.

Mrs. KEGAN. The two GS–7 positions, the beginning grade for editors, requested for the Publications Office are necessary to keep pace with a workload that will in fiscal 1974 exceed this year's by an estimated 38 percent. Publications are a principal means of serving the Nation by making known the Library's collections and bibliographic and other information—such as methods of restoring and preserving flood-damaged materials—to other libraries, manuscript repositories, scholars, and the public. The two positions are essential in preventing a serious backlog and in maintaining quality and timeliness in the Library's publications.

Mr. MUMFORD. The national serials data program is a very important cooperative program of the Library of Congress, the National Agricultural Library, and the National Library of Medicine. It is

because of its joint-funding, cooperative status, that the program and the positions that are absolutely essential to continue it are located administratively in the Office of the Librarian.

NATIONAL SERIALS DATA PROGRAM

Senator HOLLINGS. On page 103 of your justification you ask for nine positions for this national serials data program. Please give the committee a brief explanation of this program.

Mr. LORENZ. The national serials data program is one of the most significant applications of computers and the new technologies to the improvement of library and information services through the development of a national and international bibliographic system for periodical publications. This system will improve service by eliminating duplication of efforts, thereby resulting in cost reduction in handling this difficult but important type of information.

This program grew out of several years of research and development efforts supported not only by the three national libraries but by the National Science Foundation and the Council on Library Resources.

The objective of this ongoing program is to provide and operate a system which records, organizes, and disseminates information on the most difficult type of published materials; namely, serials or periodicals. This system includes key information not only on existing serial publications but also on new publications and those which change their names or other characteristics.

The national serials data program at the Library of Congress also serves as the U.S. national center as the result of an agreement between the United States and UNESCO with the international serials data system. The international center for this system has been established at the Bibliotheque Nationale in Paris with funds provided by UNESCO and the French Government.

The national serials data program is now recording in machine-readable form serial titles from the collections of the three national libraries. The result of this work will:

1. Provide the three national libraries, the producers of information as well as other users of information throughout the United States, with a merged machine-readable data base of authoritative, standard bibliographic information on serials. This data base can be used by individual libraries, groups of libraries, or other information dissemination organizations in the States and regions of the country, to reduce their serial processing costs and build regional or statewide union lists of serials and other serial information services. Since many large libraries process thousands of serials daily, the benefits from the program in the United States alone can be estimated in the millions of dollars as the system develops.

2. Provide a data base from which many kinds of serial information products can be printed and sold. For example, all of the currently received serials relating to science and technology in the three national libraries would be a product which could be spun off from this data base. Or another example: all the serials in the field of nutrition which began publication in 1972. In other words, from the data base, you could produce through automation many different kinds of products and analyses.

3. Provide the U.S. portion of the growing international serials data system which will establish worldwide bibliographic control of this difficult but important form of information and international communication.

Many important national organizations are interested and involved in the development and continuation of the program, including the American Chemical Society, the American National Standards Institute, the Association of Research Libraries, the Council on Library Resources, the National Federation for Abstracting and Indexing Services, and the National Science Foundation.

The nine positions requested are the basic staff for this program and are essential to carry it forward as a cooperative program. I strongly urge approval of these nine positions so that this important national program may continue.

HANDLING OF GRIEVANCES

Senator HOLLINGS. Since the establishment of this new "affirmative" program, how is it coming along—is there a noticeable improvement in the processing of grievances which are handled in this program?

Mr. LORENZ. The Library's affirmative action program is coming along very well. We are building a program including more emphasis on training, promotion, recruiting, communication, employee services, performance recognition, and incentive programs. I am very pleased to report that as a result of the new program which enabled us to appoint a full-time coordinator and investigator under the equal opportunity program, the processing and positive resolution of grievances has been expedited. Even more importantly, along with the development of our over-all affirmative action program, there has been a substantial decrease in the number of grievances received.

Senator HOLLINGS. In September when you appeared before this subcommittee requesting the supplemental appropriation for this program you stated that you have received complaints and there were complaints against the Government in general because of the tendency for black personnel to be concentrated in the lower grades. Has there been an improvement in this area?

Mr. LORENZ. There has been improvement. When we testified in September 1972, the most recent survey, which was as of May 1972, showed 72.5 percent of Library employees in grades GS 1–4 to be black. Our latest survey, which was taken at the end of November 1972, showed 67.1 percent black employees, a reduction of 5.4 percent in these grades. Along with this change, there also has been an increase in the proportion of black employees in the higher grade levels. Our objective under the Equal Employment Opportunity Act will continue to be that every personnel action be free from any consideration of race, color, religion, or sex.

Senator HOLLINGS. You also stated in September that 38.5 percent of your staff was black. What is the percentage now?

Mr. LORENZ. The percentage at the end of our latest survey, November 26, 1972, was 37.7 percent black.

Senator HOLLINGS. For the next item you are requesting the conversion of 138 indefinite positions to permanent without additional funding. Do you wish to elaborate on this?

EXCERPT FROM JUSTIFICATIONS

Mr. MUMFORD. At the present time we are funding 115 positions in our automation program on an indefinite basis and 23 positions in our preservation program. We now have sufficient experience in both of these areas to conclude that these positions will continue to be needed. We are therefore asking that they be authorized as permanent positions. This does not require any increase in funding. I request that pages 132 through 134 of our justifications be placed in the record as additional explanation of this request.

[The information follows:]

APPROPRIATION: SALARIES AND EXPENSES, LIBRARY OF CONGRESS
CONVERSION OF 138 INDEFINITE POSITIONS TO PERMANENT WITHOUT ADDITIONAL FUNDING

Automation Programs - 115 positions

Beginning in 1966 the Library requested and received appropriated funds for studies leading to automation of its various activities. At the time it was highly desirable to maintain a flexible posture with regard to the manner in which these funds could be used. It was contemplated that some funds would be used to contract for systems development and computer programming work with private industry. Additional work would be done with Library staff who were hired on a temporary or indefinite appointment. Both of these methods were used extensively.

Over the intervening years, (1966-1973), the Library has progressed from the developmental-experimental stages and has now evolved a continuing on-going automation program. A permanent functional and organizational structure to operate this program has been established. We are now requesting that the permanent nature of the staffing needs of the present organizational structure be recognized by the authorization of 58 permanent positions for the Information Systems Office; 52 permanent positions for the Machine Readable Cataloging (MARC) Program; and 5 permanent

positions for the Technical Processes Research Office (TPRO), all of which are now established and filled as indefinite positions. No additional funds are required.

Information Systems Office - 58 positions

1 GS-15; 7 GS-14; 11 GS-13; 7 GS-12; 6 GS-11; 5 GS-9; 5 GS-7; 6 GS-6; 6 GS-5; 2 GS-4; 2 GS-3

MARC Program - 52 positions

2 GS-15; 7 GS-14; 10 GS-13; 11 GS-12; 14 GS-11; 4 GS-9; 2 GS-7; 1 GS-6; 1 GS-1

Technical Processes Research Office (TPRO) - 5 positions

1 GS-16; 1 GS-15; 2 GS-12; 1 GS-7

Preservation Program - 23 positions

Beginning in 1968 the Library presented a program budget approach for its preservation activities. Comparative transfers were made bringing the motion picture preservation and book and newspaper microfilm activities together with the traditional book binding, lamination, and repair work into a program budget. Over these past six years in response to developing program needs the Library has used a portion of these funds to hire certain needed personnel on an indefinite basis.

At present 23 positions have been filled on this basis. Over half of them (14) were established in 1972 for the Motion Picture Laboratory of the Prints and Photographs Division in the Library. The Library now has had sufficient experience to conclude the positions listed below will continue to be needed in the program on a permanent basis in the future and requests that they be authorized as permanent positions. No additional funds are required.

Prints and Photographs Division - 15 positions

1 GS-13; 3 GS-11; 2 GS-9; 4 GS-7; 2 GS-5; 3 GS-4

Serial Division and Music Division - 5 positions

1 GS-6; 1 GS-5; 3 GS-4

Preservation Microfilming Office - 3 positions

1 GS-5; 2 GS-4

COPYRIGHT OFFICE

JUSTIFICATION

Senator HOLLINGS. The next item is "Salaries and Expenses, Copyright Office." You are requesting a net increase of $180,500 over the 1973 adjusted appropriation of $5,061,500. I ask at this point that pages 135 through 137 of the justification be inserted in the hearing record, as well as the tables on pages 139 and 140.

[The information follows:]

APPROPRIATION: SALARIES AND EXPENSES, COPYRIGHT OFFICE

1973 Regular Bill		$5,041,000
Supplemental for Postage		20,500
1973 Adjusted		$5,061,500
1974 Estimate		5,242,000
Net Increase	+	$ 180,500

Analysis of Increases and Decreases

Decreases

1. Printing ..... - $10,000

Printing, Catalogs. The 1973 budget included a non-recurring item to pay for printing the new Cumulative Index of Copyright Decisions - 1909-1970.

Total Decreases ..... - $10,000

Increases

1. Ingrades and reallocations ..... + $83,555

Funds are requested to cover within-grade increases and reallocations as follows:

Salaries $77,706

Personnel Benefits 5,849

$83,555

2. New Positions requested (13) ..... + $102,945

see p. 146

To process the normal overall annual increase in applications.

1 GS-7; 2 GS-6; 2 GS-5; 1 GS-4; 5 GS-3. $75,681

Personnel Benefits 6,433

$82,114

see p. 147

To assist in handling inquiries received from the public.

1 GS-9 ..... $11,046

Personnel Benefits 939

$11,985

see p. 147

To handle the large amount of written memoranda that must be typed and the general legal secretarial duties.

1 GS-6 ..... $ 8,153

Personnel Benefits 693

$ 8,846

3. Postage	+	$ 4,000
Mail sample analysis indicates that $4,000 of the postal reimbursement increase for fiscal year 1974 is chargeable to the Copyright Office. The base would thereby be increased from $41,300 to $45,300.		
Total Increases	+	$190,500
Net Increase	+	$180,500

Income: Fiscal 1972

Fees applied $2,177,065

Estimated value of materials transferred to the Library of Congress:

	Received	Items Selected	Average Price	Total Value of Items Selected
Books	203,875	115,242	11.25 *	$1,296,473
Periodicals	178,165	178,165	1.79	318,915
Motion Pictures	6,241	2,064(8,300 reels)	165.00	1,369,500
Music	117,425	21,275	5.25	111,694
Sound Recordings **...	2,282	2,282	5.00	11,410
Maps	3,264	3,264	7.75	25,269
Prints, Pictures, and Works of Art	41,359	3,656	15.00	54,840
	552,611	325,948		

Subtotal estimated value of materials $3,188,101

TOTAL INCOME $5,365,166

Obligations: Fiscal 1972

Salaries $4,064,700

Other obligations 510,300

TOTAL OBLIGATIONS $4,575,000

	1972
RATIO of total income to obligations ...	117%
RATIO of fees applied to obligations ...	48%

* Discount Price

** Covering receipts under P.L. 92-140, which became effective February 15, 1972.

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The following table compares income and obligations for fiscal 1969 to 1974:

	1969	1970	1971	1972	1973 Estimate	1974 Estimate
Income:						
Fees applied	$1,879,831	$1,956,441	$2,045,458	$2,177,065	$2,308,000	$2,446,000
Estimated value of materials selected by the Library	1,925,780	2,212,206	2,417,038	3,188,101	3,213,000	3,245,000
TOTAL	$3,805,611	$4,168,647	$4,462,496	$5,365,166	$5,521,000	$5,691,000
Obligations:						
Salaries	$2,732,950	$3,068,740	$3,322,000	$4,064,700	$4,616,000	$4,802,000
Other obligations	253,059	419,527	565,000	510,300	446,000	440,000
TOTAL	$2,986,009	$3,488,267	$3,887,000	$4,575,000	$5,062,000	$5,242,000
Ratio of total income to obligations	127%	120%	115%	117%	109%	109%
Ratio of fees applies to obligations	63%	56%	53%	48%	46%	47%

INCREASE IN POSITIONS AND POSTAGE

Senator HOLLINGS. You are requesting 13 new positions. Would you please explain the need for these additional positions.

Mr. MUMFORD. As I indicated in my opening remarks, we are able to reduce the increases requested for the Copyright Office by $102,945 for 13 new positions. This is made possible by the use of improved operations and the balancing of the workload between registrations in the various classes.

Senator HOLLINGS. Explain the need for an increase of $4,000 for postage.

Mr. CURRAN. In 1973 the Copyright Office's share of the Library's postage bill is $41,300. In 1974 we estimate its share will be $45,300, an increase of $4,000. This figure is based on a mail sample analysis which is taken twice a year as prescribed by the Postal Service.

DISTRIBUTION OF CATALOG CARDS

JUSTIFICATION

Senator HOLLINGS. The next line item is Distribution of Catalog Cards. You are requesting $10,343,000 for this activity, a net increase of $211,000 over the 1973 adjusted appropriation of $10,132,000. I will insert pages 171 through 173 of the justifications in the hearing record at this time and also the table which appears on page 176 indicating the pattern of activity during the past 20 years. To what do you attribute the decline in the number of card orders received as compared with the previous fiscal year?

[The information follows:]

APPROPRIATION: SALARIES AND EXPENSES, DISTRIBUTION OF CATALOG CARDS

1973 Regular Bill		$10,275,000
Supplemental		- 143,000
1973 Adjusted		$10,132,000
1974 Estimate		10,343,000
Net Increase	+	$ 211,000

Analysis of Increases and Decreases

Decreases

1. Equipment (non-recurring) ..... - $225,000

This was a non-recurring request to provide an Output Packaging System to enable the Card Division to handle an increase in volume and to serve as a backup for the system which was already in operation.

Total decreases ..... - $225,000

Increases

1. Ingrades and reallocations ..... + $110,000

Funds are requested to cover the cost of within-grade increases and reallocations as follows:

Salaries	$102,301
Personnel Benefits	7,699
Total	$110,000

2. Printing and Publications (non-recurring) ..... + $157,000

see p. 179

This is a non-recurring request to provide funds for the publication of the cumulative 8th edition of the Library of Congress Subject Headings. It is anticipated that the sale of this publication will result in returns to the U. S. Treasury in excess of the initial printing costs.

3. Equipment (non-recurring) ..... + 15,000

This is a non-recurring request to provide an Offset Press to serve as a backup for the presses in use in the Output Packaging System in operation in the Card Division.

4. Contingency Reserve ..... + 154,000

see p. 180

The Contingency Reserve was reduced from $200,000 to $46,000 by a supplemental request for increased postage charges for fiscal year 1973. This request is to restore the Contingency Reserve to its original amount of $200,000.

Total Increases	+	$436,000
Net Increases	+	$211,000

Fiscal Year	Returns to the Treasury From Sale of Cards and Publications	Obligations	Percentage of Receipts to Cost	Total Cards Sold
1953	$1,037,362	$1,234,719	83	21,181,986
1954	1,087,326	1,264,580	84	22,340,089
1955	1,168,361	1,348,700	87	23,450,243
1956	1,280,172	1,400,188	91	24,692,621
1957	1,441,000	1,486,656	97	26,953,659
1958	1,558,762	1,713,003	91	28,351,083
1959	1,936,010	1,878,526	103	30,093,915
1960	2,171,284	1,979,841	110	32,057,488
1961	2,409,650	2,168,492	111	35,678,496
1962	2,792,099	2,342,235	119	42,386,314
1963	2,959,770	2,678,609	110	46,022,022
1964	3,679,781	2,991,789	123	52,505,637
1965	4,354,637	3,784,935	115	61,489,201
1966	5,046,417	4,099,277	123	63,214,294
1967	5,741,755	4,647,441	124	74,503,175
1968	7,026,601	6,221,060	113	78,767,377
1969	5,965,111	7,248,830	82	63,404,123
1970	6,346,274	8,025,000	79	64,551,799
1971	7,467,344	8,999,500	83	74,474,002
1972	7,188,821	9,545,000	75	72,002,908
1973 (est.)	7,250,000	10,132,000	72	72,000,000

DECLINE IN CATALOG CARD ORDERS

Mr. WELSH. To some extent, the decline in orders received has resulted because libraries, faced with rising costs during a period of level or only slightly increasing budgets, have been forced to devote a smaller percentage of their total resources to book purchases and consequently have needed fewer catalog cards. Another factor adversely affecting card sales is the somewhat delayed impact of improved technology for reproducing catalog cards by photographic and electrostatic methods. The technological advance has resulted in lower unit costs with the consequence that many libraries and library systems now use their own equipment to reproduce from a single LC catalog card the multiple copies of the cards needed for their catalogs rather than purchase the copies from the Library of Congress. Of even more significance, however, is the continued growth of cooperative and commercial processing centers which sell sets of catalog cards (usually together with book pockets, spine labels, plastic jackets, and related paraphernalia), or which provide book catalogs of the client library's collections. Virtually all of these processing centers rely upon LC catalog card copy for the intellectual cataloging effort essential to their operations, but they need purchase only one set of cards or one copy of the machine-readable magnetic tape for English language catalog cards in order to duplicate for sale the additional copies of cards which were formerly purchased from the Library of Congress.

Senator HOLLINGS. When will the eighth edition of "Subject Headings Used in the Dictionary Catalogs of the Library of Congress" be completed?

Mr. WELSH. The merged master tape for the eighth edition of the "Subject Headings Used in the Dictionary Catalogs of the Library of Congress" should be ready in August 1973. This requires a master merge and editing of the magnetic tapes of the seventh edition published in 1966 and all supplements through December 1972. At the same time, the necessary print programs are being written for the preparation of the camera copy through automated means using the master merged tape. Camera copy for the eighth edition should be ready in October 1973 and forwarded to the Government Printing Office. Estimates on the printing time at GPO indicate that the printed and bound volumes should be ready for publication and distribution some time between August and October of 1974.

BOOKS FOR THE GENERAL COLLECTIONS, LIBRARY OF CONGRESS

JUSTIFICATION

Senator HOLLINGS. Now we come to "Books for the General Collections, Library of Congress." You are requesting $76,000 over last year's appropriation. I shall insert in the record page 181 of the justifications and the table on page 183. Please explain this request.

[The information follows:]

APPROPRIATION: BOOKS FOR THE GENERAL COLLECTIONS, LIBRARY OF CONGRESS

1973 Regular Bill		$1,118,650
1974 Estimate		1,194,650
Net Increase	+	$ 76,000

Analysis of Increases

see p. 182

1. To maintain present level of acquisitions ..... + $76,000

All Materials	Fiscal 1970	Fiscal 1971	Fiscal 1972
Total pieces purchased	505,543	559,264	547,937
Average cost per piece	$1.41	$1.47	$1.57
Subscriptions			
Number of subscriptions	21,087	22,527	22,665
Average cost per subscription	$16.53	$17.55	$18.64

Indicative of the continued price climb are the following examples:

	1971 price	1972 price
Journal of Asian Studies	$15.00	$30.00
Metals Week	35.00	50.00
Architects Yearbook	15.00	23.45
Chemical Engineering Science	100.80	125.21
World of Learning	25.62	30.50
Le Monde (newspaper)	44.22	61.55
Deutsche Zeitung (newspaper)	31.65	40.18
Linguistics	30.40	75.45

To meet the increasing costs of library materials it is estimated that a 6.8 percent increase in the appropriation, amounting to $76,000, will be required.

LIBRARY MATERIAL TO ENSURE COMPREHENSIVE COLLECTIONS

Mr. MUMFORD. The "Books for the General Collections" appropriation provides for the purchase of materials for the Library's general collections, which must be both comprehensive and current in order to meet the needs of the Congress, Federal agencies, and the general research community. Although materials come to the Library through copyright deposit, transfer, gift, exchange, and other ways, it is necessary for the Library to augment materials from these sources in order to insure comprehensive collections, thus enabling the Library to provide essential information when most critically needed. The average cost of all pieces purchased by the Library under this appropriation continued to rise as a result of broad inflationary pressures. The average cost per piece acquired in fiscal year 1972 rose 6.8 percent over the previous year. Therefore, to meet the increasing costs of library materials it is estimated that a 6.8 percent increase in the appropriation, amounting to $76,000, will be required.

BOOKS FOR THE LAW LIBRARY, LIBRARY OF CONGRESS

JUSTIFICATION

Senator HOLLINGS. For the next item, "Books for the Law Library, Library of Congress," you are requesting a net increase of $27,000 over the 1973 appropriation. I ask that page 185 of the justifications be inserted into the hearing record. Would you like to comment further on this item.

[The information follows:]

APPROPRIATION: BOOKS FOR THE LAW LIBRARY, LIBRARY OF CONGRESS

1973 Regular Bill		$181,500
1974 Estimate		208,500
Net Increase	+	$ 27,000

Analysis of Increases

see p. 186

1. For increased book and serial prices and additional numbers of publications	+	$18,000
2. For purchase of other essential materials.....	+	9,000
Total increases	+	$27,000

DEVELOP AND MAINTAIN WORLDWIDE CURRENT LAW BOOK COLLECTION

Mr. MUMFORD. The appropriation "Books for the Law Library" is used by the Law Library to develop and maintain a worldwide collection in a continued and current condition. Inflated prices have increased the unit cost and reduced the number of pieces or items received. In fiscal 1972 there was a 7 percent reduction in the number of pieces received with a rise of over 10 percent in average cost per piece. A larger proportion of the appropriation has been used for continuations (i.e., subscriptions services for codes, laws, court reports, periodicals, treatises, etc.) contained in the collection thereby decreasing the number of new continuations and monographs (treatises, practice books, commentaries, etc.) acquired. Allocation of 53 percent for continuations in fiscal year 1970 increased to 70 percent in fiscal year 1972.

We are therefore requesting $18,000, or an increase of 10 percent, to maintain the collection in an up-to-date condition. The tremendous rise in continuation costs during the last 6 months of fiscal year 1972 forced us to discontinue many subscription orders and prevented placing new ones for needed material. We are therefore requesting $9,000 to make up this serious loss. Our total request for "Books for the Law Library" is for $27,000.

SPECIAL FOREIGN CURRENCY PROGRAM

JUSTIFICATION

Senator HOLLINGS. Now we go on to "Collection and Distribution of Library Materials (special foreign currency program)." Pages 213 through 218 of the justifications shall be inserted in the hearing record at this point. Do you wish to elaborate on any one item in the appropriation?

[The information follows:]

APPROPRIATION: COLLECTION AND DISTRIBUTION OF LIBRARY MATERIALS (SPECIAL FOREIGN CURRENCY PROGRAM), LIBRARY OF CONGRESS

1973 Regular Bill	$2,903,000
1974 Estimate	2,267,000
Net Decrease	- $636,000

Analysis of Increases and Decreases

Decreases

Foreign Currency

1. India (U.S. dollar equivalent) ..... - $230,000

   The request for Indian rupees is reduced because the Department of State will no longer accept them for all Shared Administrative Support costs.

2. Israel (U.S. dollar equivalent) ..... - 102,400

   The request for Israeli pounds is eliminated due to the removal of of Israel from the excess currency list.

3. Tunisia (U.S. dollar equivalent) ..... - 94,000

   The Government of Tunisia did not agree to the establishment for Library of Congress P.L. 480 program office.

4. Yugoslavia (U.S. dollar equivalent) ..... - $363,000

This reduction is requested because the availability of Yugoslavian dinars has been severely curtailed.

U. S. Dollars

1. Salaries, Benefits, and Non-Personal Services ..... - $ 84,909

The P.L. 480 programs in Israel, Tunisia, and Yugoslavia have been eliminated producing a reduction of $81,809 in salaries and benefits. The costs of transportation of things and acquisitions of books for the reduced programs have further reduced the need for U.S. dollars by $3,100.

Total Decreases:

Foreign Currency (U.S.dollar equivalent) ..	$789,400	
U. S. Dollars	84,909	- $874,309

Increases

Foreign Currency

1. Arab Republic of Egypt (U.S. dollar equivalent) ..... + $ 9,400

This request is to provide Egyptian pounds to cover a portion of the Shared Administrative Support costs no longer payable in Indian rupees.

2. Pakistan (U.S. dollar equivalent) ..... + $ 40,800

Funds are needed for a portion of the Shared Administrative Support costs no longer payable in Indian rupees and for increased acquisitions.

3. Poland (U.S. dollar equivalent) ..... + 83,600

These funds are needed to provide for the acquisition of publications for a full year and to acquire six additional sets of publications.

U. S. Dollars

1. Ingrades and reallocations ..... + 2,924

Funds are requested to cover ingrade increases and reallocations as follows:

Salaries	$2,742
Personnel Benefits	182
	$2,924

2. New position requested (1) ..... + 11,985

One additional position in the United States for the Overseas

Operations Division is needed to provide support for the Polish program.

1 GS-9	$11,046
Personnel Benefits	939
	$11,985

3. Rent, Communications, and Utilities; Other Services; and Equipment ..... + $ 89,600

An additional $86,500 in U.S. Dollars are needed to cover a portion of the Shared Administrative Support costs which were previously paid with Indian rupees. Another $3,100 is needed to cover $600 for typewriters and an anticipated increase of $2,500 for telephone and telegraph services.

Total Increases:		
Foreign Currency (U.S.dollar equivalent) ..	$133,800	
U. S. Dollars	104,509	+ $238,309
Net Decrease:		
Foreign Currency (U.S.Dollar equivalent) ..	-$655,600	
U. S. Dollars	+ 19,600	- $636,000

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U.S. and Foreign Currencies by Country
Fiscal Years 1973 and 1974

Country	1973 U.S.Dollars	1973 Foreign	1974 U.S.Dollars	1974 Foreign	Increase and/or Decrease U.S.Dollars	Increase and/or Decrease Foreign
EGYPT	$ -----	$ 259,600	$ 9,300	$ 269,000	$ 9,300	$ 9,400
INDIA	79,516	1,468,000	118,225	1,238,000	38,709	-230,000
ISRAEL	29,530	102,400	-----	-----	-29,530	-102,400
PAKISTAN	26,523	225,500	65,744	266,300	39,221	40,800
POLAND	-----	114,500	800	198,100	800	83,600
TUNISIA	23,675	94,000	-----	-----	-23,675	-94,000
YUGOSLAVIA	28,604	363,000	-----	-----	-28,604	-363,000
SUBTOTAL	$187,848	$2,627,000	$194,069	$1,971,400	$ 6,221	$-655,600
U.S. COSTS	88,152	-----	101,531	-----	13,379	-----
TOTAL	$276,000	$2,627,000	$295,600	$1,971,400	$. 19,600	$-655,600
GRAND TOTAL	$2,903,000		$2,267,000		-$636,000	

U.S. and Foreign Currencies by Object Classification
Fiscal years 1973 and 1974

Object Classification	1973 U.S.Dollars	1973 Foreign	1974 U.S.Dollars	1974 Foreign	Increase and/or Decrease U.S.Dollars	Increase and/or Decrease Foreign
11 Personnel Compensation ..	$221,805	$ 407,500	$160,050	$ 310,000	$-61,755	$ -97,500
12 Personnel Benefits	18,795	30,200	13,650	21,800	-5,145	-8,400
21 Travel	4,000	60,400	4,000	27,300	-----	-33,100
22 Transportation of Things	19,500	241,700	17,000	180,100	-2,500	-61,600
23 Rent, Communications, and Utilities	1,000	139,500	3,500	110,000	2,500	-29,500
24 Printing and Reproduction	100	135,500	100	122,200	-----	-13,300
25 Other Services	4,200	442,000	90,700	249,600	86,500	-192,400
26 Supplies and Materials ..	4,000	45,600	4,000	33,500	-----	-12,100
31 Books and Library Materials	1,600	1,096,100	1,000	893,900	-600	-202,200
31H Equipment	1,000	28,500	1,600	23,000	600	-5,500
Total	$276,000	$2,627,000	$295,600	$1,971,400	$ 19,600	$ -655,600
GRAND TOTAL	$2,903,000		$2,267,000		-$636,000	

ACQUISITION AND DISTRIBUTION OF FOREIGN MATERIALS

Mr. WELSH. The Library is asking for $636,000 less in fiscal 1974 than in fiscal 1973, which represents a decrease of $655,000 in foreign currencies and an increase of $19,000 in U.S. dollars. During the coming year two major changes are anticipated. Israeli pounds will no longer be available under Public Law 480, and the program in that country is therefore being discontinued. In Yugoslavia available dinars will be insufficient to acquire publications for participating libraries and the Public Law 480 program there is being eliminated. These account for the major decreases. Some increases are requested both in foreign currencies and U.S. dollars for the following items: to cover the State Department's shared administrative support costs which are no longer payable in Indian rupees; to annualize the Polish program, acquire six additional sets of Polish publications, and add one person in the Library's overseas operations division to provide support since there is no field director in Poland; for increased acquisitions in some countries presently covered by the program; for typewriters and telephone and telegraph services.

The activities of the remaining overseas offices include not only the acquisition of current materials considered to be of research value but also their preliminary cataloging by local employees, thereby saving considerable dollar cataloging costs in the United States. Important byproducts of the preliminary cataloging are the accessions lists prepared by these offices. These lists are widely distributed within the United States, where they serve as valuable research tools, identifying and locating the actual publications themselves. In addition to comprehensive sets of publications, a small selection of English-language periodicals and monographs are distributed from India, Nepal, and Pakistan to 328 U.S. libraries.

FURNITURE AND FURNISHINGS

Senator HOLLINGS. Do you have any comment on any of the items contained in the "Furniture and Furnishings" appropriation request?

Mr. CROXTON. We are requesting about $1.5 million less than last year in this appropriation. This is caused by a need for less funds for this year for equipment for the James Madison Memorial Library Building. This building, of course, is not yet finished but the lead time for ordering requires that we enter into a contract for the standard library shelving before the end of the coming fiscal year. The Congress appropriated funds for special compact shelving last year.

We have had to request a larger amount of money for the repair of office machines this year because the costs in this category are going up constantly as labor costs rise, as we get more equipment, and as existing equipment gets older.

Senator HOLLINGS. Why do the employees of the catalog management division need 40 clothing lockers?

Mr. CROXTON. Members of the catalog management division are located in the Massachusetts Avenue annex and many of them do not work at desks for most of the day. In fact, there is inadequate space to give each one a desk. As a consequence, it is necessary to supply lockers for outdoor clothing and a small quantity of personal belongings. Those who work at desks can ordinarily use them and a coat tree.

Senator HOLLINGS. Do you have any comments with regard to the funds requested for the James Madison Memorial Library Building?

Dr. MUMFORD. I cannot overemphasize the need of the Library for this building. We continue to work with the Architect of the Capitol to be sure we have equipment ready and that we are fully prepared to move in at the earliest possible date. Funds requested this year for furnishing the James Madison Memorial Library Building provide for $45,000 for experimental and sample furniture and equipment of various kinds which will enable us to make the best possible decisions with respect to what we actually buy for the building; $2,180,000 for standard book shelving which must be ordered before the next fiscal year is over if it is to be ready for installation when the building is turned over to us. Let me emphasize again this year that it is an obligational authority which I seek. The actual bills for the shelving, which will be procured through competitive bidding, will be paid later when the shelving is ready for delivery.

SALARIES AND EXPENSES, REVISION OF ANNOTATED CONSTITUTION

JUSTIFICATION

Senator HOLLINGS. Moving on, I will insert page 247 of the justification in the hearing record. This relates to "Salaries and Expenses, Revision of Annotated Constitution."

[The information follows:]

APPROPRIATION: SALARIES AND EXPENSES, REVISION OF ANNOTATED CONSTITUTION

1973 Regular Bill	$ ----
1974 Estimate	29,000
Net Increase	$29,000

Analysis of Increases

1. Salaries ..... + $29,000

Funds are requested to provide support for staff of three working on a half time basis as follows:

Salaries	$26,728
Personnel Benefits	2,272
Total	$29,000

Senator HOLLINGS. Please justify the request of $29,000.

Mr. JAYSON. The Annotated Constitution is a concise, authoritative guide to the Constitution of the United States as interpreted by the U.S. Supreme Court. It has been prepared as a Senate publication since 1911. The last three editions, which were published in 1938, 1952, and 1964, were prepared by the Congressional Research Service. Printed by the Government Printing Office and distributed to congressional offices, the volume is also sold to the public by GPO. It is my understanding that the return from sales of each of these last three editions has exceeded the costs of preparation and production.

By Public Law 91–589, enacted late in 1970, we were directed to update and revise the 1964 edition of the Constitution Annotated, and to revise it again every 10th year thereafter. In between these comprehensive revisions, the statute directs us to prepare a pocket supplement to the bound volume every 2 years. Each supplement would update the volume by annotations to Supreme Court decisions interpreting the Constitution during that 2-year period, so that the book would remain relatively current at all times.

An appropriation of $110,709 in no-year money was made in 1971 to fund our preparation of the new and revised edition. It enabled us to to have a staff of three attorneys and one secretary to do the work on a full-time basis. The new manuscript has been completed and is now in page proof. It is my understanding that the new volume will have approximately 2,000 pages and will be published by GPO within about 60 days.

As soon as the new volume is out, we will have to start work on the first pocket supplement, so as to keep it current as required by Public Law 91–589. The request for $29,000 for fiscal year 1974 is to fund 1½ man-years of work during that year preparing current material for the first supplement, or stated another way, it would support a staff of three people (1 GS–15 attorney, 1 GS–12 attorney, and 1 GS–6 secretary) who would devote half their time working on this project. The other half of their time would be devoted to the normal research work of our American Law Division, responding to inquiries from Members and committees, mostly in the constitutional law field.

STATUS OF PERSONNEL

Senator HOLLINGS. Why will the staff of three work part-time? Do you have any full-time employees doing this work?

Mr. JAYSON. The final preparation of the first pocket supplement will take place during fiscal year 1975, but by having these three people devote half of their time to this project during 1974, and again half of their time during 1975, the cases and decisions of the Supreme Court will be collected and analyzed currently, as they are issued by the Court. This will speed up and facilitate the work of preparing the editing of the final manuscript, so that the supplement can be published promptly after the Supreme Court ends its term for the year in June 1974. While this staff will be full-time employees, only half of their time will be devoted to this project; as mentioned before, the rest of their time will be devoted to regular CRS legal research work. The half of their salaries devoted to regular CRS work will be funded by the regular CRS appropriation.

Salaries and Expenses, Revision of Hinds' and Cannon's Precedents

JUSTIFICATION

Senator Hollings. The next item, "Salaries and Expenses, Revision of Hinds' and Cannon's Precedents," an increase of $12,000 over the 1973 appropriation is requested. I will insert page 249 into the record at this time.

[The information follows:]

APPROPRIATION: SALARIES AND EXPENSES, REVISION OF HINDS' AND CANNON'S PRECEDENTS

1973 Regular Bill	$120,000
1974 Estimate	132,000
Net Increase	$ 12,000

Analysis of Increases

1. Ingrades		+ $ 2,177
Funds are requested to cover within-grade increases as follows:		
Salaries	$2,033	
Personnel Benefits	144	
	$2,177	
2. New positions requested (1)		+ 9,823
To provide additional secretarial support		
1 GS-7	$9,053	
Personnel Benefits	770	
Total	$9,823	
Net Increases		+ $12,000

PRESENT STATUS OF STAFF MEMBERS

Senator HOLLINGS. Last year you only had two staff members with four authorized. What is your present status?

Mr. JAYSON. Under existing law, the Parliamentarian is authorized to request the Library to provide him with personnel to assist in his work of updating the House Parliamentary precedents. We had four positions budgeted for this purpose during fiscal 1972, but because of the difficulty of recruiting for this unique kind of work, we had filled only two of those positions as of the time of our hearings before the Senate Appropriations Committee in February 1972. At the request of the Parliamentarian made subsequently, two additional positions were authorized for fiscal 1973. Thus, for fiscal 1973 the authorized staff for this project comprised five professionals and one secretary. As of today, five of those six positions are filled. Recruiting for people with the special skills needed remains difficult. The Parliamentarian has requested the Library to provide an additional secretary for fiscal 1974. He has advised us that the work is moving forward satisfactorily, that he is trying to do a meticulous job, and that he expects it to be completed within a few years.

INCREASE IN ADMINISTRATIVE LIMITATION

Senator HOLLINGS. For administrative provisions, you are requesting that the administrative limitation be increased by an additional $10,000 over last year's limitation of $50,000. Please explain this request.

Mr. MUMFORD. It is estimated that over 200 employees will need to attend meetings paid from funds appropriated to the Library at an approximate cost of $50,000 in fiscal year 1973. The Library requests that the administrative limitation be increased by an additional $10,000, which would allow 40 to 50 more employees to attend workshops and technical sessions on specialized subjects involving information which the Library must acquire to meet the needs of congressional and other users of its services.

Because of the unusual breadth of the Library's essential interests, a breadth which encompasses such diverse areas as specialists in the Congressional Research Service and the Copyright Office; national and international bibliography; management; service to the handicapped; and special areas such as paper chemistry, computer services, photo-reproduction, et cetera, the number of meetings which could be accommodated under the $50,000 limitation had to be selected with great care and a number of important meetings at which the Library should have representation had to be passed up.

No additional funds are requested. Only an authorization to increase use of travel funds for attendance at meetings is requested.

LIBRARY OF CONGRESS LIBRARY SERVICES FOR THE BLIND

Senator HOLLINGS. Senator Frank Church is filing with the committee a copy of his testimony before the Labor-HEW Subcommittee urging funding under the Library Services and Construction Act for assistance in the way of books for the blind and physically handicapped.

I will insert Senator Church's statement in the record at this point.
[The statement follows:]

STATEMENT OF SENATOR FRANK CHURCH

Mr. Chairman and members of the Subcommittee, as Chairman of the Special Committee on Aging, I appreciate the opportunity to appear before this Subcommittee with regard to the appropriation for the Library Services and Construction Act.

As you know, the Adminstration did not choose to request any funds for fiscal year '74 for programs funded under this Act. Once again we see the lopping off of funds for social programs with complete disregard for the effect on the people which these programs serve. Many useful programs would be curtailed or destroyed. A program with which I am especially concerned is the Books for the Blind and Physically Handicapped. This program, although administered by the Library of Congress, has received funding under the Library Services and Construction Act, which has provided funds at the regional and local level to actually get the materials to the handicapped.

This program is unique in that it combines the effects of our national library, a network of regional and subregional libraries and volunteers. It provides talking books and magazines or materials in braille for eligible persons—many of whom are aged shut-ins.

There are numerous aged blind and handicapped persons who benefit from this program, and there are many more who should be reached. Studies indicate that more than half of all blind persons in this country are over 65, and they face the usual problems of aging with the addition of those that are unique to blindness. In addition, there are many aged persons suffering from disabling conditions, such as a stroke, who cannot use ordinary library materials but can appreciate talking books.

Isolation is an all too prevalent condition for the aged and particularly for those who have lost their sight. It is inconceivable that we would allow this program which provides them with one of their few opportunities to maintain contact with the outside world to be slashed.

The level of funding that is needed is about $2 million in order to ensure effective distribution of materials provided by the Library of Congress to regional and subregional centers. Even now, in some places staffs are being cut back because of minimal funding and the anticipation of additional cuts. I urge this Committee to restore funds for this essential service to the blind and handicapped and avert unwarranted reductions in their access to information and entertainment.

LIBRARY OF CONGRESS BOOKS FOR THE BLIND AND PHYSICALLY HANDICAPPED

Senator HOLLINGS. I have received a letter from Mr. John F. Nagle, chief of the Washington office of the National Federation of the Blind to which is attached a statement relating to appropriations for the blind contained in the legislative branch bill.

I will insert Mr. Nagle's statement in the record at this point.
[The statement follows:]

STATEMENT OF JOHN F. NAGLE

Mr. Chairman and Members of the Committee:

My name is John F. Nagle. I am Chief of the Washington Office of the National Federation of the Blind. My address is 1346 Connecticut Avenue, N.W., Washington, D.C. 20036.

Mr. Chairman, no single development has more drastically and beneficially affected the lives of the blind of this nation and of the world than the invention by Louis Braille of a system of raised dots enabling the blind, at last, to read, and enabling them to write and read what they had written.

Before this invention, before braille, the blind had been condemned to empty and sterile lives.

But after braille and because of the existence of braille, the blind could be educated and limitless possibilities of accomplishment and opportunity were thus made available to them.

But soon, it was realized by those who engaged in service to blind people, that having a system allowing those without sight to read was not enough.

There was a need that there be books in braille for the blind to read.

And not just "books" was enough.

There was a need for books in the kind and variety available to the sighted, for the aspirations and inclinations of the blind were those of the sighted.

Finally, in 1931, Congress recognized this unmet need of the blind for books and passed the Pratt-Smoot Act under which funds were authorized for the production and purchase of books in braille and the Library of Congress was directed to make these books available to the blind on loan through cooperating arrangements with state and local community libraries.

Then, two years later, Congress amended the federal Books for the Blind Law, so that record-players and recorded books might be made available to the blind in addition to books in braille.

Congress again amended the Books for the Blind Law in 1966, making two very major and significant changes in this law.

The amendment expanded the existing program for the blind to include the physically handicapped unable to use or read conventionally printed matter.

The amendment also authorized the Librarian of Congress to enter into contracts with state and municipal libraries and other non-profit organizations for the distribution of books, record players and records to the blind and physically handicapped.

This contractual authority has never been exercised by the Librarian of Congress. Perhaps this authority was not exercised, because, in 1966, the Library Services and Construction Act was amended by Title IV (B) -- Library Service to the Physically Handicapped -- under which provision about $25,000 was allotted to each state, the District of Columbia, and Puerto Rico, to be used toward the expenses incurred for the handling of the Federal Books for the Blind and Physically Handicapped Program at the local level (the distribution end of the library services program).

Because of this infusion of Federal funds through the Library Services and Construction Act, the library services for the blind and physically handicapped program was greatly strengthened and broadened and a substantial number of new distributing libraries for braille and recorded books were established in the states, where before, library services had been provided to the blind and physically handicapped from regional sources, generally.

And the number of blind and physically handicapped readers multiplied as local points of distribution brought about improvements in services to them.

Now, all this fine and most essential program is in jeopardy.

Since the Administration has chosen to ask for no funds for the Library Services and Construction Act this year, the library program for the blind and physically handicapped is in danger of decimation.

Let me cite an example --

Recently I attended a meeting of our state affiliate in Delaware.

The librarian of the newly established Library for the Blind and Physically Handicapped in Delaware was present and described the dire situation confronting the Delaware library.

She stated that upon the creation of the Delaware library $27,000 annually was made available from state funds, the amount Delaware had been paying the Free Library of Philadelphia for providing library service to the blind and physically handicapped in Delaware.

In addition to the $27,000 state money, the Delaware library was receiving $25,000 under the Library Services and Construction Act.

On the basis of this amount -- $52,000 -- the librarian had hired help, bought or ordered equipment, and endeavored to meet the reading needs of Delaware's blind and physically handicapped population.

The librarian said the $52,000 was not enough to really do what needed doing --

But now, with no federal money going into Delaware through the Library Services and Construction Act -- with the Delaware library funding reduced from $52,000 to $27,000 -- a disaster for the blind and physically handicapped book borrowers in Delaware is inevitable.

Inevitable, that is, unless this committee and the Congress provide the necessary funds.

As you consider the books for the blind and physically handicapped item in H.R. 6691 we urge and plead that you add the sum of $2,000,000 to the requested amount.

By making this additional sum available to the Librarian of Congress for administration of the Books for the Blind and Physically Handicapped Program, he can then activate the contractual authority granted to him by Section 2(A) of P.L. 89-522, and provide funds to local libraries for the blind and physically handicapped equal in amount, at least, to the sums they have been receiving under Title IV (B) and Title I of the Library Services and Construction Act.

The need for your approval of this $2,000,000 is desperately urgent.

The blind and physically handicapped who are totally dependent upon the Library of Congress books program for satisfying their reading needs --

Students in elementary and secondary school or students working toward a doctorate in a university;

Elderly men and women, retired as well as physically or visually handicapped, with reading an almost full-time activity;

Blind persons, other handicapped persons, who rely upon the library service for material to assist them in their occupations and professions;

Blind and handicapped persons of all ages and stations in life --

Each and all of them are completely dependent for their reading matter -- braille, records, tapes, large print -- upon the Library of Congress system of libraries for the blind and physically handicapped.

Your failure to provide the additional $2,000,000 we request will not mean a reduction of library services to many of these people, but rather, that many blind people, many people unable to use or read regularly printed matter, will be without any library service at all.

APPROPRIATIONS FOR BLIND

Senator HOLLINGS. I have received communication from Eileen D. Cooke, Director of the Washington office of the American Library Association to which is attached a statement concerning appropriations for the blind contained in the Legislative Branch appropriations bill.

I will ask to have Ms. Cook's statement inserted in the record at this point.

(The statement follows:)

STATEMENT OF EILEEN D. COOKE

The American Library Association, a nonprofit educational organization established in 1876 and uniting some 30,000 librarians and other public-spirited citizens, maintains a strong interest in the Library of Congress which serves the interests of every library in the land as well as the needs of all Members of Congress. As the preeminent national library of the United States, the Library of Congress requires a satisfactory level of support if it is to continue helping all libraries advance the educational, economic, scientific and cultural development of the American people. The American Library Association therefore strongly endorses the request of the Library of Congress for funds for the fiscal year 1974. The Association is interested as well in the line-item for the Office of the Superintendent of Documents which includes support of the depository library system.

LIBRARY OF CONGRESS

National Serials Data Program

We request that special attention be given to the need for support for the National Serials Data Program. This item was included in the budget request of the Library of Congress but was not included in the bill before this Subcommittee. The National Serials Data Program is a cooperative effort to develop authoritative cataloging information, in machine-readable form, on serial publications, such as periodicals and other forms of literature that are issued at intervals in a uniform format. There is an urgent national need on the part of libraries and many others for automated bibliographic information of this kind.

The National Serials Data Program was begun during the last fiscal year by the Library of Congress, the National Agricultural Library and the National Library of Medicine, with the aid of a grant from the Council on Library Resources, a private nonprofit organization established in 1956 to aid in the solution of problems of libraries generally and of academic and research libraries in particular. Interest has also been taken in this work by the National Science Foundation, the National Academy of Sciences, the American National Standards Institute, the American Chemical Society, the National Federation of Abstracting and Indexing Services, and the American Society for Testing and Materials.

Specialized and research libraries need computerized records of serial publications so their users can locate and gain access to them and the information they contain. Such an automated system of bibliographic data should be uniform to be of maximum value to libraries throughout the country and to keep the cost of transferring data and developing new informational tools as low as possible. The sheer magnitude of the problem facing libraries today is suggested by the fact that, since the Transactions of the Royal Society began publication in London in 1665, the number of learned journals has increased tenfold every half-century, and this phenomenal rate of increase is not likely to slacken. We urge the Subcommittee to permit the Library of Congress to continue its support of the National Serials Data Program, as the other two great national libraries, the National Agricultural Library and the National Library of Medicine, are prepared to do under their requests for appropriations for 1974.

Other Bibliographic Services

There are other centralized services provided by the Library of Congress that are vital to the Nation's libraries and their millions of users, especially the educational community of students, teachers and scholars. Among these are such long-established programs as the Card Division and such newer endeavors as the National Program for Acquisitions and Cataloging, and the Cataloging-in-Publication Program. These programs are saving time, money and materials for libraries of every kind--public libraries, school and academic libraries, special libraries and information centers--throughout the Nation. We urge their continued support by the Subcommittee in its consideration of the Library of Congress request for 1974.

National Program for Acquisitions and Cataloging

Particularly, we request that adequate support be given the National Program for Acquisitions and Cataloging (NPAC), the centralized acquisition and cataloging program authorized under title II-C of the Higher Education Act. Through NPAC, the Library seeks to acquire, catalog, and disseminate cataloging data rapidly for all current monographic materials of research value, thus enabling research libraries to reduce their own prohibitively expensive and duplicative original cataloging

of books. The Library reports that NPAC coverage of current monographic materials can be improved if the program is authorized to expand to additional countries of the world not presently encompassed. Completion of coverage in Europe, for example, requires only funding and authorization to include Greece, Hungary, Iceland, the Irish Republic, Poland, Portugal, and Turkey. In addition, more attention is needed to those areas of the world where modern principles of librarianship, publishing and book distribution are yet to be fully developed.

The Library reports that with NPAC support, it is now meeting approximately 75 percent of all cataloging needs, and enabling materials to reach users much faster, with great economies to libraries and with an unparalleled degree of cataloging fullness, language and subject coverage. Through this program, researchers and scholars in every subject area are gaining more rapid and complete access to the world's recorded knowledge. The program is of vital importance and should be funded at the $8.5 million level requested by the Library of Congress.

Division for the Blind and Physically Handicapped

The Division for the Blind and Physically Handicapped is also of special national significance because it acquires, catalogs and distributes materials that can be "read," in a manner of speaking, by the blind and other physically handicapped persons. This work, too, is conducted in cooperation with libraries throughout the country and is supplemented at the State and local level by funds provided under the Library Services and Construction Act. We note that the Library's request for funds to establish two multistate centers to serve as storage and distribution points for these materials through a wide area was denied by the House, and we ask the Committee to approve this request. Braille materials, in particular, take up much storage space, as do many of the older "talking books" recordings still in use. Local libraries need central storage facilities for some of their materials for the blind and physically handicapped, so that they are readily accessible as users ask for them. We therefore support the full request of the Librarian of Congress for the Division for the Blind and Physically Handicapped.

Affirmative Action Program

We urge that increased funding be made available to strengthen the Library's affirmative action program so that all Library employees are assured of equal employment opportunity, in conformance with the Equal Employment Opportunity Act of 1972 (PL 92-261).

OFFICE OF SUPERINTENDENT OF DOCUMENTS

Depository Library System

The American Library Association, in the interest of providing the broadest possible public access to U.S. Government information and publications on the local level, urges additional financial support for the depository library system so that all the American people will have access to a high quality depository library. Particularly, the Association requests that sufficient funds be provided during FY 1974 to enable the Superintendent of Documents to make prompt delivery of books and pamphlets to depository libraries throughout the Nation, to eliminate the large backlog of outstanding orders from libraries and individuals, and to provide more adequate inspection of depository libraries as provided by law. In the past, lack of funds has caused neglect of first-hand investigation of the needs and the performance of depository libraries.

* * *

97-170 O - 73 - 16

Senator HOLLINGS. The librarian for the State of South Carolina has telegramed the committee in support of funds for the Library Services and Construction Act funding for aid to the blind. I have received communication from the Public Library of Anniston and Calhoun Counties, the Oklahoma Federation of the Blind and the American Association of Workers for the Blind, all in support of these appropriations and I will insert them in the record at this point.

[The telegram follows:]

[Telegram]

COLUMBIA, S.C.

Senator ERNEST HOLLINGS,
Senate Office Building, Capitol Hill, D.C.

Urge your support of amendment to H.R. 6691 to permit Library of Congress to administer funds for Library for the Blind in July. South Carolina begins operating its own library for the blind with loss of LSCA funding, additional funds badly needed.

ESTELLENE P. WALKER,
South Carolina State Librarian.

[Reference to the above telegram is found on page 545.]

LIBRARY FOR THE BLIND
PUBLIC LIBRARY OF ANNISTON AND CALHOUN COUNTY
P. O. BOX 308 • 237-8501
ANNISTON, ALABAMA 36201

25 May 1973

Honorable Senator John McClellan
Chairman, Senate Committee on
Appropriations
New Senate Office Building
Washington, D.C. 20510

Dear Senator McClellan:

I am writing to you today concerning a service that is dear to me, other librarians in this field, and 300,000 blind and handicapped citizens of the United States. The service to which I am referring is library service to the blind and handicapped. The blind and handicapped are a largely forgotten minority group and we who serve them are diligently striving to correct this through our services to them.

Due to the budget cut by the President for libraries we are asking that you seriously consider the statement submitted by the American Council for the Blind at the Legislative Appropriations Subcommittee meeting held May 7, 1973 of the Senate Committee on Appropriations on H.R. 6691, 93rd Congress. Without federal funding of some sort most libraries will have to cut back if not cease to provide this much needed service to the blind and physically handicapped. We urge you, again, to carefully consider this matter.

Your consideration will be greatly appreciated.

Sincerely,

Deenie McCullough

(Miss) Deenie McCullough
Librarian for the Blind

OKLAHOMA FEDERATION OF THE BLIND
Post Office Box 1476 Phone 405 232-4644
OKLAHOMA CITY, OKLAHOMA 73101

JOHN SIMPSON, President
7012 South Miller
Okla. City, Okla. 73159

May 16, 1973

Subcommittee on Legislative
Appropriations
Senate Committee on Appropriations
Washington, D. C. 20510

Gentlemen:

The Oklahoma Federation of the Blind has been very proud of the progress made by the Oklahoma Library for the Blind and Physically Handicapped over the past four years. This, of course, is largely due to the support, which Mr. L. E. Rader has given. However, it has received $25,000 each year through the State Library's Federal Grant Program. This grant program for the libraries in the state has been vetoed by the President. Of course, it included far more than the money for the blind and physically handicapped.

The American Council of the Blind is attempting to attach to H.R. 6691 an amount of money, which would cover the loss taken by these libraries for the blind and physically handicapped. We would appreciate your support in getting this money attached to the Library of Congress Bill. Since the Libraries for the Blind and Physically Handicapped of the Library of Congress are a part of this legislation, the money could be allocated directly to the Regional Libraries for the Blind and Physically Handicapped. If this is not done, many states will find it next to impossible to operate their Library for the Blind and Physically Handicapped. Your support in this matter will be very much appreciated.

Sincerely yours,

John Simpson

John Simpson
President

AMERICAN ASSOCIATION OF WORKERS FOR THE BLIND, INC.

OKLAHOMA CHAPTER

AAWB

P. O. Box 53174, Capitol Station
Oklahoma City, Oklahoma 73105
Telephone: (405) 521-3451

May 16, 1973

Subcommittee on Legislative
Appropriations
Senate Committee on Appropriations
Washington, D. C. 20510

Gentlemen:

The American Association of Workers for the Blind, Oklahoma Chapter wishes to support the American Council of the Blind in its recommendations for funding the Library for the Blind and Physically Handicapped through the Library of Congress.

We think this is necessary to keep many libraries for the blind and physically handicapped from having to curtail their services. Then, too, even if for some reason it should be decided to fund the libraries as they have been done in the past, adjustments could be made in accordance to the appropriation through the Library of Congress. We, therefore, wholeheartedly support the efforts of the American Council of the Blind.

Sincerely yours,

Jerry Maynard

Jerry Maynard, President

CONCLUDING REMARKS

Senator HOLLINGS. Thank you.

Thank you, Dr. Mumford, we appreciate you and your associates appearing here this morning.

Mr. MUMFORD. Thank you, Mr. Chairman. There are a number of individual items to which we could address ourselves, but I understand time does not permit that. As I indicated earlier, we are requesting that the committee authorize the 54 positions that were not in the main appropriations, salaries and expenses, Library of Congress, that were not authorized by the House. All of those positions are needed to meet the existing workload and to carry out our present programs. If we may insert further justification in the record, we will appreciate it.

Office of Secretary of the Senate

STATEMENT OF FRANCIS R. VALEO, SECRETARY OF THE SENATE

ACCOMPANIED BY:
WILLIAM A. RIDGELY, FINANCIAL CLERK, U.S. SENATE
ORLANDO B. POTTER, ADMINISTRATIVE CONSULTANT TO THE SECRETARY'S OFFICE

INTRODUCTION OF ASSOCIATES

Senator Hollings. Our next witness is Mr. Frank R. Valeo, the Secretary of the Senate.

Mr. Valeo. Mr. Chairman, I have with me Mr. Ridgely, of the Disbursing Office, and Mr. Potter, the Administrative Consultant to the Secretary's Office. Mr. Ridgely will subsequently make a detailed statement on the Disbursing Office.

Senator Hollings. Very well. If you wish, we can include your statement in its entirety or you can summarize or deliver it, as you wish.

Mr. Valeo. I would like to deliver it. If the committee is pressed for time, I can skip some areas where the detail is unnecessary for your purpose at this point.

Senator Hollings. Very well.

SALARY INCREASES

Mr. Valeo. Mr. Chairman, I am here today to propose a net increase of $7,384 in total appropriations for the Office of the Secretary of the Senate for fiscal 1974.

While increases are sought in the aggregate for salaries, these are substantially offset by a proposed reduction in the contingent fund. I will also request your consideration of a new proposal for more flexible administration of the statutory payroll.

The request for increases in the aggregate for salaries is $67,184 over the adjusted appropriation for the current fiscal year. Of this amount, $18,224 is for an increase in the Disbursing Office budget, which Mr. Ridgely will describe to you shortly and which has my full endorsement.

The balance of $48,960 is earmarked for the Office of Public Records, which as you know, was established just last year to administer the Federal Election Campaign Act for Senate elections.

Senator Hollings. How did you do on that?

Mr. Valeo. I will report in detail on it subsequently in my statement, Mr. Chairman.

Senator Hollings. We also thought you underestimated.

Mr. Valeo. No; we overestimated our cost. I will give you the specific figures on this as we go along.

I will describe the operation of that office in more detail later, but I am pleased to advise you that our total new expenditures under the Campaign Act appear to be well below the $213,253 which I estimated a year ago.

CONTINGENT FUND

The proposed expenditures from the contingent fund in fiscal year 1974 are reduced accordingly by $59,800, thus offsetting most of the proposed payroll increases.

OFFICE OF PUBLIC RECORDS

The $48,960 in new appropriations requested for the Office of Public Records reflects a transfer of six positions in the Office of Public Records which we have carried on the Secretary's administrative roll this year at a total annual cost of $61,200.

You will recall, Mr. Chairman, last year, we agreed it would be wise for me to carry these positions as I needed them on my administrative roll until such time as we determine the needs of that office.

I have certain flexibility in that administrative roll and we were able to do this. We are now shifting these positions, since we know what the situation is, into that office.

FLEXIBLE ADMINISTRATIVE AUTHORITY

In the context of these overall figures, I would like to address myself now to the broader question of overall fiscal management and particularly to the need for administrative flexibility.

As things now stand, there are 106 positions on the Secretary's payroll which are frozen by law as to title and maximum rates of pay. The only way I can make orderly adjustments to any of these 106 positions, down to the most modest clerk, is to wait until appropriations time and then come here to request an act of Congress. The alternative is to resort to a sort of game of administrative musical chairs.

I might note that when we are forced to play musical chairs with jobs, we always wind up with a confusing melange of nonconforming or misplaced job titles or even worse, misplaced or dead end personnel. The practice is not conductive to good management.

Ironically, Mr. Chairman, the situation is compounded by the fact that the portion of my total payroll which supports the Senate Disbursing Office, namely $310,080, is under no such statutory restraint.

This subcommittee, in its wisdom, provided in the Appropriation Act for fiscal year 1970 that the aggregate for the Secretary's Disbursing Office will be "made available for personnel at such titles and per annum rates as may be necessary."

Thus, there are at present 20 positions in the Disbursing Office paid from this separate aggregate, at titles and rates of pay which are established not by law but by my administrative action.

It is worth noting, I believe, that the administrative flexibility accorded to me with regard to the Disbursing Office has worked very effectively. The total pay of the 20 positions, exclusive of longevity, as of April 30, amounted to $294,304, which means that a total of $15,776 is being returned from that office to the Treasury on an annual basis.

Moreover, it is possible for me to advance employees of the Disbursing Office according to merit and responsibility, and to adjust titles and job descriptions accordingly.

It is true that notwithstanding the absence of flexibility elsewhere, we are also realizing savings in several of the 106 other positions in the Secretary's office. This results from the fact that your subcommittee, at my request, granted me authority in the fiscal year 1971 appropriation bill to fix salaries for these positions at rates below the specified ceilings for each position.

As of April 30, 24 of the 106 statutory positions were being compensated at rates below their "not-to-exceed" levels, for a total saving of $50,864. In addition, there were four vacant positions aggregating $39,984. So the total turnback to the Treasury in these other positions on an annual rate basis was $90,848.

TOTAL ANNUAL SAVINGS

That means that over the year we were turning back about $105,000 out of our total budget. What is now sought is authority to administer the salary and titles of these 106 statutory positions on much the same basis as the 20 positions in the Disbursing Office. In my judgment there is a sound rationale for such administrative authority.

It is based on the fact that the entire Secretary's office over a period of years has been evolving into a stable organization increasingly dependent on the skills of a rather large group of well-paid professional employees.

APPOINTMENTS OF PERSONNEL

Since I have been Secretary, all appointments which it falls to me to make have been on a nonpolitical basis.

There is a predictable cycle of retirements and departures in any given year. As younger persons move into senior positions, they have been started by me at rates below the not-to-exceed limits and advanced as merited. As a result, a surplus accrues which could and should be used to make administrative adjustments required by changing circumstances.

Without such flexibility the only alternatives, as I have indicated, are piecemeal adjustments by repeated acts of Congress which have the effect of not only delaying changes but of escalating the payroll, when in fact the existing aggregate could be "recycled."

Were I to have the authority which is requested, I am frank to state that I would use it to grant modest pay increases to several career employees who bear an increasing burden of responsibility but whose pay has been held by statute at relatively low levels.

STATUTORY INCREASES

I have refrained from requesting statutory increases for these positions because I believe it is fiscally irresponsible to increase the aggregate of the Secretary's payroll for this purpose when we are already returning to the Treasury a surplus from savings in other positions.

The proposal I submit to you today, copies of which have been distributed to you, provides a degree of flexibility within certain limitations and safeguards which are designed to vouchsafe to you that the integrity of the Senate payroll and the security of the Senate's secretarial staff will be maintained.

Mr. Chairman, I will not go further into the details of that proposal at this time. It is in my statement in full, but I don't know if it is necessary to go into detail now. I think you would want your staff to study it first.

Senator HOLLINGS. You know what the situation is. We can't guarantee you being the permanent secretary. We can't keep you here forever. That is the only thing, Mr. Valeo. Everyone has the highest respect for your services and abilities. I see no reason for not giving you that flexibility now.

Some of the old and more senior members have a resistance. They say it is all right for Frank Valeo to have it, but what are we going to do when somebody else comes in? That flexibility in the salary thing could be used not as you have been, as the record shows, returning moneys, but it could be used for employees employed at the other end of the scale.

LIMITATIONS AND SAFEGUARDS TO FLEXIBLE AUTHORITY

Mr. VALEO. That is why we have written into the proposal certain substantial safeguards to foreclose that possibility. I could go into those.

Senator HOLLINGS. No, that will be put into the record.

Mr. VALEO. We have limitations as to the number of jobs, for example, that would be eligible for payment at a certain rate so that they would be very sharply limited, and savings elsewhere could not be used to build the top end of the payroll.

The authority sought, that is, this change in the arrangements, would provide the flexibility necessary to solve personnel and management problems as they arise during the fiscal year. We will be able to do so, moreover, without increasing the Secretary's aggregate appropriation.

If the committee in its wisdom declines, however, to grant the flexibility which is requested under this plan, I would have to ask that the proposed reduction in the administrative roll, which I have suggested, be disregarded and that fund be retained at its current level of $104,992. It would also be necessary to make separate provision for the transfer of six positions at increased rates for the Office of Public Records.

CONTINGENT FUND EXPENSES RELATING TO FEDERAL ELECTION CAMPAIGN ACT

I would like to turn now to expenditures from the contingent fund. You will recall that the committee provided me with authority to make several different kinds of expenditures in fiscal year 1973 in connection with the Federal Election Campaign Act.

These included authority to engage technical services, to procure individual experts and consultants, to obtain personnel on a reimburs-

able basis from other departments or agencies and to incur travel expenses.

As I indicated earlier, our expenditures in these categories were considerably under our estimate. Accordingly, my request for this category in fiscal year 1974 is less. I do ask, however, that the authorizing language now on the books remain intact.

This committee provided me with the entire amount which I requested with regard to the administration of the Federal Election Campaign Act in 1973. My request was for what I regarded as a liberal amount because we were dealing with a new situation. In turn, I gave the committee my assurances that I would use these funds as sparingly as possible.

In general, it can be stated that of the $213,253 granted in fiscal year 1973 for directly budgeted items in connection with the Federal Election Campaign Act, our actual costs, as of April 30 amounted to only about $88,671, including payroll.

It should be noted, of course, that additional expenses will be incurred between now and the end of the fiscal year and that other costs, including a substantial portion of the administrative consultant's salary and his secretarial assistance plus the cost of support services from both the Senate Subcommittee on Computer Services and from the Senate computing facility are properly attributable to this purpose.

When these attributable costs are added to the budgeted cost, the total cost of carrying out the Federal Election Campaign Act for Senate elections during the fiscal year is in the magnitude of $165,000.

REPORTS AND STATEMENTS

We have processed 81,284 pages of reports and other statements on 33 Senate elections plus many primaries and otherwise discharged the responsibilities of the Secretary of the Senate under the act.

Even then, there was a small offset against the total expenditures amounting to $3,467 turned back to the Treasury as of April 13, which represented revenues from sales of copies of campaign reports.

TITLE PAGE OF FEDERAL ELECTION CAMPAIGN ACT

We have issued a report on the Technical Implementation of the Federal Election Campaign Act which describes the mechanized procedures which we have used to help keep costs to this minimum. I submit copies for your review and ask that the report be incorporated by reference to its title page into the record of this hearing.

Senator HOLLINGS. That will be included.

[The information follows:]

FEDERAL ELECTION CAMPAIGN ACT

TECHNICAL REPORT
ON THE IMPLEMENTATION OF THE ACT
WITH RESPECT TO
ELECTIONS FOR THE U.S. SENATE

PREPARED BY

MARILYN E. COURTOT
Subcommittee on Computer Services
of the Committee on Rules and Administration

UNDER THE DIRECTION OF

FRANCIS R. VALEO
SECRETARY OF THE SENATE
SUPERVISORY OFFICER FOR SENATE ELECTIONS

U.S. GOVERNMENT PRINTING OFFICE
WASHINGTON : 1978

ANNUAL COMPILATION OF REPORTS OF POLITICAL COMMITTEES

Mr. VALEO. There is one further note on the Federal Election Campaign Act, Mr. Chairman, which goes somewhat beyond this statement but which you should be apprised of.

It relates to section 302(f) of the act which requires that the Public Printer make copies, for sale to the public, of annual compilations of the reports of each political committee. Originally it had been thought that this meant formal publication of all such compilations and some estimates of the cost ran to $3 million for the three supervisory officers, that is, the Clerk of the House, the Secretary of the Senate, and the Comptroller General.

I have taken the position from the outset, Mr. Chairman, that this would be totally unwarranted expenditure and that the requirement of the law could be met by selective reproduction only in direct response to public demand and that copies in that case could be produced by direct microfilm-to-paper copying techniques.

Senator HOLLINGS. The GAO is doing the same thing.

Mr. VALEO. They were written to by the majority leader suggesting that they follow the procedure which was established in the Senate. Actually, the Senate Office of Public Records has prepared a complete microfilm compilation of committee reports at a total added cost of only about $500 from which offsets can be made at a nominal and recoverable cost.

Insofar as the requirements of this aspect of the law are concerned, it would be my recommendation that the Government Printing Office, following this interpretation of the law, should be allowed only such funds as are necessary to provide reports on demand by the least expensive direct film-to-paper copying techniques.

COMPUTERIZED BILL STATUS SYSTEMS

Next, Mr. Chairman, I have a request with respect to the automated legislative recordkeeping system for the Senate. This is another modernization project growing out of the recommendations of the administrative survey of the Office of the Secretary.

It involves the gradual adaptation of the official legislative records of Senate, by which I mean the data on the status of pending bills, into a computerized system which will have the capability of instantaneous updating and recall.

Senator HOLLINGS. Did you hear Dr. Jayson of the Congressional Research Service.

Mr. VALEO. Yes, I did.

To date, Mr. Chairman, partial implementation of the plan has been undertaken without directly drawing on funds appropriated for the Office of the Secretary.

During the past year, a computer terminal and display screen have been installed at the bill clerk's desk for the purpose of entering and tabulating all record vores.

We are now in the process of negotiating with the Library of Congress to the end that official information on status of bills, including the voting records, might in time be merged in an appropriate fashion with the Library's computerized digest of bills. The ultimate objec-

tive would be to permit any Senator to get instant and up-to-date information from the Secretary's office on the content and the exact status of any pending item of legislation, including amendments.

Because this matter is still under negotiation, it is not certain at this moment what the future costs may be or who will be required to bear them. It may be that my office will have to contract for certain assistance and equipment rental in connection therewith.

My request, therefore, is simply that the allowances for the Secretary under "Miscellaneous Items" for computer services and personnel costs not be limited to the Federal Election Campaign Act but be broadly enough construed to permit support of the legislative record-keeping system.

I expect that the costs involved will be modest enough in the foreseeable future to be covered by the requests I have made for these items today.

RECEPTION OF FOREIGN VISITORS

There is one other request which I make today. It relates to the fact that there has been added to the responsibilities of my office over the years the reception of an increasing number of foreign parliamentary and other dignitaries.

Though the extension of the Senate's hospitality to these officials has been, and remains, a major concern of the Committee on Foreign Relations, the Secretary's Office is, more and more, drawn into that process. Frequently the Assistant Secretary, Mr. St. Claire, who is the Senate's chief official in connection with participation in the International Parliamentary Union, and I are called on to act as official receptionist for the Senate, to meet other parliamentary officials and foreign dignitaries.

Some years ago, the Senate, by resolution, permanently authorized the Committee on Foreign Relations to employ a professional staff member, and to supervise the expenditure of $5,000 each fiscal year, for the purpose of receiving and entertaining high foreign officials (Senate Resolution 247, agreed to February 7, 1962).

We have found ourselves in the Secretary's Office doing this sort of thing at some personal expense. I ask, therefore, for authority comparable to that of the committee to sustain my responsibilities toward these visitors, with expenditures for this purpose being limited to $1,000 each fiscal year.

HISTORIC RESTORATIONS OF THE OLD SUPREME COURT AND SENATE CHAMBERS

Finally, Mr. Chairman, I should like to note with considerable satisfaction that your steadfast interest in the restoration of the Old Supreme Court and the Old Senate Chambers is bearing fruit.

Senator HOLLINGS. How about the Old West Wall? Do you support me on that, too?

Mr. VALEO. I do not get involved in that one.

Senator HOLLINGS. I thought since you were waxing hot and heavy about the Old Supreme Court and the Old Senate Chambers, you would go along with me with the Old West Wall.

Mr. VALEO. The Senate's Commission on Art and Antiquities, of which I am Executive Director, is following this work closely as it

proceeds under the Architect of the Capitol. Mr. White will give you a full report on the matter, but I am pleased to note that the work is going very well indeed.

MANAGEMENT OF CENTRAL STAFF OPERATIONS OF THE SENATE

That concludes my testimony on appropirations for fiscal year 1974 for the Office of the Secretary, Mr. Chairman. We are making an effort to develop and to manage the central staff operations of the Senate on a sound and fiscally responsible basis. I thank you for your confidence and trust that you will find my current requests to be reasonable and acceptable.

Senator HOLLINGS. We will. It is a good presentation. Your office is doing an outstanding job, Mr. Valeo. I have talked to Senator Schweiker; and if we have any additional questions when we begin to mark this up, or whatever may come up with some of the other senior members, I will get back to you.

That pertains specifically to the Federal Election Campaign Act. I have no questions at this time.

Senator SCHWEIKER. I have no questions.

Senator HOLLINGS. I apologize to Mr. Ridgely. I had no idea that we would be this long today.

If you don't mind, we would like to take your statement up on Monday.

PREPARED STATEMENT

Mr. Valeo, your prepared statement and attached correspondence will be inserted in the record at this point.

[The statement follows:]

Mr. Chairman: I am here today to propose a net increase of $7,384 in total appropriations for the Office of the Secretary of the Senate for fiscal 1974. While increases are sought in the aggregate for salaries, these are substantially offset by a proposed reduction in the contingent fund.

I will also request your consideration of a new proposal for more flexible administration of the statutory payroll.

The request for increases in the aggregate for salaries is $67,184 over the adjusted appropriation for the current fiscal year. Of this amount, $18,224 is for an increase in the Disbursing Office budget, which Mr. Ridgely will describe to you shortly and which has my full endorsement. The balance of $48,960 is earmarked for the Office of Public Records, which as you know, was established just last year to administer the Federal Election Campaign Act for Senate elections.

I will describe the operation of that office in more detail later, but I am pleased to advise you that our total new expenditures under the campaign act appear to be well below the $213,253 which I estimated a year ago. The proposed expenditures from the contingent fund in F. Y. 1974 are reduced accordingly by $59,800, thus offsetting the proposed payroll increases.

The $48,960 in new appropriations requested for the Office of Public Records reflects a transfer of six positions in the Office of Public Records which we have carried on the Secretary's Administrative Roll this year at a total annual cost of $61,200. As a partial offset to the transfer, I am proposing a reduction of $39,440 in the Administrative Roll from its current level of $104,992 to $65,552. Thus, the net increase in payroll resulting from the transfers is $21,760. In addition, we are proposing an additional $27,200 for future needs of the Public Records Office, including gradual salary increases to bring these positions up to levels comparable with other positions of similar responsibility.

In the context of these overall figures, I would like to address myself now to the broader question of overall fiscal management and particularly to the need for administrative flexibility. As things now stand, there are 106 positions on the Secretary's payroll which are frozen by law as to title and maximum rates of pay. The only way I can make orderly adjustments to any of these 106 positions, down to the most modest clerk, is to wait until appropriations time and then come here to request an act of Congress. The alternative is to resort to a sort of game of administrative musical chairs.

I might note that when we are forced to play musical chairs with jobs, we always wind up with a confusing melange of non-conforming or misplaced job titles or even worse, misplaced or dead-end personnel. The practice is not conducive to good management.

Ironically, Mr. Chairman, the situation is compounded by the fact that the portion of my total payroll which supports the Senate Disbursing Office, namely $310,080, is under no such statutory restraint. This Subcommittee, in its wisdom, provided in the Appropriation Act for F. Y. 1970 that the aggregate for the Secretary's Disbursing Office will be "made available for personnel at such titles and per annum rates as may be necessary." Thus, there are at present 20 positions in the Disbursing Office paid from this separate aggregate, at titles and rates of pay which are established not by law but by my administrative action.

It is worth noting, I believe, that the administrative flexibility accorded to me with regard to the Disbursing Office has worked very effectively. The total pay of the 20 positions, exclusive of longevity, as of April 30, amounted to $294,304, which means that a total of $15,776 is being returned from that office to the Treasury on an annual basis. Moreover, it is possible for me to advance employees of the Disbursing Office according to merit and responsibility, and to adjust titles and job descriptions accordingly.

It is true that notwithstanding the absence of flexibility elsewhere, we are also realizing savings in several of the 106 other positions

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in the Secretary's office. This results from the fact that your Subcommittee, at my request, granted me authority in the F. Y. 1971 appropriation bill to fix salaries for these positions at rates below the specified ceilings for each position. As of April 30, 24 of the 106 statutory positions were being compensated at rates below their "not-to-exceed" levels, for a total saving of $50,864. In addition, there were four vacant positions aggregating $39,984. So the total turn-back to the Treasury in these other positions on an annual rate basis was $90,848.

What is now sought is authority to administer the salary and titles of these 106 statutory positions on much the same basis as the 20 positions in the Disbursing Office. In my judgment, there is a sound rationale for such administrative authority. It is based on the fact that the entire Secretary's office, over a period of years has been evolving into a stable organization increasingly dependent on the skills of a rather large group of well paid professional employees. Since I have been Secretary, all appointments which it falls to me to make have been on a non-political basis. There is a predictable cycle of retirements and departures in any given year. As younger persons move into senior positions, they have been started by me at rates below the not-to-exceed limits and advanced as merited. As a result, a surplus accrues which could and should be used to make administrative adjustments required by changing circumstances.

Without such flexibility the only alternatives, as I have indicated, are piecemeal adjustments by repeated acts of Congress which have the effect of not only delaying changes but of escalating the payroll, when in fact the existing aggregate could be "recycled." Were I to have the authority which is requested, I am frank to state that I would use it to grant modest pay increases to several career employees who bear an increasing burden of responsibility but whose pay has been held by statute at relatively low levels. I have refrained from requesting statutory increases for these positions because I believe it is fiscally irresponsible to increase the aggregate of the Secretary's payroll for this purpose when

we are already returning to the Treasury a surplus from savings in other positions.

The proposal I submit to you today, copies of which have been distributed to you, provides a degree of flexibility within certain limitations which are designed to vouchsafe to you that the integrity of the Senate payroll and the security of the Senate's secretarial staff will be maintained.

First, the draft proposal permits the transferability of unused funds only within each of three specific groupings of similar jobs. These groupings are as follows:

1. The Legislative Offices, which include all positions associated with the servicing of legislative process on the floor of the Senate: 54 positions, aggregating $1,078,208.

2. The Services Offices, which include the Library, Document Room and Stationery Room: 42 positions, aggregating $532,032.

3. The Public Records Office: 8 positions, aggregating $117,776.

The aggregate for the Disbursing Office would be increased to $328,304 by the request which you will receive from Mr. Ridgely, and existing law already provides for flexible administration of this portion of the payroll as I have indicated.

I would note that my proposal would not, of course, have any effect on five key positions which have special statutory status and on four other positions which I do not recommend for inclusion in the change. The nine positions are: Secretary of the Senate, Assistant Secretary of the Senate, Parliamentarian, Financial Clerk, Chief Reporter of Debates, Assistant to the Majority, Assistant to the Minority, Senate Curator of Art and Antiquities and the Secretary to the Curator. Except for the position of Secretary of the Senate, persons occupying these positions may be paid at rates below the statutory limits at my discretion and some are, but under the proposed plan any savings would continue to revert to the Treasury.

I might note also that the plan has no bearing on such patronage appointments as remain in the Secretary's office. The positions presently allocated to each party would continue to be compensated at the rates presently prevailing.

The second set of limitations which is written into the proposed plan is a statutory limit on the number of positions which may be filled in each grouping at not-to-exceed rates in excess of $25,000. This restriction is recommended to assure the committee that the Secretary of the Senate will not abuse the requested authority by utilizing surplus to create new high-salaried positions without express authorization of the Committee.

As an example of how this limitation would operate, I call your attention to the first part of the draft language before you pertaining to the legislative offices, which stipulates:

> "except that not more than seven employees may be paid at a rate in excess of $35,904 per annum each; not more than three other employees may be paid at a rate in excess of $33,456 per annum each; not more than one other employee may be paid at a rate in excess of $26,112 and not more than one other employee may be paid at a rate in excess of $25,840 per annum..."

The seven positions compensated at the rate of not-to-exceed $35,904 are already all occupied by reporters of debates in the Office of Official Reporters. I might add that all of the stipulated positions in excess of $25,000 are also already filled although the position gross of several of the incumbents is fixed at less than their full not-to-exceed rates.

I have designated under a separate grouping the Office of Public Records. Because of the sensitivity of its responsibilities under the Federal Election Act, it seemed to me that the Office should stand alone, exempt from any pressures or demands for transferability from other offices.

As you will note from the draft language, only one of the positions in the office would be compensated above the $25,000 rate and two of the positions are already on the statutory payroll. The other six, as I have indicated, are being transferred from the Administrative Roll.

With respect to positions below the $25,000 level, the authority sought would permit the Secretary to create new positions which fall within the specified grouping, providing of course there are accrued funds to cover the salaries. It would be my intention to use this aspect of the authority only as necessary, only after appropriate merit adjustments have been made for present employees, and only as there appears to be ample surplus.

The authority sought would provide the flexibility necessary to solve personnel and management problems as they arise during the fiscal year. We will be able to do so, moreover, without increasing the Secretary's aggregate appropriation. If the Committee in its wisdom declines, however, to grant the flexibility which is requested under this plan, I would have to ask that the proposed reduction in the Administrative Roll be disregarded and that fund be retained at its current level of $104,992. It would also be necessary to make separate provision for the transfer of six positions at increased rates for the Office of Public Records.

I might just add a footnote with respect to the Administrative Roll. After transfer to the statutory roll of the six temporary positions now assigned to the Office of Public Records, the only position remaining on the Administrative Roll is that of the Consultant on Administration, Mr. Orlando Potter, who is compensated at the rate of $35,904 per annum. Mr. Potter's duties are generally innovative in nature. With the concurrance of the Joint Leadership, I asked him to join the staff to conduct a survey of the offices of the Secretary which has been the precipitant in modernizing the Disbursing Office and the legislative record-keeping systems. More recently he has been involved in designing and supervising the administrative techniques for carrying out the Federal Election Campaign Act in a most efficient and low-cost basis.

There are other offices for which the Secretary is responsible and which require up-dating and I expect him to be involved in the process. It is not my intention, however, to make the position of Administrative Consultant a permanent one. Therefore, I prefer that it remain on the Administrative Roll. After paying the salary of the Consultant out of the Administrative Roll, the small balance will be held in reserve to meet unforeseen contingencies.

I might note that if Mr. Potter's services are required elsewhere, it will be necessary to bring in another supervisory employee to oversee the campaign reporting activity. This might require a subsequent increase in the Administrative Roll which I should like to feel free to request in a supplemental, if the need should arise.

I would like to turn, now, to expenditures from the contingent fund. You will recall that the Committee provided me with authority to make several different kinds of expenditures out of this fund in F. Y. 1973 in connection with the Federal Election Campaign Act. These included authority to engage technical services, to procure individual experts and consultants, to obtain personnel on a reimbursable basis from other departments or agencies and to incur travel expenses.

As I indicated earlier, our expenditures in these categories were considerably under our estimate. Accordingly, my request for this category in F. Y. 1974 is less. I do ask, however, that the authorizing language now on the books remain intact.

This Committee provided me with the entire amount which I requested with regard to the administration of the Federal Election Campaign Act in 1973. My request was for a liberal amount because we were dealing with a new situation. In turn, I gave the Committee my assurances that I would use these funds as sparingly as possible.

In general, it can be stated that of the $213,253 granted in F. Y. 1973 for directly budgeted items in connection with the Federal Election Campaign Act, our actual costs, as of April 30 amounted only

about $88,671, including payroll. It should be noted, of course, that additional expenses will be incurred between now and the end of the fiscal year and that other costs, including a substantial portion of the Administrative Consultant's salary and his secretarial assistance plus the cost of support services from both the Senate Subcommittee on Computer Services and from the Senate computing facility are properly attributable to this purpose. When these attributable costs are added to the budgeted cost, the total cost of carrying out the Federal Election Campaign Act for Senate elections during the fiscal year is in the magnitude of $165,000. We will have processed 81,284 pages of reports and other statements on 33 Senate elections plus many primaries and otherwise discharged the responsibilities of the Secretary of the Senate on that amount. Even then, there was a small offset against the total expenditures amounting to $3,467 turned back to the Treasury as of April 13, which represented revenues from sales of copies of campaign reports. We have issued a report on the Technical Implementation of the Federal Election Campaign Act which describes the mechanized procedures which we have used to help keep costs to this minimum. I submit copies for your review and ask that the report be incorporated by reference to its title page into the record of this hearing.

Mr. Chairman, I submit herewith a chart showing the breakdown of expenses for the Federal Election Campaign Act as estimated for the current fiscal year, as actually incurred to date and as estimated for F.Y. 1974:

	Amount Requested F.Y. 1973	Amount Utilized as of 4/30	Amount Requested F.Y. 1974
Contract authority for technical services:			
Personal services	$43,200.	- 0 -	- 0 -
Film Processing	16,800.	$ 2,293.	$ 6,000.
Computer Programming	25,000.	- 0 -	25,000.
Procurement of temporary or intermittent services (legal and other professional)	30,000.	15,309.	30,000.
Travel	8,000.	1,295.	8,000.
Stationery supplies	2,000.	2,000.	6,000.
Postage	200.	200.	200.
Equipment Rental (Sgt. at Arms)	44,800.	24,321.	35,000.
Subtotal: Contingent Fund	170,000.	45,418.	110,200.
Increase in Payroll	43,253.	43,253. (Projected to full year)	27,200.
Totals	$213,253.	$88,671.	$137,400.

Several of the items requested still contain a margin of safety and, barring unforeseen developments of great magnitude, I would expect that our actual expenses, again, will be well under the total estimate.

I would like to address myself briefly to some of the line items listed in the chart.

First, as to contract authority for technical personnel, we have concluded on the basis of the first year's experience that we do not need this particular kind of hiring authority, and I, therefore, am recommending that the amount allowed be discontinued. We have determined that we would be better served by permanent personnel who would be fully familiar with the complexities of the law and who could be trained to do a variety of tasks so they can be fully utilized year-round.

The contracting authority requested last year for film processing proved to be considerably higher than necessary. We were able to reduce some of our film processing costs by taking on some of the manual chores,

such as film splicing and cartridge loading, ourselves. Mr. Kent Banks of our staff has voluntarily assumed these duties. Accordingly, I have reduced the 1974 request by more than half.

The $25,000 item for computer programming has not been utilized so far in F. Y. '73 because we were able to rely heavily on the in-house capability of the Senate computing facility of the Sergeant at Arms. However, we still have some substantial programming requirements facing us, notably for the preparation of the annual statistical report required by Sec. 308(a)(7) of the Federal Election Campaign Act, and I, therefore, request that the same amount be allowed in F. Y. 1974.

The $30,000 for engagement of temporary, intermitten or reimbursable personnel has been utilized in part to hire part-time legal counsel to give guidance on implementing the Act. We have received the benefit of counsel from a bi-partisan pair of lawyers whose total bills for the year probably will not be in excess of $20,000, so in my judgment the arrangement is more beneficial and less costly than hiring a full-time lawyer. I might just note, Mr. Chairman, that a large portion of these legal fees has been necessitated by a law suit filed against the Secretary of the Senate by Common Cause. Hopefully, that will not be a recurring item in subsequent fiscal years.

The travel expense allowance remains unchanged. I have already had members of the staff visit the State capitals as time has permitted to study reactions to the Federal Campaign Act on those who are most directly affected and to cooperate with the responsible State officials in carrying out the Act as required by Sec. 308(d). As of April 30, visits had been made to 13 States. It is possible that we will have to undertake more such visits rather than less as we approach the off-year elections in 1974.

As you will note, Mr. Chairman, the item for stationery supplies for the Public Records Office is the only one to be increased, and I am

asking that the 1973 allowance of $2,000 be increased to $6,000 for F. Y. 1974 and thereafter. This past year we actually purchased many of our supplies under the temporary funding authority of S. Res. 267 as well as by drawing on accounts of the Secretary of the Senate and the Sergeant at Arms. Our total stationery costs since the establishment of the Public Records Office in April 1972 have actually been $6,239. One of the main problems is the high cost of copy paper for the microfilm reader printers. It costs $27 a roll and over $2,400 worth was purchased last year. We have more than recovered the cost of this paper through sales at 10 cents a sheet but, as I indicated, the proceeds revert to the Treasury. Unless the Committee would prefer to establish a revolving fund for this purpose, an increase in the allowance will be required, and I recommend the latter course.

With respect to equipment rentals, I am pleased to report that we have been able to effect certain economies through the reduction in units to conform to needs. We found we could get along on two microfilm cameras instead of three with a saving of $300 a month. Similarly, we found we could make do with a smaller Xerox machine and another $200 a month was saved on this item.

There is one further note on the Federal Election Campaign Act, Mr. Chairman, which goes somewhat beyond this statement but which you should be apprised of. It relates to Sec. 302(f) of the Act which requires that the Public Printer make copies, for sale to the public, of annual compilations of the reports of <u>each</u> political committee. Originally it had been thought that this meant formal publication of all such compilations and some estimates of the cost ran to $3 million for the three supervisory officers, that is, the Clerk of the House, the Secretary of the Senate and the Comptroller General. I have taken the position from the outset, Mr. Chairman, that this would be totally unwarranted expenditure and that the requirement of the law could be met by selective reproduction only in direct response to public demand

and that copies in that case could be produced by direct microfilm-to-paper copying techniques. Pursuant to this policy, the Senate Office of Public Records prepared a complete microfilm compilation of committee reports at a total added cost of only about $500 from which off-sets can be made at a nominal and recoverable cost. Insofar as the requirements of this aspect of the law are concerned, it would be my recommendation that the Government Printing Office, following this interpretation of the law, should be allowed only such funds as are necessary to provide reports on demand by the least expensive direct film-to-paper copying techniques.

Next, Mr. Chairman, I have a request with respect to the automated legislative record-keeping system for the Senate. This is another modernization project growing out of the recommendations of the administrative survey of the Office of the Secretary. It involves the gradual adaptation of the official legislative records of the Senate, by which I mean the data on the status of pending bills, into a computerized system which will have the capability of instantaneous updating and recall.

The initial stages of this system have been designed and put into operation with the assistance of the Subcommittee on Computer Services of the Committee on Rules and Administration acting under authority of S. Res. 175, agreed to October 21, 1971. The overall scope of the project was outlined in a feasibility study commissioned by the Subcommittee and issued February 29, 1972 under the title "Automated Legislative Record Keeping System for the U. S. Senate," a copy of which is before you. I ask that it be incorporated in the Record by reference to the title page.

92d Congress
2d Session

COMMITTEE PRINT

AUTOMATED LEGISLATIVE RECORD KEEPING SYSTEM FOR THE UNITED STATES SENATE

FEASIBILITY STUDY

BY THE

SUBCOMMITTEE ON COMPUTER SERVICES

OF THE

COMMITTEE ON RULES AND ADMINISTRATION

FEBRUARY 29, 1972

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U.S. GOVERNMENT PRINTING OFFICE
WASHINGTON : 1972

To date, Mr. Chairman, partial implementation of the plan has been undertaken without directly drawing on funds appropriated for the Office of the Secretary. During the past year, a computer terminal and display screen have been installed at the Bill Clerk's desk for the purpose of entering and tabulating all record votes. We are now in the process of negotiating with the Library of Congress to the end that official information on status of bills, including the voting records, might in time be merged in an appropriate fashion with the Library's computerized disgest of bills. The ultimate objective would be to permit any Senator to get instant and up to date information on the content and the exact status of any pending item of legislation, including amendments.

Because this matter is still under negotiation, it is not certain at this moment what the future costs may be or who will be required to bear them. It may be that my office will have to contract for certain assistance and equipment rental in connection therewith.

My request, therefore, is simply that the allowances for the Secretary under "Miscellaneous Items" for computer services and personnel costs not be limited to the Federal Election Campaign Act but be broadly enough construed to permit support of the Legislative Record Keeping System. I expect that the costs involved will be modest enough in the foreseeable future to be covered by the requests I have made for these items today.

There is one other request which I make today. It relates to the fact that there has been added to the responsibilities of my office over the years the reception of an increasing number of foreign parliamentary and other dignitaries. Though the extension of the Senate's hospitality to these officials has been, and remains, a major concern of the Committee on Foreign Relations, the Secretary's office is, more and more, drawn into that process. Frequently the Assistant Secretary, Mr. St. Claire, who is the Senate's chief official in connection with participation in the International Parliamentary Union,

and I are called on to act as official receptionists for the Senate, to meet other parliamentary officials and foreign dignitaries.

Some years ago, the Senate, by resolution, permanently authorized the Committee on Foreign Relations to employ a professional staff member, and to supervise the expenditure of $5,000 each fiscal year, for the purpose of receiving and entertaining high foreign officials. (S. Res. 247, agreed to Feb. 7, 1962). We have found ourselves in the Secretary's office doing this sort of thing at some personal expense. I ask, therefore, for authority comparable to that of the Committee to sustain my responsibilities toward these visitors, with expenditures for this purpose being limited to $1,000 each fiscal year.

Finally, Mr. Chairman, I should like to note with considerable satisfaction that your steadfast interest in the restoration of the Old Supreme Court and the Old Senate Chambers is bearing fruit. The Senate's Commission on Art and Antiquities, of which I am Executive Director, is following this work closely as it proceeds under the Architect of the Capitol. Mr. White will give you a full report on the matter but I am pleased to note that the work is going very well indeed.

That concludes my testimony on appropriations for F. Y. 1974 for the Office of the Secretary, Mr. Chairman. We are making an effort to develop and to manage the central staff operations of the Senate on a sound and fiscally responsible basis. I thank you for your confidence and trust that you will find my current requests to be reasonable and acceptable.

United States Senate
OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20510

May 16, 1973

Dear Senator Hollings:

Since my appearance before the Subcommittee on May 3, two additional requirements have been brought to my attention which I respectfully transmit herewith for your consideration in connection with the Legislative Appropriation Bill for F. Y. 1974.

1. I request that the Secretary of the Senate be granted authority to rent office space not to exceed 1,200 feet in area to accommodate the operations of the Federal Election Campaign Act. The needs for this space are set forth in a letter dated March 9, 1973, to the Chairman of the Committee on Rules and Administration, a copy of which is attached. I am advised that it appears very unlikely that the Committee on Rules and Administration can grant the request in the foreseeable future, and I, therefore, request the rental authority so that I can be assured of fulfilling all my responsibilities under the law.

2. I request that the Committee provide this office a total allowance of $60,000 for computer programming instead of the $25,000 requested in my testimony of May 3. My original request was based on informal estimates, which were the best information available to us at the time, as to the cost of programming the annual statistical report required by Section 308(a)(7) of the Federal Election Campaign Act, and an Audit Report which I expect to bring out under authority of Section 308(a)(9) and 308(c)(12) of the Act. Both reports must be produced in this caleandar year.

I have now been advised by letter dated May 11 from the Chairman of the Committee on Rules and Administration that total costs for these two programming jobs could amount to $57,800, if an outside contractor is used. A copy of the letter is enclosed. While the costs would be considerably less if the work is done in-house by the Senate Computer Center, I have no assurance that the work can be done in the time required on an in-house basis, and so must request the additional programming funds, again to allow myself adequate flexibility to cover all contingencies.

There is, of course, a possibility that neither of the allowances sought will be fully utilized in which case there would be a substantial return to the Treasury.

With best wishes.

Sincerely,

Francis R. Valeo
Secretary of the Senate

United States Senate
COMMITTEE ON
RULES AND ADMINISTRATION
WASHINGTON, D.C. 20510

May 11, 1973

The Honorable Francis R. Valeo
Secretary of the Senate
United States Senate
Washington, D. C. 20510

Dear Frank:

This is to transmit the attached report which contains the specifications for the preparation of the Annual Report and the Main Audit Report for the Federal Election Campaign Act of 1971.

The alternatives for system development and implementation are to use either Senate or contract personnel. It is estimated that the program development, system test and report generation will require three people over a six month period. If performed by Senate Computer Center personnel, the development cost would be $28,900.00, plus an additional $20,000.00 for the data collection and transcription which will be performed by the Office of Public Records. The cost for preparing the reports using a private contractor would be $57,800.00, plus the $20,000.00 data collection cost attributable to the Office of Public Records.

If you have any questions regarding the attached report, please contact the Staff Director of the Subcommittee on Computer Services.

With every best wish, I am

Sincerely,

HOWARD W. CANNON
Chairman

March 9, 1973

Honorable Howard W. Cannon, Chairman
Committee on Rules and Administration
United States Senate
Washington, D. C.

Dear Mr. Chairman:

I am writing to request additional office space for the Office of Public Records. At least 250 additional square feet are needed in order to enable me to meet the requirements of the Federal Election Campaign Act.

Section 308 of the Federal Election Campaign Act requires the Secretary of the Senate, as supervisory officer for Senate elections, to conduct audits of reports of receipts and expenditures for Senate elections and to report apparent violations of law to appropriate authorities. The same section of the Act also requires me to compile annually a detailed statistical summary of the total amounts received and spent in connection with Senate elections.

This office received some 70,000 pages of reports in connection with the 1972 elections and these documents are now being assembled in Room SR-45, which is assigned to the Secretary but which is already over-occupied by the microfilm and data processing equipment which is used to process the documentation. There is an urgent need for space adjacent so that the documents can be audited as required by law and edited for statistical content and then returned to SR-45 for computer key tape punching in order to produce the required annual statistical summary.

On November 29, 1972, by memorandum from Darrell St. Claire, the Assistant Secretary of the Senate, to Bill Cochrane, (copy attached) we called attention to this problem and requested assignment of Room [illegible]. Subsequently, Mr. St. Claire was advised that our request was still under consideration.

To date, however, we have received no further indication from the Committee that action has been taken. At the same time, we are under increasing pressure to meet statutory obligations. To default on these obligations because of inadequate logistical support would place the Senate in a most unfavorable light. Already just this week, the Washington Star has reported, immediately, that "The Secretary of the Senate - has shown great reluctance to expose serious violations of the current law." Nevertheless, space is looking to perform the duties required by law.

I enclose an internal memorandum which describes the use of the space we already have. It indicates that we already have a problem in housing the people and machinery engaged in processing reports. We are completely lacking in space to accommodate the off-year audit which, by law, we need to initiate without delay.

I am advised that Room SR-43, which was part of the old Recording Studio, is presently assigned to the Radio and TV Gallery, but that it has been virtually unused for a long period of time. Since the Office of Public Records has an urgent need for space to fulfill a requirement of law, and since SR-43 is immediately adjacent to our present operations, it would be ideal if that room could be assigned for the purposes outlined above.

In the alternative, any space on the north corridor of the Terrace Level would be useful, such as Room SR-56, but I emphasize that the further it is from SR-45, the greater the logistical problem.

As a second alternative, I could yield the three rooms now assigned to the Office of Public Records, namely SR-2, SR-4 and SR-45 if the Committee could provide in return at least 1,000 square feet of contiguous floor space, in a single room or any combination of adjacent rooms, either elsewhere in the Capitol proper or in any of the Senate Office Buildings. The main requirement is that the space be contiguous to insure the integrity of operations and, of course, so located as to permit ready accessibility to the press and public.

I will be most appreciative for your consideration in this matter.

With best wishes,

Sincerely,

Francis R. Valeo
Secretary of the Senate

SUBCOMMITTEE RECESS

Senator HOLLINGS. The subcommittee will be in recess until Monday.
(Whereupon, at 12 noon, Thursday, May 3, the subcommittee was recessed, to reconvene at 10 a.m., Monday, May 7.)

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1974

MONDAY, MAY 7, 1973

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

The subcommittee met at 11 a.m., in room S–126, the Capitol, Hon. Ernest F. Hollings [chairman] presiding.

Present: Senator Hollings.

U.S. SENATE

OFFICE OF THE SECRETARY

DISBURSING OFFICE

STATEMENT OF WILLIAM A. RIDGELY, FINANCIAL CLERK

CLERICAL ASSISTANCE AND SALARY READJUSTMENT INCREASE

Senator HOLLINGS. Good morning. The subcommittee will please come to order.

I received a letter dated April 24, 1973, from Mr. William A. Ridgely, Financial Clerk of the U.S. Senate, in which he requests an increase of $18,224 in the allowance for clerical assistance and readjustment of salaries in the Disbursing Office. The amount requested is for one additional employee and the sum also includes funds for administrative increases in those cases where additional and increased responsibilities are assigned.

We would be glad to hear from you, Mr. Ridgely. We welcome you to the committee.

LETTER FROM WILLIAM A. RIDGELY

Your letter of April 24, 1973, will be inserted into the record.

[The letter follows:]

United States Senate
OFFICE OF THE SECRETARY
DISBURSING OFFICE
WASHINGTON, D.C. 20510

April 24, 1973

Hon. Ernest F. Hollings, Chairman
Subcommittee on Legislative Appropriations
Committee on Appropriations
United States Senate
Washington, D. C.

Dear Mr. Chairman:

During consideration of the Legislative Branch Appropriation Bill for Fiscal Year 1974 by your subcommittee, I respectfully request authorization for an increase of $18,224 in the allowance for clerical assistance and readjustment of salaries in the Disbursing Office.

Because of the ever-increasing demands on my time, I find that I am unable to give full time and attention to the needs of my front office and to the administrative matters that require my personal attention.

The additional amount requested will permit the employment of one additional employee who will fill the vacant position when a senior employee is moved to my front office. This will maintain the present working strength in the back offices and insure a continuity of our services.

The additional amount requested also includes funds for administrative increases in those cases where additional and increased responsibilities are assigned as a result of the necessary staff adjustments that will take place.

My move out of the front office and the subsequent staff reassignments should provide me with the necessary time to adequately tend to the daily administrative functions and to respond more expeditiously to the many spontaneous requests made of me.

If there is any additional information you desire or if you wish me to appear before your subcommittee at an appropriate time, I would be most pleased to comply.

Respectfully,

William A. Ridgely

William A. Ridgely
Financial Clerk, U. S. Senate

ASSIGNMENT OF ADDITIONAL AND INCREASED RESPONSIBILITIES

Mr. RIDGELY. Thank you, Mr. Chairman.

The request for an additional $18,224 in the allowance for clerical assistance and readjustment of salaries in the Disbursing Office will provide for the employment of one additional employee and administrative increases in those cases where additional and increased responsibilities are assigned.

The ever-increasing demands on my time are such that I am unable to give full time and attention to the needs of my front office and to the administrative matters that require my personal attention.

It is my intention to assign a senior employee to my front office and fill the vacant position with a new employee thereby maintaining the present working strength in my back offices. Other personnel, as reassignments occur, will be readjusted when the reassignment carries additional and/or increased responsibilities.

This change in the Disbursing Office should provide me with the necessary time to adequately attend to those matters required of me personally and to respond more expeditiously to the many spontaneous requests made of me.

ADMINISTERING OF OATHS AND AFFIRMATIONS

Chairman HOLLINGS. Then we have also from you in your capacity as Disbursing Officer, a letter dated April 25, 1973, requesting language in the form of an administrative provision which is designed to authorize employees of the Disbursing Office to administer oaths and affirmations.

Would you care to talk about that?

Your letter of April 25, 1973, will be included in the record.

Mr. RIDGELY. Yes, sir.

[The letter follows:]

United States Senate
OFFICE OF THE SECRETARY
DISBURSING OFFICE
WASHINGTON, D.C. 20510

April 25, 1973

Dear Mr. Chairman:

During consideration of the Legislative Branch Appropriation Bill for Fiscal Year 1974 by your subcommittee, I respectfully request inclusion of the following language as an administrative provision:

> "The Secretary of the Senate is authorized to designate in writing employees of the Disbursing Office of the Senate to administer oaths and affirmations, with respect to matters relating to that office, authorized or required by law or rules or orders of the Senate (including the oath of office required by Section 3331 of Title 5, United States Code). During any period in which he is so designated, any such employee may administer such oaths and affirmations."

In order to continue my attempt to maintain a better and more fully trained staff in the Disbursing Office, members of my staff will be assigned to duty for training in conducting the business of the front office.

Since all new employees are required to subscribe to and take the oath of office and execute a personnel affidavit, this language will enable those Disbursing Office employees assigned to this training to administer the required oath without the necessity of being commissioned a Notary Public by the District of Columbia Government. Additionally, it will also enable these staff members to assist in handling the business of the front office at any time the need arises once they are trained.

This language would limit the authority of the designated employees to the administration of the oaths and affirmations relating solely to Disbursing Office matters and would not confer upon them any authority to perform other services which are vested in a commissioned Notary Public.

Currently three members of the staff, including myself, are commissioned Notaries Public and adequately accommodate the other Notary Public services provided by the Disbursing Office.

Consideration of this request by your subcommittee will be greatly appreciated.

Respectfully,

William A. Ridgely

William A. Ridgely
Financial Clerk, U. S. Senate

OATHS AND AFFIRMATIONS BY DISBURSING OFFICE EMPLOYEES

Mr. RIDGELY. The requested language with respect to the oaths and affirmations being administered by designated employees in the Disbursing Office will permit me to continue to maintain a better and more fully trained staff.

All new employees are required to subscribe to and take the oath of office and execute an affidavit upon employment and this language will permit these designated employees in the Disbursing Office to administer the oath and affidavit to new employees.

The language would limit the authority of the designated employees to the administration of the oaths and affirmations relating solely to Disbursing Office matters and would not confer upon them any authority to perform other services which are vested in a commissioned Notary Public.

Senator HOLLINGS. Thank you, sir.

I believe you had a matter relative to the dual compensation bill?

Mr. RIDGLEY. Yes, sir; I have an item I would like to bring to the attention of the committee.

The amendments to the dual compensation laws (5 U.S.C. 5533) by the Legislative Reorganization Act of 1970 (Public Law 91–510) precludes an individual from receiving pay from more than one position if the pay of one of the positions is paid by the Secretary of the Senate and if the aggregate gross pay from the positions exceeds $9,080 a year. The term "gross pay" is defined in the law as meaning the annual rate of pay (or equivalent thereof in the case of an individual paid on other than an annual basis) received by an individual.

I am referring the subject to the attention of this subcommittee for whatever action it may deem advisable and appropriate since several Senate committees have been unable to avail themselves of the services of certain consultants due to the fact that the consultants were already on the payroll of another Federal agency and the "equivalent" annual rates of pay of both positions would exceed $9,080. The particular consultants involved are those that the committees employ on an intermittent basis at a daily rate of pay.

EXCERPTS OF LETTER FROM SENATOR CHURCH

In a letter to me concerning this subject, Senator Frank Church, chairman, Special Committee on Aging, stated, ". . . the Senate is being deprived of service from many highly qualified and dedicated people."

EXCERPTS OF LETTER FROM SENATOR RANDOLPH

And in a letter concerning this same subject, Senator Jennings Randolph, chairman, Committee on Public Works, stated,

> I would like to take this occasion to emphasize the very real hardship the present interpretation of that portion of the Legislative Reorganization Act of 1970, which deals with dual compensation and its relationship to consultant employees, works on this committee and, I am sure, on all other committees of the Congress which employ consultants.
>
> The consultants who have provided services to this committee are recognized authorities in their fields and, consequently, have many requests from other organizations and agencies, both government and non-government, for assistance in the study of problems which arise in their area of expertise. This committee

cannot, in good conscience, ask a consultant to give up an arrangement with another government agency which might provide him 20 or 30 days of employment a year to hold himself ready to provide assistance which may be requested only once or twice a year.

The only alternative should be for a consultant, when his assistance is required, to resign from the other employing agency, be sworn in with this committee, provide the services requested, then terminate his employment here and be reinstated with the other organization which may have a more continuing need for his services. This, to me, seems an uneconomical and cumbersome system for both the committee and for the consultant concerned and one to which he should not be subjected.

I am suggesting, therefore, that the Legislative Reorganization Act of 1970 be amended to rectify this situation in order that committees may not be denied the services of outstanding specialists.

In accordance with the law, the disbursing office has no alternative but to reject the appointment of an individual when concurrent employment elsewhere in the government is revealed and the combined annual rates of pay (or equivalent thereof) exceeds $9,080.

The pertinent provisions of the dual compensation law applicable to the U.S. Senate are as follows:

Title 5—United States Code, section 5533, dual pay from more than one position; limitations; exceptions

. . . (c)(1) Unless otherwise authorized by law and except as otherwise provided by paragraph (2) of this subsection, appropriated funds are not available for payment to an individual of pay from more than one position if the pay of one of the positions is paid by the Secretary of the Senate or the Clerk of the House of Representatives, or one of the positions is under the Office of the Architect of the Capitol, and if the aggregate gross pay from the positions exceeds $9,080 a year.

(3) For the purposes of this subsection, 'gross pay' means the annual rate of pay (or equivalent thereof in the case of an individual paid on other than an annual basis) received by an individual.

The Comptroller General of the United States in a recent decision concerning dual compensation, which involved a former Senate employee, stated, "Under 5 U.S.C. 5533(c)(1) it is the rate of compensation which determines whether the statute is being violated rather than the amount received."

LEGISLATIVE AMENDMENT TO MAKE USE OF CONSULTANTS

If this subcommittee determines that the current law is too restrictive as it applies to consultants employed on an intermittent basis at a daily rate of pay, it would be appropriate to consider an amendment to the law in order that committees of the Senate could avail themselves of the expertise of those individuals whose services are needed in the pursuit of their legislative endeavors.

Senator HOLLINGS. What is your experience in this matter?

Mr. RIDGELY. We have had to reject them.

Senator HOLLINGS. How many?

Mr. RIDGELY. I don't know, but there have been several. I know we have had committees call up and find out if they can employ a consultant who is on the rolls of another Federal agency. Our answer has had to be no and they cannot put these people on the Senate payroll.

Senator HOLLINGS. That is interesting. Why isn't that particular individual's expertise available to the legislative branch?

In other words, you work as a whiz-kid in the Treasury. I want Mr. Ridgely's opinion on this particular legislative matter.

Mr. RIDGELY. I suppose the committees want those people who are more or less independent individuals who are called in.

Senator HOLLINGS. They do not want them any more independent. They want them to stay on one payroll and still be able to come on their payroll, that is get on two payrolls. Isn't that the evil that this particular legislation is designed against?

Mr. RIDGELY. It goes back to the old dual office law.

Senator HOLLINGS. I think of a committee calling to see whose pay they can up by making them a consultant. I think this is something the committee wants to look into.

Other than these two occasions, how many requests do you receive a year that you have to turn down under this particular statute?

Mr. RIDGELY. The Committee on Aging—and I cited the statement of Senator Church—had two or three people. These are individuals, I believe, who are people in the medical or other fields concerned with the aged.

There was an individual who was with the Veteran's Administration and, being on the payroll as a consultant as I recall, he was limited to earning $4,000 a year there. But, when you arrive at this equivalent gross annual, you take the daily rates of pay and you multiply by the number of days used in the pay system and you come up with an equivalent annual rate. If the daily rate of pay is $50 and they are on 260 days per year downtown, then they would arrive at $13,000 which exceeds the $9,080. If they were on our payroll, which is 360 days per year, it would be $18,000. This is what the Comptroller General ruled on and confirmed this in the case of the former Senate employee.

Senator HOLLINGS. Would the statute to the effect say not to exceed 60 days allow them to come on regardless of rate for a 60-day period?

Yet again, we are so slow in getting anything done around here, if you had them for 30 or 60 days, I suppose if you find out what advice they have on a particular subject, it would be effective. Would that satisfy it?

Mr. RIDGELY. It seems to me that that would satisfy the situation if it were not to exceed 30 or 60 days in any calendar year, let's say, even though they may be a consultant for another Federal agency, I think that would probably take care of it.

Many times they might put consultants on for only 1 or 2 days. I would think that 30 days would probably take care of it.

Senator HOLLINGS. You see the point?

Mr. RIDGELY. Yes, sir.

Senator HOLLINGS. Every committee with a budget around this town says at the end of the fiscal year, let's see on whose staff we can make a consultant and spend the money.

Mr. RIDGELY. Committees cannot spend the money to employ consultants unless authorized by Senate resolution. They cannot hire them unless they have that authority.

Senator HOLLINGS. No one has opposed that?

COMMITTEES WITH HIRING AUTHORITY

Mr. RIDGELY. Some of the committees do not have the authority.

Senator HOLLINGS. Which ones do not?

Mr. RIDGELY. I don't know offhand, but I know all the subcommittees do not have this authority. I could find out for you if you would like and have it inserted in the record.

Senator HOLLINGS. Yes, I would like that for the record.

[The information follows:]

AUTHORIZATION FOR THE EMPLOYMENT OF CONSULTANTS BY SENATE RESOLUTION (93D CONG., 1ST SESS.)

	With authority	Without authority	Total
Standing committees	2	15	17
Subcommittees	24	13	37
Special committees	2	0	2
Select committees	2	0	2
Total	30	28	58

READJUSTMENT IN SALARIES

Senator HOLLINGS. We have appreciated your presentation this morning. All you need is one more man?

Mr. RIDGELY. Yes, sir, and a small amount for readjustment of salaries.

Senator HOLLINGS. Thank you very much. We appreciate your indulgence on being here twice.

ARCHITECT OF THE CAPITOL

STATEMENT OF GEORGE M. WHITE, ARCHITECT OF THE CAPITOL

ACCOMPANIED BY:
MARIO E. CAMPIOLI, ASSISTANT ARCHITECT OF THE CAPITOL
CHARLES A. HENLOCK, ADMINISTRATIVE OFFICER
BENJAMIN F. MARKERT, COORDINATING ENGINEER
WILLIAM F. RAINES, JR., ASSISTANT TO EXECUTIVE ASSISTANT
PAUL PINCUS, LANDSCAPE ARCHITECT
URAL T. WARD, SUPERVISING ENGINEER, CAPITOL BUILDING
J. LEWEY CARAWAY, SUPERINTENDENT, SENATE OFFICE BUILDINGS
DANIEL J. GEARY, AUDITOR AND ACCOUNTANT
JOSEPH DIAMOND, MANAGER, SENATE RESTAURANTS
F. E. CROXTON, DIRECTOR, ADMINISTRATIVE DEPARTMENT, LIBRARY OF CONGRESS

1973 APPROPRIATIONS AND 1974 BUDGET REQUEST

Senator HOLLINGS. We will now hear the testimony of George M. White, Architect of the Capitol on the budget estimates submitted to finance the activities under the jurisdiction of the Architect of the Capitol including the Capitol Power Plant, the Library of Congress buildings, and the Botanic Garden.

The fiscal 1974 request is a total of $28,699,000. This is a net decrease of $54,871,900 under the total appropriation of $83,570,900 for 1973.

Mr. WHITE. Mr. Chairman, may I state at this point that since preparation of the justifications containing my general statement and the summary tables on pages 40 and 41, for joint use by your committee and the House Appropriations Committee, we have transmitted through the Office of Management and Budget four budget amendments, totaling $58,347,000, which are now incorporated in H. Doc. 93-90 and H. Doc. 93-91. These budget amendments increase our total budget requests for the fiscal year 1974 from $28,699,000 to $87,046,000. In addition, the House has allowed reappropriations totaling $491,000, which brings our grand total estimates for 1974 up to $87,537,000.

Since our 1973 appropriations, including Pay Supplementals, total $83,570,900, instead of requesting a net decrease of $54,871,900 as shown in the prepared justifications, we are now asking, under our

revised total of $87,537,000, a net increase of $3,966,100 for 1974, as shown by the following table:

Grand total budget requests for 1974 as shown in justification book	$28, 699, 000
Requested in subsequent Budget Amendments and allowed by House:	
Capitol Buildings (Transfer of janitorial functions, House Wing of Capitol from House Doorkeeper to Architect of the Capitol, April 1, 1973	300, 000
Extension, West Front of the Capitol	58, 000, 000
Capitol grounds	12, 000
House office buildings	35, 000
Revised total—budget estimates 1974	87, 046, 000
Reappropriations for 1974 (allowed by House):	
Capitol Buildings ($105,000 speech reinforcement system, House Chamber; $10,000 House passageways)	115, 000
House office buildings (Improvements for House Appropriations Committee)	100, 000
Capitol powerplant (modifications to steam distribution system)	80, 000
Library buildings and grounds, structural and mechanical care (5 items of improvement)	196, 000
Total reappropriations	491, 000
Total revised request, fiscal year 1974	87, 537, 000
1973 appropriations (shown in justification book) (−)	83, 570, 900
Revised net increase, 1974 over 1973 (+)	3, 966, 100

PREPARED STATEMENT

Senator HOLLINGS. I will include in the record at this point the complete text of the general statement of the Architect which appears on pages one through thirty-nine, the Architect's justifications, pages 39–A to 39–J which update that statement to April 20, 1973; and also pages 40 and 41, which show a comparative summary of appropriations and appropriations estimates with a breakdown of increase by categories prior to submission of the Budget amendments.

[The statement and justifications follow:]

GENERAL STATEMENT

APPROPRIATIONS AND ESTIMATES UNDER THE ARCHITECT OF THE CAPITOL

For 1973, appropriations totaling $25,637,300 and reappropriations totaling $722,000, in all $26,359,300, have been provided under the Architect of the Capitol in the regular annual appropriation act; $56,610,000 has been provided in the Supplemental Appropriation Act, 1973; and $10,000 has been provided through credit of that amount to "Capitol Buildings" appropriation account, received as a gift from the United States Capitol Historical Society, under authority of Public Law 92-56 and carried in the Budget as a permanent, indefinite appropriation -- or a grand total appropriated to date of $82,979,300. To this amount should be added $591,600 for Wage-Board Pay Supplementals included in the Budget Schedules as pending 1973 Supplementals; which brings the grand total for 1973 to $83,570,900.

For the information of the House, in reconciling this figure with its Committee Print, this grand total of $83,570,900 includes $57,344,400 for five Senate items under the

Architect ("Maintenance, Senate Office Buildings", "Construction of an Extension to the New Senate Office Building", "Acquisition of Property as a Site for Parking Facilities for the United States Senate", "Plans for Garage and Related Facilities for the United States Senate", and "Senate Garage"), or a total of $26,226,500 for House and joint House-Senate items (including $428,500 Wage-Board Pay Supplementals for those items). For 1974, appropriations totaling $28,699,000 are requested -- a net decrease of $54,871,900 under the grand total of $83,570,900 for 1973 (including the pending Wage-Board Pay Supplementals).

The net decrease of $54,871,900 results from decreases totaling $60,279,000, offset by increases totaling $5,407,100. Excluding the five Senate items, the net decrease would come to $3,933,000 (including $428,500 Wage-Board Pay Supplementals for House and joint House-Senate items).

GROSS DECREASE

The gross decrease of $60,279,000 results from omission of the following nonrecurring items allowed for 1973:

Capitol Buildings:

Restoration of Old Senate Chamber and Old Supreme Court Chamber in the Capitol	$1,521,000
Installation of security apparatus for protection of the Capitol Buildings	3,000,000
Installation of electronic voting system, House Chamber	12,000
Execution of mural decorations in southernmost bay of east corridor, 1st floor, House Wing	10,000
Alterations to Members' elevator serving subway, House Wing	6,100
Replacement of 2 elevators, House Wing	70,000
Installation of railings on cheek blocks, east central Portico	14,000
Modifications to south end of east corridor, 1st floor, House Wing.	11,000
Fabric for wall panels in galleries, Senate Chamber	17,000
Modifications to 2 passageways, House side, central section	98,300
Improved speech reinforcement system, House Chamber	105,000
Nonrecurring improvements, House and Senate Restaurants	86,000
Total-Nonrecurring items omitted for 1974, Capitol Buildings	$4,950,400

Capitol Grounds

Maintenance, Taft Memorial-Nonrecurring improvements	$ 10,000
Installation of new screened roof on air intake towers	8,000
Replacement of sections of sidewalks adjacent to north entrance to Capitol	11,000
Purchase of heavy duty tractor	9,000
Replacement of tree spraying equipment	12,000
Total-Nonrecurring items omitted for 1974, Capitol Grounds	$ 50,000

Acquisition of property as an addition to the Capitol Grounds - (Square 764, Old Providence Hospital Site) - Project omitted for 1974	$1,450,000
Senate Office Buildings	
Air Conditioning items: replacement of 2 air compressors, Russell Building, $4,800; replacement of 8-inch steam reducing valve station in attic, Russell Building, $5,000; installation of dry-type air filtration system in central air-conditioning system, Dirksen Building, $10,000; installation of refrigerated air drying equipment to improve comfort conditions, $2,500	$ 22,300
Replacement of lighting fixtures, Russell Building	110,000
Replacement of snow-melting system, garage entrance ramps, Dirksen Building	55,000
Replacements and improved facilities, Senate Restaurants, decreased by	22,600
Total-Nonrecurring items omitted for 1974, Senate Office Buildings	$ 209,900
Construction of an Extension to the New Senate Office Building - Public Works project omitted for 1974	$47,925,000
Acquisition of Property as a Site for Parking Facilities for the United States Senate (Square 724) - Project omitted for 1974	$ 4,075,000
Plans for Garage and Related Facilities for the United States Senate - Project omitted for 1974	$ 50,000

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House Office Buildings	
Painting exterior woodwork of windows, Cannon Building	$ 10,000
Air Conditioning items: installation of air-conditioning equipment of increased capacity for Post Office, Longworth Building, $10,000; replacement of hot water circulating pump, Cannon Building, $1,500	11,500
Cleaning, caulking, pointing, birdproofing, exterior of Cannon Building	40,000
Replacement of elevators, Longworth Building	75,000
Development of rooms 2358-2362, 3rd floor, Rayburn Building for use of Appropriations Committee	350,000
Alterations to rooms occupied by Legislative Counsel, Cannon Building	33,700
Items of replacements and improved facilities, House Restaurants in House Office Buildings	172,600
Total-Nonrecurring items omitted for 1974, House Office Buildings	$ 692,800
Capitol Power Plant	
Rewind 2 electric refrigeration machine motors (2nd year allotment under 4 years program)	$ 50,000
Security system for Capitol Power Plant steam and chilled water distribution tunnels	298,000
Modifications and repairs to steam distribution systems	90,000
Renewal of insulation on steam mains from Russell Building to Government Printing Office	30,000
Total-Nonrecurring items omitted for 1974, Capitol Power Plant	$ 468,000

Library Buildings and Grounds, Structural and Mechanical Care

Alterations to 322 induction units, air-conditioning system, Annex	$ 6,400
Improved lighting, bookstacks in Annex (1st year allotment under 6-years program)	50,000
Air-conditioning sub-basement section in Annex	15,500
Air-conditioning areas occupied by Photoduplication Section in Annex	65,000
Resurfacing desk tops and central desk, Main Reading Room, Main Building	10,000
Architectural and engineering study, Coolidge Auditorium	15,000
Roof repairs, Main Building (3rd year allotment under 4-years program)	40,000
Modernization and improvement of 2 elevators, Main Building	110,000
Air conditioning decks A and B, Main Building	96,000
Total-Nonrecurring items omitted for 1974, Library Buildings and Grounds, Structural and Mechanical Care	$407,900

GROSS INCREASE

The Gross Increase of $5,407,100 results from the following items:

Personnel Compensation

Total Increase under all appropriations, as follows:

Wage-Board rate increases, effective 10/29/72, covering

Personnel Compensation (continued)

1,293 employees, authorized by 5 U.S.C. 5341-5344	$289,775
Changes in Wage-Board Pay System, effective 4/30/73, authorized by 5 U.S.C. 5349, Public Law 92-392, approved 8/19/72	181,300
Wage-Board within-grade promotions authorized by law	53,637
Within-grade salary advancements and other changes for GS employees, authorized by 5 U.S.C. 5331-5337	61,203
Overtime and Holiday Pay authorized by 5 U.S.C. 5544	110,900
Sunday and Night Differential Pay, authorized by 5 U.S.C. 5343	92,400
Excess Day over 260 basic workweek	2,000
13 New Positions:	115,185
1 - Salaries, Office of Architect 6 - Capitol Buildings 2 - Senate Office Buildings 4 - Library Buildings and Grounds, Structural and Mechanical Care	
Funding 22 positions for maintenance and operation of House Annex (formerly known as "Congressional Hotel") for which no funds were provided under 1973 appropriation, such funds having been provided in a 1972 Supplemental appropriation on a 2-years basis (1972-73)	138,350
Total Increase - Personnel Compensation	$1,044,750

Personnel Benefits

Total increase under all appropriations, as follows:

Payment to Employees' Life Insurance Fund, authorized by 5 U.S.C. 8708	$ 3,200
Payment to Employees' Health Benefits Fund, authorized by 5 U.S.C. 8906	23,900
Contribution to retirement fund, authorized by 5 U.S.C. 8334	64,350
Payment to Employees' Compensation Fund, authorized by 5 U.S.C. 8147	8,100
Total Increase - Personnel Benefits	$ 99,550

Annual Recurring maintenance items

Capitol Buildings	$ 31,500
Senate Office Buildings	72,500
House Office Buildings	14,400
Capitol Power Plant	157,500
Total Increase - Annual Recurring Maintenance Items	$ 275,900

Nonrecurring Items

Capitol Buildings:

Cleaning stonework and painting coffered domed ceiling of Rotunda	$ 341,000
Cleaning sandstone and cleaning and painting the half-domed ceiling of Statuary Hall and other related work	350,000
Cleaning sandstone, small rotunda, 2nd floor, Senate side of Capitol	12,400

Nonrecurring Items (continued)

Cleaning sandstone and painting domed ceiling, small rotunda, 2nd floor, House side of Capitol	$ 19,800
Installation of marble balustrades on cheek blocks, Senate and House Wing steps	96,700
Installation of handrails on west central stairways, and other related work	7,500
Restore sculptured figures, East Portico, Senate Wing	64,000
Improvement of illumination and modernization of electrical wiring in Capitol (4th year allotment under 5-years program) increased by	50,000
Modernization of 2 elevators in House Wing	180,000
Modernization of 3 elevators in Senate Wing	230,000
Nonrecurring items of equipment for the Senate and House Restaurants, and replacement of office equipment	58,900
Total Increase - Nonrecurring Items, Capitol Buildings	$ 1,410,300
Capitol Grounds:	
Modifications to electrical systems of 5 display fountains	$ 3,500
Replacement of 1951 Dump Truck	17,000
Replacement of 1962 Ford Truck with new truck equipped with line lift for tree work	23,000
Total Increase - Nonrecurring Items, Capitol Grounds	$ 43,500
Senate Office Buildings:	
Major repairs to elevator in Senate Annex Building (formerly known as "Plaza Hotel")	$ 10,000

Nonrecurring Items (continued)

Replacement of deteriorated equipment, air-conditioning and refrigeration systems	$ 12,300
Refinishing ornamental bronze balustrades and stringers on 5 stairways, Russell Building	124,700
Painting coffered ceiling of Rotunda, Russell Building	112,500
Cleaning marble walls and columns of Rotunda, Russell Building	41,800
Cleaning marble walls, 1st floor, northwest entrance, Russell Building	5,500
Modification of electrical distribution system, Dirksen Building	25,000
Installation of interconnecting electrical facilities between Russell and Dirksen Buildings	35,000
Modernization of 7 elevators, Russell Building	660,000
Replacement of forklift machine	6,000
Total Increase - Nonrecurring Items, Senate Office Buildings	$1,032,800
House Office Buildings:	
Air Conditioning improvements	$ 51,500
Refinish ornamental iron balustrades and stringers on 5 stairways in Cannon Building	17,000
Cleaning marble walls, columns and piers of rotunda in Cannon Building	41,800
Cleaning marble walls, 1st Street entrance, Cannon Building	5,500
Repairs to terrazzo floor, basement corridor, Longworth Building	9,500

Nonrecurring Items (continued)

Replacement of battery systems, emergency power, Cannon and Longworth Buildings	$ 22,000
Modernization of passenger elevators, Cannon Building	960,000
Total Increase - Nonrecurring Items, House Office Buildings	$1,107,300

Capitol Power Plant:	
Rewind 2 electric refrigeration machine motors (3rd year allotment under 4-years program)	$ 50,000

Library Buildings and Grounds, Structural and Mechanical Care:	
Roof repairs, Main Building (4th-final year allotment under 4-years program)	$ 10,000
Improved lighting, bookstacks, Annex Building (2nd year allotment under 6-years program)	50,000
Replacement of revolving doors at entrances to both buildings with glass vestibule doors	145,000
Convert unfinished south cellar area in Annex for storage space	30,000
Installation of glass sound and security screen in Reading Room Visitors' Gallery, Main Building	8,000
Fire protection installation in Rare Book Area, Main Building	100,000
Total Increase - Nonrecurring Items, Library Buildings & Grounds, Structural and Mechanical Care	$ 343,000

Grand Total Increase - Nonrecurring items under all appropriations	$3,986,900

GENERAL PURPOSE OF APPROPRIATIONS REQUESTED

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

COMPENSATION OF EMPLOYEES UNDER ARCHITECT

At the present time, 1,344 employees under the Architect of the Capitol, including 51 at the Botanic Garden, paid from appropriations provided in the Legislative Branch Appropriation Act, are compensated under the Wage-Board System, 173 employees are compensated under the "GS" schedule of the Classification Act; 174 employees are compensated at administrative rates and 3 employees are compensated at statutory rates -- a grand total of 1,694 employees authorized on a year-round basis. Of our annual maintenance appropriations, the cost of personnel compensation and benefits normally constitutes approximately 80 percent of the total of these appropriations.

WAGE-BOARD SYSTEM

The employees covered by this pay system are those engaged in recognized trades and crafts and in skilled and unskilled manual-labor occupations, required for the maintenance and operation of the Capitol Building, 3 House Office Buildings, House Annex ("Congressional Hotel"), and House Underground Garages, 2 Senate Office Buildings and 3 annex buildings now occupied temporarily by the Senate, Senate Garage, Capitol Grounds, Capitol Power Plant and its steam and chilled water distribution systems, the 2 Library Buildings and Grounds, and the Botanic Garden.

Employees under the Architect, engaged in such work, were first placed under the Wage-Board System, September 11, 1955, in accordance with the provisions of Public Law 763, 83rd Congress, subsequently enacted into permanent law as part of Title 5 of the United States Code. Such employees, since 1955, have continued to be paid under the Wage-Board System. Their compensation is governed by Sections 5341-5345 and 5544-5550 of Title 5, which contain a requirement that "the compensation of such employees shall be fixed and adjusted

from time to time as nearly as is consistent with the public interest in accordance with prevailing rates".

From 1955 to November 1968, wage rates were adjusted, annually, based on wage surveys of private industry throughout the Washington Metropolitan area, conducted by the Defense Department and other Executive Departments and agencies employing a large number of Wage-Board employees, and upon wage rates determined as "prevailing rates" as a result of those surveys. Wage schedules, resulting from those surveys, were with minor exceptions, followed from 1955 to 1968 by the Architect of the Capitol, based on schedules set up by the Army-Air Force.

In 1968, a new uniform system, known as the Coordinated Federal Wage System, was established by the Civil Service Commission, pursuant to Presidential Directive, and made applicable to Executive agencies of the Government having Wage-Board employees. In the interest of uniformity, the Architect of the Capitol, in November 1968, adopted the Coordinated Federal Wage System and applied this system to Wage-Board employees under the

Architect. This system is still being followed by the Architect.

Under the Coordinated Federal Wage System, wage surveys are conducted annually in the same manner and by the same large agencies as under the system followed from 1955 to 1968, with the exception that, in compliance with existing law, comparative evaluations are now made with pay of private industry employees in areas outside of local wage survey areas in cases where no comparable jobs are found in the local areas.

More complete detail with respect to the operation of the Wage-Board System as it has applied to employees of the Architect of the Capitol from 1968 to the present time has been included in the General Statements of the Architect for the past 4 years. Such complete detail, as last presented, is to be found on pages 358-365 of the House Hearings and on pages 305-307 of the Senate Hearings on the 1973 Legislative Branch Appropriation Bill.

CHANGES IN WAGE-BOARD SYSTEM EFFECTIVE FISCAL YEAR 1973

Major changes in the governmental Wage-Board System, affecting "blue collar" employees in

most Government agencies, have been authorized by Public Law 92-392, approved August 19, 1972, effective beginning in the fiscal year 1973. and are now incorporated in Sections 5341-5349 of Title 5 of the United States Code.

Under the changes authorized, the Civil Service Commission is vested with the duty to define boundaries of local wage areas; to designate a lead agency for each wage area; to schedule full-scale wage surveys every 2 years and interim surveys between each 2 consecutive full-scale wage surveys, or more frequent surveys when deemed necessary; to prescribe, by regulation, practices and procedures for conducting wage surveys, analyzing wage survey data, developing and establishing wage schedules and rates, and administering the prevailing rate system.

Under Public Law 92-392, lead agencies designated by the Civil Service Commission, are required to conduct wage surveys, analyze wage survey data, and develop and establish appropriate wage schedules and rates for prevailing rate employees; and heads of agencies having prevailing rate employees in a wage area are required to apply, to the prevailing

rate employees of their agency in that area, the wage schedules and rates established by the lead agency for prevailing rate employees in that area.

Public Law 92-392 also adds two new steps to each grade of wage schedules for non-supervisory wage-board employees, thereby increasing the number of wage-rate steps in each such grade from 3 (the present number of steps) to 5 steps. This particular provision will become effective April 30, 1973, or on the first pay period commencing after that date, and will affect most of the Wage-Board employees under the Architect of the Capitol, as the greater number of such employees are in nonsupervisory positions. The compensation rate for the new 4th step is to be 108 percent of the second-step rate and will have immediate affect on our employees, and the new 5th step is to be 112 percent of the second-step rate and will affect such employees two years thereafter. Public Law 92-392, as in the case of prior statutes, provides that each increase in rates of basic pay granted, pursuant to a wage survey, to wage-board employees shall be effective not later than the first day of the first pay period which begins on or after the 45th day, excluding Saturdays and Sundays, following the date the wage survey is ordered to be made.

Under Public Law 92-392, the Civil Service Commission is required, after consulting with agencies having wage-board employees and with employee organizations, to establish and maintain a job grading system for wage-board employees. This law also establishes a Federal Prevailing Rate Advisory Committee and charges this Committee with the duty to study the prevailing rate system and other matters pertinent to the establishment of prevailing rates and, from time to time, to advise the Civil Service Commission with respect to such matters.

At the time of enactment of Public Law 92-392, wage-board employees were, under the existing system, being paid a night differential rate of 21 cents per hour in addition to their regular grade rate. Public Law 92-392 requires that, in lieu of this differential, each wage-board employee working the early night shift be paid his regular scheduled grade rate plus 7-1/2 percent of such rate, and each such employee working the late night shift be paid his regular scheduled grade rate plus 10 percent of such rate.

Public Law 92-392 vests the Architect of the Capitol with authority to utilize the Wage-Board System established by that law for Wage-Board employees under the Architect, to such extent as the Architect deems feasible. In the interest of equity and sound administration, the Architect of the Capitol will continue to follow, generally, the uniform wage-board system, as established by Public Law 92-392.

With the exception of the provisions adding two new steps to nonsupervisory wage-board grades and the waiting period for advancing to such steps, which become effective April 30, 1973, all other provisions of Public Law 92-392 became effective in November 1972.

PUBLIC WORKS PROJECTS

No funds are included in the 1974 Budget estimates of the Architect of the Capitol, now before your Committee, for Public Works Projects. A report on nine such projects, heretofore authorized, follows:

RESTORATION OF THE OLD SENATE CHAMBER AND THE OLD SUPREME COURT CHAMBER IN THE CAPITOL

The amount of $1,521,000 was allowed in the 1973 Legislative Branch Appropriation Act under the "Capitol Buildings" appropriation for restoration of the Old Senate Chamber on the second, or principal, floor of the Capitol and the Old Supreme Court Chamber on the first, or ground, floor of the Capitol substantially to the condition in which those chambers existed when last occupied in 1859 and 1860, respectively, by the United States Senate and the United States Supreme Court, including expenditures for procurement, restoration, and repair of furniture and furnishings for those Chambers.

The appropriation provides that the restoration work be performed by the Architect of the Capitol under the direction of the Commission on Art and Antiquities of the United States Senate and a similar group to be appointed by the Speaker of the House. Since the convening of the 93rd Congress, the members of the House Commission have been appointed. All vacancies on the Senate Commission have been filled.

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The present membership of the Senate Commission consists of Senator Mansfield, Chairman, Senator Scott, Vice Chairman, Senator Eastland, Senator Cannon, and Senator Cook.

The present membership of the House Commission consists of the Speaker of the House, Chairman, Representative O'Neill, Representative Gerald R. Ford, Representative Mahon, and Representative Cederberg.

The appropriation was granted on the basis that the work would be done in two phases. It was agreed that, under the first phase, the lower Chamber on the first, or ground floor, identified as the Old Supreme Court Chamber, would be restored; that, following such restoration, under the second phase the upper Chamber on the second, or principal floor, identified as the Old Senate Chamber, would be restored. Performance of the work in this manner will permit continued use of the upper Chamber for conferences of the House and Senate Appropriations Committees during restoration of the lower Chamber, and use of the lower Chamber for such purpose during the restoration of the

upper Chamber. The appropriation was made available on a 2-year basis, fiscal years 1973 and 1974.

Drawings and specifications for the restoration work were completed in 1965 and the restoration work is to be done substantially in accordance with these drawings and specifications, revised to incorporate later historical research findings since 1965 and to permit performance of the work in two phases, instead of only one phase as originally prepared. A detailed description of the work to be performed has been presented at previous Hearings and is available, if desired, for the record.

Present Status of Work

As of February 1973, the status of work done with respect to the lower Chamber is as follows: exploratory and demolition work was commenced November 5, 1972 and is now 98 percent complete. Masonry work is now 80 percent complete. Concrete work has been completed around the perimeter areas. Underfloor air-conditioning ducts are now being installed and, immediately following completion of this work, metal

decking will be installed and concrete slabs will be poured in the central area of the Chamber. Electrical conduits are also now being installed. As soon as the concrete slabs are poured and wood grounds for trim are installed, we will proceed with plastering work. Drawings and specifications to obtain bids on finished millwork are now completed and a contract will be awarded following receipt of bids. Drawings and specifications for electrical lighting fixtures are now being prepared and reviewed and, when completed, a contract for this work will also be awarded. Plans have been developed for the restoration of fireplaces and mantles.

Most of the work just described is being performed by direct day labor under the supervision of the Architect of the Capitol and his staff.

Revisions to 1965 drawings and specifications for furniture are being prepared and will be completed as soon as final decision is made with respect to reuse of available items of old furniture and furnishings formerly used in this Chamber, and items to be procured through reproduction. All work in this lower Chamber is expected to be completed by the

end of the present calendar year.

INSTALLATION OF SECURITY APPARATUS FOR THE PROTECTION OF THE CAPITOL COMPLEX

The amount of $3,000,000 was provided in the Supplemental Appropriations Act, 1973, under the "Capitol Buildings" appropriation for installation of security apparatus for the protection of the Capitol Complex. The appropriation requires that expenditures be made in accordance with the provisions of H. Con. Res. 550, agreed to September 19, 1972.

H. Con. Res. 550 provides that the security apparatus be procured and installed by the Architect of the Capitol under the direction of the Committee on House Administration and the Senate Committee on Rules and Administration.

H. Con. Res. 550 authorized a 3-phase security program, as follows:

1. The installation of a series of strategically located closed circuit television cameras.

2. The installation of motion detection devices to be used primarily after the buildings are closed. This equipment would notify a central control booth if an intruder should be in the building.

3. The installation of X-ray equipment to inspect the contents of parcels, briefcases, and other such media. At the present time, such items of conveyance are being opened to the embarrassment and consternation of visitors and employees. X-ray machines will be installed at strategic locations which will permit the screening officer to examine the contents of parcels, briefcases, and other such media without opening the same.

The equipment proposed to be used has been recommended by the most prominent people engaged fully in this field, including the Secret Service, the Night Vision Laboratory of the Department of the Army, the FBI, and others with great expertise in this field.

The proposed system for the Capitol Complex is one designed to be unobtrusive yet one which will have the capability of surveying the corridors and passageways at all hours. The motion detection system would be designed to detect movement in areas normally not patrolled. Monitoring personnel of the Capitol Police would have the capability of tracking an intruder as he moves through buildings. If the motion device signals something important is going on in "quarters A", the camera can lock in on that, and, in addition to the instant replay, that can be used as evidence.

The proposed intrusion detection system is designed to detect entry into any of the various buildings via locked doors or windows, air shafts, or other remote or isolated means, where a television camera would not be feasible.

The proposed parcel inspection system utilizes low voltage, film safe X-rays which display a picture on a television screen of the contents under examination and relate to the operator any hazards associated therewith.

The term "Capitol Buildings" as used in H. Con. Res. 550 is defined as follows:

> "The term 'Capitol Buildings' means the United States Capitol, the Senate and House Office Buildings and garages, the Capitol Power Plant, all subways and enclosed passageways connecting two or more of such structures, and the real property underlying and enclosed by any such structure."

Present Status of Work

Further study of the requirements of this project have been made and negotiations are now in process for the letting of a contract or contracts for procurement and installation of security apparatus. Drawings and specifications for the control terminal and certain

other related work will be prepared by this office following the letting of such contracts.

LIBRARY OF CONGRESS JAMES MADISON MEMORIAL BUILDING

This project is authorized by Public Law 89-260, approved October 19, 1965, as amended by Public Law 91-214, approved March 16, 1970. These acts fix a limit of cost of $90,000,000 for construction and equipment of the building. The full amount of $90,000,000, authorized, has been appropriated.

Contracts have been let for all architectural, engineering, and exhibit-consultant services required for the project; for the excavation and footings, foundation, mat, and walls of the building up to the grade; and for quarrying, fabrication and delivery of the exterior marble and granite, and other exterior stonework required for the superstructure; and for construction of the superstructure, excluding interior work, finished interiors, and other items related to such interior work.

Work under the architectural and engineering services contract and under the exhibit-consultants contract is now nearing completion, except for work to be performed in connection with checking of shop drawings, supervision and inspection of construction work, and other services beyond the plans and specifications stage.

Work under the contract for excavation and footings, foundation, mat, and walls up to grade is now completed.

Work under the contract for quarrying, fabrication and delivery of the exterior marble, granite, and other exterior stonework is now in progress. Deliveries of marble, granite, and other stonework are now being made daily to the stone storage yard at Poplar Point Nursery made available for such purpose by the Architect of the Capitol with the approval of the Chairman of the Joint Committee on the Library. This contract is due for completion, May 1, 1974.

Work under the superstructure contract has now commenced, following award of contract December 7, 1972, and is due for completion by May 12, 1975.

Preparation of final working drawings and specifications for the interior and related work, including finished interiors, and including any parts of the structure above or below grade level not included in the excavation and foundations and superstructure contracts, is now nearing completion and a contract for such work is expected to be awarded during the fiscal year 1974.

MODIFICATIONS AND ENLARGEMENT, CAPITOL POWER PLANT

An appropriation of $1,200,000 was provided in the Supplemental Appropriations Act, 1972 for the preparation of contract drawings and specifications and other related work for Modifications and Enlargement of the Capitol Power Plant.

With the approval of the House Office Building Commission, the Architect of the Capitol entered into a contract, January 28, 1972, with John F. Hennessy Jr., Erwin G. Hansen and Robert R. Jones, professional engineers of New York City, under which the engineers agree

to provide all professional engineering and architectural services required for the design of, and solicitation of competitive bids and award of contracts by the Architect of the Capitol for, Modifications and Enlargement of the Capitol Power Plant, in accordance with the provisions of the $1,200,000 appropriation, and in substantial accordance with the short-range program prepared by Hennessy, Hansen and Jones, and set forth in their Engineering Study, dated October 1, 1971, prepared by them under contract entered into February 19, 1971, paid from funds provided for such purpose under the appropriation for the Capitol Power Plant contained in the Legislative Branch Appropriation Act, 1971.

The short-range program, recommended as a result of the engineering study, has been formulated in such manner as to satisfy the needs of the buildings now served by the plant and those anticipated, including the Library of Congress James Madison Memorial Building, for the next 10 years, with necessary environmental control requirements incorporated in the program as proposed. The estimated cost of this short-range program is $18,600,000.

Plans and specifications for the procurement of equipment, requiring a long lead-time for delivery, and for other work proposed to be done under the project are now being prepared by the consulting engineers. An impact statement, required by law, has been prepared and recently submitted to the Environmental Protection Agency and other designated agencies, for review and other action required by law.

In order to carry forward the proposed Modifications and Enlargement of the Capitol Power Plant Project beyond the contract planning and specification stage, legislation authorizing the project must first be secured.

A Bill (H.R. 14475), authorizing this project, was introduced in the House, April 19, 1972, by the Chairman of the Subcommittee on Public Buildings and Grounds of the House Public Works Committee, on behalf of himself and the ranking minority member of the House Public Works Committee. Hearings on this Bill were held before the House Committee on Public Works, June 13, 1972, and the Bill was reported favorably by the Subcommittee to the full Committee. No further action was taken on this Bill during the 92nd Congress.

Request has been made of the Chairman of the Subcommittee on Public Buildings and Grounds of the House Public Works Committee to again introduce the required authorizing legislation in the 93rd Congress, in view of the urgent need for such legislation, in order to have heating and cooling service from the Capitol Power Plant ready to supply to the Library of Congress James Madison Memorial Building upon its completion and occupancy. Work under the Library Building project is now in progress and the Capitol Power Plant improvements must be geared to the time requirements of that building.

Not only is it necessary to secure early enactment of authorizing legislation for the Capitol Power Plant Project, but also to secure the necessary funds to implement that legislation, either in the regular 1974 appropriation bill or the next Supplemental Appropriation Bill.

At the present time, the Capitol Power Plant generates and supplies steam for heating and chilled water for air-conditioning to the Capitol, two Senate Office Buildings, three House Office Buildings, two Library of Congress Buildings, and the United States Supreme

Court Building. The Plant also generates and supplies steam for heat to the House and Senate garages and United States Botanic Garden, and on a reimbursable basis to the Washington City Post Office, Government Printing Office, and Folger Shakespeare Library. The Capitol Power Plant has been in operation since 1910.

The proposed authorizing legislation for the Modifications and Enlargement, Capitol Power Plant project would provide heating and cooling service for the Library of Congress James Madison Memorial Building now under construction, the Extension to the Dirksen Senate Office Building recently authorized, the Page School and Dormitory also authorized, expanded facilities for the Capitol Police Force, with a projected allowance for other facilities through 1980. The proposed legislation would require the project to conform to environmental requirements, including both pollution and noise control.

ACQUISITION OF PROPERTY AS AN ADDITION TO THE CAPITOL GROUNDS

The Supplemental Appropriations Act 1973, provided an appropriation of $1,450,000 and authorization for acquisition of all privately-owned property in Square 764 (the site of

the Old Providence Hospital) and for other related expenses. This Square is situated southeast of the House Office Buildings; is bounded on the north by D Street, S.E., on the west by Second Street, S.E., on the south by E Street, S.E., on the east by Third Street, S.E.; is now clear of all structures; is all in one ownership, known as Providence Associates.

The 1973 Act provides that this property be acquired by the Architect of the Capitol under the direction of the Senate Office Building Commission and the House Office Building Commission, as an addition to the United States Capitol Grounds.

The 1973 Act authorizes the Architect of the Capitol to use this property, when acquired, as a green park area, pending its development for permanent use as the site of the John W. McCormack Residential Page School, authorized by the Legislative Reorganization Act of 1970, subject to the approval of the House Office Building Commission and the Senate Office Building Commission. As of February 1973, permanent use of Square 764 as the site of the John W. McCormack Residential Page School has been approved by the House

Office Building Commission. Approval of the Senate Office Building Commission has also been granted.

Up-dated appraisals of Square 764 have recently been received and negotiations for the acquisition of this Square are now being conducted, and other necessary steps towards acquisition are being taken.

ACQUISITION OF PROPERTY AS A SITE FOR PARKING FACILITIES FOR THE UNITED STATES SENATE

The Supplemental Appropriations Act, 1973, provided an appropriation of $4,075,000 and authorization for acquisition of all remaining privately-owned properties in Square 724, situated immediately north of the Dirksen Senate Office Building and for other related expenses. The Government now owns all but 10 properties in this Square. The Government-owned property constitutes 71 percent of the entire Square, of which 56 percent is now under the jurisdiction of the Architect of the Capitol and 15 percent under the jurisdiction of the General Services Administration. The property under the jurisdiction

of the General Services Administration is occupied by the U. S. Immigration and Naturalization Service on a lease basis. The 1973 Act directs that this property be transferred by the General Services Administration to the jurisdiction of the Architect of the Capitol without reimbursement or transfer of funds, upon request of the Architect of the Capitol for such transfer, made with the approval of the Senate Office Building Commission.

Under the terms of the 1973 Act both the privately-owned and General Services Administration properties are to be acquired by the Architect of the Capitol under the direction of the Senate Office Building Commission. The 1973 Act also provides for expenses of demolition and, pending demolition, for use of such properties for Government purposes or for lease for other purposes, including all incidental costs.

At a meeting of the Senate Office Building Commission, February 6, 1973, the Architect of the Capitol was authorized to proceed with the obtaining of appraisals of the 10 privately-owned properties and to employ the services of competent appraisers for such purpose. Appraisal contracts are expected to be entered into not later than March of this year.

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After receipt of the appraisals, further decisions will be made by the Commission with respect to time-tables for actual acquisition of these 10 properties, vacating, demolition, and leasing or other use of such properties pending demolition.

The 10 privately-owned lots, constituting 21 percent of Square 724, contain the following improvements:

Lot 94, located on D Street, N.E., immediately east of the former Plaza Hotel properties is occupied by a 2-story structure. Formerly, part of the structure was used as a tourist home and part as a restaurant. The building, as a whole, is now occupied by the Monocle restaurant.

Lot 86, at the corner of Second and D Streets, N.E., is occupied by the Spencer Apartments, a 3-story structure.

Lot 833, located adjacent to the Spencer Apartments on Second Street, N.E., is occupied by an apartment house -- a 2 story brick structure which is also used as a tourist home.

Lot 839, located on Second Street, N.E., midway between C and D Streets, N.E., is occupied by a 2-story apartment house.

Lot 80, located adjacent to Lot 839, on Second Street, N.E., is occupied by a 3-story brick apartment known as the Tenney Apartments.

Lot 79, located on C Street, N.E., midway between First and Second Streets, N.E., is occupied by the Stanton Apartments, a 6-story structure.

Lots 805 and 806, located adjacent to Lot 79, on C Street, N.E., are each occupied by a 3-story residential building.

Lot 838, located adjacent to Lot 806, on C Street, N.E., is occupied by the Senate Court Apartments, a 6-story structure.

Lot 840, located at the corner of First and C Streets, N.E., is occupied by the Capitol Hill Hotel (formerly known as the Carroll Arms Hotel), a 6-story structure.

PLANS FOR GARAGE AND RELATED FACILITIES FOR THE UNITED STATES SENATE

The Supplemental Appropriations Act, 1973, provides the Architect of the Capitol with

the authority to initiate and conduct a study, after consultation with the appropriate Federal agencies and individuals experienced in the design of vehicle parking structures, to explore design and cost alternatives for construction, on Square 724 located immediately north of the Dirksen Senate Office Building, of a parking garage with limited commercial facilities, and report his preliminary findings and recommendations to the Senate Committee on Public Works.

The 1973 Act also provides the Architect with the authority, concurrently with this study, to establish, for the purpose of development of a basic concept for such project, an architectural design competition, in order to encourage the preparation of an imaginative design for the garage structure, including limited commercial facilities and landscaping and to assure a pleasant transition to and maximum coordination with the surrounding residential and commercial community in that area of Northeast Washington within sight of or adjoining the Capitol Grounds; the guidelines and criteria for such competition to be developed and promulgated by the Architect of the Capitol with the approval of the Senate Office Building

Commission, including other related specified requirements with respect to an award for the best design or designs.

The 1973 Act further provides an appropriation of $50,000 for the foregoing enumerated purposes and requires the Architect of the Capitol to perform his duties under the direction of the Senate Office Building Commission.

As of February 1973, the Architect of the Capitol is engaged in the developing of material and other data pertinent to the execution of this project.

CONSTRUCTION OF AN EXTENSION TO THE NEW SENATE OFFICE BUILDING

The Supplemental Appropriations Act, 1973, includes an appropriation of $47,925,000 and authorization for the Architect of the Capitol, under the direction of the Senate Office Building Commission, to provide for the construction and equipment of an extension to the New Senate Office Building, in accordance with plans approved by such Commission and by the Senate Committee on Public Works, on the east half of Square 725, excluding Lot 885 occupied by the Belmont House, containing office rooms and such other rooms and

accommodations as may be approved by the Senate Office Building Commission and the Senate Committee on Public Works, including structural and other changes in the existing New Senate Office Building (now known as the "Dirksen Office Building") necessitated by such construction, together with approaches, connections with the Capitol Power Plant and public utilities, and architectural landscape treatment of the grounds.

This Act further provides that, during each fiscal year, the Senate Committee on Public Works shall examine the progress and costs of construction of such building and take such steps as are necessary to insure its economical construction.

This Act also provides that all obligations and expenditures in connection with the project shall be made by the Architect of the Capitol under the direction of the Senate Office Building Commission.

Since enactment of this legislation, the Architect of the Capitol has developed a proposed program, or criteria, for this project; has interviewed representatives of various interested architectural firms and summarized his conclusions with respect to each such

interview; has met, on February 6, 1973, with the Senate Office Building Commission and submitted to them a report on the results of his interview; has been requested by the Commission to make some further analyses and to submit a recommended program, together with recommendations concerning the selection of an architectural firm for this project at the next meeting of the Commission. The Architect of the Capitol is now proceeding accordingly.

WEST FRONT OF THE CAPITOL

The Extension of the Capitol Project, under which the East central front of the Capitol was extended and other authorized work accomplished, was authorized by the Act of August 5, 1955, Public Law 242, 84th Congress, certain provisions of which were subsequently amended by Public Law 406, 84th Congress, Public Law 87-14, 87th Congress, Public Law 88-248, 88th Congress, Public Law 91-145, 91st Congress, and Public Law 92-342, 92nd Congress. The authorizing legislation covers both the East and West Central Fronts of the Capitol.

Extension versus restoration of the West Central Front of the Capitol has long been a matter of controversy. Numerous studies have been made with regard to what should be done about the deteriorating West Central sandstone front. The last extensive studies were made by the private-practicing engineering firm of Praeger-Kavanagh, and Waterbury, of New York City. Prior extensive studies were made by Doctor Miles N. Clair of the private-practicing engineering firm of Thompson and Lichtner Company Inc. of Brookline, Massachusetts. Studies have also been made by other architects and engineers, formally and informally.

The Commission for Extension of the United States Capitol, vested by law with jurisdiction over this project and under whom the Architect of the Capitol performs his duties, has considered the results and reports of these studies in the past, and such matters have also been discussed at Hearings before the House and Senate Appropriations Committees on numerous occasions.

The 1970 Legislative Branch Appropriation Act provided an appropriation of $2,275,000

for expenditure by the Architect of the Capitol under the direction of the Commission, of which $2,000,000 was provided for the preparation of final contract drawings and specifications for the extension of the West Central Front and construction of the extension in marble, in accordance with preliminary plans already approved by the Commission, subject to determination by the Commission, after receiving and reviewing the Praeger-Kavanagh-Waterbury report, that five conditions stipulated in the 1970 Act with respect to the feasibility of restoration, in lieu of extension, could not in the Commission's judgment be satisfactorily met through restoration.

The Commission met, considered the Praeger-Kavanagh-Waterbury report, and concluded that, based on the findings of that report, the five stipulated conditions could not all be satisfactorily met through restoration.

The 1973 Legislative Branch Appropriations Act, enacted July 10, 1972, has since modified prior authorizing legislation to the extent of placing a limitation on the use of the $2,000,000 appropriated in the 1970 Act, by the following language included in the 1973 Act:

"Extension of the Capitol"

"Funds available under this appropriation may be used for the preparation of preliminary plans for the extension of the west central front: Provided, however, That no funds may be used for the preparation of the final plans or initiation of construction of said project until specifically approved and appropriated therefor by the Congress."

At the present time, the amount of $2,000,000 provided in the 1970 Appropriation Act remains unobligated.

The status of this project, as reported last year to the Appropriations Committee, remains unchanged. No meetings have been held by the Commission for Extension of the United States Capitol since those Hearings.

PAY SUPPLEMENTALS REQUIRED - FISCAL YEAR 1973
BUDGET AMENDMENTS REQUIRED - FISCAL YEAR 1974

The appropriation totals shown for the fiscal year 1973 and for the fiscal year 1974 in both the printed Budget and these Justifications under each appropriation heading do not include

the cost of pay supplementals required for six months in the fiscal year 1973 and for 12 months in the fiscal year 1974 to cover the cost of the 5.14 percent pay raise granted "GS" and unclassified employees (so-called "White Collar" employees) authorized by Section 5307 of Title 5 of the United States Code and Executive Order 11691 dated December 15, 1972.

The pay raise for "GS" and unclassified employees, effective January 1973, covers 347 employees under the Architect of the Capitol and Botanic Garden, carried under 8 separate appropriation headings. We expect to be able to absorb the cost of these increases for both the fiscal years 1973 and 1974 under 4 of these appropriations which provide the salaries of only a small percentage (5%) of the total employees affected. It will be necessary for us to request, through Budget Amendments, an additional amount for the fiscal year 1974 for each of the 4 other appropriations carrying 95% of the 347 employees; also in all probability, to request some additional funds under these 4 appropriations for the fiscal year 1973 through Pay Supplementals.

PUBLIC WORKS PROJECTS

SUPPLEMENT UPDATING STATUS OF PUBLIC WORKS PROJECTS SHOWN IN JUSTIFICATION BOOK

1. Restoration of Old Senate Chamber and the Old Supreme Court Chamber in the Capitol

Page 19 of Justifications

Since February 1973, the date of the status of work under this project shown in the Justification Book, the masonry work in the lower chamber is now 85 per cent complete; the underfloor air-conditioning ducts have been installed and this portion of the work completed; the metal decking has been installed and the concrete slabs have been poured in the central area of the lower chamber; wood grounds for trim are now being installed, following which plastering work will be commenced; a contract has now been awarded for the millwork for the lower chamber.

Other than these changes, the statement on this project contained in the Justification Book reflects the current status of work under the project.

2. Installation of Security Apparatus for the Protection of the Capitol Complex

Page 22 of Justifications

Since February 1973, the following has occurred in connection with this project.

On March 22, 1973, as Architect of the Capitol I addressed a letter to the Chairman of the Legislative Subcommittee of the House Appropriations Committee, which the Committee considered at a Hearing on March 27, 1973, in which I advised him that, after consultation with the Chairman of the Subcommittee on Police of the House Administration Committee and the Chairman of the Senate Committee on Rules and Administration and receiving their concurrence in the need for additional funds, it had become necessary for me to request an additional amount of $1,400,000 for the installation of the security system for the Capitol Complex authorized by H. Con. Resolution 550, 92nd Congress, agreed to September 19, 1972, and that I had transmitted a Budget estimate in this

amount on March 26, 1973, for inclusion in the Second Supplemental Appropriation Bill, 1973.

This request resulted from a further exhaustive study of the project by myself, the Secret Service, the Capitol Police Board, and representatives of the Capitol Police, and following extensive negotiations with the prospective contractors.

Valid reasons for the increase of $1,400,000 over the amount of $3,000,000 appropriated for this project in the Supplemental Appropriation Act, 1973 are that (1) the original estimates were of preliminary nature, based on the best information that could be obtained at the time, as a result of various committee hearings, consultation and study by the Secret Service, the Capitol Police and the Architect's office; (2) further study and extensive negotiations have demonstrated that the original preliminary system was not as electronically sophisticated as needed; (3) there has been a substantial escalation (about 20%) in the cost of electronic equipment generally.

The present revised estimate of cost of the project is broken down, as follows:

Closed circuit television surveillance system	$ 2,750,000
Construction of control room, terminal rooms, cabling, air conditioning and other work by the forces of the Architect of the Capitol	700,000
Package X-ray system	550,000
Steam-chilled water tunnel security system	400,000
Contingency allowance	298,000
Total estimated cost of project, as revised	$ 4,698,000

Amounts already appropriated for project:

Appropriated in the Supplemental Appropriation Act, 1973 under the heading "Capitol Buildings"	$3,000,000
Appropriated in the Legislative Branch Appropriation Act, 1973, under the heading "Capitol Power Plant"	298,000
Total appropriated for project	$3,298,000
Additional funds required and requested to be included in the Second Supplemental Appropriation Act, 1973	$1,400,000

The Budget request submitted by me, March 26, 1973, also contains language transferring the amount of $298,000 appropriated under the "Capitol Power Plant" heading to the "Capitol Buildings" appropriation account, as studies disclose the necessity of the Capitol Power Plant tunnel work being performed under, and as a part of, the "Capitol Buildings" contracts, thereby consolidating, as a single entity, all phases of the security project. The Budget request also provides for increasing the limit of cost of the project by the additional amounts required under this account.

3. Library of Congress James Madison Memorial Building

Pages 23-24 of Justifications

The statement on this project contained in the Justification Book reflects the current status of work under the project. There are no changes to report.

4. Modifications and Enlargement, Capitol Power Plant

Page 28 of Justifications

Since February 1973, the following has occurred in connection with this project.

After consultation with the Chairman of the Subcommittee on Public Buildings and Grounds of the House Public Works Committee who held hearings on the need for this project during the latter part of the 92nd Congress, he agreed that, in view of the urgent need for authorization and funding of this project and the amount of time that would be required to again conduct hearings on authorizing legislation before his subcommittee, consideration of such legislation by the House, and similar action by the Senate Committee on Public Works and the Senate itself, followed by hearings before the House and Senate Appropriations Committees for funding the project and action on such funding by the House and the Senate, he would interpose no objection to my presentation of a Budget request for both authorization and funding of the project and the handling of this matter directly in the next Appropriation Bill, provided that such procedure was acceptable to the House Appropriations Committee.

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I testified before the House Appropriations Committee on March 27, 1973 on my request for such authorization and funding, urging favorable consideration on the grounds that, because of the long leadtime required for procurement of major items of equipment, it would be impossible to supply the Library of Congress James Madison Memorial Building with Power Plant services necessary for its planned occupancy in mid-1975 unless the authorization and funds are provided in the Second Supplemental Appropriation Act 1973.

The text of the appropriation, providing funds in the amount of $17,400,000, and authorizing the project, was transmitted as a Budget Estimate to the Office of Management and Budget, March 6, 1973, for transmission to the Congress.

5. Acquisition of property as an addition to the Capitol Grounds

Page 29 of Justifications

Since February 1973, the following has occurred in connection with this project. On March 26, 1973, a sales contract offering this property to the government

for the sum of $1,400,000 was executed by Providence Associates, the owner of all real property in Square 764, and the offer was accepted by the Architect of the Capitol, March 27, 1973, with the approval of the Chairman of the Senate Office Building Commission and the Chairman of the House Office Building Commission.

The property was formally conveyed to the government by Providence Associates by a general warranty Deed and final settlement was made on April 16, 1973. A representative of the Department of Justice participated in the final settlement transactions. The property is now owned by the United States of America.

6. Acquisition of property as a site for parking facilities for the U. S. Senate

Pages 30-31 of Justifications

Since February 1973, the following has occurred in connection with this project.

On April 2, 1973, separate contracts were entered into with two highly qualified appraisers to appraise the 10 privately-owned properties in Square 724, each contract being in the amount of $16,500. Each appraiser will make his own appraisal of each property and will perform his services independently of the other appraiser. The final appraisal reports on all 10 properties are required to be submitted not later than the end of July 1973. Following their receipt and analysis, the appraisals will be taken up with the Senate Office Building Commission for further direction and action with respect to the matter of proceeding with the actual acquisition of the properties. Both of these appraisers have rendered highly satisfactory service in land acquisition cases handled by the Department of Justice and other government agencies.

7. Plans for garage and related facilities for the U. S. Senate

Pages 33-34 of Justifications

The statement on this project contained in the Justification Book reflects

the current status of work under the project. There are no changes to report.

8. Construction of an Extension to the New Senate Office Building

Page 35 of Justifications

Since February 6, 1973, the last action of the Senate Office Building Commission reported in the Justification Book, the following has occurred.

The Senate Office Building Commission has met four times since February 6, 1973 to consider the selection of an architect or architects and other matters in connection with this project. The meetings were held on March 22, March 29, April 9, and April 11, 1973.

At the meeting of April 11, 1973, the Commission after considering the qualifications of various architectural firms, approved the Architect of the Capitol negotiating with John Carl Warnecke and Associates to determine if a satisfactory contract can be agreed upon with them for furnishing the professional architectural and engineering services for the design and construction of the authorized Extension to the Everett McKinley Dirksen

Senate Office Building (formerly referred to as the New Senate Office Building).

The Warnecke firm was one of numerous well qualified firms considered for this work by the Commission and the Architect of the Capitol.

The Architect of the Capitol is now conducting negotiations with Mr. Warnecke and will submit the results of his negotiations to the Commission at its next meeting. The design criteria and program are still under consideration by the Commission.

The Architect of the Capitol met with the Subcommittee on Public Buildings and Grounds of the Senate Committee on Public Works on March 29, 1973 and brought that Committee up to date with respect to action taken up to that time. Another meeting with that Committee is scheduled for May 7, 1973.

9. West Front of the Capitol

Page 38 of Justifications

Since February 1973 when the status of work under this project was prepared and included in the Justification Book, the following has occurred.

On February 29, 1973, the Commission for Extension of the United States Capitol met and again considered the West Front Extension project. The Commission Members agreed, unanimously, that the extension project should proceed without delay, primarily because (1) the extension offers the best solution for insuring the future stability, appearance, and usefulness of the Capitol and (2) the urgent need for space in the Capitol for legislative purposes is growing daily.

In order to obtain the specific approval of funding for the extension project, the Architect of the Capitol was directed to present to the Committees on Appropriations a request for $58 million ($60 million less $2 million already appropriated), for the fiscal year 1974.

In compliance with the Commission's Directive, a Budget Estimate in the amount of $58,000,000 was transmitted to the Office of Management

and Budget, March 6, 1973, for transmission to the Congress.

Hearings on this item were held by the Legislative Subcommittee of the House Committee on Appropriations, March 1, 1973. The House Committee, in reporting the 1974 Legislative Branch Appropriation Bill, included the full amount of $58,000,000, requested, in that Bill and recommended approval of the item by the House.

The item was approved by the House, April 17-18, 1973, and is included in the 1974 Bill as passed by the House, April 18, 1973.

LEGISLATIVE - ARCHITECT OF THE CAPITOL

COMPARATIVE SUMMARY OF APPROPRIATIONS AND APPROPRIATION ESTIMATES

Architect of the Capitol	Appropriations for 1973				1974 Estimates of Appns.	Increase (+) or Decrease (-) 1974 Estimates over 1973
	Regular Annual Act	Reappropriations and Gift Credited	Suppl. Appns. 1973 & Pending (*) Wage Board Suppls.	Total Appns.		
Sals. Office of Arch. of Cap....	$ 1,198,500	$ ...	$ ...	$ 1,198,500	$ 1,250,000	(+) 51,500
Contingent Expenses.....	75,000	...	...	75,000	75,000	...
Capitol Buildings.....	4,411,000	127,000 1/	(3,000,000 (48,800*	7,586,800	4,235,000	(-) $ 3,351,800
Capitol Grounds.....	1,017,800	10,000	20,500*	1,048,300	1,075,000	(+) 26,700
Acquisition of property as an addition to Capitol Grounds....	...	...	1,450,000	1,450,000	...	(-) 1,450,000
Senate Office Buildings.....	4,932,200	...	(110,000 (160,000*	5,202,200	6,308,500	(+) 1,106,300
Construction of an Extension to the New Senate Office Building.	...	...	47,925,000	47,925,000	...	(-) 47,925,000
Acquisition of property as a site for parking facilities for the U. S. Senate.....	...	...	4,075,000	4,075,000	...	(-) 4,075,000
Plans for garage and related facilities for U.S. Senate....	...	...	50,000	50,000	...	(-) 50,000
Senate Garage.....	89,100	...	3,100*	92,200	97,000	(+) 4,800
House Office Buildings.....	7,121,300	475,000	310,600*	7,906,900	8,858,000	(+) 951,100
Capitol Power Plant.....	5,261,000	120,000	20,600*	5,401,600	5,206,700	(-) 194,900
Library Buildings and Grounds: Struct. and Mech. Care.....	1,531,400	...	28,000*	1,559,400	1,593,800	(+) 34,400
TOTAL APPROPRIATIONS & ESTIMATES	$25,637,300	$732,000 1/	$57,201,600	$83,570,900	$28,699,000	(-) $54,871,900

1/ Includes $10,000 Gift credited to "Capitol Buildings" Appropriation under authority of Public Law 92-56.

BREAKDOWN OF $5,407,100 GROSS INCREASE BY CATEGORIES

Appropriation	Mandatory Items	New Positions	Other Recurring Maintenance Items	Nonrecurring Maintenance Items	Total Increase
Salaries, Office of Architect....	$ 39,886	$ 11,614	$ ...	$ ...	$ 51,500
Capitol Buildings.....	106,970	49,830	31,500	1,410,300	1,598,600
Capitol Grounds.....	33,200	...	...	43,500	76,700
Senate Office Buildings.....	193,409	17,491	72,500	1,032,800	1,316,200
Senate Garage.....	4,800	...	...	...	4,800
House Office Buildings.....	522,200	...	14,400	1,107,300	1,643,900
Capitol Power Plant.....	65,600	...	157,500	50,000	273,100
Library Buildings and Grounds, Structural and Mechanical Care.....	63,050	36,250	...	343,000	442,300
TOTALS.....	$1,029,115	$115,185	$275,900	$3,986,900	$5,407,100

REPORT ON PUBLIC WORKS

Senator HOLLINGS. Before you begin with the individual items under your jurisdiction, please give us a status report on the following items: the construction of the Dirksen Senate Office Building extension, the restoration of the Old Senate and the Old Supreme Court Chambers, the acquisition of property as a site for parking facilities for the United States Senate, the Madison Library Building, and the security system for the Capitol.

If you don't have this list, I will get you a copy and we will refer back to it.

Mr. WHITE. Would you like me to do that first?

Senator HOLLINGS. I think so. If that doesn't interrupt your presentation.

Mr. WHITE. Not a bit, sir.

EXTENSION TO DIRKSEN SENATE OFFICE BUILDING

With regard, first, to the Dirksen extension to the office building, the Senate Office Building Commission has authorized us to proceed with the finalization of a contract with the architects that they selected. The architects are the firm of John Carl Warneke. The Senate Office Building Commission met four or five times and concerned themselves with two basic items, one of them being the program for the design of the building, that is to say, how the space will be utilized within the building. Secondly, the selection of architects. There were a number of firms considered. The Commission itself interviewed the final three selectees and made the final selection on the basis of their own personal interviews of the prospective architects. That is now behind us.

We have made some preliminary proposals for the program and, as a matter of fact, that is what I was doing, just prior to coming here, at the Senate Public Works Committee, explaining such proposals to them, as they also have jurisdiction over the planning of the building. There is a dual jurisdiction as you may recall.

Senator HOLLINGS. There is a dual jurisdiction between the Senate Office Building Commission and the Senate Public Works Committee?

INCREASE IN SPACE ALLOCATIONS

Mr. WHITE. That is correct. I explained to them, in very broad terms from your standpoint here and in as much detail as you would like, that the plan is at the moment to double the amount of space presently allocated to each Senator for his own office use and to increase by 50 percent the amount of staff space for committees.

Senator HOLLINGS. That would be possible after the Dirksen extension was completed?

Mr. WHITE. That is correct. I don't mean to indicate that each committee staff will get 50 percent more space, but in total, that is now what is being planned.

Senator HOLLINGS. Does that include all Senators and all committees, not just those now located at the Dirksen Building?

Mr. WHITE. That is correct. The design is—as I have mentioned, I think, previously—to be accomplished in as flexible a way as possible

so that spaces can be utilized in different ways if that becomes necessay in the future. We hope to avoid the limitation of using a room as a module as now done in both the Dirksen Building and the Russell Building.

Each Senator is now assigned five rooms, on the average. We will assign on the basis of a module, for example, of 4,000 square feet. A Senator can, through the use of movable soundproof partitions, divide it up in certain predetermined ways, although to some degree almost in any way he would like.

Senator HOLLINGS. This is true of the Dirksen Building but not of the Russell Building?

Mr. WHITE. No. I am talking about the new extension to the Dirksen Building.

Senator HOLLINGS. I thought you could adjust everyone around. Is that not adjustable?

Mr. WHITE. No, it is not.

Senator HOLLINGS. Those who have the expanded space will be able to adjust it as they wish?

ALTERATIONS TO EXISTING SENATE OFFICE BUILDINGS

Mr. WHITE. That is correct, within the limits that I have stated.

Mr. Chairman, I think it is important to recognize in terms of appropriations that the funds which we have now appropriated for the extension do not include any funds for alterations to either the Russell or the Dirksen Building except for the connection of the new building to the existing Dirksen Building.

Senator HOLLINGS. What alterations do you recommend?

Mr. WHITE. If for example, we are to double the space for each Senator, then the spaces which remain in both the Russell and the Dirksen Buildings will have to be readjusted in some way in order to equalize the assignment of space. The insertion of doors and some partitions may be necessary so that where a Senator now has 5 rooms and later he will, let's say, be assigned 10, he will be able to organize the space into one unit in some fashion. Some funds will have to be expended to do that.

Senator HOLLINGS. Has your office made a study of what would be necessarily expanded?

Mr. WHITE. No, sir, not yet.

Senator HOLLINGS. You will do that and present it to the Public Works Committee?

Mr. WHITE. Yes, and eventually to you. I was merely mentioning it in order to alert you to the possibility. That brings us up-to-date on the extension to the Dirksen Building.

RESTAURANT ACCOMMODATIONS

Senator HOLLINGS. How many restaurants will there be in the extension?

Mr. WHITE. At the moment, our plan is to not have an additional cafeteria, but rather to have one or two additional food carry-out facilities, depending upon the thoughts of both the Senate Office Building Commission and the Public Works Committee. No one has

really expressed themselves finally in that regard except to indicate that the present cafeteria in the Dirksen Building is used in a peak way during the noon hour and then not used very much. It is very much like a church school that is used on Sundays for an hour and then remains vacant the rest of the week. You need it very much when you need it, but very little, if at all, at other times.

However, whether the cafeteria can get better use is in question because of the heavy pressure during the lunch hour.

Senator HOLLINGS. From the testimony in the record, that is all we have heard relative to the Capitol. "Where can people eat?" Then, when we start to put on an addition to the building you say you don't need a place to eat and that all you need now is two carry-out stands?

PUBLIC DINING FACILITIES

Mr. WHITE. The question is one of whether you are going to provide eating facilities for the public or for the Senators and their staffs.

Senator HOLLINGS. Do you think we should provide public eating places in the Capitol but not in the Senate Office Buildings?

Mr. WHITE. No, I don't think we need extensive public eating places in either place. However, this is a question that the Senators will have to decide. Some Senators have said they feel they want their constituents to have a place to eat.

Senator HOLLINGS. They have all said so. I have not heard anything different since I have been here. That has been the one complaint. That is why I am interested in the observation that now that we are going to put in the building—I know there were two restaurants contemplated at one time—now no restaurants are being contemplated, just two carry-out stands. Are we not going backwards?

The Senators have said they need some space for constituents to park and get a bite to eat while they are visiting the Capitol.

Mr. WHITE. There is no reason it could not be provided. I am transmitting the information I received from the Senate Office Building Commission and the Public Works Committee.

NEED FOR RESTAURANT FACILITIES

Senator HOLLINGS. What is your recommendation?

Mr. WHITE. I believe we ought to have some additional eating facilities in this new extension. Whether we need the amount of space devoted to it that is now used, for example, two cafeterias, I am not sure.

If we do, I think we ought to make a careful investigation of how many people eat now and how many it is anticipated will eat there in the future. I do not think all of the visitors should be accommodated or should be attempted to be accommodated here as was discussed at another hearing.

We will have facilities in the Visitors' Center, hopefully soon, which will provide for the bulk of eating facilities for visitors in the city. That is presumably going to handle a great deal more than just people coming to visit the Hill.

I believe we should have some additional dining facilities in the new facility. I think to some degree one of the reasons I am hoping for continued guidance on the part of whoever is concerned, is that

the great expression of need on the part of the Senators that have spoken to me is so heavily stressed with regard to their own offices, where they feel that space needs are for greater than some of these other things, I don't think other facilities have been as carefully considered as they need to be.

INSTANT TRANSLATION ROOM

Senator HOLLINGS. What about the Instant Translation Room for several languages? There is no facility that I know of like that on the Hill.

You now have witnesses of foreign languages delivery who will appear that you might listen to and have it similar to many of the other places that we visit. For example, the Senators on the interparliamentary meeting can bring in a witness of renown from another foreign language vocabulary and let them come and be heard by the Senators and have an instant translation.

Senator Fulbright was definitely interested in this for the Foreign Relations Committee. Is that in that design?

Mr. WHITE. It has not been at issue until this point. I think it is an excellent idea. This is the first time that I have heard of it. What you are saying, however, says "hearing room" to me.

HEARING ROOMS

Senator HOLLINGS. That is right. How many hearing rooms are included?

Mr. WHITE. There are no hearing rooms that are planned to be included in the building at this point.

Senator HOLLINGS. No additional hearing rooms are needed?

Mr. WHITE. As I see it, that is correct. Apparently, others feel the same way. No Senator has indicated otherwise to me.

Senator HOLLINGS. One that we have now could be rewired to take care of that need, could it not?

Mr. WHITE. That is correct. We now have staff occupying some hearing rooms. We could move the staff to the extension and convert the hearing rooms for this purpose, which would implement the idea. I think it is something we ought to have.

GYMNASTIC FACILITIES

Senator HOLLINGS. What about the gynmastic facilities which were contemplated for the roof? Have you heard anything relative to a couple of tennis courts and a track where some fellows can run without getting run down by cars? We are not all good dodgers like Bill Proxmire, who can run across streets in town. Have you heard anything on that?

Senator Haskell has quite a drive on. What provisions have been made for those kinds of facilities?

Mr. WHITE. We have not made any up to now.

DECISIONS AS TO ACCOMMODATIONS TO BE PROVIDED

Senator HOLLINGS. Who is over there making the decisions for these two big committees?

Mr. WHITE. The Senate Office Building Commission and the Senate Public Works Committee have dual jurisdiction over such determinations under the provisions of the statute. This creates some problems in one way, but it is an advantage in another way.

The law gives both the Senate Public Works Committee and the Senate Office Building Commission jurisdiction over the planning. That is a total, I believe, of 15 or 16 Senators. Somewhere along the line, somebody has to say to the Architect, "This is the way it ought to be."

Senator HOLLINGS. Who does that?

Mr. WHITE. Both of these groups.

Senator HOLLINGS. When will they say that to you as you contemplate it?

Mr. WHITE. As I contemplate it, we will begin with this rough program that I outlined to you. We will make some changes and present them to the two groups. Then there will be firm information for adjustment. Presumably, we will get final approval sometime within the next 6 months, or 6 months after we begin, which will be within a week or two.

So that in timing, it will take 6 months to determine a basic concept. That does not mean that additional changes cannot be made, but it means that at that point we can begin on working drawings.

Senator HOLLINGS. In 6 months, you hope to get a final decision on the design. What is the next increment in time?

TIME SCHEDULE FOR CONSTRUCTION

Mr. WHITE. About 4 or 5 months after that, we expect to have a contract for footings and foundations. It will be about 10 to 12 months from now, before we put a shovel in the ground.

Senator HOLLINGS. Then how long will the building be under construction?

Mr. WHITE. About 2½ to 3 years.

Senator HOLLINGS. So that could be an outside of about 4 years?

Mr. WHITE. That is correct.

COST ESTIMATES

Senator HOLLINGS. Your cost estimates encompass the inflated cost over the 4-year period, do they not?

Mr. WHITE. That is correct. Predicated, of course, on the basis of present knowledge, they do. There is an escalation factor built into the cost.

SEQUENCE OF OPERATIONS

Senator HOLLINGS. There was advanced at one time the thought that perhaps we ought to construct the parking lot first, before the building is begun, because of that 4-year schedule. Once you put that shovel in the ground for the building, how many parking spaces do you forgo?

Mr. WHITE. I don't have that information at hand, but we will eliminate a number of parking spaces.

I will provide that information to you.

Senator HOLLINGS. Could you go ahead with the parking garage? In other words, if the parking garage can be constructed in less time by accelerating its completion, you would not take away the parking places; hence, when you begin the extension of the Dirksen Building you would have that new parking facility in use. Is that a good approach?

Mr. WHITE. Let me answer that in several ways because it involves several things happening all at the same time. If I could just talk about the parking for a minute?

Senator HOLLINGS. Yes, sir.

FUNDS IN PENDING SUPPLEMENTAL APPROPRIATIONS BILL FOR OUTSIDE PARKING

Mr. WHITE. The parking, as everyone knows, is a very stringent problem for everyone here on the Hill. In the pending supplemental appropriations bill for this year, as reported in the House May 3, 1973, there is authorization for parking facilities outside the Capitol Grounds, including an appropriation of $50,000, so that we can immediately try to implement a temporary solution to the parking problem through the utilizatiou of some of the parking area at the Robert F. Kennedy Stadium, near the District of Columbia Armory, and provide a small shuttle-bus service back and forth.

This $50,000 is a minimal kind of expenditure and is based upon our hiring only some drivers. We will borrow the buses from the Government Printing Office, so that that won't cost us anything. We will use our own Capitol Police for patroling and guarding the area. The law is written to give them that jurisdiction and other required authority so as to extend their jurisdiction beyond the Capitol Grounds, with the idea in mind of seeing how this would work without spending very much money.

We could implement it right now by hiring Metro buses, but that would be very expensive. The provision in the supplemental appropriation offers an immediate solution to space for parking because the space is vacant and waiting to be used. It is a question of time and space to get there.

Senator HOLLINGS. How many additional spaces are we talking about?

Mr. WHITE. It is my recollection that there are something in the order of magnitude of 2,500 available. I believe that is correct.

Senator HOLLINGS. Is it already lined off so that you don't have to put in anything? Is it lighted?

Mr. WHITE. It is lighted.

Senator HOLLINGS. How long would the bus operate? Suppose somebody works until 12 o'clock at night?

Mr. WHITE. What we thought we would do as an initial experiment would be to ask people to park there who work on a regular basis. Let's take the police force for example. The people who come in and leave at certain specific hours, could park out there and we could then reassign spaces that are now used for them here, to people who work at odd hours. We intend to try to work out those kinds of problems. We want to experiment with it a little. It is a problem on both the Senate and House sides. This is a solution for both Houses, if it works.

If we can resolve some of these problems, and then need more spaces, we can go further and arrange for the use of additional space. The present proposal offers an immediate solution.

Senator HOLLINGS. The District of Columbia Armory is, you state, close to the Robert F. Kennedy Stadium?

Mr. WHITE. Yes; it is.

Senator HOLLINGS. It is practically in the same area.

Mr. WHITE. That is correct. Mr. Chairman, it is the only thing we can see which offers an immediate viable solution. It is only a matter of getting there and using the available space. We would use our police to guard it. If the plan works, then we will probably need some funding to go further with it.

AVAILABILITY OF BUSES

Senator HOLLINGS. How is the Government Printing Office, do they have their buses?

Mr. WHITE. I don't know the answer to that, Mr. Chairman. Someone discovered that they did. They are not really extra, but I think they have found a way to loan them to us temporarily. I don't think we could use them on a permanent basis. I have very little knowledge of that, specifically.

Senator HOLLINGS. Do you know how many buses are involved?

Mr. WHITE. Three is what we have asked to borrow. Here again, this will be experimental. It may be that that is inadequate, but we will find that out.

Senator HOLLINGS. It is like that restaurant, we need it at a certain hour. When people are coming to work in the morning. you would probably need 10 or 12 buses and then maybe you could see if there are other agencies with extra buses. How about the Pentagon?

Mr. WHITE. We haven't checked into that, but we will do so.

At this point, I would like to submit for the record a letter, dated May 4, 1973, addressed by me to you, pertinent to the parking problem on Capitol Hill.

[The letter follows:]

MAY 4, 1973.

Hon. ERNEST F. HOLLINGS,
Chairman, Legislative Subcommittee, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: The Second Supplemental Appropriations Bill, 1973, as reported to the House, May 3, 1973, includes an appropriation of $50,000 and authorization to enable the Architect of the Capitol to provide off-street parking for Congressional employees outside the Capitol Grounds on a trial basis, under the direction of the Select Committee on Parking of the House of Representatives and the Senate Committee on Rules and Administration. The proposal, as reported by the House Committee on Appropriations, involves the utilization of a parking lot at the Robert F. Kennedy Memorial Stadium and the operation of a shuttle bus system between the lot and the Capitol Buildings.

The language in the Bill provides not only authorization for the operation of such a facility outside the Capitol grounds, but also authority to operate a shuttle system at Government expense, extension of Capitol Police jurisdiction to any new areas outside the Capitol Grounds that may be utilized and along the bus routes, establishes jurisdiction over the Architect of the Capitol by the House Select Committee on Parking and the Senate Committee on Rules and Administration, and provides that the amount of $50,000 appropriated shall remain available until June 30, 1974, inasmuch as it is anticipated the trial period will run for several months in the fiscal year 1974.

I recommend the approval of this item by your Committee, knowing that your Committee is deeply concerned over the present lack of adequate parking accommodations for Congressional employees. In my opinion, this proposal is well worth trying on a temporary basis. I feel that it will provide an appreciable measure of relief for the present acute shortage of parking space.

Cordially,

GEORGE M. WHITE, FAIA,
Architect of the Capitol.

ITEM NOW IN SUPPLEMENTAL APPROPRIATION BILL

Mr. WHITE: This item, as I have indicated, has been asked for in a supplemental, pursuant to request of Congressman Sisk.

Senator HOLLINGS. It is already in the bill on the House side.

SUBSTITUTE PARKING ACCOMMODATIONS FOR SENATE PERSONNEL

Mr. WHITE. That is correct.

Senator HOLLINGS. Then we would not have quite the crush?

Mr. WHITE. That is right and logistically the problem is people in addition to the park. The parking, of course, is generated by the people, and we have to answer the needs for space for people as well, if not, perhaps, first.

When we extend the Dirksen Building, we will have to take the people out of the present annex and put them someplace. We have the police in that little building next to the annex. We have to put them someplace.

Senator HOLLINGS. Is any of the block that I call the Carroll Arms block, such, that people will have to be shuttled to while the Dirksen extension is under construction?

Mr. WHITE. Yes.

PARKING TO CONTINUE IN SQUARE 724

Senator HOLLINGS. You are not going to bother that block until after the 4-year period?

Mr. WHITE. That is correct.

Senator HOLLINGS. You are not even going to touch the parking garage until we are through with the Dirksen Building?

Mr. WHITE. That is what the Senate Office Commission has decided. The reason being there is now a large Government-owned office building operated by GSA in square 724, which is occupied, on a lease basis, by the Immigration and Naturalization Service. It is a building about three times the size of the Senate annex, if not a little larger. The occupants of that building are to be asked to vacate by the first of the year, so that Senate employees can be provided with a place in close proximity to the Senate Office buildings, in which to work during the period between now and 4 years from now when that building and perhaps one of the other buildings that we will acquire on that square are ready for removal.

ROOMS IN SENATE ANNEX

Senator HOLLINGS. How many offices will be closed down or vacated when you clear off that other half of the Dirksen Building site?

Mr. CARAWAY. There are about 20 rooms on each floor and there are six floors.

Mr. WHITE. About 100 rooms. They are small rooms.

Senator HOLLINGS. There is no other place to put them?

Mr. WHITE. That is right and that is why there is a lot of emphasis now on the parking. One thing is helpful to the next. The parking solution will enable us to use and utilize that area on square 724 for people.

HOUSE USE OF PARKING SPACE AT STADIUM

Senator HOLLINGS. This is in reference to the Senate Office Building. On the House side what service, if any, will they have in the stadium parking site and the shuttle buses?

Mr. WHITE. It is intended to be for both.

Senator HOLLINGS. Three buses for both the House and Senate sides?

Mr. WHITE. This is an experiment. We thought we would try it on that basis.

INADEQUATE NUMBER OF BUSES

Senator HOLLINGS. You know that three buses is ridiculous to start with for both the Senate and the Houses sides.

Mr. WHITE. I agree, but the idea was to try it out. The $50,000 will not go very far either. We thought if we tried this for 2 or 3 months to see how it works and how to cope with the problems that arise, then we would have to come back and ask for funding to do this on a more permanent basis. This is purely experimental. I certainly agree that three buses will never be adequate.

Senator HOLLINGS. It would be $350 million in facilities. Will you correspond with anybody and ask them if they have any extra buses, so we could use them for this operation? It sounds like a good idea, buses, but you are also going to have to have shelter facilities for people on rainy days.

As it is planned, you are going to have to have seniority to get a ride. That is not going to work.

Mr. WHITE. I certainly agree.

PARKING SPACES TO BE VACATED IN SQUARE 725

I now have the information that you requested regarding the number of parking spaces in square 725 on the east half of the Dirksen site. There are 246 spaces now available and used by Senate employees.

Senator HOLLINGS. That would be eliminated there, but you will be making this up with the new arrangements if it works?

Mr. WHITE. That is correct.

TIME SCHEDULE FOR PROPOSED PARKING PROGRAM

Senator HOLLINGS. If we pass this supplemental, how long will it be before it will go in force?

Mr. WHITE. It can go in force the day after we get the money.

Senator HOLLINGS. The buses are right there?

Mr. WHITE. That is what I understand.

AVAILABILITY OF CAPITOL POLICE

Senator HOLLINGS. You have talked to the Capitol Police and they are ready to go to spread their assignments out and cover that area?

Mr. WHITE. They are not exactly pleased at the prospect of spreading their force out, but they are happy to help and try out the experiment.

Senator HOLLINGS. Then complete the statement, if you please, on the parking facilities for the U.S. Senate. Is that it for parking facilities for the U.S. Senate?

Mr. WHITE. Yes, I believe so unless you have any other questions.

UTILIZATION OF GSA BUILDING IN SQUARE 724

Senator HOLLINGS. What about that particular block where the GSA is? Is there any plan whatever now so that you would have to use it for personnel and there be no real change of design or acceleration of construction of a garage there?

Mr. WHITE. No, there is not. We have hired appraisers to appraise the 10 privately owned properties in this square, which is the first step, whatever we do. We have hired them to appraise all remaining privately owned properties so that we can purchase them. There will be some time involved in that. We only own about 70 percent of the square now.

TIME REQUIRED TO ACQUIRE PROPERTIES IN SQUARE 724

Senator HOLLINGS. What is the time involved as you see it?

Mr. WHITE. I think it will probably take 1½ to 2 years to acquire those properties. We have to follow procedures prescribed by the Uniform Relocation Law. We have to relocate the businesses and apartments and people that are there. The question of adjudication of all those interests could take some time. I think that is another reason for seeking another solution for parking.

RESTORATION OF OLD SENATE AND SUPREME COURT CHAMBERS IN CAPITOL

Senator HOLLINGS. With respect to the restoration of the old Senate and old Supreme Court chambers, would you bring the committee up to date on that?

Mr. WHITE. As you may recall, the old Supreme Court chamber is the one in which work is being carried on at the moment. Since the project is being done in two stages, one of the rooms will always remain available for use. In the old Supreme Court chamber, we are now at the point where plastering is taking place. Numerous alterations have been made to the existing interior. We have installed all of the rough electrical work. Concrete has been poured on the floor after duct work and insulation have been installed under the floor for heating and cooling purposes.

The stonework has been cleaned to restore the appearance. The finish millwork has been ordered and is in the process of being prepared. The work in general is, I would say, perhaps 40 percent complete.

The masonry work is almost 90 percent complete. We are about to install and restore the three mantels and fireplaces. That will just about complete the masonry work. We expect to be fully completed sometime this fall with that room.

Senator HOLLINGS. It could be occupied by the end of the year?

Mr. WHITE. That is correct. Then we will move up to the Old Senate Chamber.

Senator HOLLINGS. Once again, the Old Supreme Court Chamber will be so designed that the joint committees of the House and Senate can have conference committee meetings in that room; is that correct?

Mr. WHITE. That is correct. We are working, of course, with the Senate Commission on Art and Antiquities, as well as a similar commission appointed on the House side for this work.

Senator HOLLINGS. Since you mention that, Chief Justice Burger told me he had a rubbed mahogany desk that is over in the New Supreme Court Building. He said it would be available once it was restored. I wanted that fixed up, that being the original historic table.

Mr. WHITE. Yes, in that connection, we have been working closely with the Chief Justice and others in the Court with regard to other things which the Court possesses which rightfully should be put into that room if we are going to have an appropriate restoration. In addition to that, the Senate Commission on Art and Antiquities has agreed to give 5 of the 10 busts of the Chief Justices to the Supreme Court. The busts are now located in the Old Senate Chamber. Five of those, then, will be installed in the Old Supreme Court Chamber. They will be the busts of the first five Chief Justices. The others will then go to the present Supreme Court. There is cooperation between the two branches for that purpose.

Senator HOLLINGS. That is very good.

I believe the acquisition of property for parking facilities has been covered. Can you tell us the schedule now on how that is proceeding?

LIBRARY OF CONGRESS JAMES MADISON MEMORIAL BUILDING

Mr. WHITE. Yes, phase III of the Madison Library Building, which is the superstructure, is now under contract and the work in progress. The contract was let several months ago. The contract for footings and foundations was completed last fall and the stone work which is phase II, is under contract and in the process of being delivered.

Phase IV, which is the interior work, is at the stage where the drawings are approximately 98 percent complete. We expect that, after reviewing them and being certain of their finality, we will be out for bids for phase IV within about 3 months.

The work is progressing satisfactorily. It is a little behind, but not very much, in terms of the original schedule. This is largely because of the industrywide strike last year. We are not behind in terms of construction.

Senator HOLLINGS. When will it be completed?

Mr. WHITE. The schedule—and it appears to be capable of being met at this point—requires the building to be completed by the summer of 1975.

AUTHORIZATION AND FUNDS FOR CAPITOL POWER PLANT ENLARGEMENT IN SUPPLEMENTAL APPROPRIATION BILL

In that connection, I have a letter requesting funds for another purpose in the supplemental appropriation bill, which results from the scheduled completion date of the Madison Memorial Building. That is, for funds for an expansion to the Capitol Power Plant.

Senator HOLLINGS. We will include that letter in its entirety.

[The letter follows:]

May 4, 1973

Dear Mr. Chairman:

The Second Supplemental Appropriations Bill, 1973, as reported in the House, May 3, 1973, includes an appropriation of $17,400,000, for expenditure by the Architect of the Capitol under the direction of the House Office Building Commission, for urgently needed modifications and enlargement of the Capitol Power Plant in order to supply heating and cooling service to the Library of Congress James Madison Memorial Building, upon its expected completion and occupancy in mid-1975; also, for supplying such service to the Dirksen Office Building Extension now in the planning stage, and to provide a reserve capacity for projected additional loads through 1980. The appropriation text also includes authorization for the project.

Authorizing legislation was introduced in the House during the second half of the 92nd Congress, at the request of the House Office Building Commission; hearings on such legislation were held by the Subcommittee on Public Buildings and Grounds of the House Committee on Public Works and favorably approved by that Subcommittee. Because of other needs of the Congress and the fact that the Bill, timewise, unfortunately was considered by the Public Works Committee late in the session, it was never brought to the floor.

In view of the urgent need for authorization and funding of this project and the amount of time that would be required to again conduct hearings on authorizing legislation before the House Committee on Public Works, consideration of such legislation by the House, and similar action by the Senate Committee on Public Works and the Senate itself, followed by Hearings before the House and Senate Appropriations Committees for funding the project and action on such funding by the House and the Senate, the House Appropriations Committee, with the concurrence of the Chairman of the House Subcommittee on Public Buildings and Grounds, has included the authorization and funding in the Second Supplemental Appropriations Bill, 1973, as already stated.

I urgently request favorable consideration by your Committee of this request on the grounds that, because of the long leadtime required for procurement of major items of equipment necessary for modification and enlargement of the Capitol Power Plant and its distribution systems, it would be impossible to supply the Library of Congress James Madison Memorial Building with Power Plant services necessary for its planned occupancy in mid-1975 unless the authorization and funds are provided in the pending Supplemental Appropriation Bill. This has now reached the stage of a critical problem and need.

I might add that the Capitol Power Plant was constructed by the Architect of the Capitol under the direction and supervision of the House Office Building Commission in 1904-1910; that subsequent modifications and expansion of the Plant and its distribution systems have been made by the Architect of the Capitol under the direction and supervision of this Commission; that, under existing law, the Architect performs his duties in connection with maintenance, operation, and improvement of the Plant under the direction of this Commission, and has so acted since the Plant was originally placed in operation in 1910.

I urge, once again, your favorable consideration of this item.

Cordially,

George M. White, FAIA
Architect of the Capitol

EXPLANATION OF CAPITOL POWER PLANT PROJECT REQUEST

Senator HOLLINGS. Will you summarize that request? I believe it appears on page 17 of the House bill.

Mr. WHITE. That is correct. That is a request for funds for expansion to the Capitol Power Plant, which is necessitated by the fact that while we have excess heating capacity for the future, we have no excess cooling capacity at all. We are running on the ragged edge at the moment, of being able to supply cooling for the existing buildings.

This was known when the Madison Building was designed and planned. It was at that time that an appropriation was given to enable a program to be devised for expansion to the Capitol Power-Plant so that cooling could be provided not only for the Madison Building, but also to look into the future on a long-range basis to see what the plans would need to be for 20 or 30 years from now so that we would not do something now that would be an obstacle in the future.

That study was completed and out of it came the proposed short-range program that could be a terminal program if the long-range possibilities did not come to fruition. That short-range program is the one for which it is requested that $17,400,000 be appropriated in the pending supplemental appropriation bill, supplementing $1,200,000 already appropriated for design purposes.

Hearings were conducted at the last Congress by the House Public Works Committee and this project, incidentally, comes under the direct jurisdiction, by law, of the House Office Building Commission. Since 1903, when the Capitol Power Plant was originally authorized and following its completion in 1910, the Power Plant has, by law, been under the House Office Building Commission. That is why the hearings were held first on the House side.

The committee approved this short-range program, but it was so late in the session and with the other pressing matters of the Congress, it was never brought to the floor. Therefore, we have no authorization for it. At this time, it would have to be brought to Public Works hearings again and then authorized. Then, of course, funds would have to be appropriated

URGENT NEED FOR FUNDS

We now come to the timing problem which is why I raised the question when you asked about the completion date of the Madison Building. There is a very stringent lead time that we are now up against for the delivery of equipment, in the form of refrigeration machines primarily, which have approximately an 18-month delivery date. If we are to wait any longer than another month or two, we will be unable to supply cooling for the Madison Building at its completion time, so that it would be incapable of being occupied.

This is the reason for placing the request in the supplemental. Congressman Gray, who is the chairman of that committee, has approved this entire procedure because of the stringent time element which he recognizes.

Senator HOLLINGS. The Dirksen Office Building will have its own cooling device or is it all together?

Mr. WHITE. No, sir. All of the cooling for all of the buildings on the Hill is and will be provided by the chilled water which emanates from the Capitol Power Plant. So that this expansion as it is planned is for more than just the James Madison Library Building.

Senator HOLLINGS. It will serve the Dirksen Office Building extension as well?

Mr. WHITE. That is correct and other buildings as well with a reserve capacity for additional loads through 1980.

SECURITY SYSTEM FOR CAPITOL COMPLEX

Senator HOLLINGS. The matter of the security system was the fifth item we listed when we started.

Mr. WHITE. That is correct. That also is a subject of the supplemental appropriations bill. On page 14 of the bill is where the request is made.

Senator HOLLINGS. I have a letter dated May 4, 1973. I will include that also in the record in its entirety.

[The letter follows:]

May 4, 1973

Honorable Ernest F. Hollings
Chairman
Legislative Subcommittee
Committee on Appropriations
United States Senate
Washington, D. C.

Subject: Security System for Capitol Buildings.

Dear Mr. Chairman:

The Second Supplemental Appropriations Bill, 1973, as reported in the House, May 3, 1973, under the heading "Capitol Buildings", includes an additional appropriation of $1,698,000 (of which $298,000 is to be derived by transfer from the 1973 Capitol Power Plant appropriation), to cover the increased cost of procuring and installing a security system for the protection of the Capitol Buildings Complex. These amounts, when added to the appropriation of $3,000,000 provided for the security system in the Supplemental Appropriations Act, 1973, will provide a total of $4,698,000 for the project. The appropriation text, as included in the Second Supplemental Appropriations Bill, 1973, contains language increasing the authorized limit of cost for this project, as established by H. Con. Res. 550, 92nd Congress, from $3,000,000 to $4,698,000, and also provides for the transfer of the amount of $298,000 from the Capitol Power Plant account.

These revised estimates of cost, which I believe will prove as accurate as can be forecast at this time, have been determined after completion of further exhaustive study of this project by my office, the Secret Service, the Capitol Police Board, and representatives of the Capitol Police, and following extensive negotiations with the prospective contractors.

Item	Estimated Cost
Closed circuit television surveillance system	$2,750,000
Construction of control room, terminal rooms, cabling, air conditioning and other work by the forces of the Architect of the Capitol	700,000
Package X-ray system	550,000
Steam-chilled water tunnel security system	400,000
	$4,400,000
Brought Forward	$4,400,000
Contingency	298,000
Estimated total cost	$4,698,000

Less:

Appropriated in the Supplemental Appropriation Act, 1973	$3,000,000	
Amount being transferred from the Capitol Power Plant appropriation	298,000	
Total funds available or to be available		$3,298,000
Additional funds required		$1,400,000

There are several valid reasons for the increase in the estimated cost of the proposed system, as follows:

1. The original estimates were of preliminary nature, based on the best information that could be obtained at the time, as a result of various committee hearings, consultation and study by the Secret Service, the Capitol Police and the Architect's office.

2. Further study and extensive negotiations have demonstrated that the original preliminary system was not as electronically sophisticated as needed.

3. There has been a substantial escalation (about 20%) in the cost of electronic equipment generally.

4. The system for the steam--chilled water tunnels has been revised and integrated with the system for the Capitol and other buildings.

Honorable Kenneth J. Gray, Chairman of the Subcommittee on Police, Committee on House Administration, and Honorable Howard W. Cannon, Chairman of the Senate Committee on Rules and Administration, join me in requesting that you grant the additional amount of $1,400,000, authorize the necessary increase of the limit of cost in the pending supplemental bill and the transfer of funds from the "Capitol Power Plant" to the "Capitol Buildings" appropriation.

Cordially,

George M. White, FAIA
Architect of the Capitol

ADDITIONAL FUNDS REQUIRED

Senator HOLLINGS. That is an additional $1,400,000?

Mr. WHITE. That is correct, plus $298, 000 to be transferred from the "Capitol Power Plant" to the "Capitol Buildings" appropriation.

Senator HOLLINGS. Plus an estimated cost of $4,698,000?

Mr. WHITE. No, sir. The revised total estimated cost of the project is $4,698,000, which includes $3,298,000 already appropriated. There is a $298,000 item which is a transfer item. The $3,298,000, as stated, are funds which have already been appropriated. We are asking that $298,000 be transferred from Power Plant funds to Capitol Building funds so that the Power Plant funds which were appropriated prior to the appropriation of $3 million for the security system for the Capitol complex could be integrated with the "Capitol Buildings" funds and all of the security work could be coordinated as a single project. The additional $1,400,000 is being requested as the result of a more accurate estimate of what the costs will be, since we have now been in negotiation with a specific contractor and further, since it has been determined since our original estimates, which were very, very preliminary, that the electronics portion of our installation needs to be somewhat more sophisticated than we originally anticipated.

Those two items, coupled, of course, with some escalation of costs in the electronic industry—something like 20 percent, if I recall correctly—account for the reasons why the funding needs to be increased.

REQUEST FOR OTHER SUPPLEMENTAL FUNDS

Mr. HENLOCK. There is another item for "Capitol Buildings" in the supplemental. We also have $75,000 in that bill to cover the cost of transfer of janitorial employees from the House Doorkeeper to the Architect of the Capitol.

Senator HOLLINGS. $75,000 additional for what?

Mr. HENLOCK. To transfer employees who clean the House wing of the Capitol from the jurisdiction of the Doorkeeper of the House to the jurisdiction of the Architect of the Capitol, effective April 1, 1973.

Senator HOLLINGS. Why the increase if it is transferred from the Doorkeeper to you? It would cost $75,000 more?

Mr. WHITE. The $75,000 is being added to our "Capitol Buildings" account, rather than through transfer.

Senator HOLLINGS. It is not in addition but rather it is taking it out of one and putting it in aonther?

Mr. WHITE. That is correct.

Senator HOLLINGS. That is deducting that $75,000 from the Doorkeeper's budget on the House side?

Mr. WHITE. That is correct and adding it to our accounts.

SECURITY SYSTEMS

Senator HOLLINGS. Has this been approved through the security system by our own Rules Committee and Senator Cannon?

Mr. WHITE. Yes, sir.

Senator HOLLINGS. When will it be completed?

Mr. WHITE. I believe it will be another 18 months. I do not have an accurate answer for you, Mr. Chairman, but I believe it will be

another 18 months before the video surveillance system is capable of operation. This entire amount includes more than just one system. There are three basic divisions in the system. One is the radio surveillance portion. The second is the X-ray units to examine packages and mail and the third is the intrusion detection system. The latter will, in effect, be combined with the control room portion of the individual surveillance system. The signals from the intrusion system will all come to one location. Some portions will thus be completed before others.

Senator HOLLINGS. When you lay down the cables for the video surveillance system, does that entail breaking into the walls and putting in large cables? That is rather expensive. You have to break into existing portions of the building and then replace it.

The reason I am asking is that someday we will have it similar to the Parliament. The House and Senate will have a legible reference that will say what and where committees are meeting and what have you. We will have something with respect to the subject of the debate. It will be almost like an airplane schedule.

In the Parliament, a member can push a button and see how the debate is carrying on. There is no point in getting into that issue. You have much too much going on before you start going into that.

Mr. WHITE. That is true. While it is a similar kind of electronic system, that is to say, to have a closed-circuit television system, it would be separate and apart from this system in its cabling if it turns out to be something that the Congress decides that it wants. What knowledge we will have gained in accomplishing this will certainly stand us in good stead for estimating what we need to do for the future.

Senator HOLLINGS. It will get them out of the committees and back onto the floor. We will not pass bills with only five Senators on the floor any more. That was an eye opener for the American public.

SALARIES, OFFICE OF THE ARCHITECT

Senator HOLLINGS. For "Salaries, Office of the Architect," you are requesting an appropriation of $1,250,000, an increase of $51,500 over the 1973 appropriation of $1,198,500.

I will insert into the record at this point the justifications for this item which appear on pages 42 through 47.

[The justification follows:]

Justification

SALARIES, OFFICE OF THE ARCHITECT --- (Increase requested for 1974....$51,500)

1973 appropriation in annual act..... $1,198,500

Additions

MANDATORY ITEMS

Wage-Rate Increases

1. Authorized by 5 U.S.C. 5341-5344:
   Increase, determined as a result of surveys commenced in August 1972, resulting from new wage rates effective October 29, 1972 under the Coordinated Federal Wage System, affecting 4 Wage-Board employees carried under this appropriation, paid at new rates for 8 months in fiscal year 1973 and required to be paid at such rates for 12 months in fiscal year 1974 -- Additional funds required..... $ 800

2. Authorized by Public Law 92-392, approved August 19, 1972 (5 U.S.C. 5349):
   Increase resulting from two additional steps added to each non-supervisory and leader wage grade, as authorized by Public Law 92-392 (5 U.S.C. 5349), effective April 30, 1973..... 500

Within-grade salary advancements and other changes authorized by 5 U.S.C. 5331-5337 for "GS" employees compensated under "General Schedule" Pay Rates (Classification Act)..... 26,886

Overtime and Holiday Pay (5 U.S.C. 5544) increased from $96,100 to $100,100, resulting from base pay changes authorized by law..... 4,000

Pay above the stated annual rate increased from $2,000 to $4,000... $ 2,000

Normally, it is necessary to provide, annually, for one additional day's pay above the regular 260-basic workdays per year, since usually the extra day falls on a basic workday (Monday to Friday). This allotment is determined by deducting 52 Saturdays and 52 Sundays from the total of 365 calendar days in a normal year.

The amount requested for 1974 is required to meet the current cost of 1 day's pay in excess of the annual 260 day's basic workyear.

Payment to Employees' Health Benefits Fund increased from $6,800 to $9,200..... 2,400

This payment is required by 5 U.S.C. 8906. The increase is based on the Government's contribution of 40% of the higher subscription charges effective in January 1972 and as modified in January 1973.

Contribution to Retirement Fund (under "Personnel Benefits") increased from $76,200 to $79,500..... 3,300

This item is required by 5 U.S.C. 8334, covering Government contribution to this fund. The increase is due to increase in basic pay rates.

Total Increase - MANDATORY ITEMS..... $39,886

NEW POSITION REQUESTED

1 GS-9 Engineering Draftsman @ $11,614 per annum.....$11,614

This position is urgently needed to provide drafting assistance for the Supervising Air-Conditioning Department provided under our annual appropriations as part of the Architect's Central Office Staff, which exercises general supervision over all air-conditioning operations in all buildings under the Architect of the Capitol.

The present staff in the Supervising Air-Conditioning Department consists of two employees -- 1 GS-13 Air-Conditioning Engineer and 1 GS-12 Assistant Air Conditioning Engineer who, in addition to their general supervisory functions, are engaged in the design of new systems, alterations, and improvements to existing systems, and the review of plans and specifications prepared by consultants engaged for major construction projects.

The present air-conditioning systems in the Capitol, Russell Senate Office Building, Cannon and Longworth House Office Buildings were installed in 1935-1937 and a large central refrigeration plant at the Capitol Power Plant to supply chilled water to these systems through extensive chilled water distribution systems was constructed in 1936-1938.

Since original installation of these systems, numerous modifications have been made to the same during the past 35 years. In addition, since 1937, the air-conditioning systems installed in 1934 in the U. S. Supreme Court Building and in 1938 in the Library of Congress Annex Building have been modified and integrated with the chilled water supply system from the central refrigeration plant at the Capitol Power Plant; also, since 1937, the Dirksen Senate Office Building and the Rayburn House Office Building have been constructed, with air-conditioning systems supplied with chilled water from the central refrigeration plant, and the Main Library of Congress Building has been air-conditioned.

Immediately following installation of the air-conditioning systems in the Capitol, Russell Senate Office Building, and Cannon and Longworth House Office Buildings and construction and placing in operation of the central refrigeration plant in 1935-1938, these systems were placed under the general supervision of a Supervising Air-Conditioning Engineer allowed for such purpose on the Architect's Central Office Staff in 1939. The Supervising Air-Conditioning Engineer was provided with an engineering aide in his office in 1954, replaced in 1964 by a GS-11 Assistant, subsequently regraded to GS-12. These 2 engineers constitute the total supervisory staff at the present time.

The construction and occupancy of the Rayburn House Office Building in 1965 and installation and placing in operation of an air-conditioning system in the Main Library of Congress Building for the first time in 1964-1966 have added materially to the workload of these 2 supervising engineers, as have also numerous modifications and additions made since 1964 to the air conditioning systems of the buildings already in

existence in 1964. The workload has now increased to the point where an additional employee is required on the central office air-conditioning staff.

As stated in hearings the last 2 years, we are now attempting to perform many of the improvement programs in the buildings under our jurisdiction "in house" to the extent we have the personnel capability. We do not, however, have a sufficient staff in the Central Air-Conditioning Department to perform the air-conditioning work involved in such programs, on a timely basis, through use of "in house" personnel.

There is a constant heavy workload of design, layout, alteration, and conversion of air-handling units, and ductwork, in order to provide proper comfort conditions for building occupants under frequently changed occupancy conditions. An engineering draftsman, assigned exclusively for such work, is needed to assist in the development of schematics and criteria required for such work.

At present, we do have one permanent engineering draftsman on our central office staff whose full-time is required in connection with electrical alterations, additions, and new construction work, other than air-conditioning work, and in up-dating electrical and mechanical drawings to reflect alterations and improvements to existing buildings and equipment as they are made.

It has been necessary, from time to time, to employ a temporary draftsman to assist in the Air-Conditioning Department's work in connection with special projects when the funds for such projects would permit, but the constant backlog of drafting work in this Department makes it necessary to request an additional engineering draftsman on a year-around basis, for 1974.

Approval of this request is urgently recommended.

Total Increase - NEW POSITION.....	$11,614
TOTAL ADDITIONS.....(+)	51,500
Total Estimate for 1974.....	$1,250,000 1/

1/ In addition to the total of $1,250,000 shown on page 5, an additional amount of $50,000 is required to cover the cost of 1/1/73 "White Collar" pay raise in F.Y. 1974, to be transmitted at a later date, as per Budget Bulletin 73-4, dated 1/26/73.

EXPLANATION OF "WHITE COLLAR" PAY INCREASE

Senator HOLLINGS. I note that, on page 47 of the justifications, an additional amount of $50,000 is required to cover the cost of the January 1, 1973 "white collar" pay raise in fiscal year 1974. Please explain this to the committee.

Mr. WHITE. We must submit a budget amendment to cover that item at a later date, as per Budget Bulletin 73–4, dated January 26, 1973, which is a procedure being followed this year by agencies throughout the Government in accordance with advice received. Our action, therefore, conforms to prescribed budget procedure.

The amount of $50,000 will be required to cover on a full-year basis in the fiscal year 1974 the cost of the 5.14 percent pay increase, effective January 1, 1973, authorized for "GS" employees throughout the Government by section 5305 of title 5, U.S.C. and section 3(c) of the Federal Pay Comparability Act of 1970, and by Executive Order 11691, issued December 15, 1972 under authority of subchapter I of chapter 53 of title 5, U.S.C.; also, the cost of comparable increase granted unclassified and other "white collar" employees under authority of section 5307 of title 5, U.S.C. Under the "Salaries" appropriation, the increase affects 53 "GS" employees and three unclassified employess.

NEW POSITION FOR AIR-CONDITIONING DEPARTMENT

Senator HOLLINGS. How many positions are authorized for your Supervising Air-Conditioning Department, with respect to your request for an additional position on page 44 of the justification?

Mr. WHITE. At present, the Supervising Air-Conditioning Department consists of two employees, who exercise general supervision over all air-conditioning operations in all buidings under the Architect of the Capitol and, in addition to those duties, are engaged in the design of new systems, alterations, and improvements to existing systems, and the review of plans and specifications prepared by consultants engaged for major construction projects. There has been no increase granted under this department since 1954.

For 1974, we are asking for one additional position for this department, an engineering draftsman, needed to provide drafting assistance for the present staff of two employees. The increase in workload during the past 15 or 20 years makes this request an urgent need.

LIMITATION ON TRAVEL

Senator HOLLINGS. The amount of the next item, "Limitation on travel expenses," is $20,000, the same amount as the limitation approved for fiscal year 1973. Do you have any comment on this item?

Mr. WHITE. As indicated in our justifications, this is not an appropriation, but a limitation on the total amount under all funds which may be expended by the Architect of the Capitol in any one fiscal year for travel.

Such limitations have been provided in our annual appropriation acts since 1927. For the past 13 years, the amount of limitation has remained fixed at $20,000. In the current year, as of February 28, 1973, our expenditures for travel up to that date amounted to $10,481.

CONTINGENT EXPENSES

Senator Hollings. Moving now on to the next item, Mr. White, I think you are requesting $75,000 for contingent expenses, the same amount as you had in the 1973 appropriations.

I am going to place in the record pages 49 through 53.

[The information follows:]

Justification

CONTINGENT EXPENSES

1973 appropriation in annual act	$ 75,000
Total Estimate for 1974	$ 75,000
Contingent Expenses	$ 75,000

This is an item allowed annually since 1956 and is required in order to facilitate the work performed by the Architect of the Capitol in behalf of the Congress. Its purpose is to enable the Architect of the Capitol to make surveys and studies and to meet unforeseen expenses in connection with activities under the care of the Architect.

The amount of $75,000 requested for 1974 is the same as allowed for 1973. From 1956 through 1972, the annual allotment was $50,000.

In this connection, I wish to emphasize that for the past 17 years, all expenditures from this fund affecting the Senate have been made by the Architect

of the Capitol with the approval of the Chairman of the Senate Committee on Appropriations, and all expenditures affecting the House have been made by the Architect of the Capitol with the approval of the Speaker of the House of Representatives. The funds have been made available each year with this understanding, so there has been rigid control over the use of this fund from the very start.

In addition, in accordance with further understanding with respect to use of this fund, each year there is set forth in the annual Budget a detailed listing of expenditures made under this fund in the prior fiscal year just ended; also, of obligations incurred to the date of the Hearing before your Committee out of the current fiscal year fund.

Expenses under this fund include such items as urgent need for modification of rostrums, erection and relocation of partitions; rearrangement and installation of additional lighting; installation and modification of public address systems in committee rooms; alterations to offices, committee rooms, and other areas to meet unanticipated requirements of Committees, Senators, and Members, including those arising from new legislation such as the Legislative

Reorganization Act and from other changes resulting from expanded personnel, more extensive use of office equipment, and rearrangement of existing facilities -- in an effort to alleviate, through temporary expediencies, overcrowded occupancy conditions and the need for additional accommodations; and, for emergency repairs to mechanical equipment to prevent any prolonged disruptions to service resulting from delays necessarily incident to the securing of supplemental appropriations for items costing comparatively small amounts.

During the first 7 months of the fiscal year 1973 (July 1, 1972 to February 1, 1973), allocations totaling $23,800 have been approved against this fund of which $14,300 has been for enlargement of the office suite in the Longworth Building occupied by the Chairman of the House Ways and Means Committee, through annexation of adjacent unused space, part of which was formerly occupied by the Western Union -- this item approved by the Speaker of the House of Representatives, after formal action by the House Office Building Commission approving the request for these alterations; $5,000 for alterations to the air-conditioning and heating systems supplying Rooms G-223 through G-241 in the Dirksen Office Building to provide satisfactory heating and cooling conditions in those rooms, originally consisting of 5 rooms later subdivided by floor to ceiling

partitions into 10 rooms with resultant deficiencies in air-conditioning supply and distribution in the individual rooms -- this item approved by the Chairman of the Senate Committee on Appropriations; $4,500 for the installation of coaxial cables in connection with the new electronic storage of official Senate voting records -- this item also approved by the Chairman of the Senate Committee on Appropriations.

Unexpended Balance Returned to Treasury - 1956-1972

Fiscal Year	
1956	$17,376
1957	31,442
1958	36,616
1959	7,367
1960	3,121
1961	8,211
1962	26,991
1963	8,967
1964	26,669
1965	21,177
1966	5,896
1967	34,409
1968	22,239
1969	20,994
1970	3,158
1971	25,067
1972	21,321

AFFECT OF LEGISLATIVE REORGANIZATION ACT

Senator HOLLINGS. What are the implications resulting from the Legislative Reorganization Act?

Mr. WHITE. There were one or two that have occurred up to now. For example, we spent $3,000 in making alterations to a room for the use of the Joint Committee on Congressional Operations, the Chairman of which is Congressman Jack Brooks, and which arises from the Legislative Reorganization Act.

I might say, for the record, that no funds are expended from this contingent fund without the prior approval of the Chairman of the Senate Appropriations Committee, Senator McClellan and the Speaker of the House on the House side, so I have no authority to spend these funds without their approval.

Each time a separate request is required. We have, for example, made some alterations to some of the rooms in the House Office Buildings, through the use of the contingent funds, which, I believe, were a result of the needs arising out of the Legislative Reorganization Act.

Senator HOLLINGS. What is the current balance of the fund?

Mr. WHITE. The current balance is $22,230 as of April the 1st.

We have also requested from the fund $5,000 in order to hire a consultant for a survey to be made to eliminate barriers for the handicapped in the buildings on the Hill. We have done some of that in house, but it is more extensive than we can handle with our small staff. We are about to let a contract for that within the next week. These are the kinds of unforeseen circumstances that have arisen.

CAPITOL BUILDINGS

Senator HOLLINGS. For the next item, "Capitol Buildings", you are requesting an appropriation of $4,535,000, including a $300,000 Budget Amendment.

I will place pages 53A through 85 and the table on page 88 of your justifications in the record at this point.

[The information follows:]

Justification

CAPITOL BUILDINGS

SUMMARY STATEMENT -- REVISED TO REFLECT REVISIONS THROUGH APRIL 30, 1973

Fiscal Year 1974

Appropriation requested in original printed Budget and shown in Justification Book	$ 4,235,000
Additional amount requested -- Budget Amendment transmitted to Office of Management and Budget, March 26, 1973 -- not included in Justification Book	300,000
TOTAL APPROPRIATION REQUESTED FOR FISCAL YEAR 1974	4,535,000

Fiscal Year 1973

Appropriated - regular annual act	$ 4,411,000	
Appropriated - Supplemental Appropriation Act, 1973	3,000,000	
Reappropriated for 1973 (continuation of 1971-1972 funds)	117,000	
Permanent, indefinite appropriation, 1973, Public Law 92-56	10,000	
Pending Wage-Board Pay Supplemental	48,800	
TOTAL APPROPRIATIONS - FISCAL YEAR 1973		(-) 7,586,800
NET DECREASE REQUESTED FOR FISCAL YEAR 1974 (as revised)		(-)$ 3,051,800

The Budget Amendment of $300,000 is explained, as follows:

Explanation of Budget Amendment

An additional amount of $300,000, over and above the original Budget Estimate for the fiscal year 1974, is required for fiscal year 1974, of which (1) $270,000 is required to carry on the payrolls of the Architect of the Capitol 31 positions transferred, April 1, 1973, from the jurisdiction of the Doorkeeper of the House to the jurisdiction of the Architect of the Capitol, by Directive of the House Committee on Administration, March 20, 1973 -- these being employees engaged in janitorial and other domestic duties in the House Wing of the Capitol, and (2) $30,000 for procurement of supplies, materials, and equipment required in performance of such work.

The item has been approved by the House Committee on Appropriations and included in the 1974 Legislative Branch Appropriation Bill, as passed by the House, April 18, 1973.

The $270,000 required for payrolls is based on 1 Foreman of Laborers @ $8,278 per annum, 26 Laborers @ $6,864 per annum each, 2 Laborers @ $6,323 per annum each, and 2 Laborers @ $6,595 per annum each, base pay rates totaling $212,600, plus $57,400 for overtime pay and personnel benefits.

Total Appropriation requested for fiscal year 1974, including Budget Amendment.....$ 4,535,000

TOTAL INCLUDED IN 1974 LEGISLATIVE BRANCH APPROPRIATION BILL, AS PASSED BY THE HOUSE.. 4,519,600

Amount not included in Bill, asked to be added by the Senate.....$ 15,400

This amount of $15,400 is explained on page 83 of the Justifications and provides sanitation equipment for the Senate Restaurants in the Capitol Building.

CAPITOL BUILDINGS --- (Net decrease requested for 1974.....$3,351,800)

1973 appropriation in annual act	$4,411,000
1973 appropriation in Supplemental Appropriation Act	3,000,000
1973 reappropriation (1971-72 funds continued available until June 30, 1973)	117,000
1973 appropriation - permanent, indefinite, Public Law 92-56	10,000
Wage-Board Pay Supplemental	48,800
Total appropriations - 1973	$7,586,800

Deductions

Restoration of Old Senate Chamber and Old Supreme Court Chamber: nonrecurring item allowed for 1973, not required for 1974	$1,521,000	
Installation of security apparatus for protection of the Capitol Buildings: nonrecurring item allowed for 1973, not required for 1974	3,000,000	
Installation of electronic voting system, House Chamber: nonrecurring reappropriation, not required for 1974	12,000	
Execution of mural decorations on ceiling and walls, east corridor, 1st floor, House Wing (southernmost bay of east corridor): Funds for this work received as a gift from the United States Capitol Historical Society under authority of Public Law 92-56, approved July 29, 1971, and credited to the appropriation account "Capitol Buildings, Architect of the Capitol" in accordance with the requirements of Section 2 of that law and carried in the Budget as a permanent indefinite appropriation: nonrecurring item allowed for 1973, not required for 1974	10,000	

Alterations to Members' elevator serving subway, House Wing of Capitol: nonrecurring item allowed for 1973, not required for 1974	$ 6,100	
Replacement of 2 elevators, House Wing of Capitol (one located in the old section of the House side providing service from the basement floor to the attic; the other located in the west side of the House Wing adjacent to the House Chamber and House Appropriations Committee rooms): nonrecurring item allowed for 1973, not required for 1974	70,000	
Installation of railings on cheek blocks, central portico, east front: nonrecurring item allowed for 1973, not required for 1974	14,000	
Modifications to south end of east corridor, 1st floor, House Wing: nonrecurring item allowed for 1973, not required for 1974	11,000	
Fabric for wall panels in galleries, Senate Chamber: nonrecurring item allowed for 1973, not required for 1974	17,000	
Modifications to 2 passageways, House side of central portion of Capitol adjacent to Crypt and Rotunda on 1st and 2nd floors: nonrecurring item allowed for 1973, not required for 1974	98,300	
Improved speech reinforcement system, House Chamber: nonrecurring reappropriation, not required for 1974	105,000	
Nonrecurring improvements, House and Senate Restaurants, allowed for 1973, not required for 1974	86,000	(-) 4,950,400
Base for 1974		2,636,400

Additions

MANDATORY ITEMS

Wage-Rate Increases

1. Authorized by 5 U.S.C. 5341-5344:
   Increase, determined as a result of surveys commenced in August 1972, resulting from new wage rates effective October 29, 1972 under the Coordinated Federal Wage System, affecting 117 Wage-Board employees carried under this appropriation, paid at new rates for 8 months in fiscal year 1973 and required to be paid at such rates for 12 months in fiscal year 1974 -- Additional funds required..... $ 30,000

2. Authorized by Public Law 92-392, approved August 19, 1972 (5 U.S.C. 5349):
   Increase resulting from two additional steps added to each non-supervisory and leader wage grade, as authorized by Public Law 92-392 (5 U.S.C. 5349), effective April 30, 1973..... 15,900

Within-grade promotions authorized under the Prevailing Rate System for Wage-Board employees compensated under such system..... 5,100

Within-grade salary advancements and other changes authorized by 5 U.S.C. 5331-5337 for "GS" employees compensated under "General Schedule" Pay Rates (Classification Act)..... 13,670

Overtime and Holiday Pay (5 U.S.C. 5544) increased from $295,500 to $313,500, resulting from base pay changes authorized by law..... 18,000

Sunday and Night Differential Pay (5 U.S.C. 5343) increased from $22,000 to $24,000.....$ 2,000
This additional amount is requested to meet increased costs under this allotment.

Payment to Employees' Life Insurance Fund increased from $6,600 to $7,500..... 900
This payment is required by 5 U.S.C. 8708. The additional amount requested for 1974 is to cover current costs.

Payment to Employees' Health Benefits Fund increased from $23,100 to $28,000..... 4,900
This payment is required by 5 U.S.C. 8906. The increase is based on the Government's contribution of 40% of the higher subscription charges effective in January, 1972 and as modified in January, 1973.

Contribution to retirement fund (under "Personnel Benefits") increased from $109,905 to $118,305, required by 5 U.S.C. 8334, covering Government contribution to this fund, resulting from increased base pay rates..... 8,400

Payment to Employees Compensation Fund (under "Personnel Benefits) increased from $78,800 to $86,900, required by 5 U.S.C. 8147 (b)..... 8,100

Total Increase - MANDATORY ITEMS.....$106,970

NEW POSITIONS REQUESTED

1 - Wage Board-11 Electronic Equipment Mechanic	$10,254
1 - Wage Board-10 Elevator Mechanic	9,792
2 - Wage Board-05 Laborers @ $7,654 p.a. each	15,308
2 - Wage Board-04 Laborers @ $7,238 p.a. each	14,476
Total - 6 new positions @ annual cost of	$49,830

1 - Wage Board-11 Electronic Equipment Mechanic @ $10,254 p.a.

At the present time, the Electronic Shop is staffed by a foreman, assistant foreman, and 3 mechanics, who are engaged in the maintenance and repair of the electronically-operated clocks and legislative call systems and speech reinforcement systems in the Capitol, Senate, and House Office Buildings, the closed circuit television system at the Capitol Power Plant, and in the installation of cables and making connections for computer systems, sound reinforcement systems, and other electronic systems.

There has been no increase provided for this shop since the present 5 positions were allowed (the foreman in 1963; the assistant foreman and 3 mechanics in 1965), to care for the electronically-operated clocks and legislative call systems then installed and placed in operation in the Capitol, Rayburn, and Dirksen Buildings. Since 1965, electronic clocks and call systems have been installed in the Cannon and Longworth Buildings and the Russell Building; also, a speech reinforcement system in the Senate Chamber and the closed circuit television system at the Capitol Power Plant. Recently, these employees have been engaged also in the installation of cables and other connections for the electronic voting system in the House Chamber; also for computer systems.

The number of annual service calls received and handled by this shop has more than doubled in the past 5 years.

The work performed by the personnel of this shop requires specialized training and skill. With the increased amount of electronic equipment installed and required to be maintained since 1965, and with the large increase in annual service calls during the past 5 years, it is no longer possible for the present force of 2 foremen and 3 mechanics to keep abreast of the workload required to be performed and to render service in as expeditious a manner as should be done to maintain efficient and uninterrupted service.

1 - Wage-Board-10 Elevator Mechanic @ $9,792 p.a.

This additional position is required for the elevator inspection and test crew which is carried on the Capitol Buildings payroll. This crew performs the work of special testing, inspecting, and recabling of all elevator units, totaling 149 units, in all buildings under the Architect.

At present, the inspection and test crew consists of a foreman, assistant foreman, and four mechanics, whose time is consumed making periodic tests, general inspections, major adjustments, quarterly cable inspections, and heavy repair work on the 149 elevator units. Their work requires special training and skill and is separate and apart from the regular

daily maintenance work performed by elevator mechanics and helpers employed on the payrolls of each building.

The number of elevator units has increased from 139 to 149 since 1967. The 10 units added since 1967 include 2 additional elevator units installed in the Cannon Building (1 in 1967 and the other in 1972); 3 additional elevators installed in the Dirksen Building in 1970; 1 elevator in the building acquired by the Government at 127 C Street, N.E., taken possession of by the Government in December 1970, and now occupied by the Senate as a temporary annex building; 1 elevator in the building acquired by the Government, formerly known as the Plaza Hotel, taken possession of by the Government in November 1970, and now occupied by the Capitol Police and Senate personnel as a temporary annex building; and 3 elevators in the Government-owned building at 300 New Jersey Avenue, S.E., formerly known as the Congressional Hotel, taken over for occupancy by the House as a temporary annex building June 1, 1972.

There has been no compensating increase in the inspection and testing crew since the addition of these 10 elevator units, and the present force can no longer properly maintain their inspection and testing program.

In the interest of safety to the Congressmen, employees, and the public who use these elevators daily, the inspection and testing crew should be augmented by this additional employee.

2 Wage-Board-05 Laborers @ $7,654 p.a. each

A labor force of 17 employees is allowed for the heavy labor and semi-skilled labor work required to be done annually in the Capitol Building. The last increase in this force was provided in 1962 upon completion and occupancy of the East Front Extension of the Capitol. Since then, workload requirements have continued to increase, due to changes and modifications made from time to time in occupied space, and the addition of such areas as the 15 rooms constructed in 1965-1969 in the House and Senate light shafts in the central section of the building which add to the necessity for erection and removal of scaffolding when painting and periodic cleaning of walls and ceilings are required.

During the past year, a program has been started to clean more frequently the stone, bronze and other metal work in the building, utilizing new cleaning materials with more effective results. With the increased performance of construction and other work by the use of in-house personnel, the work of the labor force has correspondingly increased; also, performance of work by in-house personnel has required a greater amount of time to be spent by the labor force in the erection, moving, and removal of scaffolding.

This request for 2 additional laborers, which would provide the first increase in the labor force since 1962, is strongly recommended in order that the work in the Capitol may be properly cared for.

2 Wage-Board-04 Laborers @ $7,238 p.a. each

Since October 1972, at the request of the Chairman of the House Administration Committee, the labor force under the

Architect has taken over the daily cleaning of the 5 House dining rooms in the Capitol, formerly performed by House Restaurant personnel, such change being effectuated in the interest of more orderly and efficient operation.

In order to provide adequate year-around personnel to take care of this work, it is requested that 2 additional laborers be allowed for 1974 for such purpose.

Total Increase - NEW POSITIONS.....$49,830

OTHER INCREASES - ANNUAL RECURRING ITEMS

Annual Painting increased from $40,000 to $48,000.....$ 8,000

This allotment is required annually and provides for the painting normally required for the proper preservation and appearance of Committee Rooms, offices, corridors, restaurants, and other spaces in the Capitol.

The $8,000 increase for 1974 is requested to partially offset the increases in painters' wage rates, including fringe benefits, that have occurred since the last increase in this allotment was granted in the fiscal year 1971, which was based on rates in effect during the period January 1969 through April 1970.

The wage rate of painters, including fringe benefits, rose from $5.90 per hour to $6.67 per hour in May, 1970; from $6.67 to $7.64 in May 1971; from $7.64 to $8.70 in August 1972 (the rate now being paid) -- an increase of 47% over the $40,000 allotment established in the fiscal year 1971.

Approximately 80% of this allotment is expended on painters' wages -- the balance covers cost of materials.

General Annual Repairs increased from $32,000 to $40,000..... 8,000

This allotment is required annually and provides for annually recurring repairs and alterations required for the general structural care and maintenance of the building and its equipment -- such as carpentry, concrete, masonry, machinery and equipment, electrical, sheet metal work, minor roof and skylight work, plumbing, plastering, brickwork, and venetian blinds.

The last increase under this allotment was granted in the fiscal year 1965. The $8,000 increase for 1974 is requested to partially offset increased costs of labor and materials that have occurred since that time.

Maintenance and repair, lighting systems, grounds, and floodlighting dome of Capitol increased from $23,000 to $28,500..... $ 5,500

This allotment provides for the maintenance, operation and repairs of all of the lighting systems of the Capitol Grounds; the equipment and lighting circuitry required for the Capitol Dome floodlighting; the motor control center and electrical systems related to display fountains and circulating pumps, and other miscellaneous units.

At the present time the ring of 80 floodlamps mounted on the Capitol roof and grounds for floodlighting the Dome

consists of 1,000 watt quartz reflector lamps with a blade contactor on a commercial cast aluminum base.

These floodlamps can no longer be obtained, as manufacture of the same has been discontinued, due to a lack of commercial demand for such type of lights.

Under the additional amount of $5,500 requested for 1974, it is proposed to replace the existing installation with 80 new modern-base receptacle fixtures and lamps, now commercially available. This is an urgently required item.

Maintenance of Office and Computer Equipment increased from $11,500 to $12,500..... 1,000

This allotment is required annually, to cover the cost of maintenance and service contracts required to keep in good operating condition the business machines, computers, and other equipment now in use. The services are acquired through General Services Administration Supply Schedule contracts. The $1,000 increase requested for 1974 is required to meet current costs.

Of the $12,500 requested for 1974, $6,000 is for maintenance and servicing of computer equipment. This, being specialized electronic data processing equipment, requires the services of specialists in the electronic field for proper maintenance, repair and adjustment of this equipment, which is used for preparation of payrolls and related data and accounting information; $1,800 is required for annual servicing of multilith, itek, and addressograph equipment; $1,400 for servicing and rental of Xerox equipment; and $2,600 for servicing typewriters and other miscellaneous office equipment. In addition, an amount of $700 is required for a service contract for the burglar alarm system provided for the Display Cases in the Crypt.

Supplies and Materials increased from $49,000 to $58,000..... $ 9,000

This allotment provides for carpentry, electrical, plumbing, hardware, cleaning, heating and ventilating, and general miscellaneous supplies for the care of the Capitol Building, including incandescent lamps and fluorescent tubes; also stationery office supplies and reference books, and Sanitarian's supplies.

The last increase granted under this allotment was in the fiscal year 1971 and in the past 3 years further increase in the cost of such supplies and materials has occurred.

The increase of $9,000 requested for 1974 is required to meet current cost and expanded needs.

Total Increase - ANNUAL RECURRING ITEMS.....$31,500

OTHER INCREASES - NONRECURRING ITEMS

Cleaning stonework and painting coffered domed ceiling of Rotunda.....$ 341,000

For 1974, $341,000 is requested for cleaning the stonework and painting the coffered domed ceiling of the Rotunda.

The stonework was last cleaned and the coffered domed ceiling was last cleaned and painted in 1949. Prior to 1949, this work had last been done in 1907.

There is an extensive amount of stonework to be cleaned in the Rotunda. The walls, which extend from the floor of the Rotunda to the top of the entablature beneath the frieze, as well as the pilasters and ornamental panels which form part of the walls, are all constructed of sandstone. Prior to 1907, the sandstone walls had at some earlier date been painted, but as the results were not found satisfactory, all paint was removed from the sandstone surfaces in 1907 and the sandstone has since been left in its original state. In 1949, the sandstone surfaces were cleaned by blasting with very fine sand.

Under the funds requested for 1974, it is proposed to again clean all of the sandstone surfaces, which will improve their appearance.

The coffered domed ceiling extends from the entablature above the frieze to the eye, or canopy, of the dome and was, as indicated, last cleaned and painted in 1949. It has once again become covered with a film of grease and dust and should be cleaned and painted in the coming year.

Both the sandstone cleaning and the coffered ceiling cleaning and painting will require the use of extensive scaffolding. The Rotunda must be scaffolded from the floor to the ceiling. Special scaffolding must be used for the ceiling work, and other scaffolding for the sandstone work.

Under the funds requested for 1974, it is proposed to clean and paint the coffered ceiling, including the cast iron areas between the top of the entablature and the bottom of the frieze and between the top of the frieze and the base of the ceiling. The painting is necessarily costly work to perform because of the highly decorated character of the coffered ceiling. The painting is expected to involve the use of five different colors and gold leaf highlighting.

The work to be done includes installation of a protected walkway and protective enclosures for the statuary and paintings in the Rotunda.

The only areas of the Rotunda not included in the cleaning and painting program are the canopy, or eye, of the dome which contains the frescoe painting depicting the Apothesis of Washington and the frieze around the belt of the Rotunda.

The work recommended to be done next year is deemed necessary to preserve the proper appearance of the Rotunda, which is one of the finest and most frequently visited rooms in the Capitol and also the site of many prominent events.

Breakdown of Cost

Cleaning and painting the coffered ceiling and other painted surfaces of the Rotunda, exclud-

ing the canopy and frieze; also including the cost of scaffolding	$220,000
Cleaning the sandstone walls and other sandstone surfaces, including the cost of scaffolding	80,000
Protective walkway and protected enclosures for statuary and paintings	12,000
Administrative, supervision, and contingencies	29,000
Total estimated cost	$341,000

Cleaning sandstone and cleaning and painting the half-domed ceiling of Statuary Hall, and other related work..... $ 350,000

For 1974, $350,000 is requested for cleaning the stonework and for cleaning and painting the half-domed ceiling of Statuary Hall, including restoration and other miscellaneous related work.

The half-domed ceiling and other painted surfaces of Statuary Hall were last cleaned and painted in 1959. Prior to 1959, this work, together with cleaning of the sandstone, was done in 1949, and prior to that year in 1923.

Under the funds requested for 1974, it is proposed to again clean the areas of Statuary Hall constructed of sandstone; also, to clean and paint the half-domed ceiling of the Hall, the plaster gallery walls, door jambs and trim, and other painted surfaces. This work will require the use of scaffolding, the cost of which is included in the $350,000 estimate.

In addition, the estimate provides for restoration of certain physical features of the Hall as it existed during the period 1818-1857 when used as the old House of Representatives Chamber. The restoration work includes restoring, through reproductions, 4 fireplaces, one chandelier, 28 sconces, 2 plaques, and draperies, removed many years ago from the Hall.

This work is recommended to be done in the coming year in order to preserve the proper appearance of Statuary Hall and to restore some of the attractive physical features of the Hall as it existed during its early-day occupancy.

Breakdown of Estimate

Cleaning sandstone	$ 23,400
Cleaning and painting ceiling and other painted surfaces	47,000
Scaffolding for cleaning and painting	30,000
Protective walkway and protective coverings for statues	19,000
Restoring, through reproduction, 4 fireplaces	16,000
Restoring, through reproduction, 1 chandelier	17,000
Restoring, through reproduction, 28 sconces	15,400
Restoring, through reproduction, 2 plaques, including cost of casting and modeling	7,500
Restoring, through reproduction, draperies	142,000
Administrative, supervision, miscellaneous, and contingencies	32,700
Total estimated cost	$350,000

Cleaning sandstone, small rotunda, 2nd floor, Senate Side of Capitol.....$ 12,400

Another item requested for 1974 to improve the appearance of the Capitol is $12,400 to clean the sandstone of the small rotunda on the Senate side of the Capitol, on the second floor level, located between the main Rotunda and the north Senate corridor. Following the bombing of areas on the first floor adjacent to this rotunda in 1971, during the performance of reparation work the domed ceiling of this small rotunda was cleaned and painted and the sandstone on the first floor of this rotunda was cleaned.

At the second floor level, the walls are constructed of sandstone, as is also the arcade of columns.

In addition to painting and redecorating the ceiling of this rotunda in 1971, a crystal chandelier was installed in this rotunda several years prior to that time. The work proposed to be done in 1974 will complete the improvement of this area. The estimate includes the cost of scaffolding.

Cleaning sandstone and painting domed ceiling, small rotunda, 2nd floor, House side of Capitol.....$ 19,800

Funds are also requested for 1974 to clean the sandstone of the small rotunda on the House side of the Capitol, on the second floor level, located between Statuary Hall and the Main Rotunda.

The walls and columns, on the second floor level, are both constructed of sandstone. A brass chandelier was installed in this Rotunda, several years ago.

In addition to cleaning the sandstone surfaces, it is proposed, under the 1974 estimate, to paint the domed ceiling of this rotunda in a manner similar to the painting of the ceiling of the small rotunda in 1971 on the Senate side. The estimate includes the cost of scaffolding.

Installation of marble balustrades on cheek blocks, Senate and House wing steps..... 96,700

For 1974, $96,700 is requested to install marble balustrades on the cheek blocks on the Senate and House Wing steps.

For 1973, $14,000 was allowed for installation of iron railings on the two marble cheek blocks at the central portico, East Front of the Capitol, as a permanent installation in replacement of temporary wooden barricades installed on these cheek blocks in 1962, to eliminate hazard. At the time of the Hearings on the 1973 Bill, it was suggested by the House Appropriations Committee that it might be wise to install similar protection on the cheek blocks of the Senate and House wing steps in the interest of the public safety. The Architect agreed and advised he would include a request for funds for such purpose in the 1974 budget. The present estimate is submitted accordingly.

Under the funds requested for 1974, it is proposed to install marble rails, balusters, die blocks and caps on each of the 2 marble cheek blocks on the House Wing steps, at the portico level, and marble rails, balusters, die blocks and caps on each of the 2 marble cheek blocks on the Senate Wing steps, also at the portico level. In

making this installation, it is proposed to use marble that will blend with the existing marble of which the House and Senate Wings are constructed.

This work, if done, will eliminate an existing hazard and contribute to the public safety.

Breakdown of Estimate

Marble balusters, rails and other materials required	$65,500
Labor for installation	27,200
Administrative, supervisory and miscellaneous costs	4,000
Total estimated cost	$96,700

Installation of handrails on the west central stairways, including other related work ..... $ 7,500

At the present time, the marble stairway leading from the second floor at the west side of the Rotunda to the first floor is provided with bronze handrails from the intermediate landing to the first floor. The section of the stairway from the intermediate landing to the second floor is without handrails. For 1974, in the interest of the public safety, funds are requested to install bronze handrails on this upper half of the stairway also.

At the present time, the top marble step of this stairway at the Rotunda or second floor level is approximately 50 percent greater in width than the other steps of this stairway, constituting a hazard especially with the present-day heavy traffic using this stairway. Under the funds requested for 1974, it is proposed to make alterations at the top level of this stairway to remedy this condition, so that all of the steps will be of uniform width.

For 1974, in the interest of the public safety, an amount of $700 has been included in the estimate for the fabrication and installation of new wood handrails on the section of the marble stairway leading from the first floor, west central section, to the basement floor not presently provided with any handrail. The existing wood handrail extends only from the first floor halfway down the stairway and will be retained.

Breakdown of Estimate

Furnishing and installing bronze handrails	$3,700
Installing an additional marble step at the second floor level	2,300
Fabrication and installation of wood handrails	700
Administrative, supervisory, and miscellaneous	800
Total Estimated Cost	$7,500

Restore sculptured figures, East Portico, Senate Wing ..... $ 64,000

Above the exterior east portico entrance to the Senate Wing there are two sculptured figures. These sculptured figures by Thomas Crawford rest on a marble cornice

supported by massive brackets and are located above the bronze entrance door. The statuary consists of two female figures reclining against a globe, representing Justice and History. Justice is supporting a volume bearing the inscription "Justice, Law, Order", and a pair of scales lies by her right hand. History holds a scroll incised "History, July 1776". This work was installed in 1863.

After 100 years exposure to the elements, these sculptured figures, made of Carrara marble, have become badly deteriorated and disfigured.

The amount of $64,000 requested for 1974 provides for replacement of these sculptured figures. The funds requested provide for removal of the existing statues; delivery of them to a model maker; making casts and models of the two statues and furnishing marble and carving two new statues in marble, reproducing the original statuary; delivering the new statues to the Capitol and setting them in place above the east portico entrance door, and other minor related work.

It is urgently requested that funds be granted for 1974 for this restoration work.

Breakdown of Estimate

Casts and models, including crating and freight to the marble quarry	$ 4,600
New statues: furnish marble and carve two statues and deliver them to Capitol	34,000
Furnish and insert dutchman in header	2,900
Remove the existing statues and deliver them to model maker and set the new statues in place, when received	18,600
Haul existing statues from model maker's plant to Capitol storage site, when model work has been completed	500
Administrative and supervisory costs and contingencies	3,400
Total Estimated Cost	$64,000

Improvement of illumination and modernization of electrical wiring in the Capitol -- 4th year allotment, under 5-years program, increased from $50,000 to $100,000 ..... $ 50,000

Under funds, totaling $2,900,000 provided for such purpose under the Extension of the Capitol appropriations, a major program was carried forward during the period 1958 to 1966, of improvement of the illumination and wiring in the Capitol Building.

Under this program, 154 offices, hearing rooms and dining areas in the Capitol were provided with improved illumination and wiring, as were also many public areas, such as the Brumidi corridors on the first floor of the Senate Wing, the Hall of Columns on the first floor of the House Wing, the Crypt directly under the Rotunda, the connecting corridors on the first and second floors and the corridors on all floors in the central portion of the building. Upon completion of work under this program, there remained to be

performed in other areas of the Capitol similar work estimated to require expenditures totaling in the neighborhood of $500,000, spread over a period of 5 years.

An appropriation of $100,000, as a first year allotment under the proposed 5-years program, was provided under the "Capitol Buildings" appropriation for the fiscal year 1967. Work under the 1st year allotment had to be performed over a 4-year period, instead of a 1-year period as contemplated, due to the fact that with the exception of short recesses Congress remained in session from January 10, 1967 to December 15, 1967, from January 15, 1968 to October 14, 1968, from January 3, 1969 to December 23, 1969, and from January 19, 1970 to January 2, 1971. Due to the disruptive nature of work required in connection with this phase of the project, only a limited amount of the work could be performed in each of these years within the recess or other working periods available.

Work accomplished under the $100,000 allowed for 1967 included installation of ornamental bronze chandeliers in the east corridor leading to the Speaker's Office and in the west corridor of the House Wing in front of the House Appropriations Committee's suite--all on the second floor; installation of new lighting and complete rewiring in one private office in the Senate Wing; completion of design and installation of a new chandelier in the connecting corridor in the Senate Wing, second floor, and of a new chandelier in the connecting corridor in the House Wing, second floor; installation of a newly purchased small chandelier at the north entrance to Statuary Hall; completion of design of two specially fabricated ornamental chandeliers for installation at the portico entrances to the House and Senate Wings. The work performed under this allotment also included preliminary studies for improving the illumination of the Capitol Dome and preliminary studies for new lighting installations for the large lobby just south of the Senate Chamber and the main corridor extending north from the House Chamber.

A second allotment of $100,000 was allowed for the fiscal year 1971 for continuation of the improved lighting and wiring program. Under this appropriation, made available until expended, the following was accomplished during the two year period July 1, 1970 to June 30, 1972.

20 specially-designed bronze outdoor ornamental lanterns were procured and installed on the Senate and House Wing porticoes; ornamental chandeliers were procured and installed in the Speaker's Lobby and the Member's Retiring Room, in the House Administration Committee Hearing Room, and two other rooms, and the wiring was renewed where the new lighting installations were made and in several other areas; also lamps for the fixtures have been procured.

Under a third year allotment of $50,000, for continuing the improved lighting and wiring program, work contemplated to be done includes the elevator lobbies on the second floor at the east entrances to the House and Senate Wings and some corridor work. Work done must be geared to periods convenient to the Congress.

For 1974, a fourth year allotment of $100,000 is requested to continue the improved lighting and wiring program. Included in this amount is $40,000 for illumination of the oil paintings in the Rotunda and installation of improved lighting at the main cornice beneath the Rotunda frieze, and for some improved lighting in Statuary Hall.

The balance, $60,000, provides for further work in corridors and other areas remaining to be done, to such extent as funds will permit and convenient time-tables can be arranged.

Excluding the elevator lobbies and Rotunda and Statuary Hall covered in the foregoing plans, other areas remaining to be done include the following:

The third floor corridors on the east, west, and north sides of the House Chamber and the second floor corridor and two adjacent stairways on the north side of that Chamber; the second and third floor corridors on the east, west, and south sides of the Senate Chamber; two Senators' rooms on the Senate side, second floor; the President's Room, and Marble Room in the Senate Wing; the elevator lobby on the first floor east entrance to the House Wing and the elevator lobby on the third floor at the east side of the Senate Wing.

Modernization of 2 elevators in House Wing of Capitol..... $ 180,000

For 1974, funds are requested to make modifications to two passenger elevators in the House Wing and to convert them from manual operation to selective-collective control which will permit the elevators to be operated with or without an attendant.

These two elevators are located at the entrance to the House Wing of the Capitol and carry a heavy traffic load from basement to third floor.

In 1934, the two old elevators in this location were replaced with two existing elevators which when installed in 1934, were of a design then prevalent. In making the new installation, the glass-paneled hoistway doors and glass fronts above the doors were continued in use and are still being used.

In 1961, these elevators were converted from 25-cycle alternating and direct current to 60-cycle alternating current, being the last elevators so converted following discontinuance of the generation of electrical energy at the Capitol Power Plant in 1950-1951 for the Capitol group of buildings and the procurement thereafter of 60-cycle alternating current from the local Public Utility as each building's electrical system was converted for such operation.

Other than the work done in 1961, no major overhaul work has been done since replacement of these 2 elevators in 1934. They have been kept in operation in the interim years through complete annual inspection and preventive maintenance, replacement and repair parts being available commercially.

Under the funds requested for 1974, it is proposed to convert these 2 elevators from manual to selective-collective control, permitting operation with or without an attendant, to make modifications to existing equipment, and replacements of items as shown by the following statement:

Existing equipment to be retained:
- Hoisting machines and brakes
- Motor generator set and exciter
- Counterweights
- Hoistway entrance frames and headers

Modifications to this equipment will be made, as required, including replacement of brush holders and brushes; also replacement of brake parts, as required, including brass tube, brake core, brake arm levers, pins and pivots and brake switch for each brake magnet.

New equipment to be provided and installed:
- Controller and selector
- Safety governor
- Machine room and hoistway wiring
- Car frame, safety and roller guides
- Elevator cabs and car entrance doors
- Power door operators
- Platform with sound isolation and load-weighing devices
- Door protective devices
- Car operating devices
- Top-of-car operating device
- Interlocks and emergency hoistway door closing devices
- Top and bottom "Access Switches"
- Landing call buttons and landing position indicators
- Hoistway entrance doors and hangers
- Two-to-one counterweight sheave, complete with roller bearings and new crosshead plates
- Counterweight roller guides
- Fire emergency operation; emergency power operation

Under the improvements proposed, the glass-paneled hoistway doors and glass fronts above the doors will be eliminated and replaced with solid doors and solid front enclosures above the doors.

If the funds requested for modernization of these 2 elevators in the House Wing are allowed, when the work proposed to be done is completed these elevators will then conform to present-day elevator code requirements and will provide emergency fire service and automatic power operation.

Modernization of 3 elevators in Senate Wing of Capitol..... $ 230,000

For 1974, funds are requested to make modifications to three passenger elevators in the Senate Wing and to convert them from manual operation to selective-collective control which will permit these elevators to be operated with or without an attendant.

One of these elevators is located in the northwest corner of the Senate Wing, one is located in the Senate Wing adjacent to the Senators' Dining Room, and one in the west central section adjacent to the Senate Disbursing Office.

In 1934, the three old elevators in these locations were replaced with the three existing elevators which, when installed in 1934, were of a design then prevalent. In making the new installation, the glass-paneled hoistway doors and glass fronts above the doors of two of the elevators were continued in use and are still being used; also, the glass-paneled hoistway doors of the third elevator.

In 1961, these elevators were converted from 25-cycle alternating and direct current to 60-cycle alternating current, being the last elevators so converted following discontinuance of the generation of electrical energy at the Capitol Power Plant in 1950-1951 for the Capitol group of buildings and the procurement thereafter of 60-cycle alternating current from the local Public Utility as each building's electrical system was converted for such operation.

Other than the work done in 1961, no major overhaul work has been done since replacement of these 3 elevators in 1934. They have been kept in operation in the interim years through complete annual inspection and preventive maintenance, replacement and repair parts being available commercially.

Under the funds requested for 1974, it is proposed to convert these 3 elevators from manual to selective-collective control, permitting operation with or without an attendant, to make modifications to existing equipment, and replacements of items as shown by the following statement:

Existing equipment to be retained:
- Hoisting machines and brakes
- Motor generator set and exciter
- Counterweights
- Hoistway entrance frames and headers

Modifications to this equipment will be made, as required, including replacement of brush holders and brushes; also replacement of brake parts, as required, including brass tube, brake core, brake arm levers, pins and pivots and brake switch for each brake magnet.

New equipment to be provided and installed:
- Controller and selector
- Safety governor
- Machine room and hoistway wiring
- Car frame, safety and roller guides
- Elevator cabs and car entrance doors
- Power door operators
- Platform with sound isolation and load-weighing devices
- Door protective devices
- Car operating devices
- Top-of-car operating device
- Interlocks and emergency hoistway door closing devices
- Top and bottom "Access Switches"
- Landing call buttons and landing position indicators
- Hoistway entrance doors and hangers

Two-to-one counterweight sheave, complete with roller bearings and new crosshead plates
Counterweight roller guides
Fire emergency operation; emergency power operation

Under the improvements proposed, the glass-paneled hoistway doors and glass front above the doors will be eliminated and replaced with solid doors on all 3 elevators and solid front enclosures above the doors of the 2 elevators that now have glass fronts.

If the funds requested for modernization of these 3 elevators on the Senate side of the Capitol are allowed, when the work proposed to be done is completed these elevators will then conform to present-day elevator code requirements and will provide emergency fire service and automatic power operation.

Nonrecurring items of equipment..... $ 58,900

For the past several years, funds have been allowed for nonrecurring items of equipment for the Senate and House Restaurants and for other requirements. For 1972, $29,000 was allowed; for 1973, $86,000 was allowed.

For 1974, $58,900 is requested for the following items:

Senate Restaurants, Capitol Building

Sanitation equipment:	
6 stainless steel conveyor carts.....	$ 900
Micro-Spray wall-mounted cleaning equipment.....	900
Replace 100 food preparation utensils, in deteriorated condition.....	1,000
Replace 2 wooden tables with 2 stainless steel tables.....	600
1 stainless steel closed, wall-mounted, storage cabinet.....	400
Replace deteriorated hand railing with stainless steel hand rails.....	100
Replace 1 deteriorated grill.....	300
6 stainless steel ice scoops; 1 cutting board; 1 toaster.....	400
24 grease filter screens; 1 stainless steel pre-soak portable tank; 10 soap dispensers; miscellaneous items of cleaning equipment.....	800
Subtotal.....	5,400
Contingency allowance for replacement of such large items as electric range sections, as required.....	10,000
Total-Senate Restaurant, Capitol Building.....	$15,400

House Restaurants, Capitol Building

Sanitation equipment:		
Replace deteriorated dish-washing machine.....		$20,000
1 New Ice Machine.....		2,000
Replace 1 deteriorated convection oven.....		3,000
Replace 200 food preparation utensils, in deteriorated condition.....		2,000
Replace 4 old galvanized metal carts with 4 new stainless steel conveyor carts.....		600
Replace section of painted floor with quarry tile.....		1,000
Micro-Spray wall-mounted cleaning equipment...		300
New Sanitation equipment for renovated pantry:		
1 Hot-cold Serving counter.....	$3,000	
1 Pantry counter.....	2,500	
Exhaust system.....	2,500	
1 Ice-cream machine.....	1,500	
1 Refrigerator.....	500	
1 Freezer.....	500	
1 Grill.....	600	11,100
Total-House Restaurant, Capitol Building.....		$40,000

Office Equipment

Replacement of process camera equipment..... $ 3,500

For 1974, $3,500 is requested for purchase of a large process camera, including all pertinent equipment, to replace existing equipment now in unsatisfactory condition and no longer feasible to attempt to repair.

The present equipment is 33 years old and, when acquired by the Architect of the Capitol in 1950, was then used equipment obtained from another government agency under the surplus property program. It is no longer dependable for satisfactory service, due to its age, wear, and tear. It is also inadequate for the present work requirements of the Architect of the Capitol.

This equipment, which is equipped with a special lens and will photograph in either color or black or white, is used to make photographic copies, either enlarged, smaller, or of the same size, of renderings, drawings, plans, plats, paintings, and photographs, for which a negative is not available or cannot be secured.

This new equipment is urgently needed to carry on the work of the Architect's Office. It is in constant demand, being the only equipment available in this office for such photographic work.

Total Increase - NONRECURRING ITEMS.....	$1,410,300
TOTAL ADDITIONS..... (+)	1,598,600
Total Estimate for 1974.....	$4,235,000 1/

1/ In addition to the total of $4,235,000, an additional amount of $36,000 is required to cover the cost of 1/1/73 "White Collar" pay raise in F.Y. 1974, to be transmitted at a later date, as per Budget Bulletin 73-4, dated 1/26/73.

Objectives

This appropriation provides for the structural and mechanical care of the Capitol; miscellaneous improvements; operation of the mechanical equipment; domestic care of the central portion; care of Statuary Hall and the Works of Art, House side of Capitol; maintenance and operation of the transformer stations in the Capitol group of buildings; and maintenance of the grounds lighting systems. The Architect performs his duties under authority of the Act of August 15, 1876 (19 Stat. 147).

A regular force of 196 employees, spread over day and night shifts as required, is needed for 1974 for the care of this building with its 16-1/2 acres of floor area; the House and Senate Chambers, the Old Superme Court Chamber, the Dome, Rotunda, Crypt, 540 rooms occupied as offices, committee and storage rooms, and restaurants and other areas, including extensive corridors; with its extensive mechanical equipment, such as air-conditioning systems with over 2,000 pieces of equipment; the electrical transformer stations with their switchboards, switchgear, transformers and other equipment; 25 elevators, 2 lifts, 11 conveyors, 4 escalators, 1 dumbwaiter; 700 plumbing fixtures and piping; Dome floodlighting and grounds lighting systems, including about 70,000 feet of high tension cable; legislative bell and buzzer systems; electronic voting system

in House Chamber (placed in operation January 23, 1973); speech reinforcement system in Senate Chamber (placed in operation January 21, 1971), electric fixtures and wiring.

This force requested for 1974 is made up of 17 mechanics, 2 helpers, 1 Storekeeper and 1 Assistant Storekeeper, in the general shops; 23 engineers and 3 helpers in the heating, ventilating and air-conditioning departments; 12 maintenance mechanics and 51 operators for elevators; 7 mechanics, 3 operators in the electrical substations and transformer stations; 5 technicians for electronic equipment; 5 mechanics for the street lighting systems; 2 operators for the Public Address System in the House Chamber; 3 operators for the Public Address System in the Senate Chamber; 22 general laborers and helpers and 19 charwomen; and 6 supervising engineers, 7 clerks and 7 nurses.

ITEMS UNDER WHICH NO CHANGES OCCUR

Travel	$ 600
Transportation of Things	25
Communication Services	20
Penalty Mail	4,000
Elevator Maintenance and Repairs	8,200
Substation Equipment and Repairs	7,000
Maintenance, Air Conditioning System	16,500
Repairs, Works of Art	20,000
Advertising	50
Maintenance of Electronic Equipment	8,000
Equipment, Annual	3,100

ITEMS COVERED BY BUDGET AMENDMENT

Senator HOLLINGS. The $300,000 budget amendment, shown on page 53–B of the justifications, covers a House item under the Architect of the Capitol to pay the salaries of 31 employees transferred from the Doorkeeper of the House to the Architect, April 1, 1973, including incidental janitorial expenses. Is that correct?

Mr. WHITE. Yes; that is correct.

Senator HOLLINGS. Would you summarize for the record the various activities which come under this head?

Mr. WHITE. The "Capitol Buildings" appropriation provides for the structural and mechanical care of the Capitol; miscellaneous improvements; operation of the mechanical equipment; domestic care of the central portion and all of the House side of the Capitol; care and repair of works of art; maintenance and operation of the transformer stations in the Capitol group of buildings; and maintenance of the grounds lighting systems.

From time to time, major items of improvements are included under this appropriation account, such as the amount of $3,000,000 allowed for providing a security system for the Capitol Complex and the amount of $1,521,000 for restoration of the Old Senate Chamber and the Old Supreme Court Chamber included under this account for the fiscal year 1973.

CLEANING ROTUNDA IN CAPITOL

Senator HOLLINGS. With reference to page 65 of the justifications, will people be allowed into the Rotunda while the ceiling is being cleaned and painted?

Mr. WHITE. The use of the Rotunda would necessarily be restricted to some extent. We propose to provide a covered passageway through the middle of the Rotunda, running north and south between the House and Senate Wings, as was done the last time the Rotunda ceiling was painted, which will permit visitors and others to pass through the Rotunda going to and from the House and Senate Wings.

RESTORATION OF SCULPTURED FIGURES

Senator HOLLINGS. On page 72 of your justifications, you are requesting $64,000 to "restore" two sculptured figures above the East Portico entrance to the Senate Wing. However, it seems to me that this $64,000 will be used to "replace" not "restore" these figures. Do you have any comment?

Mr. WHITE. The term "replace" may properly be used to describe the work we propose to do. We use the word "restore" in the budget heading to signify that the sculptured figures would be restored, in place, through an exact reproduction of the original sculpture.

Senator HOLLINGS. How much more or less would it cost to actually "restore" these figures?

Mr. WHITE. Our estimate of $64,000, as just indicated, provides for restoring the existing figures, through reproduction. Their present condition is too far deteriorated to make feasible their reconditioning through repairs.

LIGHTING IMPROVEMENTS IN CAPITOL ROTUNDA

Senator HOLLINGS. For your request of $100,000 to continue the improved lighting and wiring program, on page 76 of the justifications, $40,000 of this amount will be used, among other things, for illumination of the oil paintings in the Rotunda. In last year's hearings, on page 339, you testified that you were "considering installing cove lighting on top of the cornice to throw light up on the interior face of the dome." Do you still contemplate doing this and, if so, will the cost be included in this $100,000 appropriation?

Mr. WHITE. We have abandoned this proposal after further study, as we have found such a scheme to be unfeasible, because of the hazards and difficulties that would be involved in servicing and maintaining such lighting, without the re-erection of scaffolding.

NEW POSITIONS REQUESTED

Senator HOLLINGS. On page 58 of your justifications, you are asking for six new positions. Would you explain the need for these new six positions?

ELECTRONIC EQUIPMENT MECHANIC

Mr. WHITE. These are under the Capitol Building's appropriation and one of them is a wage board 11 electronic equipment mechanic.

Our electronics department is now staffed by a foreman and an assistant foreman and three mechanics. They are engaged in maintenance of and keeping in proper operation, the speech reinforcement systems in the Capitol, Senate, and House Office Buildings, including the House and Senate Chambers, and all other electronic equipment in these buildings.

Senator HOLLINGS. How many personnel do you presently have doing that?

Mr. WHITE. We have five. We are proposing to add a sixth. The work has increased beyond the capacity of these people to properly service the equipment. I might also say in that connection, that when the new security system is installed, it will have the kind of sophistication which will require some outside electronics maintenance people.

On the other hand, we intend to utilize our people as a basic source of electronic maintenance for that purpose as well. That describes the need for the mechanic.

Senator HOLLINGS. This takes care of the computerized voting on the House side?

Mr. WHITE. That is correct.

Senator HOLLINGS. The other five new positions are for what?

ELEVATOR MECHANIC

Mr. WHITE. One is for an elevator mechanic which we need in order to enable us to properly test and maintain the elevators. This is not an elevator operator or building maintenance mechanic, but is part of our central elevator supervisory mechanic personnel which performs the function that is ordinarily performed by outside crews in commercial enterprise where cables are replaced and safety tests are conducted.

This is all aside and apart from the ordinary daily maintenance. We have increased the number of elevator units since 1967 by 10. The number of people that we had before, which consisted of six people, is now inadequate to handle the 149 elevator units that come under our jurisdiction. It is just enough to require one more person to adequately handle the safety problems. That is the reason for that item.

LABORERS FOR GENERAL WORK

The two laborers are requested as a result of an increase in work that we have accomplished here in the Capitol. We have had a force of 17 employees that has remained stable in terms of number since 1962. Now we are talking about fiscal 1974 which is 12 years later.

We have had increases in a number of space areas. Light wells have been filled in. In addition to that, since I have been here, I have instituted a program of up-grading the maintenance in all of the buildings. It simply requires more effort. It requires more labor to clean the marble and clean the property, so we are asking for two additional laborers in order to maintain the building at a high level.

LABORERS FOR CLEANING HOUSE RESTAURANTS

The other two laborers are required as a direct result of a request on the part of the House Administration Committee that we, in our office, clean the House restaurants which had previously been cleaned by the restaurant kitchen personnel. It was determined that they were not doing an appropriate job in the opinion of those responsible, either in the kitchen or in the cleaning. Therefore, we have been doing it with our present force and we are asking for two more people in order to enable that to be done on a regular basis.

Senator HOLLINGS. Do they give you that amount in the budget?

Mr. WHITE. No; they did not. This is an additional amount.

Senator HOLLINGS. No one suggested it?

Mr. WHITE. No.

CAPITOL GROUNDS

Senator HOLLINGS. For the next item, "Capitol Grounds," you are requesting a net increase of $38,700, including a $12,000 budget amendment, over the total 1973 appropriation of $1,048,300.

I shall now place in the record pages 88A through 94 and the table on page 97 of the justifications.

[The information follows:]

Justification

SUMMARY STATEMENT -- REVISED TO REFLECT REVISIONS THROUGH APRIL 30, 1973

Fiscal Year 1974

Appropriation requested in original printed Budget and shown in Justification Book	$ 1,075,000
Additional amount requested -- Budget Amendment transmitted to Office of Management and Budget, March 26, 1973 -- not included in Justification Book	12,000
TOTAL APPROPRIATION REQUESTED FOR FISCAL YEAR 1974	1,087,000

Fiscal Year 1973

Appropriated - regular annual act	$ 1,017,800	
Reappropriated for 1973 (continuation of 1972 funds)	10,000	
Pending Wage-Board Pay Supplemental	20,500	
TOTAL APPROPRIATIONS - FISCAL YEAR 1973		(-) 1,048,300
NET INCREASE REQUESTED FOR FISCAL YEAR 1974 (as revised)		(+) $ 38,700

Total Appropriation requested for fiscal year 1974, including Budget Amendment	$ 1,087,000
TOTAL INCLUDED IN 1974 LEGISLATIVE BRANCH APPROPRIATION BILL, AS PASSED BY THE HOUSE	$ 1,087,000

The Budget Amendment of $12,000 is explained as follows:

Explanation of Budget Amendment

In June 1971, the District Government, pursuant to City Council Ordinance 71-21 of June 21, 1971, issued regulations levying against all entities a charge of $5.00 per ton for the disposal of solid waste at any District of Columbia owned, operated, or contract facility. After question as to the validity of this charge was raised by the Architect of the Capitol and several other Federal Agencies, we were advised that the Ordinance was not applicable to Federal Agencies.

In November 1972, notice was received from the District Government advising that, under an amendment to the June Regulations adopted July 18, 1972, the $5.00 per ton charge would be imposed on Federal Agencies, in addition to entities covered by the June 21, 1971 regulation, commencing September 1, 1972.

Question then arose as to whether such levy actually constituted a tax from which the Federal Government is immune. The matter was explored and consideration given to a Comptroller General decision, issued in November 1970, covering another item, which enunciated the principle that charges levied by a political unit against Federal agencies and other property tax-exempt entities, and based upon the quantum of service provided, are not deemed a tax against the United States, even though the same service is provided without a direct charge to taypayers of the jurisdiction, so long as the service is not one which by law must be provided without charge to all within the boundaries of the political unit.

In December 1972, the Architect of the Capitol requested, by letter addressed to Commissioner Washington, that he be advised as to whether the $5.00 per ton charge for disposal of solid waste was being charged against all entities exempt from property tax within the District of Columbia.

By letter of February 7, 1973, Commissioner Washington advised that the Solid Waste Regulation No. 71-21, as amended July 18, 1972 and unanimously approved by the D. C. Council, provides for no exception to the waste disposal charge.

At the request of the Architect, there was furnished to this office a copy of the Ordinance of the City Council under which the $5.00 per ton levy was ordered; also, citations to the statutory authority vesting the Council with the power to issue the Solid Waste Ordinance.

Review of documents by the General Counsel of the Architect's Office, supplied by the D. C. Government in response to the Architect's request, established satisfactorily that the Council has the authority to impose the Solid Waste charge and to render such charge applicable to Federal agencies, as long as it is applied without discrimination.

The matter was finally resolved to the satisfaction of the Architect of the Capitol, March 14, 1973, at which time it was formally concluded that the $5.00 per ton charge for solid waste disposal is made pursuant to proper statutory authority, that its levy against the Federal Government does not constitute a tax from which the Federal Government would be immune, that the $5.00 per ton charge is applied without discrimination, and that the Architect of the Capitol is therefore liable for the payment of such charge upon use of waste disposal facilities of the District of Columbia.

Solid waste material is hauled daily from the Capitol Buildings and Grounds to disposal areas owned, or operated by, or under contract to, the District of Columbia.

Based on records of tonnage disposal of such waste during the past 5 months, the annual charge for such disposal which must be defrayed from the "Capitol Grounds" appropriation in the fiscal year 1974 will amount to $12,000.

CAPITOL GROUNDS --- (Net increase requested for 1974.....$26,700)

1973 appropriation in annual act			$1,017,800
1973 reappropriation			10,000
Wage-Board Pay Supplemental			20,500
Total appropriations - 1973			1,048,300
Deductions			
Maintenance, Taft Memorial -- Nonrecurring improvements -- (Reappropriation Act)	$ 10,000		
Installation of new screened roof on existing air intake towers -- Nonrecurring item	8,000		
Replacement of sections of sidewalks adjacent to north entrance of Capitol -- Nonrecurring item	11,000		
Nonrecurring items of equipment	21,000	(-)	50,000
Base for 1974			998,300

Additions

MANDATORY ITEMS

Wage-Rate Increases:

1. Authorized by 5 U.S.C. 5341-5344:
   Increase, determined as a result of surveys commenced

in August 1972, resulting from new wage rates effective October 29, 1972 under the Coordinated Federal Wage System, affecting 75 Wage-Board employees carried under this appropriation, paid at new rates for 8 months in fiscal year 1973 and required to be paid at such rates for 12 months in fiscal year 1974 -- Additional funds required.....$ 12,450

2. Authorized by Public Law 92-392, approved August 19, 1972 (5 U.S.C. 5349):
Increase resulting from two additional steps added to each non-supervisory and leader wage grade, as authorized by Public Law 92-392 (5 U.S.C. 5349), effective April 30, 1973.....$ 10,400

Within-grade promotions authorized under the Prevailing Rate System for Wage-Board employees compensated under such system..... 6,550

Overtime and Holiday Pay (5 U.S.C. 5544) increased from $110,210 to $112,210, resulting from base pay changes authorized by law..... 2,000

Contribution to retirement fund (under "Personnel Benefits") increased from $54,250 to $56,050, required by 5 U.S.C. 8334, covering Government contribution to this fund, resulting from increased base pay rates..... 1,800

Total Increase - MANDATORY ITEMS.....$ 33,200

OTHER INCREASES - NONRECURRING ITEMS

Modifications to electrical systems of 5 Display Fountains.....$ 3,500

This item is requested in order to comply with the provisions of Sec. 19 of the "Occupational Safety and Health Act of 1970" (Public Law 91-596), approved December 29, 1970, and standards promulgated by the Secretary of Labor under that Act, applicable to Federal Agencies.

Recent standards promulgated under that Act require additional protective and safeguard measures against electrical hazards that may occur in fountain and similar installations. In order to conform with such standards, an allotment of $3,500 is requested for 1974 for the installation of ground fault protective devices and relays in the Capitol Grounds fountains.

Ground fault protection involves the detection of electrical currents in conductive material bodies in fountain installations, such as would occur should a defect or break appear in the conductor insulation of wiring supplying power to pumps or lights in display fountains. The water in the fountains and metallic parts of the fountain would, in the case of such a defect, act as a conductor of the loose stray electrical current as it returns to its source, exposing persons in or in contact with the fountains or pools to possible hazard through electrical shock.

There are 5 display fountains in the Capitol Grounds which should be provided with such protective devices. One is located in the west central area of the Capitol Grounds near the Marshall statue; one is located in the north section of the Capitol Grounds above and adjacent to the Senate underground garage, including the reflecting pool which is a part of the fountain display features; one is located in the courtyard of the Russell Senate Office Building; two are located in the courtyards of the Rayburn House Office Building.

The ground fault protective device proposed to be installed would detect defects in the wiring and lighting installations and with the use of relays automatically open the circuit involved and de-energize the faulty line.

There are over 100 underwater flood lights in the fountains and reflecting pool in the Capitol Grounds. In view of the fact that children, in the summer months, often wade in these fountains and the reflecting pool, it is recommended that the funds requested to provide this additional safeguard be granted.

Replacement of 1951 Dump Truck - Nonrecurring item..... $17,000

For 1974, $17,000 is requested for purchase of a new 20-cubic yard truck equipped with a rear loader body and compactor capable of putting away 2-1/2 cubic yards of refuse every 25 seconds and having a compaction force that squeezes excess cubage from every load, resulting in more pick-ups per man hour and more loads per day.

Capitol Grounds personnel and vehicles are responsible for the removal and hauling of paper, trash and debris from all the buildings and grounds in the Legislative Group. A good portion of the work-day is spent unloading the trucks at the District of Columbia dump or incinerator. Our trash collection vehicles must now go to the dump three times a day and must line up for blocks waiting to dump their refuse, resulting in a 1 to 1-1/2 hours delay. With the use of the new truck, we expect to effect a reduction in the number of trips required.

Due to its age and constant use, the present 1951 Ford dump truck, which was obtained through General Services Administration surplus sales approximately 10 years ago, can no longer be kept in economical or satisfactory repair, repair and replacement parts being all but impossible to obtain and should be replaced.

The vehicle proposed to be purchased will provide for a much more efficient operation in trash collection and the packer will compact the trash to approximately one-third the amount the dump trucks now carry and will eliminate the frequency of dumping.

Replacement of 1962 Ford Truck with new truck equipped with line lift for tree work..... $23,000

For 1974, $23,000 is requested for purchase of a new vehicle, equipped with special body for tree work and aerial line lift. This vehicle provides the maximum in versatility, flexibility and operating position for tree trimming, tree surgery and for trouble crews on emergency storm work.

Each of the 2,600 trees on the Capitol Grounds is worked on or mounted at least once each year. The large majority of the trees now require the placement of ladders in order to climb into the trees.

Many of the old and historic trees in the Capitol Grounds have attained a height of 70 feet or more, and the present operation of setting up and taking down ladders, and climbing around the trees is time consuming and inefficient.

The purchase of this vehicle and equipment will provide for a more efficient operation in tree maintenance and allow more time to be spent in actually working on the trees. This type of equipment is being presently used by the District of Columbia and the United States Park Service.

This up-to-date vehicle and equipment would replace a 1962 Ford truck which was obtained through General Services Administration surplus sales, and is no longer economically feasible to repair.

Total Increase - NONRECURRING ITEMS		$43,500
TOTAL ADDITIONS	(+)	76,700
Total Estimate for 1974		$1,075,000

ITEMS UNDER WHICH NO CHANGES OCCUR

Travel	$ 50
Transportation of Things	30
Communication Services	20
General Annual Repairs	14,450
Snow Removal	5,000
Maintenance of Signal Lights	2,800
Repairs to Streets, Sidewalks, Curbing and Other Paved Areas	12,000
Annual Maintenance of Taft Memorial	400
Advertising	50
Supplies and Materials	22,500
Equipment, Annual	6,600

BUDGET AMENDMENT

Senator HOLLINGS. The budget amendment of $12,000 explained on pages 88–B and 88–C of the justifications covers the cost of a recently imposed fee of $5 per ton imposed by the District government for disposal of trash and other solid waste at District of Columbia owned, operated, or contract facility. The estimate is based on disposal at such facilities of 2,400 tons of trash and other solid waste from the Capitol Buildings and Grounds in the fiscal year 1974. Have you any comments to make on this item?

Mr. WHITE. This is a cost that we cannot legally avoid. I had the item checked into carefully and find that the fee is a legitimate charge imposed under authority of law.

COMMENTS ON CAPITOL GROUNDS ACTIVITIES

Senator HOLLINGS. Would you care to comment on any other of the activities financed under this appropriation?

Mr. WHITE. I would like to emphasize that we are continuing to strive to maintain and improve the beauty of the Capitol Grounds and are using our existing manpower to best advantage. It may also be of interest to point out that, of our annual appropriation for the Capitol Grounds, 50 percent of the funds are used for care and maintenance of lawns, trees, shrubs, flowers, and other planted areas, and landscape improvements; 22 percent for care and maintenance of streets, walks, fountains, pools, retaining walls, sewer and drainage systems; 20 percent for hauling trash from all buildings and grounds in the legislative group, maintenance and repair of trucks and other miscellaneous equipment; and 8 percent for supervision, administrative, and miscellaneous expenses.

SENATE OFFICE BUILDINGS

Senator HOLLINGS. The next item is the "Senate Office Buildings" for which you are requesting a net increase of $1,123,800 over last year's appropriation of $5,202,200.

I shall insert pages 97A through 117 and the table on page 121 of your justifications into the record at this point.

[The information follows:]

Justification

SUMMARY STATEMENT -- REVISED TO REFLECT REVISIONS THROUGH APRIL 30, 1973

Fiscal Year 1974

Appropriation requested in original printed Budget and shown in Justification Book	$ 6,308,500
Additional amount requested -- not included in Justification Book	17,500
TOTAL APPROPRIATION REQUESTED FOR FISCAL YEAR 1974	6,326,000

Fiscal Year 1973

Appropriated - regular annual act	$ 4,932,200	
Appropriated - Supplemental Appropriation Act, 1973	110,000	
Pending Wage-Board Pay Supplemental	160,000	
TOTAL APPROPRIATIONS - FISCAL YEAR 1973		(-) 5,202,200
NET INCREASE REQUESTED FOR FISCAL YEAR 1974 (as revised)		(+) 1,123,800

TOTAL INCLUDED IN 1974 LEGISLATIVE BRANCH APPROPRIATION BILL, AS PASSED BY THE HOUSE..... $ None

(Entire request left for consideration and action by the Senate)

TOTAL APPROPRIATION REQUESTED OF THE SENATE, FISCAL YEAR 1974..... $ 6,326,000

The additional amount of $17,300 requested is explained, as follows:

Explanation of Additional Request

An additional amount of $17,500, over and above the original Budget Estimate for the fiscal year 1974, is requested for fiscal year 1974, for installation of suspended ceilings and new lights in 27 Robotype rooms in the Russell Senate Office Building, and in 8 other rooms.

This improvement will not only greatly reduce the noise level of these rooms but will also conceal all presently exposed pipes, air-conditioning ducts, and conduits running through the rooms.

All 35 rooms, included in this program, are located on the basement floor of the Russell Senate Office Building. The suspended ceilings will be of acoustical construction and the new lights will be fluorescent.

One room on the basement floor of this building, Room 9-B, formerly a radio and recording room, has recently been improved in the manner proposed, and the results have proven highly satisfactory.

This request is submitted with the approval of the Chairman of the Legislative Subcommittee of the Senate Committee on Appropriations.

The 35 rooms are located on the basement floor, as follows:

26 Robotype rooms - on Constitution Avenue side
2 Rest rooms
1 Robotype room - on Delaware Avenue side
1 Office room, Finance Committee - on Delaware Avenue side
2 Office rooms, Credit Union - on Delaware Avenue side
1 Photographic Darkroom, Republican Campaign Committee - on Delaware Avenue side
1 Office room, U. S. Employment Service - C Street side
1 Office room, Veterans' Liaison - C Street side.

The estimate is based on 35 rooms @ $500 per room, a total of $17,500.

The estimate covers the cost of materials only. The installation is to be done by in-house employees, as time permits. Due to shortage of storage space, it is requested that the funds be made available for expenditure without regard to Section 3709 of the Revised Statutes, as amended, in order to eliminate the necessity of going to bids on a piecemeal basis, in view of the indefinite time schedule of installation.

SENATE OFFICE BUILDINGS --- (Net Increase requested for 1974.....$1,106,300)

1973 appropriation in annual act	$4,932,200
1973 appropriation in Supplemental Appropriation Act	110,000
Wage-Board Pay Supplemental	160,000
Total appropriations - 1973	5,202,200

Deductions

Maintenance air conditioning and refrigeration systems: for nonrecurring item allowed under this allotment for 1973, not required for 1974 -- (1) $4,800 for replacement of 2 air compressors in the Russell Office Building, which supply compressed air for the pneumatic control systems on the central air-conditioning equipment and individual

room thermostats; (2) $2,500 for refrigerated air drying equipment to improve comfort conditions; (3) $5,000 for replacement of an 8-inch steam reducing valve station in the attic area of the Russell Office Building; (4) $10,000 for installation of a dry-type air filtration system in the central air-conditioning systems in the Dirksen Office Building..... $ 22,300

Replacement of lighting fixtures, Russell Office Building: nonrecurring item allowed for 1973, not required for 1974.. 110,000

Replacement of snow-melting system, garage entrance ramps, Dirksen Office Building: nonrecurring item allowed for 1973, not required for 1974..... 55,000

Replacements and improved facilities, Senate Restaurants: requirements decreased from $45,800 allowed for 1973 to $23,200 requested for 1974..... 22,600 (-) 209,900

Base for 1974..... 4,992,300

MANDATORY ITEMS

Wage-Rate Increases

1. Authorized by 5 U.S.C. 5341-5344:
   Increase, determined as a result of surveys commenced in August 1972, resulting from new wage rates effective October 29, 1972 under the Coordinated Federal Wage System, affecting 337 Wage-Board employees carried under this appropriation, paid at new rates for 8 months in fiscal year 1973 and required to be paid at such rates for 12 months in fiscal year 1974 -- Additional funds required..... $ 66,500

2. Authorized by Public Law 92-392, approved August 19, 1972 (5 U.S.C. 5349):
   Increase resulting from two additional steps added to each non-supervisory and leader wage grade, as authorized by Public Law 92-392 (5 U.S.C. 5349), effective April 30, 1973..... 46,000

Within-grade promotions authorized under the Prevailing Rate System for Wage-Board employees compensated under such system..... 13,242

Within-grade salary advancements and other changes authorized by 5 U.S.C. 5331-5337 for "GS" employees compensated under "General Schedule" Pay Rates (Classification Act)..... 11,667

Overtime and Holiday Pay (5 U.S.C. 5544) increased from $392,000 to $409,000, resulting from base pay changes authorized by law..... 17,000

Night Differential Pay (5 U.S.C. 5343) increased from $127,400 to $155,400..... $ 28,000

This increase is due to an increase in Night Pay Shift differential rates, effective November 26, 1972, authorized by Public Law 92-392 (5 U.S.C. 5343).

Contribution to retirement fund (under "Personnel Benefits") increased from $246,710 to $257,710, required by 5 U.S.C. 8334, covering Government contribution to this fund, resulting from increased base pay rates..... 11,000

Total Increase - MANDATORY ITEMS..... $193,409

NEW POSITIONS REQUESTED

1-GS-5 Posting Clerk	@ $7,694 p.a.	$ 7,694
1-Wage-Board-10 Air Conditioning Mechanic	@ $9,797 p.a.	9,797
Total - 2 new positions	@ annual cost of	$ 17,491

1 - GS-5 Posting Clerk @ $7,694 p.a.

A position of Posting Clerk, GS-5, is needed for the Procurement and Supply Division in the Superintendent's Office to maintain the perpetual inventory system of supplies and materials. At the present time, there are two employees in this division.

The perpetual inventory system has been in operation for the past 15 years, being maintained with present personnel, but the system has grown to the point where the procurement staff can no longer keep it current and carry on their procurement functions, which have also increased significantly. The inventory system must of course be kept current if it is to be of any value.

It is planned that the incumbent of this position will also receive training in procurement in order to assist in the purchasing program; and, will work in the Superintendent's Office as a Service Assistant as required from time to time.

1 - Wage-Board-10 Air-Conditioning Mechanic @ $9,797 p.a.

An additional air conditioning mechanic position is necessary in order that proper maintenance and service can be provided for the heating and air conditioning equipment in the two Annex buildings located at 127 and 129 C Street, N.E. and in the Annex building on First Street, N.E. formerly known as the Plaza Hotel.

These 3 Annex buildings have independent heating systems and window air conditioning units which must be maintained, repaired, and operated by the Senate Office Building air conditioning shop.

We have attempted to provide the necessary maintenance on this additional equipment with our present personnel, but to do so requires a considerable amount of overtime; also, when a mechanic is on leave, it creates a hardship because we are then without sufficient personnel to make regular inspections on the equipment in the 3 Annex buildings.

Approval of this request will result in a more economical operation and will provide sufficient air conditioning personnel to properly care for all air conditioning equipment.

Total Increase - NEW POSITIONS.....$17,491

OTHER INCREASES - ANNUAL RECURRING ITEMS

General annual repairs increased from $27,000 to $35,000.....$ 8,000

For 1973, $27,000 was allowed. For 1974, $35,000 is requested, an increase of $8,000. This allotment provides for annual repairs to the roofs, skylights, revolving doors, vacuum cleaners, scrubbing machines, electrical spraying machines,

hand trucks and other equipment; for general structural care of the two Senate Office Buildings, and the 3 temporary annexes -- one, the Old Plaza Hotel structures now government-owned and occupied by the Senate and Capitol Police; one, the old Capitol Hill apartment building located at 127 C Street, N.E., now government-owned and occupied by the Senate; and one, the former residential building located next door to 127 C Street now government-owned and occupied by the Capitol Police. This allotment also provides for repairs to restaurant equipment located in the two Senate Office Buildings; and for maintenance and upkeep of the subway cars, tracks and electrical equipment of the two subway systems.

Maintenance costs and the cost of repair parts have risen materially since 1964 when this allotment was established at $23,000. Since 1964, 3 increases have been provided, totaling in all $3,000, bringing the annual allotment up to its present amount of $27,000.

Expenditures have, however, been increasing each year to meet changing requirements, until the point has now been reached where the increased costs can no longer be absorbed under the general overall appropriation. For 1972, it was necessary to expend $32,665, and a similar expenditure is expected to be necessary for 1973.

In addition to the increased costs of labor and materials since 1964, this allotment, as indicated, must now provide for the repair and upkeep of the three temporary Annexes now occupied by the Senate and Capitol Police.

It is therefore urged that this allotment be increased by $8,000 to $35,000 for 1974, in order that a sufficient amount may be available to cover the cost of present-day requirements.

Annual Painting increased from $40,000 to $70,000.....$ 30,000

This item varies from year to year to some extent, according to annual need, and is also increased every 4 or 5 years to provide for exterior painting.

It provides for annual painting of offices, corridors, and other areas; refinishing of woodwork, cleaning of venetian blinds, and cleaning marble and washing corridor walls, in the Senate Office Buildings.

The increase requested for 1974 is broken down, as follows:

$10,000 to increase the annual allotment for interior painting from $40,000, allowed in 1973, to $50,000.

The $40,000 when established as an annual allotment for fiscal year 1972 and continued on the same basis for 1973 was based on painters' wage rate of $6.67 per hour, including fringe benefits. In May 1971, painters' wage rate increased from $6.67 to $7.64, and in August 1972 from $7.64 to $8.70, the rate now being paid -- or an increase of 30% over the $40,000 allotment established in fiscal year 1972. The additional amount of $10,000 is requested for 1974 to help meet these increased costs.

$20,000 increase for painting the exterior woodwork of windows, doors, and other areas of the Russell Office Building.

This work was last done in 1968 and should be done again next year for the proper preservation of the building.

Laundry increased from $80,000 to $87,000..... $ 7,000

For 1973, $80,000 was allowed, of which $20,000 was for the Office Buildings and $60,000 for the Senate Restaurants. For 1974, $87,000 is requested -- an increase of $7,000. This allotment provides for laundry expenses for the two Senate Office Buildings and the 3 temporary Annex buildings and, since 1973, for laundry service for the Senate Restaurants.

The increase requested for 1974 is required to meet rising costs under this allotment, and to meet needs of expanded Senate personnel, of which $3,000 is for the building service and $4,000 for the restaurant service.

Miscellaneous repairs and services, Senate Restaurants increased from $14,000 to $20,500..... 6,500

For 1973, $14,000 was allowed; for 1974, $20,500 is requested, an increase of $6,500 resulting from a rise in the cost of such items since submission of the 1973 estimate and an increase in service requirements. This item provides for miscellaneous items for the Senate Restaurants, the repairs and services including such items as repairs to office machines, money service, and the like.

Supplies and Materials increased from $158,000 to $171,500..... $ 13,500

This allotment provides for all supplies and materials required for the care of the two office buildings and the three temporary Annex buildings, including such supplies and materials as cleaning, carpentry, plumbing, heating, electrical, hardware, toilet, and general miscellaneous items; also, for replacement of fluorescent tubes and electric light bulbs. In addition, this allotment provides for cleaning, paper, and other necessary supplies for the Senate Restaurants.

For 1973, $158,000 was allowed, based on $75,000 for the care of the buildings and $83,000 for the Senate Restaurants.

For 1974, $171,500 is requested. The increase of $13,500 is required to meet current increased cost requirements.

Annual tools, machinery, and miscellaneous equipment increased from $7,500 to $15,000..... 7,500

This item provides for annual replacement of small items of equipment, such as motors, machinery parts, tools, and the like. We now have the 3 temporary Annex buildings to maintain in addition to the two Senate Office Buildings, giving rise to the need for additional replacements; also the cost of replacement parts has increased. The amount of $15,000, if allowed for 1974, will enable us to meet present-day needs.

Total Increase - ANNUAL RECURRING ITEMS $ 72,500

OTHER INCREASES - NONRECURRING ITEMS

Annual elevator repairs and improvements increased from $5,500 to $15,500..... $ 10,000

For 1973, $5,500 was allowed for regular annual maintenance and repair of the elevators in the two Senate Office Buildings. The same amount is requested for this purpose for 1974.

In addition to the regular annual amount, a nonrecurring amount of $10,000 is requested for making major repairs to the elevator in the Annex Building on First Street, formerly known as the Plaza Hotel, now government-owned and occupied by Senate personnel and the Capitol Police.

There is only one elevator in the old Plaza Hotel structure and that has been in service for 40 years or more. This elevator operates on 25-cycle alternating current and is one of the few remaining installations supplied with electric service by the Potomac Electric Power Company at this cycle. The Washington Metropolitan area is now supplied, generally, with 60-cycle alternating current, as are all of the other buildings and installations under the Architect of the Capitol; the buildings under the Architect having been converted to 60-cycle alternating current in 1950-1951.

The Potomac Electric Power Company advises that, in order to reduce air pollution and in the interest of economical operation, their plans call for discontinuing the 25-cycle service on December 31, 1973, now being supplied the old Plaza Hotel elevator, thereby making it necessary for us to either replace the existing elevator with a new elevator or to adapt the existing 25-cycle equipment, through modifications, for 60-cycle operation.

The cost of a new elevator is estimated at $85,000 and is not recommended since the Annex Building is only intended for temporary occupancy.

Accordingly, it is urgently requested that an amount of $10,000 be provided for 1974 to permit the conversion of the existing elevator for 60-cycle operation, procuring and installing the minimum new equipment required for such purpose, including a new motor, relay coils, direct-current rectified brake, and other such indispensable items.

Maintenance air-conditioning and refrigeration systems increased from annual allotment of $12,700 to $25,000..... $ 12,300

For 1973, $12,700 was provided under this allotment for regular annual maintenance of the air-conditioning systems in the Senate Office Buildings, and the same amount is requested for this purpose for 1974. The annual allotment provides for such annually recurring items as filters, oil, grease, cleaning equipment, tools, paint, refrigerants, waste, anti-freeze liquid, cleaning and treating kitchen exhaust systems, food odor neutralization and system maintenance, and minor repairs and improvements.

In addition to the annual amount of $12,700, an additional amount of $12,300 is requested for 1974 for the following three nonrecurring items:

$5,800 for replacement of the combination vacuum and condensate pumping system in the Russell Building which has

been in service for the past 35 years, is approaching the end of its useful life, is of obsolete design, and can no longer be kept in reliable operating condition.

This equipment constitutes an important part of the air conditioning system and is depended upon for the discharge of condensate, air, and non-condensable gasses from the condensate return system and for the return of condensate from the Russell Building to the steam generating plant at the Capitol Power Plant for reuse in the steam generating process as boiler feed water, thereby saving the expense of treating raw city water prior to its conversion into steam.

Under the amount of $5,800, it is proposed to replace the present vacuum and pumping system with complete new equipment, including pipe, fittings, and electrical controls.

$1,500 for replacement of two steam reducing valves in the Dirksen Building which have been in service since 1959 and have now reached the point where continued repair is no longer feasible due to deterioration from oxide tuberculation of the valve bodies and diaphragm assemblies.

Under the amount of $1,500 for 1974, it is proposed to replace these valves with two new valves of a type incorporating a pilot operator and a recently-developed fail-safe feature.

$5,000 for replacement of two air compressors in the Dirksen Building which have been in service since 1959, have been overhauled several times, and have now reached the point where further reconditioning is no longer feasible due to excessive wear and scoring of cylinder walls and crankshafts.

These compressors supply compressed air for the pneumatic control systems on the central air conditioning equipment and individual room sensing instruments throughout the building. It is necessary that they be in good operating condition in order to maintain proper pressure control of the distributed air.

Under the amount of $5,000 for 1974, it is proposed to replace these compressors with two new compressors, including all necessary material and components for modification of piping, controls, and electrical work.

Refinishing ornamental bronze balustrades and stringers on 5 stairways in Russell Building..... $ 124,700

This item is requested to improve the interior appearance of the Russell Building.

The amount of $124,700 requested for 1974 provides for refinishing the ornamental bronze balustrades and stringers on 5 large marble stairways in the Russell Building, 2 of which are located adjacent to the Rotunda, and the other 3 at the corners at First and C Streets, First and Constitution Avenue, and Delaware Avenue and C Street.

Unlike the balustrades of the stairways in the Cannon Building which are constructed of iron and painted with an antique finish to assimilate a weathered bronze, the balustrades of the Russell Building, constructed at the same time, are made of ornamental bronze, which makes their refinishing much more costly than those in the Cannon Building.

The balustrades in both buildings are capped with a continuous handrail of polished brass, which is cleaned regularly and does not require refinishing.

The balustrade rails and stairway stringers in the Russell Building are all constructed of bronze and highly ornamental.

Under the funds requested for 1974, it is proposed to refinish all of the bronze balustrades, including the stringers, on these 5 stairways, 4 of which extend from the first floor to the 4th floor and 1 from the basement to the 4th floor. The estimate includes the cost of rental of scaffolding which must be used to do this work.

It is estimated that each stairway will require from 10 to 12 weeks to do the refinishing work. It is recommended that this work be done in the coming year.

Paint coffered ceiling of Rotunda, Russell Building.....$ 112,500

For 1974, $112,500 is requested to paint the coffered ceiling of the Russell Building. This ceiling was last painted in 1934 and should be painted again at this time.

The Rotunda ceiling is domical in shape and at its highest point extends 68 feet high above the street floor. It is constructed of plaster and contains ornamental plaster coffers. It is painted an off-colored white.

Under the funds for 1974, it is proposed to paint all plain surfaces a warm-off colored white, the coffers in blue with a red border, and the ornamental portions in gold. This color scheme will add to the attractive appearance of the Rotunda.

The appearance of the Caucus Room in the Russell Building was similarly improved by painting the ceiling of that room in varied colors in 1962. In recent years, varied color painting has also been employed in redecorating the ceiling of Statuary Hall in the Capitol and the domed ceiling of the Rotunda in the Cannon Building.

Because of the height of the ceiling, rented scaffolding must be erected, used, and removed. The estimate of $112,500 includes $18,000 to cover the cost of the scaffolding, and the time required for the performance of such work is estimated at ten weeks.

Cleaning marble walls and columns of Rotunda, Russell Building..... 41,800

For 1974, $41,800 is requested to further improve the interior of the Rotunda in the Russell Building through cleaning of the marble walls, columns, and piers of the Rotunda.

The Rotunda, located at the southwest corner of the Russell Building, is, as stated under the item just discussed, 68 feet in height, extending from the street, or second floor, through the entire height of the building and terminating with a dome under the roof.

The marble work to be cleaned extends to the base of the dome. There is an inner circular arcade of 18 marble piers resting on the entrance floor. Above the piers are marble arches, surmounted by a marble balustrade on the third floor level and 18 marble columns extending to the

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marble cornice below the dome. The walls of the Rotunda on the third floor level are also marble.

Under the amount requested for 1974, it is proposed to clean all of this marble work and the time required for the performance of such work is estimated at six weeks.

Cleaning marble walls, 1st floor, northwest entrance, Russell Building..... $ 5,500

A third item requested to improve the interior of the Russell Building is $5,500 to clean the interior marble walls at the first floor entrance to that building at the corner of Delaware Avenue and C Street, including the marble columns and niches. It is recommended that funds for this work be allowed for 1974.

Modification of electrical distribution system, Dirksen Building..... 25,000

In recent years, the increase in the electrical energy load requirements of the Dirksen Building, resulting from improved and additional lighting and increased use of office machines, computers, and other office equipment, has now drastically reduced the available spare capacity of the internal electrical distribution system, which consists of an extensive network of feeders, to the point where many areas are now deficient in available power, due to the fact that the distribution system serving those areas has now reached the saturation point.

To relieve this condition and provide sufficient capacity in the internal distribution system, it is proposed under the funds requested for 1974 to augment the existing distribution system by installation of thirty-five 225-ampere panels and six 300-ampere risers, each panel containing forty-two 20-ampere circuits and breaker protection.

In this connection, it is to be noted that there is adequate spare capacity in the incoming building service system; that the inadequacy exists in the distribution system within the building.

Installation of interconnecting electrical facilities between the Russell and Dirksen Buildings..... $ 35,000

Since occupancy of the Dirksen Building in 1958, the need for additional lighting, power and communication circuits has been a constantly increasing requirement in both the Russell and Dirksen Buildings. Each year, expanded staff occupancy has exceeded additional electrical facilities provided.

The demand for expansion of electrical facilities is due not only to expanded staffs but also to the use of more extensive office equipment, including computer equipment, and to additional Committee requirements.

The demand for interconnecting cables between the two buildings to serve these electrical needs has been of such magnitude that all available conduit capacity has been

absorbed and, as a temporary expedient, additional conduit runs have recently had to be installed exposed in the pedestrian tunnels.

Under the funds requested for 1974, it is proposed to relieve this condition and provide additional facilities by installation of an underground concrete duct, containing a minimum of 16 conduits and communication and power cable enclosed therein, beneath First Street, N.E., between and connecting the two buildings.

Modernization of seven elevators, Russell Building..... $ 660,000

For 1974, an allotment of $660,000 is requested to make modifications to 7 of the 12 passenger elevators in the Russell Building and to convert them from manual operation to selective-collective control which will permit the elevators to be operated with or without an attendant.

At the present time there are 12 passenger and 2 freight elevators in the Russell Building. When the 3 original wings of this building were constructed and occupied in 1909, the building was provided with 12 passenger and 1 freight elevator. When the First Street Wing was added in 1933, 2 elevators were provided in that Wing, increasing the total number of elevators to 15. In 1948, an additional freight elevator was installed, bringing the total number of elevators to 16.

In 1962, when remodeling work was being done in the Russell Building, the two elevators in the stair wells of the Delaware Avenue and Constitution Wings, which had been inoperative for a number of years, were removed and the spaces occupied by those elevators and stair wells were converted into 10 office rooms (one on each floor in each of these wings) thereby providing much-needed office space. This reduced the total number of elevators to the present total of 14.

In 1934, 8 of the original elevators were replaced with new modern elevators of a design then prevalent. In replacing the 8 elevators in 1934, glass-paneled doors and grille hoistways were continued in use and are still being used.

After discontinuation of the generation of 25-cycle alternating and direct current electrical energy at the Capitol Power Plant in 1950-1951 for the Capitol group of buildings and the procurement thereafter of 60-cycle alternating current from the local Public Utility, the electrical systems in all of the Capitol Buildings were converted from 25-cycle alternating and direct current to 60-cycle alternating current. As a part of this program, in 1953 new motor generator sets and starters designed for 60-cycle alternating current operation were installed on all of the elevators in the Russell Building.

In 1934, as will be noted, 7 of the 15 elevators then in existence in the building were not replaced at that time. Two of those elevators were then new, having just been installed in the newly completed First Street Wing. The two in the Delaware and the Constitution Avenue Wings, later removed in 1962, were then carrying light traffic and were not included in the 1934 replacement program. The

freight elevator at the corner of First and C Streets and 2 passenger elevators (1 at the corner of Delaware Avenue and C Street and the other at the corner of First And C Streets) were also not included in the 1934 replacement program.

Since 1934, the freight elevator at the First and C Street corner was modernized and converted to selective-collective control in 1957, and the passenger elevator at the First and Constitution Avenue corner was modernized by installation of a new power door operator in 1960 and by other major modifications in 1965. These 2 elevators are, accordingly, not included in the 1974 modernization program. Also, not included are the 2 elevators in the First Street Wing which do not require any major changes at this time, and the new freight elevator subsequently installed in 1948 at the Delaware Avenue and C Street corner.

With respect to the 8 elevators replaced in 1934, no major overhaul work has been done on those elevators, other than that done in 1953, with the exception of one elevator which was modernized and converted to selective-collective control operation in 1968.

The modernization program recommended for 1974 includes 6 of the 8 elevators replaced in 1934, excluding the 1 modernized in 1968 and 1 elevator replaced in 1934 located at the northeast corner of the building which is not a group elevator. In addition to those 6 elevators, the 1974 program also includes one elevator at the corner of Delaware Avenue and C Street not included in the 1934 replacement program.

Under the funds requested for 1974, it is proposed to convert the 7 elevators included in the program from manual to selective-collective operation, permitting operation with or without an attendant, to make modifications to existing equipment, and replacements of items as shown by the following statement:

Modifications to this equipment will be made, as required, including replacement of reactance type brush holders and brushes; also replacement of brake parts, as required, including bronze tube, magnet core, brake arm levers, pins and pivots and brake switch for each brake magnet.

New equipment to be provided and installed:

Controller and selector
Safety governor
Machine room and hoistway wiring
Car frame, safety and roller guides
Sound isolated platforms
Elevator cabs and car entrance doors
Power door operators
Door protective devices
Car operating devices
Top-of-car operating device
Interlocks and emergency door closing devices
Top and bottom "Access Switches"
Landing call buttons
Two-to-one counterweight sheave, complete with

roller bearings and new crosshead plates
Fire emergency operation; emergency power operation

If the funds requested for this program are allowed, when the work proposed to be done is completed all of the heavily-trafficked passenger elevators in the Russell Building will then conform to present-day elevator code requirements and will provide emergency fire service and automatic emergency power operation.

Replacement of forklift machine..... $ 6,000

For 1974, $6,000 is requested for purchase of a gasoline-operated, 4,000-lb. capacity, fork-lift truck to replace an old, obsolete fork-lift truck now in use, which has reached the point where it is constantly breaking down and can no longer be kept in repair or be depended upon for satisfactory performance. When acquired, some years ago, the old fork-lift truck was at that time a used truck obtained through the Government surplus property program. A major overhaul job was done in 1970 in an effort to prolong the use of this equipment.

The new fork-lift truck is required for unloading delivery trucks that are unable to enter the Dirksen Building garage due to the height of such delivery trucks, and also for unloading trucks which have an unusual heavy load. The new fork-lift truck is also required for use in relamping in the Dirksen Building Garage, as well as outside lamps of both Senate Office Buildings.

Total Increase - NONRECURRING ITEMS..... $1,032,800

TOTAL ADDITIONS.....(+) 1,316,200

Total Estimate for 1974..... $6,308,500 1/

In addition to the total of $6,308,500, an additional amount of $53,000 is required to cover the cost of 1/1/73 "White Collar" pay raise in F.Y. 1974, to be transmitted at a later date, as per Budget Bulletin 73-4, dated 1/26/73.

ITEMS UNDER WHICH NO CHANGES OCCUR

Elevator Repairs and Improvements (annual recurring)	$ 5.500
Furniture Repairs	10,000
Ice	1,000
Insect and Pest Control	6,300
Annual Rugs and Floor Coverings	35,000
New Typewriter Desks and Flat-Top Desks	35,000
Annual Furniture and Furnishings	10,000
File Cabinets	5,000
Typist Chairs for Offices	5,000
Revolving Arm Chairs for Offices	5,000
Drapes, Committee Rooms and Offices, Dirksen Office Building	20,000

REFINISHING ORNAMENTAL BALUSTRADES

Senator HOLLINGS. How urgent is the need for an appropriation of $124,700 to refinish the ornamental balustrades on stairways in the Russell Building?

Mr. WHITE. It is not urgent, Mr. Chairman. It is a housekeeping item. It will improve the appearance of the building. The building has been occupied since 1909 and there is no record that we can find anywhere of similar work having been done before.

Senator HOLLINGS. You do not know when they were last refinished?

Mr. WHITE. No, sir. We have no record of it being done for at least the last 30 years. We have checked. Presumably, it was not done before that, according to available records. The building is now 64 years old. We thought it was time to do something about it. It is definitely not urgent. It is an upgrading of the appearance only. I have photographs showing the condition of the balustrade.

Senator HOLLINGS. Once they are refinished, like a fine door knocker, someone must go back and keep shining it. If we do that, is our Mr. Caraway going to ask for more people to keep those refinished balustrades finished? Is this a one-time item?

Mr. WHITE. It is a one-time item. This can be refinished in such a way to minimize the fact that it would, of course, oxidize over the years. We would not leave the new finish exposed.

PAINTING ROTUNDA CEILING

Senator HOLLINGS. The $112,500 for the ceiling of the Russell Building— that is on page 110—are we talking about varied colors in your justification?

Mr. WHITE. That is correct.

Senator HOLLINGS. Explain the need for that and when you expect to begin the work.

Mr. WHITE. This is an item that involves the appearance of the building. It was last painted in 1934. It was painted in one color as a simple expedient. We have been restoring these coffered domes in color in order to beautify their appearance. This is a photograph, Mr. Chairman, of it as it now appears.

The result, we think, would be a very pleasing appearance for what is a beautiful building and some of these things we think are important to do now, in preparation for the celebration in 1976. We are now beginning to try to beautify the surroundings that the people will see.

Senator HOLLINGS. What are some of the other areas in which varied colors have been used and has such use been for the same purpose?

Mr. WHITE. Since 1962, we have found that the use of varied colors, when painting is required in such prominent and architecturally beautiful areas as the Rotunda of the Russell Senate Office Building, adds much to the beauty of the ceilings and conforms to colors appropriately used in such areas in classical buildings at the time the Russell Building was constructed.

Since 1962, we have used to great advantage varied colors when repainting the ceilings of Statuary Hall and the small rotunda on the Senate side of the Capitol; the rotunda in the Cannon House Office

Building; the Caucus Room and Armed Services Committee room in the Russell Senate Office Building; the Courtroom in the Supreme Court Building; and the rotunda in the main Library of Congress building.

CONSTRUCTION OF RUSSELL AND DIRKSEN BUILDINGS

Senator HOLLINGS. How is the Old Senate Office Building constructed? In other words, did they decide to make it such a beautiful, well-appointed building?

Mr. HENLOCK. It was constructed by the Architect of the Capitol. It was originally designed to have its main entrance on First Street, but that entrance was eliminated, when a center rear wing was dropped from the plans. I refer to the Dirksen Building constructed in 1955–58.

Senator HOLLINGS. What about the old Senate Office Building, the Russell Building?

Mr. HENLOCK. That was also constructed by the Architect of the Capitol.

Mr. WHITE. It was designed, Mr. Chairman, at a period in our history when classical design was in full sway. It was designed by the firm of Carrere and Hastings, as I recall, which was a fine firm in terms of the classics and in terms of their ability in classical design. It was constructed under the direction of the Senate Office Building Commission.

Senator HOLLINGS. What year was this done in?

Mr. HENLOCK. It was constructed in 1904–1909. The Cannon House Office Building was constructed in 1903–1908. The Cannon Building was started, then the Russell Building. The Russell Building was constructed under, first a three-member commission which was then known as the original Senate Office Building Commission. The House Cannon Building was constructed under the House Office Building Commission. The Dirksen Building was constructed under the Senate Office Building Commission whose membership had in the interim been increased from three to nine Senators.

Senator HOLLINGS. I am asking these questions because the committee is looking for places where they can save. We also have to be prepared for the bicentennial.

WORK PROPOSED AT DELAWARE AVENUE AND C STREET ENTRANCE TO RUSSELL SENATE OFFICE BUILDING

Senator HOLLINGS. You are requesting, on page 111 of the justifications, $5,500 to clean the interior marble walls at the first floor entrance to the Russell Building located at the corner of Delaware Avenue and C Street. That entrance is blocked off and not used, isn't it?

Mr. WHITE. Yes, it is.

Senator HOLLINGS. The entrance on that corner of the building is located on the basement level. Is it contemplated to fix up the first floor entrance and make it usable?

Mr. WHITE. I know of no such plans at present.

MODERNIZATION OF ELEVATORS

When you talk of modernizing seven elevators in the Russell Building on page 113, you request $660,000. Can you tell us what you do when you modernize the elevators?

Mr. WHITE. The basic change will be to convert them from manual operation to automatic operation, which will permit them to be operated either with or without an attendant. At the present time, there must be an operator present in order to use the elevators. That is the basic change that would take place.

Senator HOLLINGS. The interior, would that remain the same? They look beautiful inside right now. They would not be changed, would they?

Mr. WHITE. We will replace the cabs, but retain their present interior appearance.

This would involve incorporation of whatever modern safety devices there are. The elevators are now safe, but they were built at a time when many of the devices were not as sophisticated as they are today. We would propose also to update them in regards to this equipment.

Senator HOLLINGS. Is that an improvement so that the elevators can be either run manually or automatically?

Mr. WHITE. That is correct, either/or. It is just as we have it in the Dirksen Building. There are times when an operator will, in order to give more rapid service, stay in the cab and operate the buttons. However, there are times after the operator is gone, when anyone can operate it. That's the same thing that we are proposing here.

SENATE GARAGE

Senator HOLLINGS. Moving on to the next item, Senate garage, you are requesting a net increase of $4,800 over the total 1973 appropriation of $92,200.

I shall insert into the record at this point pages 122 and 123 of your justifications.

[The information follows:]

Justification

SENATE GARAGE --- (Increase requested for 1974.....$4,800)

1973 appropriation in annual act	$89,100
Wage-Board Pay Supplemental	3,100
Total appropriations - 1973	92,200

Additions

MANDATORY ITEMS

Wage-Rate Increases

1. Authorized by 5 U.S.C. 5341-5344:
   Increase, determined as a result of surveys commenced in August 1972, resulting from new wage rates effective October 29, 1972 under the Coordinated Federal Wage System, affecting 7 Wage-Board employees carried under this appropriation, paid at new rates for 8 months in fiscal year 1973 and required to be paid at such rates for 12 months in fiscal year 1974 -- Additional funds required..... $ 1,000

2. Authorized by Public Law 92-392, approved August 19, 1972 (5 U.S.C. 5349):
   Increase resulting from two additional steps added to each non-supervisory and leader wage grade, as authorized by Public Law 92-392 (5 U.S.C. 5349), effective April 30, 1973..... 1,600

Overtime and Holiday Pay (5 U.S.C. 5544) increased from $18,100 to $19,000..... 900

Night Differential Pay (5 U.S.C. 5343) increased from $3,450 to $3,950..... 500

This increase is due to an increase in Night Pay Shift differential rates, effective November 26, 1972, authorized by Public Law 92-392 (5 U.S.C. 5343).

Contribution to retirement fund (under "Personnel Benefits") increased from $4,200 to $4,500..... $ 300

Payment to Employees' Health Benefits Fund increased from $1,300 to $1,800..... 500

This payment is required by 5 U.S.C. 8906. The increase is based on the Government's contribution of 40% of higher subscription charges effective in January 1972 and as modified in January 1973.

Total Increases - MANDATORY ITEMS	(+)$ 4,800
Total Estimate for 1974	$97,000

INCREASES REQUESTED

Senator HOLLINGS. The increases you are requesting under this appropriation are all for mandatory items, is that correct?

Mr. WHITE. That is correct.

PARKING ACCOMMODATIONS

Senator HOLLINGS. In the past you have provided for the record a list of available parking spaces for both the House and the Senate. Will you provide this list for us again this year?

Mr. WHITE. I will be glad to do so.

[The information follows:]

PARKING FACILITIES, CAPITOL BUILDINGS AND GROUNDS

February, 1973

H O U S E S I D E

	Spaces		
Assigned by the Select Committee on Parking:			
Garage Spaces:			
Rayburn Building Garage	1,673		
Cannon Building Garage	301		
Underground Garages in two Squares south of Longworth and Rayburn Buildings	1,267		
Total garage spaces			3,241
Surface spaces on Plaza, streets, and lots:			
Capitol Plaza curb	42		
Capitol Plaza center	112		
Southeast triangle	32		
Congressional Drive	52		
Southwest Drive	108		
Southeast Drive	30		
East Capitol Street (for Press)	36	412	
Parking Lot No. 1 by House Office Building Annex	101*		
Parking Lot No. 4, triangle south of Rayburn Building	121		
Parking Lot. No. 5 (Square 639)	165	387	
Total House spaces on Plaza, streets, and lots			799
Visitors parking lot by House Office Building Annex			85
Total spaces - House Side			4,125

* Varies because of subway construction.

SENATE SIDE

	Spaces	
Assigned by the Senate Committee on Rules and Administration:		
New Senate Office Building garage	160	
Senate Garage (formerly Legislative Garage) under fountain west of Old Senate Office Building	182	
Total garage spaces		342
Surface spaces on streets or parking lots, assigned by the Sergeant at Arms of the Senate:		
Capitol Area (reserved spaces):		
Capitol Plaza	173	
Maryland Avenue Drive	49	
Northeast Drive	59	
Northwest Drive	92	
East Capitol Street (for Press)	36	409
Street Parking (reserved spaces):		
C Street, N. E.	42	
California Street, N. E.	62	
Constitution Avenue	53	
D Street, N. E.	50	
E Street, N. E.	15	
Delaware Avenue, N. E.	87	
First Street, N. E.	40	
Louisiana Avenue, N. W.	85*	
New Jersey Avenue, N. W.	32	466
Parking Lots (reserved spaces):		
Lot 11, Square 725	99	
Lot 12, Square 725	147	
Lot 13, Square 724	98	
Lot 14, Square 724	25	
Lot 15, Square 724	39	
Lot 16, Square 724	62	
Lot 17, Square 724	26	
Lot 18, Square 724	40	
Lot 19, Square 724	26	562

* Varies because of subway construction.

Parking Lots (used for Senate employees on first-come, first-served basis):			
Lot 20, Square 723 ----------	405		
Lot 21, Square 721 North ----------	70		
Lot 22, Square 721 South ----------	164	639	
Total Senate Spaces on streets and lots --			2,076
Total spaces - SENATE SIDE ----------			2,418

S U M M A R Y

		Spaces
Total spaces available	HOUSE SIDE -----	4,125
	SENATE SIDE ----	2,418
GRAND TOTAL - HOUSE AND SENATE SIDES ------		6,543

COMMENTS ON PARKING SITUATION

Senator HOLLINGS. Do you have any additional comments on the parking situation, which we have previously discussed to some extent? It certainly hasn't improved any since you were last before the subcommittee.

Mr. WHITE. I agree with you that there is an urgent need for more parking space for congressional employees. The second supplemental appropriations bill, 1973, just reported out by the House, as we have already discussed, proposes to relieve this situation temporarily by authorizing parking facilities in areas outside the limits of the Capitol Grounds for such employees.

Senator HOLLINGS. When the construction begins for the new Senate garage, where will the people park who are currently parking on that site?

Mr. WHITE. Provision for these employees must certainly be made when such construction work begins. However, as I have indicated to you when discussing our public works project, I do not believe this problem will have to be met for the next year or two, perhaps three.

CAPITOL POWER PLANT

Senator HOLLINGS. On pages 145 and 151, you are requesting $5,206,700 for the Capitol powerplant. I want to insert those pages in the record. Page 154, the justifications, will also be included.

[The information follows:]

Justification

CAPITOL POWER PLANT --- (Net Decrease for 1974.....$194,900)

1973 appropriation in annual act		$5,261,000
1973 reappropriation (1972 funds continued available until June 30, 1973)		120,000
Wage-Board Pay Supplemental		20,600
Total appropriations - 1973		5,401,600
Deductions		
Re-wind 2 electric refrigeration machine motors -- 2nd year allotment under 4-year program	$ 50,000	
Security system for Capitol Power Plant steam and chilled water distribution tunnels -- nonrecurring item	298,000	
Modifications and repairs to steam distribution systems -- nonrecurring item (1973 reappropriation)	90,000	
Renew insulation on steam mains from Russell Senate Office Building to Government Printing Office - nonrecurring item (1973 reappropriation)	30,000	(-) 468,000
Base for 1974		4,933,600

Additions

MANDATORY ITEMS

Wage-Rate Increases

1. Authorized by 5 U.S.C. 5341-5344:
   Increase, determined as a result of surveys commenced in August 1972, resulting from new wage rates

effective October 29, 1972 under the Coordinated Federal Wage System, affecting 87 Wage-Board employees carried under this appropriation, paid at new rates for 8 months in fiscal year 1973 and required to be paid at such rates for 12 months in fiscal year 1974 -- Additional funds required..... $ 32,400

2. Authorized by Public Law 92-392, approved August 19, 1972 (5 U.S.C. 5349):
Increase resulting from two additional steps added to each non-supervisory and leader wage grade, as authorized by Public Law 92-392 (5 U.S.C. 5349), effective April 30, 1973..... $15,500

Within-grade promotions authorized under the Prevailing Rate System for Wage-Board employees compensated under such system..... 6,350

Within-grade salary advancements and other changes authorized by 5 U.S.C. 5331-5337 for "GS" employees compensated under "General Schedule" Pay Rates (Classification Act)..... 1,400

Night Differential Pay (5 U.S.C. 5343) increased from $20,000 to $22,000..... 2,000
This increase is due to an increase in Night Pay Shift differential rates, effective November 26, 1972, authorized by Public Law 92-392 (5 U.S.C. 5343).

Contribution to retirement fund (under "Personnel Benefits") increased from $75,070 to $79,720, required by 5 U.S.C. 8334, covering Government contribution to this fund, resulting from increased base pay rates..... 4,650

Payment to Employees' Health Benefits Fund increased from $12,700 to $16,000..... 3,300
This payment is required by 5 U.S.C. 8906. The increase is based on the Government's contribution of 40% of higher subscription charges effective in January 1972 and as modified in January 1973.

Total Increase - MANDATORY ITEMS.....$65,600

OTHER INCREASES - ANNUAL RECURRING ITEM

Purchase of electrical energy increased from $2,300,000 to $2,457,500..... $157,500

For 1973, $2,300,000 was allowed for purchase of 152,000,000 kilowatt hours of electrical energy, at an average cost of 1.5 cents per kilowatt hour, including all demand charges, surcharges, and fuel adjustment costs, and a $20,000 contingency allowance.

For 1974, $2,457,500 is requested for purchase of 160,300,000 kilowatt hours of electrical energy, at an average cost of 1.52 cents per kilowatt hour, including all demand charges, surcharges, and fuel adjustment costs, based on rates effective August 1972 negotiated by the General Services Administration for use throughout the Washington Metropolitan area by Government agencies, plus a $20,000 contingency allowance.

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As will be noted, taking into consideration rate adjustments, demand, surcharge, and fuel adjustments, the average cost per kilowatt hour is estimated for 1974 slightly higher than for 1973, or from 1.5 to 1.52 cents per kilowatt hour. This accounts for $30,400 of the $157,500 increase asked for 1974....$30,400

The remainder of the increase, $127,100, is based on the following estimated increased energy requirements for 1974:

For purchase of 4,125,000 kilowatt hours of electrical energy @ 1.52 cents per kilowatt hour for the House Annex (formerly known as the "Congressional Hotel") now being occupied, on a progressive basis, by the House under authority of Sec. 8 of Public Law 92-313, approved June 16, 1972, not included in the 1973 estimate.....$62,700

For purchase of 4,237,000 kilowatt hours of electrical energy, in excess of the 152,000,000 kilowatt hours allowed for 1973 for all buildings included in the 1973 estimate, @ 1.52 cents per kilowatt hour.....$64,400

The 1974 increase of 4,237,000 kilowatt hours over the 1973 estimate of 152,000,000 kilowatt hours for the buildings included in the 1973 estimate represents an increase in consumption of 2.8 percent, which accords with the average annual increase in consumption for the past 4 years. For the fiscal year 1970, there was a consumption increase of 2.6 percent: for fiscal year 1971, an increase of 3.5 percent; for fiscal year 1972, an increase of 2.6 percent; for fiscal year 1973, an increase estimated at 3 percent.

Since 1951, all electrical energy required for the Capitol, Senate and House Office Buildings, Library of Congress Buildings, Senate Garage, Capitol Power Plant, U. S. Supreme Court Building, and Capitol Grounds street, park and flood-lighting systems has been purchased from the Potomac Electric Power Company and paid from annual appropriations for the Capitol Power Plant, at rates negotiated by the General Services Administration for use throughout the Washington Metropolitan area by Government agencies.

Comparative Expenditures for Electrical Energy, 1965-1973

Fiscal Year	Expenditure for Electrical Energy
1965	$1,052,573
1966	1,244,868
1967	1,332,771
1968	1,415,775
1969	1,487,713
1970	1,620,020
1971	1,970,625
1972	2,033,700
1973	2,300,000 (Est.)

COMPARATIVE EXPENDITURES FOR ELECTRICAL ENERGY, BY BUILDINGS - 1970-1974

BUILDING	ACTUAL EXPENDITURES FY-1970	FY-1971	FY-1972	ESTIMATED EXPENDITURES FY-1973	FY-1974
CAPITOL	158,038	182,934	186,396	211,600	220,500
RUSSELL S.O. BLDG.	86,180	100,770	98,393	124,200	129,200
DIRKSEN S.O. BLDG.	123,663	144,384	146,702	170,200	177,500
CANNON H.O. BLDG.	83,265	98,852	96,069	133,400	138,700
LONGWORTH H.O. BLDG.	80,003	96,913	95,054	112,700	117,200
RAYBURN H.O. BLDG.	319,501	376,370	375,810	425,500	442,500
MAIN LIBRARY BLDG.	123,135	138,134	140,433	167,900	175,600
LIBRARY ANNEX	104,750	115,867	117,211	156,400	162,600
SUPREME COURT BLDG.	34,046	43,958	46,739	50,600	52,600
SENATE GARAGE	18,574	22,386	22,043	27,500	28,600
CAP. POWER PLANT	469,609	620,611	667,415	690,000	718,600
STREET & TRAFFIC LIGHTS & OTHER MISC. ITEMS	19,255	29,446	41,435	20,000	31,400
HOUSE ANNEX (CONG.HOTEL)	.....	.....	.....	10,000	62,700
TOTALS.....	$1,620,020	$1,970,625	$2,033,700	$2,300,000	$2,457,500

Total Increase - ANNUAL RECURRING ITEM.....$157,500

OTHER INCREASES - NONRECURRING ITEM

Rewind 2 electric refrigeration machine motors.....$50,000

For Fiscal Year 1972, $50,000 was allowed as the first year allotment to initiate a program to extend over a 4-years period, for rewinding 8 large electric refrigeration machine motors essential to the operation of the Capitol Power Plant.

For 1973, a second-year allotment of $50,000 was allowed to complete the 2nd phase of the program. The condition of the motors designated for rewinding in 1973, and the work involved in the rewinding is such that 3 of the motors will be rewound this year, resulting in the completion of the rewinding of 5 motors, leaving 3 motors for rewinding in fiscal years 1974 and 1975.

For 1974, a third-year allotment of $50,000 is requested to rewind two more of these motors and a final allotment of $50,000 will be requested for fiscal year 1975 to rewind the last of the eight motors. It is anticipated the last motor will require a $50,000 allotment due to its condition and its rewinding will entail a major and more complex operation.

Characteristically, electric motor windings are vulnerable to insulation failures due to age, heat, starting torque inertia strain and high voltage usage.

Normal useful life expectancy of large industrial-type motors operating under clean and properly maintained conditions, averages 15 to 20 years. However, there are documented cases wherein motors, such as the type operating at the Capitol Power Plant, operating under optimum conditions, have developed insulation breakdown failures after only three years or less of operating time.

These 8 large industrial-type motors at the Capitol Power Plant operate under constant load at a relatively high voltage and must withstand high operating temperatures and they have a normal life expectancy of 15 years.

For approximately one-third of the cost of a new motor, the proposed re-winding should normally add a full new life span of 15 years to these motors.

The insulation material to be used for the contemplated re-winding program is a new fiberglass-plastic material having a capability to withstand high operating temperatures to which this equipment is subjected.

The schedule for re-winding the 8 electric refrigeration machine motors in operation at the Capitol Power Plant under the four-year program follows:

SCHEDULE FOR RE-WINDING ELECTRIC REFRIGERATION MOTORS
CAPITOL POWER PLANT

Motor No.	H.P.	Year Manufactured	Date for Re-Wind	Winding Life Years	Rewinding
1	2500	1955	1970	15	1972 FY
1A	2500	1955	1970	15	1972 FY
2	2500	1956	1971	15	1973 FY
2A	2500	1956	1971	15	1973 FY
4	2500	1960	1972	12	1973 FY
3	1250	1960	1973	13	1974 FY
3A	1250	1960	1973	13	1974 FY
4A	2500	1960	1972	12	1975 FY

Total Increase - NONRECURRING ITEM	$50,000
TOTAL ADDITIONS (+)	273,100
Total Estimate for 1974	$5,206,700

ITEMS UNDER WHICH NO CHANGES OCCUR

Travel	$ 100
Transportation of Things	10
Communication Services	10
Purchase of Gas	16,000
General Annual Repairs	100,000
Advertising	50
Miscellaneous Annual Supplies	58,000
Fuel:	
Purchase of Coal	480,000
Purchase of Fuel Oil	780,000

EXPLANATION OF INCREASES

Senator HOLLINGS. What comments do you have on the increases requested for this item?

Mr. WHITE. One of the basic increases is $157,500 which results from an increase in the cost and consumption of electrical energy. Most of the increase is due to greater consumption. We are going from 152 million kilowatt-hours in 1973 to a predicted 160,000,300 kilowatt-hours in 1974. This is not a very great increase in the percent of the use. Each year more electricity is needed as more equipment is added. Consumption increase accounts for $127,100 of the $157,500.

Another reason for this request is an increase in the cost of energy from 1.5 cents per kilowatt-hour to 1.52 cents per kilowatt-hour, which accounts for $30,400 of the $157, 500 request. It is not much of an increase, but with that many million kilowatt-hours, it adds up to the need for more money.

These figures are based on rates effective August 1972. They were negotiated through the GSA for use throughout the Washington area.

We purchase our power from PEPCO. We used to generate our own electrical energy in the Capitol powerplant. However, it became uneconomical to do so when the equipment needed to be replaced some years ago. It has been more economical to buy our electrical power. That constitutes the basic cost of this increase.

LIBRARY BUILDINGS AND GROUNDS—STRUCTURAL AND MECHANICAL CARE

Senator HOLLINGS. The next item to be considered is the Library buildings and grounds, structural and mechanical care: $1,593,800, an increase of $34,400 over last year's appropriation of $1,559,400 We want to insert pages 155 through 168 of the justifications in the record, and also the table on page 171.

[The information follows:]

Justification

LIBRARY BUILDINGS AND GROUNDS, STRUCTURAL AND MECHANICAL CARE
(Net Increase requested for 1974.....$34,400)

1973 appropriation in annual act	$1,531,400
Wage-Board Supplemental	28,000
Total appropriations - 1973	1,559,400

Deductions

Maintenance and repair, air conditioning system: nonrecurring item allowed under this allotment, not required for 1974, for alterations to 322 induction units in the Annex Building	$ 6,400
Improved lighting, bookstacks, Annex Building: 1st year allotment under a 6-years program	50,000
Air conditioning section of sub-basement, Annex Building: nonrecurring item allowed for 1973, not required for 1974	15,500
Air conditioning areas occupied by Photoduplication Section, Annex Building: nonrecurring item allowed for 1973, not required for 1974	65,000
Resurfacing desk tops and central desk, Main Reading Room, Main Building: nonrecurring item allowed for 1973, not required for 1974	10,000
Architectural and engineering study, Coolidge Auditorium: nonrecurring item allowed for 1973, not required for 1974	15,000
Roof repairs, Main Building: 3rd year allotment under a 4-years program for major repairs to the roof of the Main Building	40,000

Modernization and improvement of two elevators, Main Building: nonrecurring item allowed for 1973, not required for 1974..... $ 110,000

Air conditioning decks A and B, Main Building: nonrecurring item allowed for 1973, not required for 1974..... 96,000 (-) 407,900

Base for 1974..... 1,151,500

Additions

MANDATORY ITEMS

Wage-Rate Increases

1. Authorized by 5 U.S.C. 5341-5344:
   Increase, determined as a result of surveys commenced in August 1972, resulting from new wage rates effective October 29, 1972 under the Coordinated Federal Wage System, affecting 67 Wage-Board employees carried under this appropriation, paid at new rates for 8 months in fiscal year 1973 and required to be paid at such rates for 12 months in fiscal year 1974 -- Additional funds required..... $ 28,825

2. Authorized by Public Law 92-392, approved August 19, 1972 (5 U.S.C. 5349):
   Increase resulting from two additional steps added to each non-supervisory and leader wage grade, as authorized by Public Law 92-392 (5 U.S.C. 5349), effective April 30, 1973..... 8,800

Within-grade promotions authorized under the Prevailing Rate System for Wage-Board employees compensated under such system..... 5,325

Within-grade salary advancements and other changes authorized by 5 U.S.C. 5331-5337 for "GS" employees compensated under "General Schedule" Pay Rates (Classification Act)..... 1,200

Overtime and Holiday Pay (5 U.S.C. 5544) increased from $158,500 to $170,500, resulting from base pay changes authorized by law..... $ 12,000

Sunday and Night Differential Pay (5 U.S.C. 5343) increased from $25,800 to $27,000..... 1,200

This additional amount is requested to meet increased costs under this allotment.

Contribution to retirement fund (under "Personnel Benefits") increased from $57,300 to $63,000, required by 5 U.S.C. 8334, covering Government contribution to this fund, resulting from increased base pay rates..... 5,700

Total Increase - MANDATORY ITEMS..... $ 63,050

NEW POSITIONS REQUESTED

1-GS-5 Clerk-Typist.....	@ $7,319 p.a.....	$ 7,319
2-Wage-Board-10 Sheetmetal Mechanics	@ $9,796 p.a. each.....	19,592
1-Wage-Board-9 Carpenter.....	@ $9,339 p.a.....	9,339
Total - 4 new positions @ annual cost of.....		$ 36,250

1-GS-5 Clerk-Typist @ $7,319 p.a.

This additional position is requested in order to provide the Supervising Engineer (GS-15) at the Library, under the Architect, with additional clerical assistance, required to meet the present increased workload in the Supervising Engineers' office.

The clerical tasks are currently being handled by one GS-6 Clerk-Typist who is responsible for the timekeeping function for the 69 employees of the Architect assigned to the Library; preparing requisitions for supplies and materials; typing correspondence; maintaining daily cost-accounting records; receiving service requests, including emergency calls, from occupants of the two Library buildings; and, on the basis of service requests, issuing work orders to the maintenance shops.

There has been a significant increase in the workload in the Supervising Engineer's office as a result of the planning being conducted in connection with the Library of Congress James Madison Memorial Building now under construction, and also as a result of increases in Library activities which affect the Supervising Engineer's operations. These increases have had an affect on the clerical workload and the point has been reached where one clerk-typist cannot handle all of the work on a current basis.

The additional clerk-typist is requested to help provide continuous office coverage in receiving and processing the 100-120 calls received daily, and to assist with the timekeeping, filing, and typing functions.

2 Wage-Board-10 Sheetmetal Mechanics @ $9,796 p.a. each

At present, the Library Sheetmetal Shop force under the Architect consists of four year-around employees -- 1 Wage-Board WS-9 Foreman, 1 Wage-Board WL-10 Assistant Foreman, and 2 Wage-Board W-10 Mechanics. These 4 employees are responsible for the fabrication, repair, and installation of air-conditioning ducts; maintenance and repair of the copper roof; and the fabrication of book-carrier tubes.

This Shop is constantly faced with a backlog of work due to the large volume of in-house air-conditioning alterations, adjustments, and relocations resulting from changes in space occupancy, relocation of various functions within the two Library buildings, and periodic increase in the Librarian's personnel. The backlog affects the Library in carrying out its programs and delays work of the other maintenance shops under the Architect which has to be coordinated with the work of the Sheetmetal Shop.

It has been necessary to augment the sheetmetal force from time to time, for limited periods, by employment of temporary mechanics at the current union rate of $9.16 per hour paid in industry, compared to the present prevailing wage-board rate of $4.71 per hour paid our year-around maintenance employees -- a costly arrangement which can be discontinued with the addition of 2 more year-around mechanics on our regular rolls. Moreover, it is becoming difficult to secure the services of temporary mechanics qualified for making copper roof repairs.

The point has been reached where it is recommended that 2 full-time sheetmetal mechanics be added to our maintenance roll, in order for this shop to function effectively and efficiently. The addition of 2 such employees would also provide a trained crew to take care of a greater amount of roof repair work at less cost than by contract or by direct day labor employed on a temporary basis at rates paid in industry.

1-Wage-Board-9 Carpenter @ $9,339 per annum

At present, the Library Carpenter Shop force under the Architect consists of seven year-around employees -- 1 Wage-Board WS-9 Foreman, 1 Wage-Board WS-8 Assistant Foreman, 3 Wage-Board W-10 Carpenters, and 2 Wage-Board W-7 Carpenter Helpers.

This Shop is responsible for construction and alteration work within the 2 Library buildings; repair of office furniture; fabrication of partitions, tables, and bookshelves; repair, replacement, and expansion of resilient floor tile, and other normal carpentry tasks.

This shop has a constant backlog of work due in large part to periodic relocation of various Library functions within the 2 buildings, with the resultant need to convert or remodel various spaces for the use of new or relocated occupants; also, due to the services of 1 carpenter now being required nearly full-time for the installation and repair of resilient floor tile.

The additional carpenter position requested for 1974, if allowed, is expected to relieve the required workload to the extent that the Carpenter Shop will be able to keep abreast of its work requirements in the foreseeable future.

Total Increase - NEW POSITIONS..... $36,250

OTHER INCREASES - NONRECURRING ITEMS

Roof repairs, Main Building: 4th (final) year allotment under a 4-years program for major repairs to the roof of the Main Building..... $10,000

Funds were allowed in the fiscal year 1970 to commence a program of major repairs to the roof of the Main Library Building, determined necessary as a result of complete inspection of all roof areas of that building, following the detection of leaks.

Under the amount of $10,000 allowed for 1970 as a 1st year allotment under a 4-years program, the gutter lining, flashing, and counterflashing over the parapet wall located at the base of the lower section of the dome above the galleries were replaced, together with other miscellaneous repairs and small segment replacements. This work was actually done in the fiscal year 1971 through reappropriation of the 1970 funds for continued use in 1971.

Under the amount of $10,000 allowed for 1972 as a 2nd year allotment under this program, the following repairs have been made: The gutter lining and flashings over the West Main and Curtain sections of the roof have been replaced, together with other miscellaneous repairs and small segment replacements.

Under the amount of $40,000 allowed for 1973, as a 3rd year allotment under this program, the copper roof over the Lantern Dome is to be replaced and other miscellaneous repairs and small segment replacements are to be made.

Under the amount of $10,000 requested for 1974, as a 4th (final) year allotment under this program, it is proposed to make necessary repairs and small segment replacements of the remaining roof areas that have been observed as showing evidence of decomposition and rupture.

Performance of work of this nature is necessarily limited to a relatively short period of the year due to severe cold, intense heat, and inclement weather.

As set forth in our previous justifications occasioned by our request for funds for roof repairs, there is again included a brief historical report and a resume of work performed on the roof of the Main Library of Congress Building during the period 1932-1969, prior to commencement of the current program.

REPORT ON ROOF - MAIN LIBRARY BUILDING

Original roof.

The original roof on this building, installed in 1896 when the building was constructed, was a copper roof tinned on both sides, with free acid between the copper and tin. The 1897 report on the construction of the building stated that "terra cotta forms the covering and filling of the roofs and main dome, of which the supporting members are rolled steel in beams, girders, and trusses."

Present roof

During the ensuing 35 years, corrosion from the acid gradually caused deterioration to the point where it became necessary to replace the entire roof, including the roof of the dome, with a new copper roof in 1931-33. This is an all-copper roof, without tinning or acid treatment, and was installed under appropriations totaling $65,000.

Repairs to roof, 1932-57

From 1932 until 1957, the roof required only minor repairs and maintenance. In 1957, following hurricane winds and rains of the previous summer, serious leaks developed in the copper roof necessitating the following repair and replacement work at a cost of $95,000.

Replacement of approximately 19,000 square feet of flashings, gutters, and valleys, elimination and replacement of all glass skylights with copper roofing, in order to eliminate a major source of leaks; replacement of 22 roof drains; pointing up of 1,500 lineal feet of reglets; miscellaneous patching and soldering of seams.

1957-69

Only minor repairs, patching, and soldering of seams have been necessary from 1957 to 1969. Such work as has been necessary was done by our sheet metal force at minor cost. The only funds prior to 1970 necessary to request for repairs were $5,000 in 1967 and $5,000 in 1968 for temporary patching and soldering of seams where leaks were developing.

Improved lighting, bookstacks, Annex Building..... $ 50,000

Improved lighting was installed in the bookstacks in the Main Building during the period 1965 to 1968, under an appropriation of $320,000 provided for such purpose, with highly satisfactory results.

For 1973, an allotment of $50,000 was allowed to commence a 6-years program for improving the lighting in the bookstacks in the Annex Building, in similar manner. The total estimated cost of the 6-years program is $300,000.

For 1974, a 2nd year allotment of $50,000 is requested to continue the improved lighting program -- to be followed with an annual request of $50,000 for each of the fiscal years 1975 through 1978, inclusive, for final completion.

The bookstack aisles in the Annex Building are presently illuminated by bare incandescent lamps, spaced on 4-foot centers. This installation was made over 25 years ago, when designers had little choice in the selection of light sources for good illumination. As a result, the present lighting is poor, making it very difficult to read the titles and indentifying numbers of books stored on the lower shelves. The electrical energy consumed by the existing inefficient lamps is out of proportion to the comparative results now obtained from the new lighting installed in the bookstacks in the Main Building.

The total linear footage of bookstack aisle space in the Annex Building is 1,317,120 feet. The total cost of improving these areas by installation of fluorescent lighting fixtures, the same as installed in the bookstacks in the Main Building, in replacement of the existing incandescent lamps is, as indicated, $300,000.

The work will be performed by hire of per diem labor with design and supervision being furnished by the Architect's employees on the permanent roll.

Replacement of revolving doors at entrances to both buildings with glass vestibule doors..... $ 145,000

A nonrecurring amount of $145,000 is requested for 1974 to replace 8 revolving doors in the two Library Buildings with glass vestibule doors and provide 4 pairs of exterior glass doors equipped with panic hardware for 2 existing exterior doors.

Of the 8 revolving doors proposed for replacement, 2 are located in the Main Building; 1 on the ground floor, West entrance and 1 on the first floor level, West entrance, First Street, S.E.

The other 6 revolving doors are located in the Annex Building; 3 at the West entrance, ground floor, Second Street, S.E. and 3 at the East entrance, ground floor, Third Street, S.E.

Safety requirements for the evacuation of personnel from both buildings in case of fire or other emergency require the use of all exterior doors. The existing revolving doors, under present Code requirements, are unreliable as the sole source of exit doors for emergency use; also a majority of the other existing hinged exterior doors swing in rather than swinging out in the direction of traffic flow, in violation of Fire Code requirements.

This condition can be remedied under the funds requested for 1974 by removing the eight existing revolving doors, 2 in the Main Building and 6 in the Annex Building, and replacing them with two pairs of hinged vestibule doors for each revolving door, and by installing four pairs of exterior glass doors equipped with panic hardware where the two exterior doors now exist on the West side of the Main Building, to allow the large and heavy doors to be open at all times during the daily occupancy periods.

Convert unfinished south cellar area in Annex for storage space... $ 30,000

A nonrecurring amount of $30,000 is requested for 1974 for the renovation of certain unfinished areas in the

south and southeast sections of the cellar level in the Annex.

At present, the Library has a pressing need for more storage space on the premises to house valuable materials and supplies. It has become necesary to place critical items in corridors, lobbies and other open spaces, due to lack of storage space. Such enforced measures, in addition to leaving these materials vulnerable to damage and pilferage, create fire and safety hazards.

In this regard, an amount of $185,000 was allowed in the Legislative Branch Appropriation Act, Fiscal Year 1965, to convert the entire fourth floor of the Annex, heretofore a storage area, to office space. This became a necessity brought about by an increased work-force over the years to carry out the expanding functions of the Library.

The conversion of the fourth floor area from storage to office use created such a critical storage problem that $115,000 was allowed in fiscal year 1967 to renovate space in the northerly areas of the Annex cellar for storage use.

During the ensuing years, the need for storage space has become increasingly critical. As a result of this condition, all areas not suitable to conversion for normal occupancy have been explored to alleviate the problem. As a result of these efforts a study of the unfinished foundation areas in the South and Southeast sections of the Annex Building cellar level were found to be suitable for conversion to storage space resulting in the submission of the 1974 request.

These areas are readily accessible to the cellar corridors. Work proposed to be done under the 1974 estimate includes leveling and grading the dirt floor, pouring a slab to furnish a concrete floor throughout, better illumination, adequate ventilation and improved access. The amount requested will provide in excess of 6,000 square feet of valuable storage space.

Design, engineering, and supervisory services will be performed by the Architect's staff and the construction work will be contracted for on a competitive bid basis.

Installation of glass sound and security screen in Reading Room, Visitors' Gallery, Main Building..... $ 8,000

In 1965, as a protective measure against the accidental dropping of objects into the Main Reading Room, Main Building, by persons in the Visitors' Gallery of that room, an existing low bronze rail was removed from the marble balustrade of the Gallery and replaced by a bronze railing 42 inches high and 37 feet long, located approximately two feet behind the balustrade, at a cost of $2,500.

Although this proved a helpful measure, it did not eliminate distractions from noise.

The noise and distractions to readers, scholars and researchers using the historical Main Reading Room in the Library of Congress, emanating from the visitors' gallery, has become the cause of an increasing volume of complaints in the past several years. The continuous large groups of school age children visiting the Library,

in ever increasing number, have frequently created distractions to such an extent as to necessitate closing the gallery for temporary periods.

The large groups reactivate concern over the constant possibility and occasional reality of objects being dropped into the Reading Room from the Gallery.

After considerable study it has been determined that the most practical and economical way to prevent these disturbances and eliminate these potential dangers is to erect a glass sound and security screen to separate the Gallery visitors from the marble balustrade.

The material to be provided in the screen will be 3/4 inch tempered and shatter-proof glass.

Fire protection installation in Rare Book Area, Main Building.....$100,000

This item is requested to permit the installation of a fire protection system in the Rare Book Area of the Main Library of Congress Building.

The Rare Book Area houses one of the most complete and vast collections in the world, many of them irreplaceable and invaluable. At the present time only portable, manually operated fire extinguishers and corridor fire hose racks are available to safeguard these documents.

The Rare Book storage area consists of 7-foot high deck levels containing 113,240 cubic feet of rare and valuable collections, that are highly vulnerable to damage and destruction in case of fire.

These rare and valuable documents cannot be subjected to normal water-type sprinkler systems.

Under the amount of $100,000 requested for 1974, it is proposed to install a fire protection system utilizing liquefied gas.

Total Increase - NONRECURRING ITEMS.....$343,000

TOTAL ADDITIONS.....(+) 442,300

Total Estimate for 1974..... $1,593,800

Objectives

The Library appropriation under the Architect of the Capitol provides for the structural and mechanical care of the main Library of Congress Building and the Annex, for operation of mechanical equipment; and care of the grounds. The Architect performs his duties in connection with the Library Buildings and Grounds under the provisions of the Act of June 29, 1922 (42 Stat. 715).

A regular force of 73 employees is requested for 1974, an increase of 4 positions over the number allowed for 1973, for the structural and mechanical care of these two buildings, with their 33 acres of floor area; with their bookstacks and shelving containing Library collections totaling approximately 85,200,700 items, consisting of books and pamphlets, manuscripts, and miscellaneous items, such as maps, reels of microfilm and motion pictures, volumes and pieces of music, photographs, prints, unbound newspapers, etc.; with their reading rooms, studies, office and other rooms, substation, shops and storage spaces; and with their extensive mechanical equipment, such as refrigeration plant and air-conditioning systems in the Main and Annex Buildings with its related equipment; the electrical substation and transformer stations with

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their switchboards, switchgear, transformers and related equipment; 25 high-speed elevators, 4 dumbwaiters, and 3 lifts; innumerable electrical fixtures and wiring; plumbing fixtures and piping, pneumatic tubes, automatic bookcarriers and apparatus for photoduplication and for transcription of phonograph records.

The force requested for 1974 is made up of 18 engineers in the heating, ventilating and air-conditioning departments; 11 electricians; 6 elevator mechanics; 9 carpenters; 5 machinists; 5 steamfitters-plumbers; 6 metal workers; 1 decorator and 6 painters; 3 clerks; 1 engineer-in-charge; 1 supervising engineer and 1 assistant supervising engineer to plan, supervise and direct all operations.

ITEMS UNDER WHICH NO CHANGES OCCUR

General Annual Repairs	$35,000
Maintenance and Repair, Air-Conditioning and Refrigeration Systems	15,600
Maintenance and Repair, Elevators	7,500
Installation of Floor Tile, Both Buildings	10,000
Supplies and Materials	48,000
Materials Cleaning and Handling Equipment	2,500
Movable Partitions	15,000
Care of Grounds	2,800
Snow Removal	2,000

NEW POSITIONS REQUESTED

Senator HOLLINGS. Would you please comment on the need for the four new positions requested on page 157 of the justifications.

Mr. WHITE. These four positions are needed to meet increased workload in the two Library buildings. Briefly, the positions are as follows.

CLERK-TYPIST

The supervising engineer at the Library, on our rolls, is now provided with one GS–6 clerk-typist. The additional employee is requested to handle an increase in workload which is now difficult to keep current. The additional employee is requested to help provide continuous office coverage in receiving and processing the 100–120 calls received daily, and to assist with the timekeeping, filing, and typing functions.

TWO SHEETMETAL MECHANICS

We now have 1 foreman, 1 assistant foreman, and 2 mechanics in the sheetmetal department. They are responsible for the fabrication, repair, and installation of air-conditioning ducts; maintenance and repair of the copper roof; and the fabrication of book-carrier tubes. In order to meet a constantly increasing backload of work, these 2 additional mechanics are requested.

CARPENTER

We now have 1 foreman, 1 assistant foreman, 3 carpenters, and 2 carpenter-helpers in the carpenter shop. To meet increased demands on this shop an additional employee is requested.

CONVERT UNFINISHED SOUTH CELLAR AREA IN ANNEX FOR STORAGE SPACE

Senator HOLLINGS. In requesting, on page 165 of the justifications, $30,000 to convert the south cellar in the Annex for storage space, what "critical items" are you referring to for which you do not have adequate storage space?

Mr. WHITE. As we state in our justifications, due to a dire lack of storage space in the Library buildings, it is now necessary to store in corridors and other open areas such critical items as costly copper tubing, mechanical repair and replacement parts, and other costly building materials required for use in maintenance and repair of the buildings and their mechanical equipment; also, large items of furniture pending its use, or repair, or disposition. Storage of such materials in corridors and other public spaces creates fire and safety hazards and also leaves such items vulnerable to pilferage despite any precautions that may be taken.

FIRE PROTECTION FOR RARE BOOK ROOM

Senator HOLLINGS. On page 168, would you describe the fire protection system utilizing liquid gas which you are proposing to install?

Mr. WHITE. Yes, Mr. Chairman. This is an unusual item in that we require, as in a rare book store, some reliable fire protection device

that will not utilize water, which would obviously damage the rare books. One of the advantages to this particular liquefied gas system is that it will support life in addition to smothering a fire.

Carbon dioxide, which is ordinarily used for small fires in kitchens and on boats and so on, will, of course, not support life. You cannot breathe in an atmosphere of carbon dioxide. This particular gas is one which is used in areas where there is human occupancy and where there might be a fire at the same time. This gas will smother the fire, but it will not smother the people who may be in the room at the same time. This is the reason for that request.

SALARIES AND EXPENSES, BOTANIC GARDEN

Senator HOLLINGS. Salaries and Expenses, Botanic Garden, is the next item for consideration. You are requesting $875,000, a net increase of $77,700 over the total 1973 appropriation of $797,300.

I shall insert pages 172 through 185 and the table on page 187 of the justifications into the record at this point.

[The information follows:]

Justification

SALARIES AND EXPENSES, BOTANIC GARDEN --- (Net Increase requested for 1974.....$77,700)

1973 appropriation in annual act		$771,600
Wage-Board Pay Supplemental		25,700
Total appropriations - 1973		797,300
Deductions		
General Annual Repairs: 2nd year allotment under a program for replacement of concrete sidewalks in 16 greenhouses at Poplar Point Nursery, allowed under this heading for 1973	$4,000	
Replacement of 1963 delivery truck: nonrecurring item allowed for 1973, not required for 1974	2,400	(-) 6,400
Base for 1974		790,900

Additions

MANDATORY ITEMS

Wage-Rate Increases

1. Authorized by 5 U.S.C. 5341-5344:
   Increase, determined as a result of surveys commenced in August 1972, resulting from new wage rates effective October 29, 1972 under the Coordinated Federal Wage System, affecting 51 Wage-Board employees carried under this appropriation, paid at new rates for 8 months in fiscal year 1973 and required to be paid at such rates for 12 months in fiscal year 1974 -- Additional funds required..... $9,500

2. Authorized by Public Law 92-392, approved August 19, 1972 (5 U.S.C. 5349):

Increase resulting from two additional steps added to each non-supervisory and leader wage grade, as authorized by Public Law 92-392 (5 U.S.C. 5349), effective April 30, 1973..... 6,600

Within-grade promotions authorized under the Prevailing Rate System for Wage-Board employees compensated under such system.....$ 5,300

Within-grade salary advancements and other changes authorized by 5 U.S.C. 5331-5337 for "GS" employees compensated under "General Schedule" Pay Rates (Classification Act)..... 4,956

Overtime and Holiday Pay (5 U.S.C. 5544) increased from $85,500 to $89,000, resulting from base pay changes authorized by law..... 3,500

Contribution to retirement fund (under "Personnel Benefits") increased from $42,515 to $44,215, required by 5 U.S.C. 8334, covering Government contribution to this fund resulting from increased base pay rates..... 1,700

Payment to Employees' Health Benefits Fund increased from $9,000 to $10,000..... 1,000

This payment is required by 5 U.S.C. 8906. The increase is based on the Government's contribution of 40% of the higher subscription charges effective in January 1972 and as modified in January 1973.

Payment to Employees' Life Insurance Fund increased from $1,735 to $2,535..... 800

This payment is required by 5 U.S.C. 8708. The additional amount requested for 1974 is to cover current costs.

Total Increase - MANDATORY ITEMS..... $33,356

NEW POSITION REQUESTED

1 - GS-4 Clerk @ $6,544 per annum..... $6,544

The need for this position is explained as follows:

At the present time the administrative-clerical force of the Botanic Garden consists of 1 GS-11 Administrative Assistant, 1 GS-6 Clerk, and 1 GS-5 Clerk. The steadily increasing workload of the Botanic Garden Administrative Division has reached the point where it is no longer possible for this staff to stay abreast of the work required to be done.

The two clerks, under the general direction of the Administrative Assistant, are responsible for the maintenance of payroll, time, and leave records, preparation of personnel documents, such as letters of appointment and promotion, preparation of purchase orders, typing of reports, filing, and answering numerous phone requests from Congressional offices for the loan of plant material.

The telephone requests for the loan of plant material, as well as requests for information about the care or identification of plants, now total approximately 1,500 calls per month. These requests alone require the services of the equivalent to one full-time clerk. This duty involves answering calls on the type of plants available, description of the plants, plant care, and the type of plant suitable for a particular location in an office. The clerk handling these calls must exercise tact in responding to these requests and in explaining the limitation on the number of plants allowed for each office. Records are maintained of the plants on loan; also, on requests for palms and centerpieces provided by the Botanic Garden for official functions.

During the first 6 months of the fiscal year 1973, there was an increase of approximately 400 orders per month for plants over the first 6 months of the fiscal year 1972.

It is difficult for the present staff to meet deadlines, such as exist in preparing payroll data, payment of discount vouchers and end-of-the-month reports of expenditures and obligations, and at the same time handle the large number of daily telephone requests. During peak periods, such as occur during the time when tax-withholding and earning statements (W-2s) are being prepared and retirement deductions entered on records, it has been necessary to employ temporary office help to accomplish the work within the deadline required by law. The point has been reached where we can no longer operate satisfactorily with temporary, part-time help.

It is considered that the present workload requirements justify the request for an additional clerk.

Total Increase - NEW POSITION..... $6,544

OTHER INCREASES - ANNUAL RECURRING ITEMS

Supplies and Materials increased from $16,000 to $18,000..... $2,000

This increase is requested to meet current escalated costs, $15,600 having been expended for this allotment in 1972. Costs of supplies and materials have been increasing annually. The increase requested represents a 13% increase over the amount expended in 1972, a 2-year period.

This allotment provides all miscellaneous materials and supplies for the Main Garden, Nursery, Conservatory and office building, and includes fuel, electrical supplies, flower pots and tubs, gas and oil for motor vehicles, mowers and tractors, hardware and tools, labels and boxes, manure and fertilizers, insecticides, fungicides, scalecides, medical and office supplies, paints, brushes, periodicals, books and towels.

Botanic Garden Stock increased from $24,550 to $34,550.....$10,000

A $10,000 increase is required in this allotment to bring it more in line with actual expenditures required, an amount of $31,346 having been expended for this item in fiscal year 1972, with a continuing rise in cost of Botanic Garden Stock year after year.

The last increase in this allotment was granted in 1972 and the point has now been reached where an upward adjustment of $10,000 is required in order to meet minimum needs under this item.

Capitol Grounds requirements as well as office and Committee Room requirements for plant materials have increased and additional funds are needed to maintain the Botanic Garden stock of plants and bulbs for this use and also for the seasonal exhibitions at the Conservatory, garden areas, outdoor planting areas, which includes the cost of transportation of plant materials for all areas.

This amount will provide for the purchase of moss and soil, sawdust, organic and inorganic absorbent products, manure, lime and limestone, mulching materials and charcoal, miscellaneous equipment such as garden tools, hoses, hand-mowers, soil sterilizers, sprayers, soil shredding equipment and accessories, herbaceous perennials and other hardy plants and trees for the outdoor garden sites, seasonal exhibition plants and seeds such as chrysanthemums, carnations, palms, cacti, ferns, bulbs, pansies, primulas, gardenias, lantanas, flowering stock plants and trees, poinsettia stock, lilies, new azalea stock plants and stock plants for use on a year round basis for cut flowers and decorations.

Annual care of grounds increased from $100 to $2,000..... $ 1,900

It is requested this allotment be increased to $2,000 to provide on a regular annual basis for maintenance and repair of concrete driveways at Poplar Point Nursery and the stone and concrete work at the Main Conservatory.

The concrete driveway approaches to the greenhouses at the Nursery, being constructed on fill dirt, are gradually sinking below grade, resulting in breaking and cracking of the concrete. Repair of these concrete approaches is now being accomplished, as required, on a piecemeal basis. With the establishment of a regular annual amount, it will be possible to keep the driveways in a more permanent state of repair.

Under this allotment, it will also be possible to reset and align stone work at the Main Conservatory Building on a continuing basis. The concrete and stonework, both inside and outside of the Conservatory, are constantly in need of maintenance and repair. In fiscal year 1972, some flagstone was purchased and installed over a sand and gravel base on the promenade in front of the Conservatory, but due to the age of these stones and weather conditions, it is necessary, on a regular basis, to provide for replacement and alignment in order to maintain the promenade in a safe and satisfactory condition.

Total Increase - ANNUAL RECURRING ITEMS $13,900

OTHER INCREASES - NONRECURRING ITEMS

General Annual Repairs, increased from $11,500 to $15,500..... $ 4,000

For 1973, $11,500 was allowed for the regular annual recurring allotment for this item, the same as requested for 1974. This allotment provides for repair and maintenance of the greenhouses and other buildings and equipment at the Main Garden and the Nursery. The buildings at the Main Garden include the Conservatory and Office Building. The Nursery buildings include two brick boiler houses and 16 greenhouses.

In addition to the regular annual amount of $11,500, an amount of $4,000 is requested for 1974 as a 3rd year allotment under an 8-year program for replacement of the concrete sidewalks in 2 of the 16 greenhouses, constructed in 1960-1961. An amount of $4,000 allowed in each of fiscal years 1972 and 1973 provided for replacement of sidewalks in 2 greenhouses each year, leaving 12 greenhouses yet to be done.

As stated last year in hearings before your Committee, the concrete sidewalks in all 16 greenhouses have settled to the point where it has become necessary to build ramps from one section of the greenhouses to the other, in order that the 4-wheeled carts which transport plants to the greenhouses can be used to carry plant material in and out of the greenhouses as necessary. Because of settlement of the walks, most walks having settled from 8 to 24 inches, some of the greenhouse benches cannot be used, as six of the eight bench legs are not supported by the walks. Cinder block, brick and wood props have been used to level the benches, but with a continuance of settlement, the existing conditions should be corrected.

As also stated last year, it is estimated that an amount of $2,000 per greenhouse is required to eliminate the problem. The $4,000 allowed for 1972 was sufficient for the satisfactory replacement of walks in two greenhouses and represented the first phase of an 8-year program that would eventually result in the replacement of the walks in all 16 greenhouses. Similarly, the $4,000 allowed for 1973 provided for the replacement of the walks in two more greenhouses, and represented the second phase of the program. The amount requested is for the purchase of materials only -- the work to be performed by Botanic Garden personnel located at the Nursery.

Under the third year allotment of $4,000 requested for 1974, we propose to replace the concrete sidewalks in two more greenhouses next year.

Replacement of temporary exterior wood vestibule with new permanent interior vestibule..... $ 5,000

This structure, which is made of wood with glass windows and was intended as a temporary installation, has been in place for many years. Although the vestibule has been kept painted, the wood is now in a deteriorated condition due to exposure to the weather and the watering of plant material adjacent to it. This is the main entrance to the Conservatory on Maryland Avenue, S.W., facing north and is subject to the full force of the winter winds and weather.

Under tne amount requested, it is proposed to replace the existing vestibule with a new vestibule, of permanent construction, located on the interior of the building of an approved design in keeping with the architectural style of the building. The new vestibule doors will be constructed of 2-inch aluminum frames and plate glass, equipped with aluminum hand rails.

Modifications to electrical systems of 2 display fountains..... $ 1,000

As stated previously under the "Capitol Grounds" part of the budget justifications, this item is requested in order to comply with the provisions of Sec. 19 of the "Occupational Safety and Health Act of 1970" (Public Law 91-596), approved December 29, 1970, and standards promulgated by the Secretary of Labor under that Act, applicable to Federal Agencies.

Recent standards promulgated under that Act require additional protective safeguard measures against electrical hazards that may occur in fountain and similar installations. In order to conform with such standards, an allotment of $1,000 is requested for 1974 for the installation of ground fault protective devices and relays in the two fountains located on the Botanic Garden grounds.

Ground fault protection involves the detection of electrical currents in conductive material bodies in fountain installations, such as would occur should a defect or break appear in the conductor insulation of wiring supplying power to pumps or lights in display fountains. The water in the fountains and metallic parts of the fountain would, in the case of such a defect, act as a conductor of the loose stray electrical current as it returns to its source, exposing persons in or in contact with the fountains or pools to possible hazard through electrical shock.

The ground fault protective device proposed to be installed would detect defects in the wiring and lighting installations and with the use of relays automatically open the circuit involved and de-energize the faulty line.

Pest control..... $ 1,000

For 1974, $1,000 is requested to establish for the first time an amount necessary to provide for the initial cost of placing in operation a rodent control program to eliminate the infestation of rodents burrowing in and around the Botanical Park at First and Canal Streets, S.W., and eliminate the rodent problem in the Main Conservatory.

The garden area was infested with rodents a few years ago. At that time it was possible to control them by the purchase and use of bait stations and chemical poisons. During the removal of the temporary buildings on Independence Avenue, in order to prevent reinfestation, rat-proof trash containers were provided for the park area, and a large rodent-proof metal trash box and other items to hold trash and objects left by visitors in the park were purchased.

During the past summer, rodents have again infested the park area and have also made their presence known within the Main Conservatory Building. Efforts for effective

control by the use of bait stations and chemicals have not been successful.

The assistance of the Capitol Sanitarian's Office was called upon, and the Sanitarian made a personal inspection of the area in September and confirmed that a heavy rodent infestation was present. His recommendation was that a certified pest control organization should be assigned the responsibility of establishing and maintaining an effective rodent control program. Such a procedure would reduce the potential danger to visitors and employees from becoming involved with poison baits and rodents; establish a continuous "de-ratting" program to eliminate the rodent problem from the frequently visited park area and the Conservatory; and would also eliminate the initial cost and replacement of bait stations inadvertently removed from the park.

It is requested that this work be authorized to be done without regard to Section 3709 of the Revised Statutes, as amended, as is presently authorized for the pest control programs of the House and Senate Office Buildings.

Replacement of tractor..... $ 4,500

The tractor now in use is a 1936 Toro General Tractor and has reached the point of wear and tear where it is no longer economically repairable, and is often out of use due to the frequent need for shop repairs.

Under the funds requested for 1974, it is proposed to purchase a new general purpose tractor, dump-type, with standard transmission.

This equipment is required for daily use for almost every phase of the Botanic Garden nursery outdoor operation such as loading and hauling of soil, manure, peat moss, trash, snow removal, and moving debris and fill.

Construction of Additional Greenhouse, Poplar Point Nursery..... 14,800

This item was requested last year but disallowed by your Committee. However, due to the very urgent need for additional greenhouse space we are resubmitting it for your consideration.

As stated last year in hearings before your Committee the amount requested would provide for the purchase and erection of one new prefabricated greenhouse which is needed to meet space requirements for the growing of annuals used by both the Capitol Grounds and Botanic Garden in season, and the growing of plant stock used to service the Congressional Offices throughout the year.

The need for more annuals for the Capitol Grounds has materialized because additional beds have been installed in planting areas and over parking areas on Capitol Hill. Last year, the Capitol Grounds received and used from the Botanic Garden 20,000 flowering annual bedding plants; and Congressional Offices requested approximately 4,000 more potted plants for use in the offices and Committee rooms than were requested in the prior year.

An important consideration is the amount of bench space needed to raise plant material, which is increasing from year to year. We are trying to grow 52,000 young plants

on benches that should only handle 34,000 plants in 3" pots. This additional greenhouse will enable us to take care of the anticipated increase in annuals for many years to come.

At the peak annual bedding plant season, the proper spacing of plant material is absolutely essential to growing quality plants which are set out around the Legislative group of buildings and the Botanic Garden.

This greenhouse would relieve the crowded conditions during peak growing seasons and, during the fall and winter seasons, would be used as a "Holding House" for large plants which have been held over from year to year for the flower shows at the Conservatory Building. These plants are usually in large pots and need more light, fertilizer and better growing conditions.

This additional greenhouse is urgently needed in order to successfully meet a 33% increase in the demand for plant materials required for the Capitol Grounds and Botanic Garden areas and a 25% increase in the Congressional offices requirements.

Additional growing space to prepare seedlings and cuttings is required, which can be accomplished only in greenhouses. Plants that are normally grown in these greenhouses would be placed in the prefabricated greenhouse.

Without the addition of the growing space that would be provided by the acquisition of this greenhouse, it will be impossible to propagate, grow or maintain sufficient plant material to accommodate the needs of the Capitol Grounds areas, the Congressional offices and Committee rooms throughout the Legislative Group, the Flower Shows in the Conservatory, and the planting of the Botanic Garden park area.

Two complete greenhouses are required to service the needs of the Capitol Grounds alone. In fiscal year 1971, 6,000 cannas were grown for display on the Grounds; in fiscal year 1972, 9,000 cannas were needed for this purpose, a 50% increase. One entire greenhouse is devoted to this specific use, rendering it impossible to utilize this growing area for any other purpose from February to May of each year.

As can be appreciated, utilization of a prefabricated greenhouse for this purpose will meet our needs at a cost materially less than the cost of a standard type of constructed greenhouse.

The greenhouse, which we propose to use at an estimated cost of $14,800, will be of the Trox House design, will conform to the appearance of the other houses; will have three 275,000 BTU Gas Modine heaters, fans, water lines, and will be completely equipped for the growing of plant materials. It will be covered in clear fiberglass, which has a useful life of 10 years. A new glass covered greenhouse of this size would, by comparison, cost in the neighborhood of $86,000 to $90,000. The amount requested

is for purchase of the greenhouse; the labor involved will be done in-house.

Total Increase - NONRECURRING ITEMS	$30,300
TOTAL ADDITIONS	(+)$ 84,100
Total Estimate for 1974	$875,000

ITEMS UNDER WHICH NO CHANGES OCCUR

Travel	$ 150
Transportation of Things	50
Rents, Communications and Utility Services:	
Utility Services	4,100
Communication Services	100
Penalty Mail	100
Laundry	100

EXEMPTION OF PEST CONTROL PROGRAM FROM COMPETITIVE BIDDING

Senator HOLLINGS. Your are requesting, on page 182 of the justifications, that this subcommittee authorize you to establish a pest control program "without regard to section 3709 of the Revised Statutes, as amended".

Mr. WHITE. That is correct.

Senator HOLLINGS. With regard to the pest control provision for the Botanic Garden, under section 3709 of the statute as amended, what does that section provide?

Mr. WHITE. Section 3709 provides for the mandatory taking of competitive bids, unless exempted therefrom by law. This request is being made to avoid the necessity for taking competitive bids for this particular item. My understanding is that we have a similar program now in the House Office Buildings and the Senate Office Buildings which is performed on the same basis.

Senator HOLLINGS. Were they obtained by competitive bids?

Mr. WHITE. No, they were obtained without regard to section 3709 of the Revised Statutes, under statutory exemption provided in the Appropriation Acts. I think the basic reason for that is that, although it is not a major item in terms of expenditure, it is the kind of program where the quality of the work and the necessity of selectivity in the selection of bidders is of greater importance than the need to be certain that competition is carried out.

1973 SUPPLEMENTAL APPROPRIATION REQUIRED

Senator HOLLINGS. You are also requesting a supplemental of $14,000 for fiscal 1973 for the Botanic Garden. What is that for?

Mr. WHITE. We requested $14,000 because of the fact that increased activity has taken place in the Botanic Garden and has occasioned the use of all of our funds for maintenance purposes. We have some dire maintenance needs to be carried out for which we don't have any money. We now have an unobligated balance under our maintenance funds of only $1,753 to carry us through the last 3 months of this fiscal year.

We have a number of maintenance items which are very pressing, which we have been unable to accomplish because of the fact that the funds have been expended. We have approximately $6,000 required in the conservatory for the replacement of heating traps, fireproof trash storage containers and a vacuum pump which are required and, in the greenhouses, some additional maintenance items, including replacement of greenhouse benches for growing some of the flowers.

LETTER FROM GEORGE M. WHITE

Senator HOLLINGS. I see. Your letter in regard to the matter of the Botanic Garden, salaries and expenses, will be inserted in the record in its entirety.

[The letter follows:]

THE ARCHITECT OF THE CAPITOL
1793

Washington, D.C. 20515

May 4, 1973

Honorable Ernest F. Hollings
Chairman
Legislative Subcommittee
Committee on Appropriations
United States Senate
Washington, D. C.

Dear Mr. Chairman:

The Second Supplemental Appropriations Bill, 1973, as reported in the House, May 3, 1973, includes an additional appropriation of $14,000 under the heading "Botanic Garden, Salaries and Expenses", to cover operating and maintenance expenses through June 30, 1973.

This additional amount is required as we are experiencing a shortage of maintenance funds at the Botanic Garden during the current year, due to increased demands that have developed during the past ten months. Our 1973 appropriation was provided on the basis of $708,450 for personnel compensation and personnel benefits, and $63,150 for all other items of maintenance, including the purchase of plant materials and plant stock.

The unexpended balance of the allotment for personnel compensation and benefits, as of April 1, 1973, together with a pay supplemental of $25,700 included in the pending Supplemental Appropriations Bill, is required, in full, to cover the cost of the Botanic Garden payroll through June 30, 1973.

Of the $63,150 provided for maintenance items, we have had to expend $61,397 through March 31, 1973, leaving us only a balance of $1,753, as of April 1, 1973, to carry us through the last 3 months of the present fiscal year. We therefore ask for an additional amount of $14,000 for 1973 to cover urgently needed maintenance requirements through June 30, 1973, as follows:

Conservatory:

Replace 436 heating traps, together with necessary supplies and materials	$3,000
Replace 15 lighting ballasts	1,290
Provide 3 fireproof trash storage containers	600
Repair one large vacuum pump	600
Provide one dry-wet vacuum machine for cleaning floors	500
Total for Conservatory	$5,990

Greenhouses:

Replace 7 growing benches in old greenhouses (benches are approximately 30 years old).
1 - bench - 6 ft. wide x 100 ft. long
6 benches - 3 ft. wide x 100 ft. long..... $4,600

Install 25 lights over benches used for growing chrysanthemums, including breakers, conduit, clocks, wire, boxes, clamps, bushings and other necessary equipment..... 500

Provide 2 tons of shading compound for greenhouses..... 600

Total for Greenhouses. $5,700

Supplies and Materials:

Purchase of 5,750 pots of various sizes and and 6,250 saucers in 3 sizes..... $2,310

TOTAL ADDITIONAL AMOUNT REQUIRED.....$14,000

I respectfully request that $14,000 for the purposes outlined be provided in the pending Second Supplemental Appropriation Bill, 1973, under the appropriation heading "Botanic Garden, Salaries and Expenses".

Cordially,

George M. White, FAIA
Architect of the Capitol
Acting Director, U. S. Botanic Garden

SENATE RESTAURANTS

Senator HOLLINGS. The next item is the request for $497,000 for the Senate restaurants. We are prepared to hear your comments on that item at this point.

We shall include the justifications in the record at this time.

[The justifications follow:]

Justification

SENATE RESTAURANTS - FISCAL YEAR 1974.....$497,000

Contingent Expenses of the Senate

Miscellaneous Items

For miscellaneous items *** of which amount not more than $497,000 shall be available for payment to the Architect of the Capitol in accordance with section 4 of Public Law 87-82, approved July 6, 1961, as amended ***.

Fiscal Year 1973 Appropriations.....$497,000

Fiscal Year 1974 Estimate.....$497,000

97-170 O - 73 - 30

SENATE RESTAURANTS, 1974

SENATE RESTAURANTS..... $497,000

Effective August 1, 1961, management of the Senate Restaurants in the Capitol and Senate Office Buildings was placed under the direction of the Architect of the Capitol, subject to approval of the Senate Committee on Rules and Administration as to matters of general policy, pursuant to Public Law 87-82, approved July 6, 1961, as amended.

The following units are in operation:

Capitol Building.....	Main dining room and private dining rooms for Senators (S-109, S-113 and S-114).
	Main dining room for staff, press and public (S-112).
	Vandenberg Room for staff and public (S-138).
	Family dining room for staff and public (S-115).
	Special Breakfast and Luncheon room (S-120).
	Snack Bar (Basement).

Dirksen Office Building.....	North Cafeteria for Senators and Senate employees (Basement).
	South Cafeteria for staff, visitors and agency employees (Basement).
	Cigar Stand.
	Carry-out (Basement -- off northeast corner of South Cafeteria).
	Senators' private dining rooms (Ground Floor).
Russell Office Building.....	Coffee Shop and Carry-out (Basement Floor).

Management Personnel and Miscellaneous Expenses

In the Legislative Branch Appropriation Act, 1972, appropriations for the Senate Office Buildings were made available for employment of management personnel of the Senate restaurant facilities and certain miscellaneous restaurant expenses.

Operating Funds

The Legislative Branch Appropriation Act ,1973 amended Public Law 87-82 to provide that funds appropriated pursuant to the Act of July 6, 1961, as amended,

specifically for the Senate restaurants for fiscal year 1973 and thereafter, shall be paid to the Architect of the Capitol by the Secretary of the Senate at such times and in such sums as the Senate Committee on Rules and Administration may approve.

Thus far this year, the Architect has requested and received under this authority $350,000.

Net losses for all operating units of the Senate restaurant through the accounting period ending March 31, 1973 is $291,411. A compilation of the distribution of those losses to the various operating units follows on the next page.

The Committee on Rules and Administration recommends that $497,000, the same amount allowed under this heading during the current fiscal year, be granted for 1974. I concur in that recommendation.

FINANCIAL STATEMENT

FISCAL YEAR 1973 (to March 31, 1973)

Facility	Gross Sales	Net Loss (-) or Profit (+)
Capitol dining rooms	$256,140	(-) $193,102
Snack bar in Capitol	42,428	(+) 3,125
Coffee Shop, Russell Office Building	122,651	(+) 24,083
Cigar Stand, Russell Office Building	55,193	(+) 7,467
Vending Machines, Russell and Dirksen Office Buildings.	24,855	(+) 7,232
Cafeteria in Dirksen Office Building	467,659	(-) 158,929
Senators' dining room in Dirksen Office Building	14,920	(-) 19,301
Cigar-Stand, Dirksen Office Building	108,243	(+) 20,787
Carry-out in Dirksen Office Building	130,017	(+) 17,227
Subtotals	$1,222,106	(-) $291,411
Equipment expenditures	...	...
TOTALS	$1,222,106	(-) $291,411

FINANCIAL STATEMENT

FISCAL YEAR 1972 (For Full Year)

Facility	Gross Sales	Net Loss (-) or Profit (+)
Capitol dining rooms	$ 331,288	(-) $248,407
Snack bar in Capitol	56,136	(+) 8,439
Cigar-Stand in Russell Office Building (part-year)	4,700	(+) 254
Cigar-Stand in Dirksen Office Building	175,041	(+) 38,528
Cafeteria in the Dirksen Office Building	677,932	(-) 178,735
Senators' dining room in Dirksen Office Building	27,094	(-) 30,497
Carry-out in Dirksen Office Building	187,574	(+) 56,556
Vending Machines, Russell and Dirksen Office Buildings	3,052	(+) 561
Subtotals	$1,462,817	(-) $353,301
Equipment expenditures	...	...
TOTALS	$1,462,817	(-) $353,301

EXPLANATION OF ITEM

Mr. WHITE. This item, Mr. Chairman, is in connection with the operation of the Senate restaurants.

As you know, the operation of the Senate restaurants in the Capitol and in the Russell and Dirksen Office Buildings comes under my direction subject to the approval of the Senate Committee on Rules and Administration as to matters of general policy. Funds appropriated for the restaurant operation are paid to the Architect of the Capitol by the Secretary of the Senate, as a part of the contingent expenses of the Senate, at such times and in such sums as the Senate Committee on Rules and Administration may approve.

SENATE RESTAURANTS OPERATION

In 1972, the deficit was $353,000. Thus far this year we requested and received $350,000 from the Secretary of the Senate and we will probably require an additional $50,000. We are asking that $497,000 be appropriated for fiscal 1974, the same as allowed for this year. You will notice from the justifications that some of the operations show a profit and some show a loss. It may be that something can be done to effect a better operation where we are experiencing losses. Some of the reasons for the losses arise out of what I mentioned in earlier testimony, namely, that the operation has to be geared for peak load periods and there are many periods in which the load is minimal and yet the employees are there and the food is there. It is something that in a commercial enterprise would be intolerable.

We think there may be some things we can do in the design of the cafeteria; for example, where there is a large loss, that may be helpful in alleviating or reducing that loss. For example, changing the operation from that of a cafeteria line to what is termed a scramble area where people may go to several food lines all in the same location. It speeds up the operation. It requires fewer employees in general to handle the food delivery facilities from the kitchen to the point at which customers will select their food.

I am not positive that this would effect a financial change, but it is something we are looking into.

Senator HOLLINGS. Thank you, sir.

EMERGENCY SERVICE OF PRIVATE VEHICLES

On page 30, Mr. White, of the House bill, section 102 of the general provisions, reads as follows: "None of the funds shall be used for the maintenance or care of private vehicles, except for emergency assistance and cleaning which may be left up to the select committee to regulate parking on the Capitol." What is the purpose of that language?

Mr. WHITE. Mr. Chairman, I can only guess, but I believe there was on the part of the House Parking Committee a desire to be certain that any garage employees were not paid by the Government who then performed acts of service for private individuals on their private automobiles.

On the other hand, if, for example, a Congressman were to have a flat tire and be incapacitated in such a way as to be unable to change it, it seemed appropriate, too, for that type of emergency not to require that he call an outside agency to fix it.

Senator HOLLINGS. Are you setting up a carwash facility?

Mr. HENLOCK. We do have such a facility in the Rayburn garage, but it is not a Government-funded operation.

Mr. WHITE. They have permitted some people to wash cars on their own time, as I understand it.

Mr. HENLOCK. I understand there are several persons, employed on a part-time basis on the garage payroll, who work for us 4 hours a day and are paid by the Government for those 4 hours, and who do the car washing on their own time during their off-duty hours.

Senator HOLLINGS. Under this, you have Government employees for the emergency wash. What is an emergency wash? I can understand the emergency flat tire, but I have not heard of an emergency wash.

Mr. HENLOCK. I do not believe that the word "emergency" in the bill was intended to apply to washing of cars. In case of a breakdown of an automobile, it is an emergency when it is blocking an exit, or an entrance, or one of the garage aisles. Strictly, under the old statute on the books for 40 years, a Government employee could not render personal service in the removal, emergency service or other such services as are ordinarily done by a private towing or emergency service garage. This was put in the bill at the request of the House Select Committee on Parking in order to meet such emergency services, as well as a washing service. For 40 or 50 years, the statute provided, without any exceptions, that "No part of the funds appropriated in this act shall be used for maintenance or care of private vehicles."

Senator HOLLINGS. Now it is under the regulations by the House of Representatives. Is that the intent, that they go in and start putting in a carwash for cleaning and service?

Mr. WHITE. I have not yet been informed as to any details in this matter.

Senator HOLLINGS. You do not know whether it would be a charge for cleaning the cars or whether it would be available to Senators or not?

Mr. WHITE. No, sir, I do not know at this time.

ANTICRIME STREET LIGHTING

Senator HOLLINGS. Under date of March 28, 1973, Senator Bible, chairman of the Select Committee on Small Business, wrote to the subcommittee and proposed an increase in the appropriation to the Architect of the Capitol in the amount of $862,400 for the installation of anticrime street lighting, including the Senate and House Office Buildings as well as the Capitol. I want to insert this letter in the record at this point, together with the justification prepared for Senator Bible by the Architect of the Capitol.

[The letter and justification follow:]

United States Senate

WASHINGTON, D.C. 20510

April 5, 1973

The Honorable Alan Bible
Chairman
Select Committee on Small Business
United States Senate
Washington, DC 20510

Dear Alan:

Many thanks for your letter regarding the installation of anti-crime street lighting. We will take it up during the Legislative Appropriations hearings. I appreciate very much having your endorsement.

Sincerely,

Ernest F. Hollings

United States Senate
SELECT COMMITTEE ON SMALL BUSINESS
(CREATED PURSUANT TO S. RES. 58, 81ST CONGRESS)
WASHINGTON, D.C. 20510

March 28, 1973

The Honorable Ernest F. Hollings
Chairman
Legislative Subcommittee
Committee on Appropriations
United States Senate
Washington, D. C.

Dear Fritz:

The purpose of this letter is to advise you of consultations which I have had with the Architect of the Capitol with respect to the installation of anti-crime street lighting for the Capitol complex, including the Senate and House Office Buildings. Attached is a copy of a letter I received from Mr. George White wherein he proposes a specific system with a cost figure of $862,400. In view of the fact that we are experiencing a serious crime problem in the District of Columbia, particularly in and around the office buildings of the Capitol, I would hope that your Subcommittee would give consideration to funding the Architect's proposed street lighting system for this area.

I am enclosing a copy of my remarks before the Senate on December 11, 1971, in which I urged the development of an anticrime program of this type. At that time on Capitol Hill there were 43 robbery hold-ups, 35 robberies by force, 37 autos stolen, 127 larcenies from autos, 19 pocketbook snatchings, 1 homicide, 9 assaults, 3 rapes, and 64 other types of criminal acts. I am certain that these statistics today fall within this general range.

These crimes are directed against the members of the House and Senate, our staffs, our constituents, and tourists in general. I need not remind you of the

rape of Senator Kennedy's secretary, nor the assault on Senator McClellan's secretary, to illustrate our need for additional security. The recent attack on Senator Stennis by armed robbers in his neighborhood might have been prevented had our distinguished colleague been able to see in advance the approach of his attackers. One of the advantages of anticrime street lighting for the Capitol complex would be to provide an intended victim with the ability to observe any potential attacker in advance. I am sure you are aware of the new street lighting system installed by the District of Columbia which in certain sections of the city has resulted in a 32 percent decrease in crime, according to Chief Jerry Wilson.

The proposal that the Architect has advanced for the Capitol would likewise increase lighting levels to provide for protection of people but, by the same token, would be esthetically compatible with the monumental design of this unique area. Certainly, the $862,400 price tag would be a very small cost if we were able to obtain a comparable 32 percent reduction in physical assault in the Capitol complex.

Also enclosed is a copy of a letter from Capitol Police Chief James M. Powell to Senator Fong wherein he endorses relighting the Capitol complex.

I would deeply appreciate your giving consideration to funding this proposal of the Architect, and I offer you my fullest cooperation and assistance in bringing to fruition this program.

Please accept my best wishes.

Cordially,

ALAN BIBLE
Chairman

THE ARCHITECT OF THE CAPITOL
☆ 1793 ☆

Washington, D.C. 20515

February 8, 1973

Honorable Alan Bible, Chairman
Select Committee on Small Business
United States Senate
Washington, D. C. 20510

Dear Senator Bible:

Please accept my apology for this tardy reply to your letter of January 18th regarding the status of the program to intensify the street lighting on Capitol Hill. Some minor deficiencies in the estimates of cost necessitated a review of our previous investigations into the matter.

You may recall that it was our desire to provide the same intensity of lighting on the Hill, in areas under my jurisdiction, as would be obtained with the sodium vapor lamps now in use in some areas of the District. Because we feel that the color of the sodium vapor light would be a substantial detriment to the aesthetic qualities and historic atmosphere that exists on the Hill, we plan to achieve the desired intensity of lighting through the use of "Washington Twin Globe" Type 20 lamp posts, thus doubling the amount of light at each existing post, and, in addition, we propose to increase the number of posts along the street.

Although this approach to increasing the lighting on the Hill is somewhat more expensive than the cost that would be experienced through the use of the sodium vapor lamps, it is my considered opinion that the preservation of the historic appearance and atmosphere on the Hill is worth the cost differential.

The total cost estimates shown on the attached sheet have been allocated to three separate Hill areas that were studied. For purposes of identification, these areas are summarized as follows:

Sector A

All areas of the Capitol Grounds north of the face of the curb on the south side of Constitution Avenue, bounded on the north by the Union Station Plaza, on the east by Second Street, N. E., on the south by the face of the curb on the south side of Constitution Avenue, and on the west by Second Street, N. W., including lighting standards in Capitol Grounds areas within such boundaries under the jurisdiction of the District of Columbia Government.

Sector B

All areas of the Capitol Grounds south of the face of the curb on the South side of Constitution Avenue, bounded on the north by such south curb, on the east by Second Street, N. E., on the south by the north face of the curb of Independence Avenue, on the west by First Street, S. W., including lighting standards in the Capitol Grounds areas within such boundaries under the jurisdiction of the District of Columbia Government.

Sector C

All areas of the Capitol Grounds south of the north face of the curb of Independence Avenue, bounded on the north by such curb, on the east by First Street, S. E., on the south by Canal Street (extending from First Street, S. W. to South Capitol Street) and D Street, S. E. (extending from South Capitol Street to First Street, S. E.), on the west by First Street, S. W., including light standards in the Capitol Grounds areas

within such boundaries under the jurisdiction of the District of Columbia Government.

NOTE: Included in the Sector B and C studies are also the Grounds surrounding the U. S. Supreme Court Building, the Library of Congress Main and Annex buildings, and the Library of Congress James Madison Memorial Building.

The lighting program can be implemented by our office through a request to the House and Senate Appropriations Committees for the necessary funds in a regular annual or supplemental appropriation act. We would, however, have to request the inclusion of language in the appropriation text authorizing the Architect of the Capitol to arrange for the District of Columbia Government to perform the work in interrelated areas under their jurisdiction on a reimbursable basis. We would be able to proceed with the program as soon as the funds are appropriated.

I would be grateful for your views with regard to whether the time now appears propitious for our requesting the necessary funds. I shall, of course, be pleased to proceed in any way that you deem advisable.

Cordially,

George M. White, FAIA
Architect of the Capitol

ESTIMATED COST TO INTENSIFY STREET LIGHTING ON CAPITOL HILL

	Architect of the Capitol		D. C. Govt.	
tor A				
71 new twin lighting standards	$ 42,600			
22 new twin lighting standards			$ 13,200	
Replacement and Rearrangement of existing traffic signals	18,800		5,400	
Electrical series network circuit installation	250,000			
Sub-total, Sector A		$311,400		$ 18,600
Sector B				
74 new twin lighting standards and 39 conversions of existing standards	70,000			
Electrical network circuit conversions	260,000			
placement and Rearrangement of existing traffic signals	24,700		21,500	
52 new twin lighting standards and 79 conversions of existing standards			60,000	
Sub-total, Sector B		$354,700		$ 81,500
Sector C				
104 new twin lighting standards	62,400			
Replacement and Rearrangement of existing traffic signals	8,800		8,800	
27 new twin lighting standards			16,200	
Sub-total, Sector C		$ 71,200		$ 25,000
Totals		$737,300		$125,100
Grand Total				$862,400

[From the Congressional Record, Dec. 11, 1971]

Capitol Hill Street-Lighting—Remarks by Senator Bible

CAPITOL HILL AND THE DISTRICT OF COLUMBIA ANTICRIME STREET-LIGHTING PROGRAM

Mr. BIBLE. Mr. President, now that the winter season has again lengthened the hours of darkness to include the final hours of the normal work day, I wish to call to the attention of my colleagues in the Congress and to the citizenry and business community of the Nation's Capital the excellent high-intensity street-lighting program being carried out here in Washington and to suggest a comparable one for the Capitol Hill complex of buildings and parklands.

Two years ago at hearings before the Senate Small Business Committee on the impact of crime against small business across this country, effective street lighting was credited with being "one of the best deterrents to robbery and burglary" in a report by the Small Business Administration.

Since that time, we have been working with Mayor Walter Washington and other District of Columbia government officials to bring about the development of a program to upgrade street lighting here by the installation of high-intensity fixtures as a means of combating the high crime rate. Since my last report to Members of Congress on this effort 1 year ago, Metropolitan Police Chief Jerry Wilson has advised me that in areas of the District where the new lighting has been in use, there has been a remarkable reduction of 32 percent in most types of nighttime crime. I can assure you that Chief Wilson has become an ardent advocate of better street lighting as an effective crime deterrent.

I am advised by Mr. John Hartley, Assistant Director of the District of Columbia Department of Highways and Traffic, that 5,000 of the new sodium vapor units are at present in use throughout the city. An additional 12,000 are scheduled for installation during the next fiscal year, bringing the city's total to 17,000 out of the 60,000 street lights operated by the District government. It is rewarding to me to see progress in crime prevention brought about by such a low-cost program as improved street lighting.

Mr. President, with the outstanding anticrime results obtained by this improved street lighting in parts of the city of Washington, I would hope that the Congress and the Architect of the Capitol would consider a comparable program for Capitol Hill and its complex of buildings and parklands.

Assault-type crimes, robberies, burglaries, and rapes are not new to Capitol Hill, but they are becoming more frequent. Constituents visiting their elected and other officials on Capitol Hill and sightseers visiting its shrines deserve more protection, as do our office staffs and other personnel. It was a shock for me to get a report from Capitol Police Chief James Powell, advising that so far this year within the Capitol Hill complex there have been 43 robbery holdups, 35 robberies by force, 37 autos stolen, 127 larcenies from autos, 19 pocketbook snatchings, one homicide, nine assaults, three rapes, and 64 other types of criminal acts. That this number of criminal acts can occur within an 11-month period at the complex of buildings and streets surrounding the Capitol of the United States is completely intolerable.

In view of the fact that crime has decreased by 32 percent in those commercial and residential areas of the District of Columbia where street lighting has been improved, it would stand to reason that with a similar program of improving lighting in and around the Capitol Hill complex, we might experience a comparable decrease in the appalling rate of crime now being thrust upon us.

In fact, it was reported to me recently that after an evening assault on a Supreme Court secretary on the front entrance, columned portico of the Supreme Court Building, the Chief Justice last December requested that improved temporary lighting be carried out in the Court area by the Capitol Architect immediately. More permanent installation of high-intensity lighting is now in progress.

Therefore, I have written to the Honorable George White, Architect of the Capitol, urging his most earnest consideration of instituting an appropriate, yet improved, street lighting program for the Capitol Hill complex of buildings, to include the Capitol itself, the House and Senate Office Buildings, the Supreme Court, the Library of Congress, and adjacent public streets for about 2 blocks to the east, about 3 to the south, about 2 or 3 to the north, and out to the reflecting pool on the west.

Mr. President, I urge that other Senators join with me in seeking the development of a lighting program that will help to combat the increase in assaults,

robberies, and criminal activity on the U.S. Capitol grounds and adjacent areas and yet preserve the beauty and decor which these national shrines require.

Mr. President, I ask unanimous consent that there be printed at the conclusion of my remarks a letter from District of Columbia Assistant Director of Highways and Traffic John Hartley, describing the city's street lighting program, and my letter to the Architect of the Capitol.

There being no objection, the letters were ordered to be printed in the RECORD, as follows:

U.S. SENATE,
Washington, D.C., December 9, 1971.

Hon. GEORGE M. WHITE,
Architect of the Capitol,
Washington, D.C.

DEAR MR. WHITE: A matter has come to my attention in which I believe you can be of great assistance concerning what I propose as an improved street lighting program for the Capitol Hill Complex of buildings and adjacent streets and parklands to serve as an anti-crime weapon against the increasing incidence of assault-type crimes, robberies, rapes and larcenies.

Two years ago when I conducted hearings of my Senate Small Business Committee on the impact of crime against small business across this country, effective street lighting was credited with being "one of the best deterrents to robbery and burglary." Since that time we have been working with Mayor Walter Washington and other District of Columbia government officials to bring about development of a program to upgrade street lighting by the installation of high intensity fixtures as a means of combating the high crime rate in this city. Metropolitan Police Chief Jerry Wilson advises that in areas here where the new lighting has been in use, there has been a remarkable reduction of 32 percent in most types of nighttime crime. He is an ardent advocate of better street lighting as an effective crime deterrent.

Because of these outstanding anti-crime results, I would hope that a comparable program could be considered for Capitol Hill and its complex of buildings and parklands considering the increase in assault-type crimes in the immediate Capitol area. Capitol Police Chief James Powell advises me that so far this year in the Capitol Hill area under your jurisdiction as Architect of the Capitol, there have been 43 robbery holdups, 35 robberies by force, 37 autos stolen, 127 larcenies from autos, 19 pocketbook snatchings, 1 homicide, 9 assaults, 3 rapes, and 64 other types of criminal acts. That this number of crimes can occur within an eleven-month period at the complex surrounding the Capitol of the United States is completely intolerable, in my judgment.

After consultation by my Committee staff with a number of street lighting authorities, including Assistant Directors John Hartley of the D.C. Department of Highways and Traffic, I have reached a conclusion that it is imperative that the Capitol Hill complex begin a program of relighting the adjacent streets, parking lots, parklands, and grounds of the Capitol Hill buildings in an effort to curb these criminal assaults. As you know, preliminary discussions have already been held among members of your staff, the D.C. Department of Highways and Traffic, and my Committee staff.

Therefore, I would hope that you would give your earnest consideration to this proposal. Obviously, it is important that the beauty and proper decor associated with these national shrines be preserved. Accordingly, the type of fixtures and aesthetics should be within your capable discretion. I am hopeful we can upgrade street lighting in the Capitol complex and adjacent grounds as soon as possible to provide proper nighttime protection for the Members of Congress, the Justices of the Supreme Court, staff personnel of all these offices and the Library of Congress and the thousands of visitors coming to Capitol Hill. Please let me know about conclusions.

For your background, I enclose copies of statements I made before the Senate on the D.C. street lighting program in October, 1970, and in January, 1971, together with a copy of a statement I intend to make before the Senate within several days plus attachments.

Please accept my best wishes for a Happy Holiday Season!

Cordially,

ALAN BIBLE,
Chairman.

GOVERNMENT OF THE
DISTRICT OF COLUMBIA,
Washington, D.C., December 6, 1971.

Hon. ALAN BIBLE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR BIBLE: This is in response to a request by the Chief Investigator of the Select Committee on Small Business, Mr. Ernest Evans, that we provide you with an updating of the Street Lighting Program begun approximately 18 months ago in Washington, D.C.

As you will recall from earlier correspondence forwarded to you, most cities in the Nation light their streets based on nighttime vehicular and pedestrian traffic volumes rather than on the effect that improved street lighting can have as a crime deterrent. However, Mayor Walter E. Washington and members of the City Council were confident that improved lighting could indeed reduce crime. Based on this, and after consultation with you, we established four experimental areas with a high incidence of nighttime crime and installed approximately 2800 sodium vapor street lights. The areas comprise approximately 120 city blocks and have a population of about 29,000 persons.

The reduction in nighttime crime that has occurred in these experimental areas following the installation of high intensity lighting has been, we believe, significant. In fact, during the first 9 months of 1971 following the installation of sodium vapor units in the four areas, the total reduction in nighttime crime incidence in the categories of robbery, auto theft, burglary, vandalism and homicide has been reduced 32 percent compared to the same 9 month period of 1970—the period before the installation of high intensity lighting.

Approximately 5,000 sodium vapor units are now in operation throughout the city and the result is certainly discernible as one travels around the city at night. Larger number of pedestrians can be seen on our streets in the downtown area. In the residential neighborhoods groups of persons can be noted having conversations. The overall result appears to be one of returning the streets to the people and it might be said that urbanization has returned in those parts of the city where our citizens are receiving the benefits of the lighting program. I have frequently heard remarks from residents that they are happier and feel safer because of the new lighting.

The response of proprietors of businesses, both large and small, has also been outstanding. Merchants in the downtown area have indicated greater nighttime activity in their stores. Similarly the small, outlying businessman is equally pleased in that his patrons are safer in patronizing neighborhood establishments.

Based on correspondence we have received from other cities, it appears that Washington is indeed leading the way in crime deterrent street lighting. Representatives of communities such as Miami, Boston, Dallas, Birmingham, Nashville and 11 other cities have contacted us in regard to our program. These contacts can be attributed in a large measure to the various trade journals and other magazines which have given the program here in the District wide-spread publicity—some referring to it as a new, exciting departure from traditional street lighting practices.

Publicity directed toward our program will be stepped up even further early next year when a film describing it, produced by Newsweek Magazine, will be distributed to various television stations across the Nation. Newsweek estimates that its exposure index will be at least 10 million people. In it, community leaders, merchants, city officials as well as residents of lighted areas, combine to tell the story of how the program has succeeded here in Washington. We believe this film will contribute even further to highlighting what has been accomplished here in the city and what can be done in other cities across the Nation to create an improved community atmosphere at night.

An additional 12,000 sodium vapor lights are scheduled for installation during our next fiscal year program, bringing the city's total to 17,000 out of the 60,000 presently installed. In fact, at the present time the demand for these lights has been so great that we are approximately 3,000 units behind in fulfilling citizen response. However, we believe we can improve upon this situation in the very near future.

An example of the demand for high intensity lighting is contained in a recent communication from Chief of Police Jerry V. Wilson wherein he referred to a "particularly troublesome area" in the eastern part of the city. He called attention

to car thieves who, in addition to stealing automobiles, also stripped them and further mentioned that police vehicles responding to the area are sometimes damaged when left unattended. His officers have requested the installation of sodium vapor lights in approximately 10 square blocks and have stressed the need for an immediate installation. Incidentally, Chief Wilson has been one of the strongest supporters of our high intensity street lighting program.

I trust this information will satisfactorily provide you with an updating on the status of our program. Needless to say, we are extremely pleased with the results we have achieved and are hopeful that we can continue to demonstrate improvements as the program expands.

We are deeply grateful for your continued support and strong leadership in the area of improved street lighting.

Sincerely yours,

JOHN E. HARTLEY,
Assistant Director.

UNITED STATES CAPITOL POLICE
OFFICE OF THE CHIEF
CAPITOL BUILDING
WASHINGTON, D.C. 20510

March 29, 1972

Honorable Hiram L. Fong
United States Senate
Washington, D.C.

Dear Senator Fong:

This will acknowledge your letter of March 24, 1972, concerning the second purse-snatching experienced by members of your staff in the vicinity of the New Senate Office Building and requesting patrol in that area as well as the present status of the new sodium light system, especially in the area of Third and Massachusetts Avenue, and Second and D Streets, Northeast.

First, let me state that I sincerely regret this recent attack on Miss Gloria Doo and have ordered my Patrol Section to increase its coverage of the New Senate Office Building area which you mentioned, particularly during the evening hours when employees are leaving the office buildings. We do have scout car, scooter, foothen, and canine men in that area but will be sure to give special attention as you requested.

With regard to Third Street and Massachusetts Avenue, Northeast, since that area is under the jurisdiction of the Metropolitan Police Force, I have forwarded to Chief Wilson a copy of your letter and my reply so that he can take appropriate action at that location and surrounding streets.

I have been informed by a member of the Department of Highways and Traffic that as a result of a letter sent to them about a month ago by Senator Norman Talmadge, their office placed an order with PEPCO for sodium vapor street lighting on Massachusetts Avenue from Union Station to Lincoln Park. It may be approximately sixty to seventy days before that order can be completed, even though priority was requested, because PEPCO is presently 4000 units behind in its scheduling. I know that you will also be interested in the action taken by Senator Alan Bible and have enclosed material inserted by him in the Congressional Record on December 11, 1971.

Second and D Streets, Northeast, although being the borderline of our area of jurisdiction, receives considerable attention from members of this force patrol-wise. On the subject of street lighting in that area, a member of the Architect's Office advised me that the design for the lamp posts and increased lighting on the Capitol Grounds and perimeter areas have already been completed, however, there is the problem of funding. H.R. 14022 (copies enclosed), introduced by Congressman Edward Koch, et al, which might possibly be helpful in funding, if passed, would not provide funds until some time after July 1, 1972. There is a possibility that the Architects Office may seek funds through the Appropriations Committee for this project but this would take possibly six months, more or less, to become effective.

It appears that everyone concerned is anxious to increase the lighting on Capitol Hill. I certainly am 100% in favor of this or any other crime deterrent. The attached crime map and statistical report will be of interest to you in comparing crime in our area of jurisdiction with the surrounding areas.

With kind personal regards, I am

Sincerely,

James M. Powell
Chief of Police

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF HIGHWAYS AND TRAFFIC
415 12TH STREET, N. W.
WASHINGTON, D. C. 20004

MAR 19 1973

Mr. George White, FAIA
Architect of the Capitol
Washington, D. C.

Dear Mr. White:

In the course of preparing for the street light conversion recently proposed by your office, a survey of traffic signals at the intersections within and adjacent to property under your jurisdiction was conducted. The results of this survey indicate that a large percentage of these intersections have traffic signals which do not conform to the requirements of the 1971 edition of the Manual on Uniform Control Devices for Streets and Highways (MUTCD).

The Federal Highway Administrator approved the 1971 edition of the Manual as the National Standard for all Highways open to public travel on November 13, 1970, as required by TITLE 23, U.S. Code. As a result, the Department of Transportation, Federal Highway Administration established target dates for compliance with the requirements of the manual. The target date for replacement of nonstandard traffic signals and for upgrading traffic signal installations, as set forth in Policy and Procedure Memorandum 21-15, is December 31, 1976.

Since Washington, as the Nation's Capitol, and Capitol Hill in particular, is host to large numbers of tourists from all over the United States and the world, it is of utmost importance that we serve as a model for the nation. Consequently, our traffic engineers have designed modifications to the traffic signal installations within and adjacent to the Capitol Grounds which would provide for full compliance with the provisions of the 1971 edition of the MUTCD, and provide increased safety to motorists and pedestrians in the Capitol Area.

In general, these modifications provide for at least 2 traffic signal indications for each approach, to be located as close to the drivers' line of sight as possible. Additional signals are added when the distance from the stop line to the nearest signal is greater

than 120 feet, or when necessary to provide for special operations. In addition, since the number of visitors to the Capitol includes a substantial amount of pedestrian traffic, we have provided in our design for pedestrian signals at each intersection in order to insure a safe crossing for everyone. We are also proposing a modification to the curb lines at the intersection of 1st Street and Constitution Avenue, N. E., in order to reduce the delay to motorists and provide safer crossings for pedestrians.

As you know, the cost of the labor and materials involved in any undertaking of this type is increasing constantly. Therefore, an early completion date for this work would provide substantial savings. In addition, if this work were to be performed in conjunction with the already proposed street light modifications, additional savings in time and money could be achieved, and the disruption which would result from this construction would be reduced to a minimum.

Therefore, we urge you to include, in your next regular or supplemental budget appropriation, funds to provide for this traffic signal work. Our estimate of the cost of this work, if performed in conjunction with the street light work proposed by your office, is $250,000.00. This figure includes the estimate of $88,000.00 which was calculated for Replacement and Rearrangement of existing traffic signals required for the street light modification.

With kindest personel regards,

Sincerely yours,

T. F. AIRIS, Director
Department of Highways and Traffic

EXPLANATION OF ITEM

Senator HOLLINGS. Mr. White, will you explain the details of this to the committee, please?

Mr. WHITE. Yes, Mr. Chairman, this began with a request in 1971 from both Senator Bible and from the Speaker with regard to increasing the lighting in the streets around the Capitol as an anti-crime measure.

I believe that you were furnished by Senator Bible with a copy of my letter to him of February 8, 1973—if not, we can furnish a copy of that for the record—which indicated that we agreed with the concept of increasing the level of lighting on the Hill, but that we hoped that it would be capable of being accomplished in a way other than the expedient manner which is used on the District of Columbia streets, and which is a good one for most streets; namely, the installation of sodium-vapor lamps in existing lamposts, which gives the sort of orange glow that you see in the downtown area of the city at night.

LIGHTING TO BE COMPATIBLE WITH AREA

We felt that the esthetic and historic qualities of the Hill ought not to have that kind of lighting imposed upon it. We hoped to increase the lighting by doubling the globes on existing posts, instead of a single globe, and to install more posts, which is what our proposal is here. By that means we will double the amount of lighting, which is what the sodium vapor does, but we will maintain the esthetic character of the Hill.

Senator HOLLINGS. There would not be too many posts, would there?

Mr. WHITE. No. We have areas where there are posts down one side of the street only. There are two things that I ought to say in this connection. One of them is that since Senator Bible's request to you for the $862,400, a request has come from the District of Columbia Department of Highways and Traffic—from Mr. Airis who is the Director—stating that if we were to proceed with this project, he would hope that we would at the same time appropriate an additional $162,000 in order to update the nonstandard traffic signals at the various street corners on the Hill.

UPDATING OF TRAFFIC SIGNALS

This is in accordance with the manual on uniform control devices for streets and highways, which is supposed to be effected by December 31, 1976. In general, the modifications provide for at least two traffic signal indications for each approach, to be located as close to the driver's line of sight as possible. Additional signals are added when necessary to provide for special operations. These modifications will conform to that which is proposed for use throughout the country.

As long as we are going to be changing street lights, which means changing signal lights at corners as well, his proposal is that the signal light modifications be performed in conjunction with the street light modifications.

If we did that, it would bring the total to $1,024,400 for streetlights and signals.

Mr. Chairman, in that connection, as we increase the lighting throughout the city and as we increase it on the Hill, the dome of the Capitol, which is now visible for many miles at night because of the lighting that is projected on it, may have to have its lighting intensity increased so that it will retain its significance as the focal point of the city.

I don't know that that is a necessity at this point, but I mention it for the future.

EMERGENCY CAR SERVICE

In response to your previous question about the provision in the bill regarding emergency assistance and cleaning in the House of Representatives, I find in the legislative branch appropriation bill committee report on page 30, the statement: "The foregoing is to provide an exception to the existing restriction quoted above to enable the House Parking Committee to provide emergency assistance and carwashing service in the House parking facilities, as requested by the select committee."

Senator HOLLINGS. Are they going to have a carwash service?

Mr. WHITE. That is as much as I know about it. The request has not come through to me.

Senator HOLLINGS. Can you look into it and advise the committee?

Mr. WHITE. I surely will.

SUPPLEMENTAL PAY REQUESTS

Senator HOLLINGS. Mr. White, we will come back at a later time when we have the other Senators present, relative to the west front. However, would you cover the supplemental pay items for us now?

Mr. WHITE. Yes. Pay supplementals are required for 1973 in order to enable funds to be available to cover the costs of pay increases, in accordance with the requirements of law.

The items included in the pending supplemental appropriations bill include "Salaries, Office of the Architect of the Capitol," "Capitol Buildings," "Capitol Grounds," "House Office Buildings," "Capitol Power Plant," "Library Buildings and grounds," "Structural and mechanical care," and "Salaries and expenses, and Botanic Garden."

INCLUSION OF SENATE ITEMS

Our request of you is to include, in addition to those items, the item for the "Senate Office Buildings" of $186,000 and for the "Senate garage" of $3,100. Those are mandatory items and represent the net cost after we have absorbed about 15 percent of the gross cost through lapse savings.

Senator HOLLINGS. At this point, we will insert in the record the prepared statement you have furnished us explaining this item more fully.

[The statement follows:]

PAY SUPPLEMENTALS

In addition to these 5 items, the Second Supplemental Appropriations Bill, 1973, as reported in the House, May 3, 1973, provides the following supplemental appropriations under the Architect of the Capitol and the Botanic Garden to meet increased pay costs authorized by law, covering pay increases for Wage-Board employees to bring their rates in line with prevailing rates (5 U.S.C. 5341 (a)), effective October 29, 1972, and pay increases for "GS" and non-classified employees adjusted to rates established for such employees by Executive Order 11691 and implementing administrative action, effective January 1, 1973:

Salaries, Office of the Architect of the Capitol	$ 24,000
Capitol Buildings	68,400
Capitol Grounds	20,500
House Office Buildings	329,600
Capitol Power Plant	20,600
Library Buildings and Grounds, Structural and Mechanical Care	28,000
Salaries and Expenses, Botanic Garden	25,700

Request is made of the Senate Appropriations Committee that the following additional amounts for such pay costs, not acted upon by the House Committee, be also included in the pending Supplemental Appropriations Bill:

Senate Office Buildings	$186,000
Senate Garage	3,100

The gross total cost of Wage-Board Pay increases for all employees under the Architect of the Capitol (including the Botanic Garden, Senate Office Buildings, and Senate Garage) for fiscal year 1973, including retirement contribution and other related costs, amounts to $733,100 and the gross cost of all other authorized Pay increases amounts to $104,600 -- or a grand total gross cost for all pay increases of $837,700. We propose to absorb 15 percent of this total gross cost, or $131,800. The total pay supplementals we are asking for 1973 therefore amount to $705,900 for all of our annual appropriations.

CAR WASHING, SENATE SIDE

Senator HOLLINGS. With regard to the Senate side, I am talking about car washing, do you have a car wash service on the Senate side?

Mr. CARAWAY. Yes, we do, Mr. Chairman. The men just get what they make.

Senator HOLLINGS. What is the extent of it? When you say that, you talk as if there is one man that does it. Are there several employed or are they on the Government payroll? What is the practice?

Mr. CARAWAY. No, sir. They are not on the Government payroll.

Senator HOLLINGS. Are they just volunteers that come around and wash the cars? Are they privately employed people? Are they employed by the Senators; is that right?

Mr. CARAWAY. If anyone ever gets his car washed, he pays the car washer for the work. We have nothing to do with it.

Mr. WHITE. Mr. Chairman, we do have, I am told, a car washing service for official vehicles in the Senate garage, but not for private vehicles. There are a few official vehicles as I understand.

Senator HOLLINGS. We are trying to hold back the expenditures. That you are all very familiar with. We are in short roles around here economically. We try in each subcommittee to see what we could legislatively cut back. On this committee, I don't know if we can go along with everything. I rather agree with dressing up of the Senate Office Building, but whether the committee will go along with some of these expenditures, I am not certain. I don't want to set the example for everybody else to take. We are going to have to do it a little ourselves.

Is there anything further you wish to add at this time?

REQUEST FOR CARRYOVER ITEMS

Mr. WHITE. We have covered everything, I believe, Mr. Chairman, except a request for several carryover items, which I submit herewith for the record. The statement excludes a carryover item for the "House Office Buildings"; being a House item.

Senator HOLLINGS. The record will stay open for that one item on the West Front.

Thank you very much.

[The information follows:]

ARCHITECT OF THE CAPITOL

REAPPROPRIATIONS REQUESTED, APPROVED, AND INCLUDED IN THE 1974 LEGISLATIVE BRANCH APPROPRIATION BILL AS PASSED BY THE HOUSE

"CAPITOL BUILDINGS"

Not to exceed $10,000 of the unobligated balance of the appropriation under this head for the fiscal year 1973 is hereby continued available until June 30, 1974.

(NOTE.—The foregoing is to make $10,000 of the appropriation allowed for fiscal year 1973 available until June 30, 1974 for modifications to two passageways on the House side of the Capitol. The Architect has advised the Committee that, due to the necessity of performing the work during other than regular working hours in order not to disturb occupants and functions in adjacent areas, it is possible that the work will extend for a short period beyond June 30, 1973 due to necessary rescheduling of work.)

Not to exceed $105,000 of the unobligated balance of that part of the appropriation under this head for the fiscal year 1971, continued available until June 30, 1973, is hereby continued available until June 30, 1974.

(NOTE.—The foregoing is to make the amount of $105,000 allowed for fiscal year 1971, and which has been carried forward for two fiscal years, for an improved speech reinforcement system in the House Chamber, available until June 30, 1974. This work must be geared to timing and decisions with respect to enclosure of the House Galleries as required by the Legislative Reorganization Act of 1970. The decision and timing rest with a special Commission appointed by the Speaker for this and other improvements of the gallery facilities. Since plans have not been finalized, it is uncertain whether a contract for the system can be let before the end of fiscal year 1973.)

"CAPITOL POWER PLANT"

Not to exceed $80,000 of the unobligated balance of the appropriation under this head for the fiscal year 1972, continued available until June 30, 1973, is hereby continued available until June 30, 1974.

(NOTE.—The foregoing is to make $80,000 of the $90,000 allowed for fiscal year 1972 and carried to 1973, for modifications to the steam distribution systems, available until June 30, 1974. The Committee is advised that design studies are now in preparation, but a contract for the work is likely to be delayed until July 1973.)

"LIBRARY BUILDINGS AND GROUNDS, STRUCTURAL & MECHANICAL CARE"

Not to exceed $196,000 of the unobligated balance of the appropriation under this head for the fiscal year 1973 is hereby continued available until June 30, 1974.

(NOTE.—The foregoing is to make $196,000 of the $226,500 allowed for five projects for fiscal year 1973 available until June 30, 1974, as follows: (1) $10,000 of the $15,500 allowed for air conditioning a section of the subbasement in the Annex Building; (2) $40,000 of the $65,000 allowed for air conditioning areas in the Annex Building occupied by the photoduplication section; (3) $10,000 allowed for resurfacing desk tops and the central desk in the Main Reading Room; (4) $40,000 allowed for roof repairs; and (5) $96,000 allowed for air conditioning decks A and B in the Main Building.

SUBCOMMITTEE RECESS

Senator HOLLINGS. The subcommittee will be in recess until 3 o'clock.

[Whereupon, at 12:45 p.m., Monday, May 7, the subcommittee was recessed, to reconvene at 10 a.m., Wednesday, May 9.]

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1974

WEDNESDAY, MAY 9, 1973

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

The subcommittee met at 10:05 a.m., in room S–146, the Capitol, Hon. Ernest F. Hollings [chairman] presiding.

Present: Senators Hollings, Cotton, and Schweiker.

OFFICE OF TECHNOLOGY ASSESSMENT

STATEMENTS OF:
HON. EDWARD M. KENNEDY, U.S. SENATOR FROM MASSACHUSETTS
HON. PETER H. DOMINICK, U.S. SENATOR FROM COLORADO
HON. JOHN W. DAVIS, U.S. REPRESENTATIVE FROM GEORGIA
HON. CHARLES A. MOSHER, U.S. REPRESENTATIVE FROM OHIO
HON. MORRIS K. UDALL, U.S. REPRESENTATIVE FROM ARIZONA

INTRODUCTION OF MEMBERS OF CONGRESS

Senator HOLLINGS. The subcommittee will please come to order.

We have this morning a supplemental request of the Office of Technology Assessment and we are very pleased to have the chairman, the senior Senator from Massachusetts, Senator Edward Kennedy, and Senator Dominick and Representative Charles Mosher from the House.

Gentlemen, we welcome you to the committee and we will be glad to hear from you at this time.

Senator KENNEDY. Thank you very much, Mr. Chairman and members of the committee. I want to first of all express appreciation to you and the members of the committee for considering this request for appropriation at this time in order to permit the Office of Technology Assessment to commence its work and function effectively as a servant of the Senate and the House of Representatives on many matters which I think are of overwhelming importance and significance.

I have a statement here, Mr. Chairman, that I would like to file in its entirety for the record. It reviews briefly the history of the development of the act which shows that the concept of technology assessment has been thought about in the Congress and Senate over a con-

siderable period of time. It is not a new idea. It is based upon some very substantial demands placed upon the Congress in a wide variety of different areas, pressures which I think every Member of the Congress has felt and which I think the committees have felt for some period of time.

HIGHLIGHTS OF STATEMENT

The statement reviews the legislative development and the initial actions of the Board, showing overwhelming support in the House of Representatives and the Senate of the United States for the establishment of the Office. The statement shows that the Board is made up of six Senators and six House Members made up equally between the members of the two parties to assure the nonpartisanship which is so essential and so important.

It indicates a number of areas in which this Technology Assessment Board could have provided some service to the Congress, and it raises some of the particular matters that are of concern to the country and to the Congress as well.

Examples of relevant problem areas are solar energy, biomedical research and oceanography which are matters of great importance and consequence, on which I think the Technology Assessment Board would be able to provide additional kinds of advice to the Congress: to try and give us some indication as to how the resources of this Government ought to be carefully expended.

It also reviews how we wanted to develop the initial staffing of the Office. Our estimates of needs here have been developed on the basis of the data and experience of organizations like the National Science Foundation, National Academy of Sciences, National Academy of Engineering and the Congressional Research Service. We relied on their data for estimates of staffing, consultants, and contract assessments.

With regard to estimates of other items in the proposed budget, we have relied upon the GAO for assistance in developing reliable figures. This is for such items as travel, communications, and rental. My prepared statement and proposed budget give precise estimates of these items.

CONGRESSIONAL TECHNOLOGY ASSESSMENT BOARD

The Congressional Technology Assessment Board feels a sense of urgency in having the Office of Technology Assessment included in the supplemental appropriation. The Board has met. As the chairman knows, we have adopted our rules and made our initial budget plans. Really, the only thing that is missing at the present time is not the will, or the desire, or the congressional demand that we start operating, but the wherewithal and the resources and the space and the staff to do the job which the Congress has mandated for us to do.

So I think this is an important and urgent item. We are ready to open for business. With this supplemental appropriation we could be off to a good start and could respond to the very real needs of the Congress.

BUDGET TOTAL FOR REMAINDER OF YEAR

Senator HOLLINGS. Well, on that point, Senator, if we have this supplemental passed by the House I guess tomorrow, or Friday, and

we mark it up and consider it in the first part of the week, I am looking at the total of $289,000 for the remainder of the fiscal year. You would then immediately proceed and perhaps during the week after the bill is passed employ a director? One has not been employed thus far; is that right?

Senator KENNEDY. The Chair is correct. We would move forthwith in the appointment of a director, which could be done virtually immediately.

Senator HOLLINGS. I understand there has been some discussion as to the Director's salary; namely, the enabling statute authorizes the pay level for that Director of $40,000.

Senator KENNEDY. $40,000.

Senator HOLLINGS. Whereas I see you have stipulated here in the breakdown of the estimated staff compensation a salary of $36,000. I know Senator Mansfield and members of the policy committee are very concerned that this $36,000 level be maintained. This is the level of pay within the Senate itself, and you have specified this level; is that correct?

Senator KENNEDY. The Chair is correct, for the reasons that the Chair has outlined here. The act itself, provided for the salary of $40,000 for the Director and $38,000 for the Deputy Director which are in accord with a number of other salaries, such as the Comptroller General and other top GAO officials. There are 16 different employees that work within the legislative branch who get paid above $36,000, including eight who are paid $40,000 or more. Moreover, the Director of the Office of Technology Assessment is in some ways comparable to officials like the former Director of the White House Office of Science and Technology or the Director of the National Science Foundation who receive the same salary as Members of Congress. But we are mindful of the suggestion of the policy committee. We recognize the policy reasons behind it, and our request was designed to be consistent with the policy committee views of this particular matter.

TECHNOLOGY ASSESSMENT CONTRACTS

Senator HOLLINGS. The technology assessment contracts are for $100,000 for this fiscal year 1973, Senator. Could you tell the committee the kind and nature and extent of the contracts that would be let or involved during the remainder of this fiscal year 1973?

Senator KENNEDY. It is particularly in the areas which I outlined in my prepared statement: solar energy, biomedical technology, ocean resources, and solid waste recycling. I think in the energy area, in the solar energy field, we could undertake a project of particular interest. The President's own energy message calls for $12 million for solar energy in the National Science Foundation in fiscal year 1974. Senator Dominick, and I had some extremely interesting hearings about a week ago just on the general budget of the National Science Foundation. Based on those hearings, I do not think there is any question that this is an area which we, the Congress, ought to be able to develop some independent information on and find out what particular aspects of the use of solar energy would be particularly valuable and worthwhile for us to support and develop. I think this is going to be one of the continuing areas of critical need.

COMPUTERIZATION IN BIOMEDICAL RESEARCH

Another area I would cite as an example is the whole area of computerization in biomedical research.

I was recently talking to a person from the National Bureau of Standards who had been doing some very sensitive work on the problem of computerization in the biomedical area. The kinds of techniques that are being developed can have an impact on the quality of health care which may prove truly extraordinary.

Senator HOLLINGS. Has the committee considered taking on any of the ongoing duties of the Office of Presidential Science Adviser which has now been abolished?

Senator KENNEDY. I think that within the general scientific community there is a great sense of hope and expectation that this Technology Assessment Board will move into what—I think it is fair to say—the science and technological communities feel has been a vacuum which has been recently created. Whether that is a correct assessment or otherwise, I think there is a great sense of hope and expectation that the Board would move into this area and provide leadership and be a vital force in support of beneficial technology, and do so in a highly responsible manner.

Senator COTTON. Mr. Chairman, I regret that at 10:30 Secretary Weinberger is coming up before HEW Subcommittee and in view of some of the dialog between Congress and White House now on continuing programs in health, education and welfare, I want to be there. Could I just interpolate a couple of questions?

Senator HOLLINGS. Please.

OPERATIONAL DESIGN OF TECHNOLOGY ASSESSMENT BOARD

Senator COTTON. The future of this Board—this Board is designed to cut across practically all lines of scientific endeavor and all committees to make its recommendations to the Congress. Is that correct?

Senator KENNEDY. That is correct.

Senator COTTON. Now, take for an example——

Senator DOMINICK. Could I interject there?

Senator COTTON. Yes.

Senator DOMINICK. It is designed to provide assistance when we are staffed to the committees which would like that assistance to get an evaluation of the scientific impact of whatever legal problem they might be dealing with at that point. It is not designed to cut across—it is designed to talk——

Senator COTTON. I just want to—I have never forgotten as a much, much younger man long before I came to Congress. Senator Styles Bridges was here and he was ranking minority member of the full Appropriations Committee. We were in World War II. And President Roosevelt called in the chairman of the Appropriations and ranking Republican on Appropriations and I think—I have heard the story so many times—I think the chairman and the ranking member of armed services, and confided in them that they were in the process of trying to develop the nuclear bomb, the atomic bomb, and that it must be kept a profound secret and they must have the money, and even the Congress must not know. Not even members of the committees must know. It was that kind of an emergency. And it was——

Senator HOLLINGS. Our distinguished chairman, the witness here, of the Technology Assessment Board has a similar problem in that at 10:30 he must present Secretary Richardson. If we can finish that one and excuse him I know he would be grateful, and—it is good we have the other members of the Board here to answer our other questions.

Senator COTTON. And it was a source of a good deal of pride. I remember Bridges was inclined to boast about it to his dying day that for once in this Government they kept over a period of some 3 years, that this was absolutely secret.

Now, I do not know how secret from now on the CIA is going to be or FIE, but I have never been able to find out how much money some of the blue ribbon committees that deal with CIA—I do not know what they are getting the money for, how they are spending it, and I understand the reasons.

By creating this Board, is this Board going to cut across, for instance—if a situation developed—I cannot conceive of what it might be—similar to the development of the nuclear bomb under Roosevelt, a very secret project for defense, or some other project involving expenditures, et cetera, et cetera, would this be the Board that would really have the know-how and work very quietly with the White House and certain chosen Members of Congress or is this going to be sort of a general open and above board matter of public hearings and weighing, and so forth, of all kinds of scientific data?

Do I make myself clear? I am afraid I have been around Robin Hood's barn in asking the question but I think you know what I mean.

OPERATION OF BOARD IN OPEN MANNER

Senator KENNEDY. Let me say at this time—and I would just be speaking as a member of the Board, since the Board has not yet discussed this matter—that Senator Dominick has stated the case correctly. We hope to be able to provide for the various requests of congressional committees, the kinds of technology assessment that they desire. I hope that we would operate in the most open and aboveboard manner. At this point in time, we have just not had an opportunity to study and resolve the extent and the manner in which we might want to examine such matters, in response to requests from relevant congressional committees. However, I think there is a general feeling and recognition by the Technology Assessment Board that we are going to have to crawl before we walk, and walk before we run.

Senator COTTON. I did not mean by the phraseology of my question there was anything improper about it.

Senator KENNEDY. No. The kind of activity which you have outlined I do not anticipate right now in the foreseeable future; but, you know, we want to certainly examine appropriate questions as they are presented to us. Assessments of highly classified technological questions do fall within the general scope which the legislation gave to OTA. But at this time I do not think that there is any intention on the part of the Board to move into that area.

Senator COTTON. Of course, the example I use is entirely justified and was a necessary thing but I just wonder about the future, whether we are going to have more of these situations. I do not think—there is classified material that must not—that cannot in many cases—large numbers of Congressmen knew about it.

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Senator KENNEDY. Certainly.

Senator COTTON. And on the other hand, you can go to the other extreme and have these blue ribbon committees in the Congress that deal with blue ribbon boards outside and are engaged in things that even the representatives of the people cannot know about, even in a classified way. But you figure that that is something that might develop in the future but is not presently contemplated, is that——

PREPARED STATEMENT

Senator KENNEDY. That would be my personal assessment of it but perhaps some of the other Board members could speak to that.

[Senator Kennedy's statement follows:]

U. S. SENATE,
Washington, D.C., May 7, 1973.

Hon. ERNEST F. HOLLINGS,
Chairman, Subcommittee on Legislative Appropriations, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: As you know it was not possible to organize the Technology Assessment Board in time for testimony to be presented to the House Appropriations Committee in support of a FY '73 supplemental appropriation for the Office of Technology Assessment (OTA).

However, it would be extremely useful to the Congress if operating funds were made available to OTA this fiscal year. The considerable Congressional interest in technology assessment which led to creation of this Office has continued to grow in recent months. Even though OTA is not yet operational, we have received a number of informal inquiries regarding significant studies which OTA could do for various Congressional committees. The sooner we can become operational, the sooner we can begin to meet these very real Congressional needs.

Because of the extensive planning effort which has already gone into preparing for OTA (with the assistance of the General Accounting Office, the Congressional Research Service, the National Science Foundation, the National Academy of Sciences, and the National Academy of Engineering), it will be possible to launch OTA very effectively as soon as operating funds are available. If funds were available as of June 1st, we believe we could effectively obligate $289,000 by June 30th. Attached is a budget which shows the way in which these funds would be utilized, and a draft of the necessary appropriations language.

On behalf of the Technology Assessment Board, I request that we be afforded an opportunity to testify before the Subcommittee in support of a FY '73 supplemental appropriation for OTA.

Thank you for your consideration of this request.

EDWARD M. KENNEDY, *Chairman Technology Assessment Board.*

OFFICE OF TECHNOLOGY ASSESSMENT, CONGRESS OF THE UNITED STATES

Estimated budget for fiscal year 1973 [1]

Technology assessment contracts	$100,000
Staff compensation [2]	74,000
Equipment [3]	50,000
Rental of office space [3]	20,000
Advisory council and consultant compensation	15,000
Travel and subsistence for staff and consultants	15,000
Communications, supplies, and reproduction [3]	5,000
Miscellaneous and contingent expenses [3]	10,000
Total	289,000

[1] Estimated startup costs during June 1973.
[2] See attached breakdown of staff costs.
[3] These estimates developed with the assistance of GAO.

OFFICE OF TECHNOLOGY ASSESSMENT, CONGRESS OF THE UNITED STATES

Estimated staff compensation[1]

Director	$36,000
Deputy Director	36,000
General Counsel	36,000
3 Assistant Directors	108,000
4 Professional staff to Board	138,000
Executive officer of advisory council	34,000
5 Technical assessment specialists	170,000
Clerk of Technology Assessment Board	18,000
Office manager	16,000
16 secretaries	216,000
Total compensation	808,000
Personnel benefits at 10 percent	81,000
Total	889,000
Monthly rate	74,000

[1] For 16 professional and 18 clerical personnel.

OFFICE OF TECHNOLOGY ASSESSMENT

SALARIES AND EXPENSES

For salaries and expenses necessary to carry out the provisions of the Technology Assessment Act of 1972 (Public Law 92-484), including rental of space in the District of Columbia; security guard services; and hire of passenger motor vehicles: $289,000; *Provided*, that no officer or employee of the Office of Technology Assessment shall be paid compensation from such amount at a rate in excess of the rate for the level V of the Executive Schedule under section 5316 of Title 5, United States Code.

NOTE.—Senate Legislative Counsel has advised us that the appropriate placement of this paragraph in the legislative appropriations bill would be immediately following the paragraph headed "Statements of Appropriations" and immediately before "ARCHITECT OF THE CAPITOL"; and that it should be similarly positioned in the legislative appropriations title of the Supplemental Appropriations bill.

PREPARED STATEMENT OF SENATOR EDWARD M. KENNEDY, CHAIRMAN OF THE TECHNOLOGY ASSESSMENT BOARD

Mr. Chairman, on behalf of the Technology Assessment Board, I want to thank you and the other members of the legislative appropriations subcommittee for affording us the opportunity to testify today in support of a supplemental appropriation for the Office of Technology Assessment (OTA).

This office was created by the Technology Assessment Act of 1972 (Public Law 92-484) which was signed into law on October 13, 1972. The establishment of this Office represented only the third time in history that Congress has created an agency under its own control to assist the Congress in its own decision making. The Congressional Research Service (CRS) of the Library of Congress and the General Accountiny Office (GAO) are the only two other instances.

In keeping with the historic significance of this step, the congressional vote to establish the Office was overwhelming. The House vote was 256 to 118, and the Senate passed the bill by a unanimous voice vote.

The Office is controlled by a joint congressional board, consisting of six Senators and six House Members, along with a non-voting director of the Office appointed by the Congressional Board Members. The board is completely nonpartisan, with six Democrats and six Republicans. The members who have been appointed by the Speaker of the House and the President Pro Tempore of the Senate reflect all regions of the Nation and all political points of view. The statutory requirement for an absolute majority of the board to approve any recommendation to the Congress assures the nonpartisan, objective character of its recommendations.

The purpose of the Office is to provide Congress with its own technical expertise in evaluating legislative proposals involving significant technical components. Over the past two decades the executive branch's capability in Science and Technology has grown by leaps and bounds, while the ability of Congress to evaluate such programs has stumbled along at a snail's pace.

Thus in recent years we have witnessed great controversies over the technical facts involved in programs such as the SST, the Space Shuttle, the use of chemical pesticides, and food and drug additives, and more recently the impact of Human Health of Automotive Air Pollution. In such cases, the Congress has not had a reliable source of technical expertise on which it could draw to provide an independent technical appraisal of the various alternatives under consideration.

OTA has been established to meet that kind of need. The Office is intended to serve the various committees of the House and Senate, upon the request of their respective chairmen or their ranking minority members acting through their chairmen. It is a technical service organization for the Congress.

Even though we are not yet in operation, there have been a number of informal inquiries regarding significant studies which OTA could do for the various committees. Along with this evidence of continuing congressional interest in the Office, there has been a groundswell of interest in OTA throughout the Nation. Many scientific and technical organizations, industrial organizations and firms, and environmental and citizens' groups have expressed their interest in the new Office or offered to assist it in carrying out its mission. And at least two thousand professionals have indicated their desire to join the staff of OTA, which we intend to keep as small as possible and still do the job Congress requires.

Preliminary planning for the Office has been conducted since early January when I was elected as Chairman of the Board. There were preliminary, separate meetings of the House and of the Senate Board members in February and March. The first organizing meeting of the full Board was held on April 10th, at which time the Board unanimously adopted a set of rules and unanimously approved an appropriations request for the Office.

In all of the planning which has been conducted, we have been greatly assisted by the General Accounting Office (GAO), the Science Policy Division of the Congressional Research Service (CRS), the National Science Foundation (NSF), the National Academy of Sciences (NAS), and the National Academy of Engineering (NAE).

As a result of this extensive planning effort, the Office is in a position to begin immediate operations upon receipt of its appropriation. At the same time it should be recognized that there is a considerable lead time involved in obtaining results from technology assessment studies, most of which take many months or even years to complete.

If the 93rd Congress is to benefit in its legislative decisions from its new analytical arm, it is imperative that the Office get underway as soon as possible. In view of this and the considerable congressional and public interest in the Office, I hereby request that the subcommittee recommend a fiscal year 1973 supplemental appropriation for OTA.

On the assumption that we would have such funds available to start operations on June 1, we believe we could very effectively utilize $289,000 over the balance of this fiscal year. We have prepared a budget which shows the allocation of those funds, and Mr. Chairman, I ask that it may be included in the record.

The proposed budget provides for 16 professionals and 18 clerical personnel. We believe this is the minimum staff with which we can launch the Office effectively. The press reports which have speculated on a much larger staff for OTA do not reflect the thinking of the Technology Assessment Board. It is true that the staff will probably have to grow somewhat as the Office evolves. But this will only be to the minimum extent necessary to meet the real demands placed on the Office by the Congress. At the appropriate time we shall, of course, be happy to appear before this Subcommittee again and present our best estimates and projections of OTA staff development over the course of fiscal year 1974, for appropriate inclusion in the FY 1974 Legislative Appropriations Bill.

The estimates in this budget have been prepared on the basis of data and assistance provided us by the GAO, CRS, NSF, NAS, and NAE. We believe they are reliable estimates which accurately reflect the activities we could effectively undertake over the balance of this fiscal year.

Mr. Chairman, I believe an overwhelming majority of Senators and House members want to strengthen the Congress to meet its responsibilities in the

1970's and the decades ahead. The Office of Technology Assessment is an important innovation created by the Congress to move toward that goal.

Our congressional board has now been organized, we've developed our initial plans, and we're ready to begin. We respectfully ask this subcommittee to provide us with the necessary resources to get started.

I appreciate the opportunity to appear here. I would be happy to respond to any questions you may have, and after I am finished I know a number of my fellow board members would like to add their testimony in support of this request.

ADEQUATE REPRESENTATION FOR REQUEST

Senator HOLLINGS. Senator, I know the demands on your time so you can be excused. You are represented here with the remaining members of the Board. We not only have a ranking Senator but ranking House member, Representative Davis, and Representative Mosher. It is going to be helpful to the committee to hear from them because I do not believe you had a chance to present this request on the House side. I would like to hear at this time from Senator Dominick any comments he may have on the request generally and specifically, Senator, with respect to trying to build up credibility for this Board, I think this Board was almost a consultant in the various stages before it was organized. I know you have given a lot of thought to this as I have and we want to be awfully careful in making our request to Congress that we are on completely sound ground.

We are glad to hear from you at this time.

Senator DOMINICK. Thank you, Mr. Chairman. I am going to put in a very short statement I have got for the record and then talk about some of the things you have been talking about.

It is a unique Board. It is organized on a nonpartisan basis. It has 12 members. It is designed to have a Director and a staff and some professional aides for the membership. It is designed, as I have understood it and as we have discussed, to fulfill requirements of scientific input to Congress, members of the committees, who need it, and it is not designed, and I think this is fairly agreed upon by all the membership at the moment, it is not designed to go into research and development of defense weaponry and things like this which is already being carried out by the Department of Defense. As a matter of fact, we have on a number of occasions specifically said that we thought we ought to stay away from that area to start with.

INITIAL MOTIVE POWER

Now, the small appropriation that we are asking for here is simply designed to provide the initial motive power to get this bird off the ground and we will be in on a full appropriation request when that comes up for the fiscal 1974 period. The $289,000 that we are asking for here will, as I understand it, be approximately enough to hire a director, to hire four staff members, and to be able to initially start conversations on potential contracts. We do not know whether we are going to have any yet. We do not know what they are going to be. No decision has been made on this and probably will not be made until such time as we do have a director on board and we do have some staff members that are able to discuss it.

But we cannot get the whole thing started unless we have some money. That is why we are coming before you at this time and asking that $289,000 be put in.

We have an authorization, as I recall in the bill, for $5 million a year.

Senator HOLLINGS. That is right.

LESS THAN AUTHORIZATION FOR FULL FISCAL YEAR

Senator DOMINICK. And it is also my understanding that we probably will not be asking for that much to start with on a full fiscal year. I think without doubt that as this goes on, we will get to that level, and I say this because just in my office, and I am certainly not the ranking man even on the Republican side, I have had letters from people from all over the country saying that they would like to serve on this, that they think it is extremely important to Congress and to the benefit of the country and I tend to agree with that. I think it is an independent body which can do independent thinking, which can get with other organizations interested in the scientific field, give real input to us that we do not have now.

Senator HOLLINGS. You have had a chance to discuss this, of course, with Senator Case and Senator Schweiker and they more or less share the same view; is that correct?

Senator DOMINICK. That is correct. I think on our side we are solidly behind this appropriation.

PREPARED STATEMENT

Senator HOLLINGS. Very good. We thank you for your appearance here this morning.

[Senator Dominick's statement follows:]

STATEMENT OF SENATOR PETER H. DOMINICK

Mr. Chairman and members of the Legislative Appropriations Subcommittee. Thank you for the opportunity to appear here in support of the fiscal 1973 supplemental request for the Office of Technology Assessment (OTA).

In deciding how to vote on the original OTA proposal to the Senate and in deciding to become a member of the Board of Directors of OTA, I was impressed and persuaded by several provisions in the enabling legislation. The declaration of purpose in the bill, in recognition of the rapidity of change and expansion in the area of technology, provided that—". . . It is essential that, to the fullest extent possible, the consequences of the technological applications be anticipated, understood, and considered in the determination of public policy on existing and emerging national problems."

Assessments would include identifying existing or probable impacts of technology and identifying alternatives with estimates of impacts, including the physical, biological, economic, social and political effects of such actions. OTA would support and hopefully go beyond existing activities in this area currently available to members of Congress and congressional committees. Congress, in its role as the national forum for deliberating and deciding upon conflicting goals, values, priorities, resource allocations and the distribution of benefits, risks, and costs, would be greatly assisted by OTA.

As to the need for OTA, Congress has expressed its will in enacting Public Law 92-484; and in my own mind, I think that OTA can bridge a large gap in Congress' need for information.

As to the use of OTA and its work product by the Congress, I accept the fact that OTA will have to build a reputation for objectivity, bipartisanship, and credibility with members of Congress. I am confident that OTA can meet that

test—hence, my appearance here today to urge favorable action on OTA's supplemental request, so we may begin, as quickly as possible, to build a technology assessment capability for use by the Congress.

Mr. Chairman, as I am sure all the Board members do, I personally look forward to being a very active and contributing member of the Board of the Office of Technology Assessment; and I am confident that this uniquely congressional entity will become a most valuable tool for members of Congress.

FIRST PRESENTATION TO SENATE

Senator HOLLINGS. Congressman Davis, we welcome you to the committee. Can you elaborate to the point of just why this is being presented for the first time here on the Senate side? We would like to really present all these appropriation requests before the House committee first.

Representative DAVIS. We would have preferred that, Mr. Chairman. There were a good many factors that entered into it, none of which was anybody's fault in particular. It was the fact that we had an awfully hard time having an organizational meeting of the Technology Assessment Board itself. We just simply could not find the time when a sufficient number of our members would be free to meet together and that delayed us to the extent that we simply missed the boat on the House side.

I recognize that it is preferable that it originate in the House and it certainly was our wish that that should have happened, but it just did not turn out that way.

If I may, I would like to say that we spent several years of hearings in the House side in the drafting and final passage of this bill authorizing the Technology Assessment Board, and to respond to some of the thoughts that entered Senator Cotton's mind, I would simply say that the primary thrust of all the testimony that convinced the membership of our Legislative Committee in the House that such a board was desirable was the impact of technology upon our country, upon society. There was no—never at any time was there any thought expressed in the testimony insofar as I know, existing in the minds of any of the members of our committee, that it would be a committee that would know things that other people did not know. It was—the thought was that it would perform a function far greater than could be performed by the Library of Congress, for example, inasmuch as much of the information that would be desirable to have on the part of the committees of both the House and of the Senate would be—would require the generating of information rather than simply the retrieval of information from existing sources, and it strikes me that if we had had such a board in many instances in the past, we could have saved many millions of dollars.

PROJECT MOHOLE AND EVERGLADES PROJECT

For example, Project Mohole no doubt would have had properly advanced study and found to have been impractical before we spent the millions we did in trying to pierce the Earth's crust. Another example is the Everglades Airport. And I think in many of the public works projects undertaken by this study, if we had had an indepth study in advance, we would have been able to assess the impact of x number of projects upon the area and upon the country as a whole.

I think this Board will be a useful tool. It is a tool that has been needed. Really, in my judgment, it is long overdue. Such matters as the increased load that is placed on society by the vast amounts, for example, of nonbiodegradable plastics which have to be disposed of some way. That is a normal spur to our country. Studies of problems of that kind are the sorts of things that entered into the minds of our comimttee in the House as this legislation moved forward and so far as I personally am concerned, I do not see this as any sort of super-committee at all but a committee that would find itself ranging across a wide spectrum of problems that do require the generation of information as well as the gathering of existing information in order to allow the Members of the House as well as the Senate to form an accurate judgment not only on legislation that is being acted upon but upon legislation that has already been passed as to whether it is working as it should in the oversight function of Congress.

Senator HOLLINGS. You have had an opportunity to study the $289,000 request?

Representative DAVIS. Yes, I have.

ONE CAVEAT

Senator HOLLINGS. You find it reasonable and justified?

Representative DAVIS. With one caveat, Mr. Chairman, and that is——

Senator HOLLINGS. What is that caveat?

Representative DAVIS. That is that I believe that it would be more in keeping with the standing, the status of the Director if his salary could be $38,000 instead of $36,000; $40,000 would be still better.

Senator HOLLINGS. I think there is a feeling, Congressman, to the effect that the stature of that Board should be maintained and in order to attract the type of fellow in the technological scientific world able to direct would be required to command the respect of the scientific community, that it would be of that level.

However, there is a feeling of economy. There is a feeling on levels of pay that there has always been a slight difference between the House and Senate. I do not know that you are not smarter. I think it is false economy in a way that we practice at times. You get them away from us too readily. But we understand that and that is the one exception that you would take, to the officers' budget, as to the level of pay of the Director itself? Other than that——

Representative DAVIS. Other than that I find no objection.

Senator HOLLINGS. Congressman Mosher, we will be delighted to hear from you, particularly since you have been the leader in Congress on both sides in marine and ocean technology development, to the point whether or not this would assist or would be in conflict with technology as you see it.

SUPPORT OF REQUEST

Representative MOSHER. Well, Mr. Chairman, speaking for myself and for the other two minority House members on the OTA Board, I completely support the request for the $289,000 appropriation. I would like two or three of the phrases that Senator Kennedy used. He spoke of the need to move forthwith. He said that the OTA can be a vital

force that is needed. He spoke of a sense of urgency and he used the very interesting phase we need to begin to commence. I jotted that down.

We, the minority members on the House side, certainly agree with that sense of urgency and we fully support the $289,000 request. We hope that the Senate will take this initiative and we certainly will support an effort on the House aide to agree with the Senate if you do take this initiative.

I would like to reinforce the emphasis that has been made this morning on the fact that the OTA—I was a little bit concerned about Senator Cotton's question as to what type of recommendations, was the word he used, recommendations that the the OTA will be making. Maybe there is a narrow distinction here but I think of the OTA as making necessarily firm recommendations. I think of it more as an instrument by which the Congress, and particularly committees of the Congress, will get much better, much more complete information.

NEED OF CLEARER UNDERSTANDING

We have been flying blind so often in decisions we make in these technology matters and we desperately need better information, better understanding of the options that are before us, better understanding of alternative programs, better understanding of the consequences, even secondary and tertiary consequences as distinguished from the immediate type of technology, and it is that type of information and advice that we would get from OTA rather than specific recommendations.

I think we want to avoid any thought of OTA as being a decision-making agency. Congress and the Members and the committees of the Congress need to reserve to themselves the right to make decisions and OTA will not be making decisions for us. I just want to make that emphasis.

Senator HOLLINGS. With respect, though, to competing committees, interests, jurisdictions, or otherwise, we have for example many bills on energy and tomorrow we will be debating the National Energy Policy Council bill. One of the amendments by the Senator from Montana, Senator Metcalf, which would put GAO also into the correlation and compiling of information, statistical material—$10 million appropriation just for that, twice even what was authorized for the entire scientific endeavor here at the same time, I know Senator Jackson is very much concerned with the energy situation. He is in this energy field along with a number of other committees, and possibly GAO. Just where the Technology Assessment Board and how would it work with and supplement the different committees work. Would work be consonant?

INVESTIGATION AFTER FACT

Representative MOSHER. I am not aware of Senator Metcalf's proposal for GAO. I think you have to make the distinction that certainly in the past GAO—their investigations have been after the fact. The type of investigation they do is in retrospect.

Senator HOLLINGS. Right.

Representative MOSHER. Certainly, the distinction would be here that OTA, their investigations are before the fact. They are sort of

an early warning system for the Congress and I think that is a very important distinction.

Now, you mentioned my interest in oceanography and the oceans in response to the implied question you asked. Insofar as my knowledge of that area is concerned and our need for information in that area, we desperately need OTA and the type of assistance it will give.

Let me make one comment strengthening, adding to, reinforcing Mr. Davis' question about the Director's salary. I was a little bit shocked frankly, by the discussion between you and Senator Kennedy indicating an agreement that the level for the Director should be $36,000. I think—I can say that we on the House side would be unanimous in supporting a $40,000 salary for the Director. I think we have to recognize that the OTA is not a committee of the Congress. It is a new arm of the Congress, completely separate from the committee structure, and much more similar to the GAO and the Library of Congress. I think it is an agency, an arm of the Congress, that will have that standing, and I would object strenuously to any suggestion that the Director's salary should be limited by any limits that the Senate may place on its staff people. I believe that that is not a valid limit.

Senator HOLLINGS. I understand. Of course, you are on sound ground in looking at the statute which passed both the House and Senate as to really what the limit—what limit was included in the bill that passed both houses.

Finally—I think our colleague, Mr. Udall, is on the way. I will just ask one question, unless you wish to add something else.

CONGRESSIONAL RESEARCH SERVICE

With respect to the Congressional Research Service, the Library of Congress, the other agencies of Government, GAO and otherwise, Mr. Mosher, how would they—would they still be used as you contemplate it?

Representative MOSHER. Oh, very much. I think the Library of Congress Research Service, Congressional Research Service, is a tremendous asset that should be strengthened and expanded. I do not see it as a rival to OTA or in conflict with OTA.

We very carefully provided in the law that OTA will not be responsive just to the individual requests of every Member of Congress, I think that the assessments that are assigned to OTA by the OTA Board, on its own initiative or by a request from congressional committees, represented by the chairman, these should be on a very selective basis, particularly to start with. As Senator Kennedy said, we have got to learn to crawl before we run, and so forth.

I think at the start we have to be very selective. Our means will be limited and they should be extremely—quite different from the type of request that is made to the Library of Congress Legislative Service. The Library of Congress Research Service is responsive to any request of a Congressman and, therefore, gets a plethora of every variety, some very unimportant, and I think that function still has to be maintained in the Library of Congress.

Senator HOLLINGS. Well, what would be the role of the Advisory Council as you see it?

ASSESSMENTS ON CONTRACT BASIS

Representative MOSHER. Well, you know that it is presumed that OTA's work will not be based so much on in-house competence, although we have got to have a very competent though small staff family and experienced in the management of science technology. OTA's assessments will be done largely on a contract basis to wherever the—on an ad hoc basis, so that whatever assessment we are needing we will try to seek the most competent research competence available. And the Advisory Council, as I understand it, as I conceive of it, will be 10 people representing the various facets of the public interest and of the science and technology community, men and women of such experience that they can give us advice and give our staff advice as where best to go to get these assessments accomplished.

Senator HOLLINGS. Would you like to add to that, Mr. Davis?

Representative DAVIS. Yes. I would simply like to point out that GAO and the Library of Congress testified before our committee favorably toward the creation of an Office of Technology Assessment.

I wanted to make one or two other marks for the record. One is that Congressman Olin Teague would very much have liked to have been present here this morning to testify and he was prevented from doing so by illness.

The last point I would like to make is that the plan to ask for an appropriation before the House was mentioned in the House Appropriations Committee report and remarks to that effect were made on the floor of the House by me during the time of the consideration of the supplemental appropriation bill that was last considered by the House. It was——

Senator HOLLINGS. So Congressman Mahon does not feel that we are preempting any prerogatives of the House.

Representative DAVIS. No; he does not.

Senator HOLLINGS. This has been coordinated with the Chairman of the Appropriations Committee of the House.

Representative DAVIS. Yes; it has been.

OFFICE SPACE

Senator HOLLINGS. One other thing concerns the office space. Where would this Office of Technology Assessment be located?

Senator DOMINICK. I do not think that has been decided at all.

Senator HOLLINGS. They will need office space, and I presume it will not be in either the House or Senate Office Buildings.

Representative DAVIS. Mr. Chairman, Mr. Yeager points out that we have found some temporary space in the office space that exists in the Congressional Hotel which is located just behind the Longworth Building, which can be used for a short while.

Senator DOMINICK. GAO is in the process of getting as many suggestions for us as possible and I think some of those were included in the full statement Senator Kennedy put in. We will be making that decision later.

Representative MOSHER. I would urge very strongly, Mr. Chairman, that this be located on the Hill. If it is downtown or separate some

place, that negates the fact that this has to be an arm of the Congress available to the Congress and responsible to the Congress.

Senator HOLLINGS. Well, this has been a splendid presentation. I think you have made an excellent presentation. I think particularly we are grateful on the Senate side to you, Congressman Davis, and you, Congressman Mosher, for coming. We are sorry to hear that Congressman Teague was unable to testify.

INTRODUCTION OF REPRESENTATIVE UDALL

Welcome to the committee, Mr. Udall. Your colleagues just left. They gave us a very comprehensive presentation. They itemized amounts comprised of some $289,000 for just the remaining fiscal year 1973. I think of great interest was that we crawl before we walk and walk before we run. In a sense, we must get started, this bill having been signed into law in October of last year. Time is awasting and we need the officers and we need to start moving forward.

HOUSE MEMBERS MISGIVING

Now, there was one misgiving that the House Members expressed in the budget as submitted, in the amount of $289,000 overall item for salaries, to the tune of $100,000 including therein the Director of the rate of $36,000 rather than the enacted level of pay included in the original bill the way it was signed into law. That is sort of my opening comment, where we were when we held the record open. We would be glad to hear from you, any comments or criticism you may have of the appropriation request.

Representative UDALL. I apologize for being late. We were detained by the slowest photographer in the free world. We were having our committee picture taken.

I support and endorse in absentia retroactively what my colleagues said here and I am sure they made a very thorough presentation. I came over to underline the importance I attach to this new office if Congress is to perform its independent role in our system. I think the appropriation request is a very reasonable one. I would hope that it would be granted so we can get off the ground. Important technology assessment jobs have to be started on right away in the remaining weeks of this fiscal year to get a start.

I would only add one thing. I would underline this, too, by saying I guess on the House side, having been more closely associated with the problem of executive salaries, I have been blamed and praised both as being the father of this salary commission, to adjust the top salaries in all three branches. It seems to me ironic and certainly unfair to ask someone to take this job of advising the Congress on major technological impacts at a salary which, if it is fixed at $36,000, would be $4,000 a year less than the Doorkeeper of the House is being paid at the present time. Certainly, executive level 3, the under secretary level, the level of U.S. district judges, this $40,000 level, is an appropriate level for someone with very heavy responsibilities that I think we are going to have to ask the Director of this office to undertake. So I would strongly urge that the $40,000 figure be funded and not the lesser figure.

Senator HOLLINGS. Very good, sir. I think you have covered it all. The very fact that you would take the time to come and support this means we have had now the full support of all the Board. Congressman Teague was detained on account of illness. Congressman Mosher talked for all the members on his side. I think this is important, particularly to us on the Senate side because this item ordinarily would originate in the House and we did not want Congressman Mahon to feel that we were trying to preempt the House prerogative in this regard.

You have discussed this, I guess, with the Appropriations Committee.

Represenative UDALL. We have, and you will be sure we will make a strong battle on the House side to support whatever decision our Senate colleagues make on this question.

Senator HOLLINGS. Thank you very much.

Representative UDALL. Appreciate it.

U.S. SENATE

Office of Sergeant at Arms

STATEMENT OF WILLIAM H. WANNALL, SERGEANT AT ARMS

ACCOMPANIED BY:

NICHOLAS J. LACOVARA, ADMINISTRATIVE ASSISTANT TO THE SERGEANT AT ARMS

JAMES M. POWELL, CHIEF, CAPITOL POLICE

LESTER JASON, DIRECTOR, CONGRESSIONAL RESEARCH SERVICE, LIBRARY OF CONGRESS

BUDGET ADDITIONS FOR IMPROVEMENT OF SERVICES TO SENATORS

Senator Hollings. I received a communication from the chairman of the Rules Committee, Senator Cannon, dated April 12, 1973, relating to a request from the Sergeant at Arms for additions to his fiscal 1974 budget to improve the services now offered to Senators in the field of newsletter mailings, microfilm processing, and overall computer support. Senator Cannon attached a letter to him from the Sergeant at Arms, dated April 13, giving additional details of this request.

Under date of April 26, 1973, the Sergeant at Arms, in a letter to me as chairman of the subcommittee, has submitted to me in detail what his recommendations are in this respect. The total sum is an increase of $1,807,298.

RANK REALINEMENT WITHIN CAPITOL POLICE

The Sergeant at Arms also transmitted to me a letter from the Chief of Police, Mr. James Powell, which calls for realinement of the inspector, captain, lieutenant, and sergeant positions within the Capitol Police. The estimated cost of these changes is $122,672, which is included in the previous figure I cited of $1,807,298.

I want to insert a copy of these communications into the record at this point.

[The letters follow:]

United States Senate
OFFICE OF THE SERGEANT AT ARMS
WASHINGTON, D.C. 20510

April 26, 1973

The Honorable Ernest F. Hollings, Chairman
Subcommittee on Legislative Appropriations
Committee on Appropriations
United States Senate
Washington, D. C.

Dear Mr. Chairman:

I recommend the following increases in fiscal year 1974 appropriations for the Office of the Sergeant at Arms to implement improved computer capacity and related services, as ordered by the Committee on Rules and Administration, to increase staff for the Post Office, to reclassify certain positions in the Recording Studio and on the Police force, to increase funding for stationery and to meet increased procurement costs in these areas.

In order to fund and staff properly the needs of updated computer capacity ordered by the Committee on Rules and Administration, I recommend the following actions:

1.	Replace IBM Computer Model 360/40, at an annual cost of	$507,000.	
	With IBM Computer Model 370/155, at an annual cost of	804,000.	
	For a recurring annual cost increase of		$297,000.
2.	Telecommunications Support Equipment, at a recurring annual cost of		400,000.
3.	Purchase, lease and modify software at a one-time, non-recurring cost of		100,000.

4. Additional personnel for Computer Center:

	Computer Center Manager	$26,656.	
2	Senior Programer Analysts	21,488.	
2	Senior Programer Supervisors	25,568.	
1	Lead Analyst	22,032.	
1	Technical Writer	16,048.	
1	Systems Supervisor	23,936.	
2	Systems Programers	19,856.	
4	Computer Specialists	18,224.	
3	Support Operators	12,512.	
1	Supervisor Operator	15,232.	
1	Systems Clerk	10,064.	
			$358,224.

In direct relation to the aforementioned requests, it will be necessary to increase the operational capacity of the Service Department as follows:

Additional folding, printing and inserting equipment at a one year non recurring cost of		$130,000.

Additional personnel:

4	Printing Press Operators at NTE	$12,512.	
1	Assistant Foreman, Duplicating Dept. (day) at NTE	13,328.	
1	Senior Pressman (night) at NTE	12,512.	
1	Cameraman, Duplicating Dept. at NTE	12,512.	
			$ 88,400.
8	Folding Machine Operators at NTE	$ 9,520.	
1	Inserting Machine Operator at NTE	8,976.	
1	Assistant Foreman, Duplicating Dept. (night) at NTE	9,792.	
			$ 94,928.

3 Addressograph Machine Operators at NTE	$ 9,520.	
9 Laborers at NTE	7,888.	
1 Night Foreman at NTE	10,064.	
		$109,616.

Compensation increases for Supervisory Personnel to compensate for increased responsibilities, as follows:

	From	To
Superintendent, Service Dept.	$25,568.	$26,928.
Assistant Superintendent	16,864.	17,952.
Night Supervisor	11,696.	13,056.
Chief Machine Operator	12,512.	13,328.
Assistant Chief Machine Opr.	11,152.	11,968.
Supervisor, Addressograph Sec.	11,696.	12,512.
Foreman, Duplicating Dept.	13,872.	15,232.
Night Foreman, Duplicating Dept.	12,784.	13,328.
Foreman of Warehouse	11,424.	12,512.

Total increase $ 9,248.00

I also request two (2) new repairmen positions as follows:

2 Automatic typewriter Repairmen at NTE	$ 12,512.	
Total increase		$ 25,024.

In addition to the above equipment and personnel requested for the Computer Division and the Service Department, I would like to request additional personnel and reclassification of existing personnel as follows:

Post Office:

5 Mail Carriers at NTE	$ 9,520.	
2 Mail Specialists at NTE	10,336.	
Total increase		$ 68,272.

Recording Studio:

Reclassification of the position Video Engineer at NTE	$24,480.	
to		
Chief Video Engineer at NTE	27,744.	
Total increase		$ 3,264.

Capitol Police:

To increase the supervisory personnel of the Capitol Police as allocated to the U. S. Senate at an increase of $124,304, annually as indicated by the attached letter addressed to me and signed by Chief James M. Powell.

Total annual increase	$124,304.

Finally, I request the following fund increase to cover the needs of a higher level of operation:

Stationery Allowance:

	From	To	
To increase Stationery Allowance	$1,850.	$2,500.	
Total annual increase			$ 650.

The above requests are submitted for your consideration and I will be happy to appear before your Committee to justify the additional equipment, personnel, and increases as set forth above.

Sincerely,

William H. Wannall
Sergeant at Arms

UNITED STATES CAPITOL POLICE
OFFICE OF THE CHIEF
CAPITOL BUILDING
WASHINGTON, D.C. 20510

April 3, 1973

Honorable William H. Wannall
Sergeant at Arms
United States Senate
Washington, D. C. 20510

Dear Mr. Wannall:

During the past year the Capitol Police has continued toward a goal of improving its capacity to provide appropriate security for the Legislative Branch of the Government.

Our training program is constantly being revised in an effort to keep our men informed as to current policies and procedures to which they must adhere in order to satisfactorily carry out their responsibilities. I am pleased to report that the F. B. I. National Academy has granted approval for the admission of selected personnel of the U. S. Capitol Police to that excellent training facility. The Capitol Police lieutenant in command of Training was graduated from the Academy on December 15, 1972. The lieutenant in command of Personnel and Records was graduated on March 30, 1973. Other members of the Capitol Police will attend the Academy as conditions permit.

In an effort to achieve a more balanced police organization, I have made some comparative surveys with other area police departments. Submitted herewith for your information are certain comparative statistics.

In a brief summarization, it is very clear that we have attempted to operate the Capitol Police without the recognized necessary ratios of supervisory personnel to subordinates. I might add at this point that this situation is not the fault of the Congress. I must take the responsibility for the conservative approach now in effect.

In an effort to meet some of these inadequacies, we have utilized some members of the force in acting supervisory ranks, only one rank above their actual rank on the force. While these men have accepted these assignments willingly, it is not an ideal arrangement on a permanent basis.

Beginning with the higher supervisory needs, I recommend that authorization be sought for the following changes in the allocated strength of the Senate Rolls of the Capitol Police:

Increase of two positions for Inspector. This would still leave the ratio for this rank at approximately only 50% of the other police departments of the area.

Increase of three positions for Captain.

Increase of three positions for Lieutenant.

Increase of fifteen positions for Sergeant.

Increase of four positions in a new rank of Detective. This new rank among the plainclothes personnel would provide more balance in the plainclothes division and encourage capable, well-trained officers to remain with the Capitol Police.

I recommend that these changes in assignment replace the same numbers of positions for privates on the force. In other words, the total personnel would remain the same in number as at present. The estimated cost for these changes would be $124,304.

It has become very apparent from our experience that our supervisory capacity has been inadequate. It is our firm belief that these recommended changes would establish a much more efficient police organization and one on which the Congress could rely for adequate security.

I shall be available to appear with you before any appropriate committee, should you so desire.

Yours truly,

James M. Powell

James M. Powell
Chief of Police

SENATE

2	Inspectors	@$22,304	$44,608
3	Captians	@$19,312	$57,936
3	Lieutenants	@$16,320	$48,960
15	Sergeants	@$13,600	$204,000
4	Detectives	@$11,968	$47,872
			$403,376
Less 27 Privates		@$10,336	279,072
Net Increase Senate			$124,304

United States Senate
COMMITTEE ON
RULES AND ADMINISTRATION
WASHINGTON, D.C. 20510

April 12, 1973

The Honorable Ernest F. Hollings
Chairman, Subcommittee on Legislative
Appropriations
United States Senate
Washington, D. C.

Dear Fritz:

With this letter I am transmitting a request from the Sergeant at Arms for additions to his FY74 budget, which will substantially improve the services now offered to Senators in the fields of newsletter mailings, microfilm processing, and overall computer support. He has combined his request for these three types of services because they are actually interdependent; improvements in one requiring support from the others.

I have been working closely these last few months with both the Sergeant at Arms and the staff of my Subcommittee on Computer Services to develop a mix of improvements which will satisfy the expressed needs of our colleagues, but not involve the Senate in wasteful, unplanned growth. Implemented on a graduated basis over the next year, the enclosed request will provide Senators with systems to vastly improve their capabilities for legislative tracking, constituent response, and internal office systems management. I might point out that the requested expenditures are small by comparison to those budgets used by the Executive Branch and private organizations for these services.

The total amount of the requested equipment, personnel and related services for FY74 is $2,087,000.

I assure you that the Committee on Rules and Administration will give detailed consideration to each phase of systems development, design, and procurement before authorizing the Sergeant at Arms to expend the appropriated funds.

Please let me know if you require any additional information. If you desire, I would be most pleased to appear before your Subcommittee to answer any questions you or the other members may have.

With warmest personal regards, I am

Sincerely,

Howard W. Cannon
HOWARD W. CANNON
Chairman

United States Senate
OFFICE OF THE SERGEANT AT ARMS
WASHINGTON, D.C. 20510

April 13, 1973

The Honorable Howard W. Cannon
Chairman
Committee on Rules and Administration
United States Senate
Washington, D. C.

Dear Mr. Chairman:

With your approval, I would like to make the following requests of the Legislative Appropriations Subcommittee for additional equipment and personnel to update the existing facility of the Computer Center and Service Department, to better serve the Members of the United States Senate.

Computer equipment will be updated to IBM 370/155 computer at a cost of approximately $804,000.00 per year. Telecommunications support equipment, not to exceed $400,000.00 per year. Purchase, lease and modification of software, not to exceed $100,000.00 for Fiscal Year 1974.

It is to be understood that the above items of computer equipment, telecommunications equipment and software requirements will not be implemented unless expressly authorized by the Chairman of the Committee on Rules and Administration in accordance with plans now being formulated by the Committee.

Personnel necessary to operate and supplement the above equipment request would consist of 19 new positions at a cost not to exceed $273,000.00 for Fiscal Year 1974. These are to be phased in only as needs develop and services are needed.

Architectural cost necessary to modify the existing computer and Service Department complex will be supplied by the Architect of the Capitol.

To support the anticipated increase in mailings authorized by the Committee onRules and Administration it would be necessary to install additional printing presses and supporting equipment. To provide for the increased mailing there would be an approximate cost at this time for equipment of $130,000.00, and an annual cost for the necessary additional personnel to provide for a double shift in the Service Department of approximately $300,000.00 per year.

To establish a basically centralized microfilm service center, to provide for filming of documents, arrange for processing, and related services on a limited basis, cost of equipment and personnel to operate such a limited service would be $75,000.00, plus an approximate cost of film, $5,000.00 for Fiscal Year 1974.

Your consideration of these requests and approval would be greatly appreciated.

Sincerely,

William H. Wannall
Sergeant at Arms

United States Senate

WASHINGTON, D.C. 20510

April 17, 1973

The Honorable Howard W. Cannon
Chairman, Committee on
Rules and Administration
The United States Senate
Washington, DC 20510

Dear Howard:

Many thanks for your communication of April 12. I will certainly bring your request to the attention of my Subcommittee.

Warm personal regards.

Sincerely,

Ernest F. Hollings

SUMMARY OF REQUEST FOR EQUIPMENT AND PERSONNEL

Senator HOLLINGS. We want to welcome our Sergeant at Arms, Mr. Wannall, here. You and Chief Powell may proceed to justify these requests.

Mr. WANNALL. Thank you, Mr. Chairman. May I read my statement?

Senator HOLLINGS. Please.

Mr. WANNALL. Mr. Chairman, if I may, let me start by summarizing the requests for equipment and personnel in the Office of the Sergeant at Arms.

In the Computer Division of the Service Department, we are requesting a larger computer and support equipment for a total of $697,000; an item of purchase, lease, and modification of existing software on a one-time, nonrecurring expenditure of $100,000.

Necessary personnel to support this system, and proposed systems now under consideration by the Committee on Rules and Administration, for a total of $358,224.

To directly support the anticipated increased demands resulting from the installation of the larger computer, it will be necessary to increase the operational capacity of the Service Department with additional equipment at a nonrecurring cost of $130,000, and the necessary personnel to staff and operate the additional equipment at a cost as follows:

Duplicating section, $88,400; folding machine section, $94,928; addressing section, $109,616.

Due to the increased responsibility that will result from the increase in service and additional time in production, I am recommending a salary increase for nine supervisory personnel for a total increase of $9,248.

The above requests for equipment and personnel are a result of a study made at the direction of the Committee on Rules and Administration, after requests by several Senators, so that we may better serve the Members of the Senate in the accomplishment of their legislative duties and service to their constituents.

REPAIRMEN FOR AUTOMATIC TYPEWRITERS

In another branch of the Service Department I am making a request for two new positions of repairmen for automatic typewriters at a salary of $12,512 per annum, each, for a total request of $25,024 per year. The service calls for automatic typing equipment have continually increased due to the acquisition of more of this type of equipment in the various Senators' offices.

It is projected at this time, for the current fiscal year ending June 30, the repairmen in this section will have handled approximately 10,000 service calls to offices of Senators and Senate committees.

REQUEST FOR INCREASE IN MAIL CARRIERS

In our post office, I am requesting five new mail carrier positions at a gross salary of $9,520 each and two mail specialists at a gross salary of $10,336 each.

The increase of incoming mail has resulted in the need for additional personnel to better serve the Members in the delivery and pickup of their mail at scheduled times during the day.

To the best of my knowledge, there has not been an increase in post office personnel since 1959. However, there has been a constant increase in the workload due to incoming correspondence.

The records that I have been able to obtain from the Postal Service indicate that for the 12-month period ending July 31, 1965—total incoming volume amounted to 13,614,000 pieces of mail, and in calendar year 1972, a total of 25,570,000 pieces of mail was handled, indicating an increase of 11,956,000 pieces of mail, with no increase in personnel.

The two mail specialists we are asking for would be trained personnel to operate as X-ray technicians in the scanning of incoming packages and mail which might be suspect, or upon a special request of individual Members. They would also serve as regular mail carriers when not engaged in operating the X-ray equipment.

RECLASSIFICATION OF VIDEO ENGINEER

In the recording studio, I am requesting the reclassification and salary adjustment for one position. The position now classified as video engineer would be reclassified as chief video engineer at a gross salary of $27,774 in lieu of the present $24,480.

The increased work and responsibility of this position, I feel, is warranted for the reason that since the creation of the studio, this position has assumed the responsibility of additional personnel to supervise, as well as maintenance of more expensive equipment, and an increase in the volume of business rendered to the Members of the Senate.

INCREASE IN STATIONERY ALLOWANCE

Mr. Chairman I am requesting a small increase in my stationery allowance which is allocated to my office from the present $1,850 a year to $2,500 a year because of the additional demands made upon this fund.

And now, Mr. Chairman, we will, with your permission, present the Capitol Police appropriations as a separate fund, and, of course, I have furnished you with a letter which has been addressed to me by the Chief, James M. Powell, who is with me today and will present this request.

Senator HOLLINGS. Before we start with Chief Powell, is there not pending some request with respect to the purchase of equipment and machinery for the Senators by your office, a change in the system?

Mr. WANNALL. Yes, sir.

Senator HOLLINGS. As pending now, though, before the Rules Committee, no action has been taken.

Mr. WANNALL. I have been directed to submit to the Rules Committee chairman, not later than today, a report on proposed changes in the clerk-hire system.

Senator HOLLINGS. Your present statement and request does not include that.

Mr. WANNALL. No, sir, it does not, and I do not believe that will require additional appropriation requests for my office.

Senator HOLLINGS. Right.

TELEVISION AND PRINTOUT MACHINERY

Senator HOLLINGS. Let me ask something relative to the television and printout machinery. What is the practice over on the House side now, Mr. Wannall?

Mr. WANNALL. Mr. Chairman, may I ask Mr. Lacovara to answer that?

Senator HOLLINGS. Yes.

Mr. LACOVARA. On the printout of what type of equipment, sir?

Senator HOLLINGS. The television and print-out machinery that they have over there.

Mr. LACOVARA. On the computer?

Senator HOLLINGS. Yes, sir.

Mr. LACOVARA. To the best of my knowledge, sir, and I am not too familiar with their operation except that they are far ahead of us in the amount of equipment and personnel that they have in their computer section, they do have in being a vote tally system to which the Members have access. They are working on quite a number of programs to make a complete retrieval system for the Members of Congress. However, I am not quite sure of what position they are in at this moment. I feel that we are in the position that with the equipment and personnel requested by the Sergeant at Arms, the Senate will be in an advantageous position to commence operation in approximately 6 months with the start of a retrieval system.

Senator HOLLINGS. How many machines would be involved?

Mr. LACOVARA. Eventually, sir, there would be one for each Senator and one for each committee. However, at this time we are looking at the position of approximately 50 to 60 machines to be phased in during the next fiscal year simply because it is physically impossible to phase in any more at this given time, to set up the communications network that would be necessary to get them in operation.

Senator HOLLINGS. Mr. Wannall, have we investigated the availability of the executive branch computer time? Have we ever asked of the executive branch that we be allowed some time on their computers?

Mr. WANNALL. Not to my knowledge, Mr. Chairman.

COMPUTER SERVICE CENTER STAFF INCREASE

Senator HOLLINGS. You are requesting an increase in the computer service center staff from 20 to 39 employees. You are also requesting a 1-year nonrecurring appropriation for the purchase, lease, and modification of computer software. Will not this increase in computer staff result in your having ability to develop and modify your software in house and thereby eliminate the need for $100,000 additional?

Mr. WANNALL. Mr. Chairman, I have discussed that with Mr. Lacovara just recently and I would like him to answer your question.

Mr. LACOVARA. The question as I understand it, is could our own personnel accomplish this item requiring the $100,000? We are asking for the $100,000 to buy retrieval programs which are now primarily in being and would save the Senate quite a bit of money. If we put our personnel to a duplication of effort for something that already exists and which we can buy at a much cheaper rate than what is would cost to assign personnel to complete as well as the time factor

involved. It would take probably 6 months to a year to develop this retrieval program system by personnel that we might be able to locate when the urgency to get this program into being within the next 6 months is the primary factor.

If the committee does grant the request of the Sergeant at Arms, it will take some time to locate competent personnel to accomplish these programs for the Senate. The existing personnel are already occupied and too busy to take on any new work.

Mr. WANNALL. This, of course, Mr. Chairman, hinges upon whether or not we get the new larger computer. If that were in being, then these new people would be used to convert from the old computer to the new.

Senator HOLLINGS. Well, now, what is the pay level with respect to the private industry pay levels of those within your Department, the Sergeant at Arms? Are they comparable?

Mr. WANNALL. Well, Mr. Chairman, I think ours are a little lower. I say that because we have had trouble getting people to come into our computer section at the salaries we are offering. We have had two applicants turn down our offers in the past 3 months. They refused the job because they thought they should have several hundred dol ars more a year than we were able to offer them.

Senator HOLLINGS. Well, that answer would indicate that—I do not want to say marginal employees, but how do you get them? Are we going to have to increase it to get competent people, then? What does John say? He is shaking his head. How do you get them in here, give them a title?

SECURITY AND FRINGE BENEFITS

Mr. LACOVARA. No, sir. As you are probably well aware, in the past years the software industry for computers has suffered somewhat from a lack of work and many of the people who are making higher salaries are willing to come to work for the Senate for the security that they feel is involved and for the fringe benefits that they would get as a result of the employment with the Senate. They are willing to give up a monetary income now for security and the fringe benefits.

Senator HOLLINGS. Let me ask Mr. Jason—will you come forward, please, from the Congressional Research, what we are trying to do is get at the point of the Congressional Research System doing this work under its present budget. As I understand you to say, you might not be able to do it unless you get additional money?

Mr. JASON. Well, the proposal is that the Sergeant at Arms will be getting equipment for the Senate and that CRS and the Library of Congress will be inputting its data banks into that equipment. In other words, CRS will be using the Library's computer but our own data bank but at the receiving set which is what the Sergeant at Arms is seeking, that would be paid for by the present budget request that the Sergeant at Arms is making.

Senator HOLLINGS. Are all of your expenses covered?

EXPENSES COVERED BY AMENDMENT TO 1974 BUDGET

Mr. JASON. Our expenses would have to be covered by an amendment to our 1974 budget.

Senator HOLLINGS. In what amount?

Mr. JASON. It would be in the order of about $350,000. This will include approximately—and I will send you a letter, Mr. Chairman, about this as soon as I have a formal request from Senator Cannon, the Rules Committee—this will comprise about $225,000 for the CRS budget which is directly inputting and preparing the information, and approximately $100,000 for the Library's ISO, Information Systems Office, which deals with the hardware.

Senator HOLLINGS. Is there something else about this joint effort that you want to get into the record at this point about this budget? We want to be able to cover it completely and get a total picture.

Mr. JASON. I think it is safe to say our request will be in the order of $350,000. This would involve, Mr. Chairman, approximately 18 or 20 positions of which 15 would be within CRS to input and keep up to date the information base, and I believe that the Library's Information System Office, which is dealing with the hardware itself, will require 2 positions on a permanent basis plus 3 managers for this first year.

I will give you the details in a letter for the record.

Senator HOLLINGS. The machine would go to each Senator and each Senate committee, is that correct?

Mr. LACOVARA. Eventually, Senator, that is the plan. However, this $400,000 that is requested is for the initial fiscal year input which will give us a start on the program. I think Mr. Jason will probably bear me out that it would be physically impossible to furnish terminals to all offices and we do not want to ask for more funds than will be necessary in this year to put in terminals and to have the information in the retrieval system. So next fiscal year we will probably have to ask for an addition of approximately $320,000.

LEASED EQUIPMENT

Senator HOLLINGS. Is this equipment purchased outright or leased?

Mr. LACOVARA. No, sir. This is leased.

Senator HOLLINGS. So this is a recurring cost.

Mr. LACOVARA. Yes, sir, it would be a recurring cost.

Senator HOLLINGS. What about the economy of that? Do you recommend it?

Mr. LACOVARA. Yes, sir, I do, because of the rapid changes of the technology in the computer field and all electronics. If we purchased the equipment we would be locked into equipment that could be obsolete within 30 days or 6 months or a year. As long as we are on a lease basis, we can always have the latest type of equipment available to the Members of the Senate.

Senator HOLLINGS. Very good.

LETTER FROM LIBRARIAN OF CONGRESS

Subsequently the subcommittee received from Mr. L. Quincy Mumford, Librarian of Congress, a supplemental budget submission in which he requests additional appropriations in the amount of $349,000 to augment the staff of the Congress briefings and all the regular Library staff in connection with the proposal from the Rules Committee and the Sergeant at Arms to provide video screen terminals for same office.

[The letter follows:]

THE LIBRARIAN OF CONGRESS

WASHINGTON, D.C. 20540

May 18 1973.

Dear Senator Hollings:

I am requesting that the 1974 Budget Estimates for the Library of Congress which are now being considered by the Legislative Branch Subcommittee of the Appropriations Committee be amended. I am requesting the following additional increases:

Salaries and Expenses, Library of Congress

New positions requested (2):		
1 GS-14, 1 GS-13	$ 40,697	
Personnel Benefits	3,703	
Total	$ 44,400	
Temporary staff for modification of existing computer programs (non-recurring)	52,000	$ 96,400
Rental of Equipment		15,600
Total additional increase, Salaries and Expenses, Library of Congress		$112,000

Salaries and Expenses, Congressional Research Service

New positions requested (15):		
1 GS-15, 1 GS-13, 2 GS-12, 1 GS-11, 2 GS-9, 1 GS-7, 4 GS-5, 3 GS-3	$167,266	
Personnel Benefits	13,934	
Total	$181,200	
Temporary staff for support services, issue briefings, and bibliographic display systems (non-recurring)	$ 38,000	$219,200
Printing and Reproduction		16,500

Office Supplies 1,300

Total additional increase, Salaries and Expenses, Congressional Research Service $237,000

The Chairman of the Senate Committee on Rules and Administration and other members of that Committee have discussed with us the feasibility of providing the Senate with three new computerized information files through video-screen terminals and printers which are to be obtained by the Sergeant-at-Arms for installation in various Senate offices. Mr. Jayson, the Director of the Congressional Research Service, explained this item in testimony before your Subcommittee at the time of the Library hearing, and again when the Sergeant-at-Arms requested funds in his budget for the video-screen terminals and printers which would be connected to the Library's computer.

On May 15, 1973, the Chairman of the Senate Committee on Rules and Administration wrote to us asking that we request the funds necessary for the development of this new service for the Senate. I am enclosing a copy of the Chairman's letter. I am also enclosing a copy of our letter of April 30, to which the Chairman refers. Our letter described in some detail the content of the proposed issue briefing system, which is one of the three computerized information files encompassed within the proposal.

The primary purposes of the three automated information systems for which I am requesting this amendment are:

1. To provide Senators, committees, and their staffs with ready access to up-to-date centralized files containing basic essential information on public policy areas (this is the issue briefing system mentioned above);

2. To provide Senatorial offices with brief abstracts of legislation pending before the Congress, current information on the status of that legislation, and indexes to that legislation (this would include material now published in the Bill Digest); and

3. To provide access to annotated bibliographic citations of current periodical literature, government publications, Congressional documents, CRS research reports, and related literature on public policy issues and other subjects of special interest to Congress, and to make these articles and monographs available upon request (this would include data maintained in CRS's current awareness program).

You will note that Chairman Cannon's letter of May 15 suggests that none of the funds now being requested be spent until the satisfactory completion of the test of the Bill Digest System currently being conducted in six Senate offices, and subsequent approval of the Committee Members involved. This is fully in accord with our intention.

It should be noted that if the computerized information systems are satisfactory, their application could also be made available in the House of Representatives if they are desired by that Body. Development of the proposed systems would, in addition, be a significant aid to the Congressional Research Service in its service to the Congress as a whole.

I have enclosed a revised summary table which shows the budget amounts authorized by the House, the additional increases appealed to the Senate, and further increases I am now requesting in this amendment letter.

Sincerely yours,

L. Quincy Mumford

L. Quincy Mumford
Librarian of Congress

93-170 O - 73 - 34

Library of Congress
1974 Estimates

May 18, 1973

	1973*	1974 Estimate	Approved by House	Additional Increases Appealed to the Senate	Amendment	Revised Total Request
Salaries and Expenses, Library of Congress	$36,320,000	$40,256,000	$39,213,000	+ $ 646,000	+ $112,000	$39,971,000
Salaries and Expenses, Copyright Office	5,041,000	5,242,000	5,139,000	----	----	5,139,000
Salaries and Expenses, Congressional Research Service	9,155,000	11,111,000	10,690,000	+ 421,000	+ 237,000	11,348,000
Salaries and Expenses, Distribution of Catalog Cards	10,275,000	10,343,000	10,343,000	----	----	10,343,000
Books for the General Collections	1,118,650	1,194,650	1,194,650	----	----	1,194,650
Books for the Law Library	181,500	208,500	208,500	----	----	208,500
Salaries and Expenses, Books for the Blind and Physically Handicapped	8,892,000	9,921,000	9,672,500	+ 248,500	----	9,921,000
Collection and Distribution of Library Materials (Special Foreign Currency Program):						
Foreign currencies	2,627,000	1,971,400	1,971,400	----	----	1,971,400
U. S. dollar support	276,000	295,600	295,600	----	----	295,600
Furniture and Furnishings	4,435,300	2,876,000	2,868,000	+ 8,000	----	2,876,000
Revision of Annotated Constitution	----	29,000	29,000	----	----	29,000
Revision of Hinds' and Cannon's Precedents	120,000	132,000	132,000	----	----	132,000
Total	$78,441,450	$83,580,150	$81,756,650	+ $1,323,500	+ $349,000	$83,429,150

*based on House Report.

United States Senate
COMMITTEE ON
RULES AND ADMINISTRATION
WASHINGTON, D.C. 20510

May 15, 1973

Mr. Lester Jayson
Congressional Research Service
Library of Congress
Washington, D. C. 20540

Dear Mr. Jayson:

This is to acknowledge your letter of April 30, 1973, describing improvements to the Library of Congress information systems which include the Bill Digest, Issue Briefing and Bibliographic systems. It is my understanding that you will need to request $350,000 from the Appropriations Committee as part of the supplemental appropriations bill in order to fund the development of the new service for the Senate and the Library. I would advise you to ask for this appropriation in the amount which you requested, but request that none of the money be spent subject to satisfactory completion of the test of the Bill Digest System currently being conducted in the six Senate offices, and subsequent approval of the Committee Members involved.

With every best wish, I am

Sincerely,

Howard W. Cannon
HOWARD W. CANNON
Chairman

THE LIBRARY OF CONGRESS

Congressional Research Service

WASHINGTON, D.C. 20540

April 30, 1973

The Honorable
Howard W. Cannon
Chairman, Committee on
Rules and Administration
United States Senate
Washington, D. C.

Dear Senator Cannon:

As you know, Bill Wewer of your staff has discussed with us the possibility of creating an automated Issue Briefing System. At Mr. Wewer's request, we submit for your consideration a general description of how the system might work and what it might contain.

Mr. Wewer had earlier noted that

> Each Senator has an interest in certain key issues, and his staff spends a great deal of time and effort collecting, filtering, and maintaining general information. To relieve the staff of this time-consuming task, many offices have shown an interest in acquiring the capability to access centralized files containing essential information on topics of interest. The file would be continually updated to include current development within each subject area.

In order to satisfy his requirements, it is our present thought to prepare short (the equivalent of six- to eight-page) documents for each major issue facing the Congress and the Nation. These will be stored in the computer's memory. Each issue document would be written in such a way as to provide the user with essential, basic information on current public policies in as brief, concise, and non-technical form as the nature of the issue permits. Each document would be organized into four major categories:

I. Concise definition or description of the issue, and table of contents of other categories. Page 1.

> At a glance, the first page would provide the reader with a basic statement of the issue, what other information is in the document, and where that information is located. The definition of the issue should run to no more than 200 words, enough to give the intelligent reader a grasp of what the document deals with. The table of contents would characterize the types of information provided in other parts of the document.

II. Narrative description of the issue's elements, background, history, problems, proposals, and recent major developments. Pages 2-6, or 8.

This category would consist of a brief, readable, non-technical description of what the issue is all about, what it involves, and its background. It should provide the reader with a condensed but well organized presentation of whatever basic information is needed to understand the scope of the issue, including as appropriate: 1) Elements of the issue; 2) Background and history, including existing programs; 3) Concise characterization of the position of the Administration and others involved, e.g., party groups, lobby organizations, important individuals, etc.; 4) Major problems of current interest, what proposals have been suggested for dealing with them, pros and cons; 5) Recent major developments, including legislative activity, court decisions, terminating programs, etc. Continually updated.

III. Key documentary sources of further information. Aim at three to five entries at most.

This category would be limited to a few of the best and most comprehensive sources of additional information. It is not intended to provide a comprehensive bibliography, since this will be available in the adjacent Bibliographic Control System. The three to five best sources for additional, more extended or technical information could include CRS reports; committee reports, prints, documents, hearings; Congressional debate; major administration, commission, task force, or board reports; journal articles, etc. At this point, the computer could suggest additional subject headings or index terms for related topics of interest in the computer.

IV. Pertinent major legislation and current legislative activity. Text should not exceed two pages, at most.

This final portion of the "issue data" would provide a guide to and description of major legislation pertinent to the topic and the status of such legislation.

In addition to the material contained in each issue document, it will be recalled that the terminal will also contain a growing number of correlative data systems. By the time the Issue Briefing program is in operation, it can be assumed that the Bill Digest/Legislative Status System will be in use (which will provide detailed information on the content and current status of all pending legislation dealing with the issues in which the user is interested), the Bibliographic Control System

(which will contain bibliographic citations to all current Congressional and Executive Department publications, hearings, law journal articles, CRS reports, and major articles in the popular press), and progress should have been made on the Senate-sponsored Office File System (which will presumably contain each Senator's own, basic letters about each issue, his voting record, and whatever background information he may have stored relating to his particular State or constituents' problems).

Throughout the past ten days, our administrative staff has been holding meetings with task forces of research and support personnel to determine what would be the optimum manner of producing the issue documents described above, of determining the organization and staffing required to keep it up-dated and current, and the budgetary implications of both. Our present timetable calls for the preparation of a number of the issue papers during the summer, and putting them into the computer and testing the programs in the fall, in anticipation of making the system available by the opening of the Second Session of the 93rd Congress. The data will, of course, be available on the test CRT's soon to be placed in your Committee members' offices, at the beginning of the fall test period.

We are eager to respond to any suggestions you may have as we develop the system. We look forward to working with you and the Committee staff on this, which is to us a rather exciting new development in legislative information support.

Sincerely,

Lester S. Jayson

Lester S. Jayson
Director

PREPARED STATEMENT

Senator HOLLINGS. I have got a statement from Senator Birch Bayh of Indiana who supports, Mr. Wannall, your request for additional computerization in the printing presses. I want to put his statement at this point in the record.

[The statement follows:]

Since I must attend hearings of the Judiciary Committee, I will be unable to attend this morning's meeting on Legislative Appropriations.

However, I wish to state for the record that I understand and appreciate the request which will be forthcoming from the Sergeant-at-Arms for additional funding for printing presses and computer equipment.

This equipment is sorely needed to keep the Senate Service Department up-to-date in its operations and to assist it in meeting its responsibility of fulfilling the requirements of the Senators.

I have spoken with the Chairman of the Rules Committee and the Chairman of this Subcommittee about this matter. At this point I wanted to be recorded as favoring what is a necessary appropriation for worthwhile ends.

OFF-STREET PARKING FOR CONGRESSIONAL EMPLOYEES

Senator HOLLINGS. Very good. Let me get to the Chief. Mr. Wannall, in the second supplemental appropriation bill which will be considered this week on the floor of the House, I notice $50,000 has been provided for the Architect to provide off-street parking for congressional employees outside the Capitol Grounds on a trial basis. The language beginning on page 18, line 10, of the bill would place this under the supervision of the House Select Committee on Parking and the Senate Committee on Rules and Administration.

Can you explain this item to the committee, please?

Mr. WANNALL. Mr. Chairman, the only knowledge I have of this matter was through a phone call from a staff member of the House Administration Committee who left a note with one of my secretaries noting that the Architect was trying to obtain 2,400 parking places at the armory.

Senator HOLLINGS. D.C. Armory?

Mr. WANNALL. On East Capitol Street—of which he would suggest 1,200 be assigned to the Senate, and 1,200 to the House for employee parking. It involved buses and drivers to take employees back and forth. It also mentioned security coverage for the 2,400 cars parked there during the day. Insurance covering people who may be riding the buses was also to be considered. This is as much as I know about it. I have not pursued the proposal and do not know if the chairman of the Rules Committee is aware of it.

Senator HOLLINGS. Well, let us hear from Chief Powell at this time. See what he knows about it. He is supposed to guard them, you know, and give them security.

Mr. WANNALL. Yes, Mr. Chairman, it would be my guess that he would furnish the manpower.

Senator HOLLINGS. I know you have not enough buses. You jump up and down on the Capitol steps, get buses to carry people.

D.C. ARMORY/D.C. STADIUM

Mr. SCOTT. Mr. Chairman, I was advised yesterday by the Office of the Architect of the Capitol that the location is not the D.C.

Armory parking area, but the D.C. Stadium, RFK Stadium parking lot.

Senator HOLLINGS. The presentation made at the time was D.C. Armory; and if it worked good, then they would consider D.C. Stadium.

Mr. SCOTT. That is what the House report says, too, the D.C. Armory; but the Architect says it is not the D.C. Armory, it is the RFK Stadium.

Senator HOLLINGS. Let us hear from Chief Powell.

Chief POWELL. I am just about in the same situation that Mr. Wannall is in. Last year, Congressman Sisk of California presented this proposal to Mr. Johnson, Sergeant at Arms of the House. They discussed it. I was called in to participate in this discussion. It was discussed, and that was the last I heard until a few weeks ago I was notified by Mr. Sisk's office—Mr. Tony Coelho—and he stated that the House Parking Committee, composed of Chairman Hays, Chairman Sisk, and Mr. Gross, had given further consideration to this proposal, and, No. 1, they asked me if we had any buses. I told them that we did have three antiquated buses that we utilized only very occasionally in the face of emergency situations to transport police officers or to provide us with mobility in dealing with emergency situations. I did not think those buses would be suitable to use in shuttle service because I did not think they would mechanically stand up very long.

Then he pointed out that they had discussed the utilization of some buses owned by GPO, that they could use some of them in an emergency situation. I was asked if we could possibly provide for security at the parking lot. I had previously discussed this proposal with the chief of the Metropolitan Police and the chief of the Park Police. Actually, this lot they were considering is in park territory. The chief of the Park Police informed me that they absolutely would not be able to provide security without additional men, and that we would have to undertake that responsibility unless they were given more men.

I reported this back to the House Sergeant at Arms. It would seem that if they do initiate this program, it would require a minimum of seven police officers. I would think that we would have to assign police officers to the area, certainly during the hours that the lot is open and during the period cars would be there.

LEGAL AUTHORITY OF CAPITOL POLICE

Chief Wilson took the position that it would be more efficiently operated, if we could do it ourselves—the fact that we were dealing with our people. I pointed out that the Capitol Police would not have legal authority there unless some language was inserted, and I believe—I talked to Mr. Roof the other day, from the architect's office, and he indicated that they intended to suggest the insertion of some language in the law to make it possible for Capitol Police officers to have appropriate police authority in the area.

Senator HOLLINGS. So far as you know now, the intent is for the Capitol Police rather than the Park Police to provide the security.

Chief POWELL. Yes, sir.

Senator HOLLINGS. And the lot is to be opened during what hours? When you talk of seven additional officers——

Chief POWELL. Tentatively, the hours suggested were from 7 in the morning until 10 or 11 at night. That has not been resolved completely.

Senator HOLLINGS. That is two shifts of 3½? How do you get the seven additional officers? How many would be actually at Kennedy Stadium?

Chief POWELL. We would try to keep two there at all times; and in doing that, you have to allow for some relief for days off, annual leave, and so forth. I cut it down pretty thin, I believe. It would depend again whether or not the lot would be open 7 days a week or 5 or 6. I think the initial intent was 6 days, Monday through Saturday. Considering days off and leave, it would take about seven officers to keep two there continually.

Senator HOLLINGS. Do you think two would suffice?

Chief POWELL. I would think so. If some emergency developed, the officers would have radios and be in contact with our dispatcher and could request assistance as necessary.

DISTANCE AND TIME FROM RFK TO CAPITOL

Senator HOLLINGS. What is the distance between RFK parking lots and the Capitol?

Chief POWELL. It is about 20 blocks or 2 miles.

Senator HOLLINGS. Normal transportation under normal speeds takes you how long to get from RFK to the Capitol?

Chief POWELL. It takes about 10 to 15 minutes.

Senator HOLLINGS. What about drivers for these buses? Did they want the Capitol Police, or who would operate it?

Chief POWELL. They stated they would furnish the drivers.

Senator HOLLINGS. That is under whom? Under the Sergeant of Arms?

Chief POWELL. I am quoting Mr. Sisk's administrative assistant on that. I believe the intent is to have the drivers under the supervision of the Architect——

Mr. WANNALL. Mr. Chairman, if I may interrupt, he said that the Government Printing Office would furnish buses. Now, does that mean that the Government Printing Office would also furnish the drivers to take these buses back and forth?

Senator HOLLINGS. That is the question I had in mind. At the last hearing we had with the Architect, he stated it was three buses which, of course, would be inadequate——

Mr. WANNALL. I think so, too.

Senator HOLLINGS [continuing]. For that number of parking spaces.

Let me ask as a matter of information around the Capitol, who has the authority for the assignment of parking? The Sergeant at Arms?

Mr. WANNALL. I do, yes, sir, under the direction of the Rules Committee.

Senator HOLLINGS. On your side, the Sergeant at Arms. On the House side of the Capitol——

Chief POWELL. No, they have changed. They have a special Parking Committee on the House side. Mr. Sisk is the chairman of it.

RESERVE PARKING SPACES

Senator HOLLINGS. So they have a Parking Committee on the House side, and we have the Sergeant at Arms on the Senate side. Approximately how many places do you have?

Mr. WANNALL. Chief Powell has that figure in his report, Mr. Chairman.

Chief POWELL. Yes, we have on the Senate side 2,418 reserved spaces, total.

Senator HOLLINGS. What is the nature of the occupancy of those 2,400 places? When you talk about the Capitol, you talk about the streets around the Capitol, too.

Mr. WANNALL. Yes, sir.

Senator HOLLINGS. This goes not only to the Capitol Grounds itself but the Senate Office grounds also, the ones on the side of the Senate Office Buildings.

Mr. WANNALL. That is right. Union Station area, Louisiana Avenue, New Jersey Avenue.

Senator HOLLINGS. Go right ahead and tell me just generally the breakdown. I am trying to see who is going to use or who should use the RFK parking lot.

Chief POWELL. Well, we do not have that specific breakdown that you asked for with us at this time.

Senator HOLLINGS. You do not have so many Senators, so many Senate staff, so many Capitol Police, so many Senate employees? There is no breakdown?

Chief POWELL. There is, yes, sir, in the office files.

Senator HOLLINGS. Can you furnish that later to the committee? I am just trying to get the order of priority. They usually call it the pecking order. I want to call it the bumping order, who is going to get bumped to RFK and who is going to move.

PARKING SPACES OCCUPIED BY POLICE

Chief POWELL. It has already been suggested that the police stand in the front line for this bumping order.

Senator HOLLINGS. How many parking spaces are now cocupied by the police, approximately?

Chief POWELL. Well, at any given time there are about 355 or 360 police officers on duty during the second relief, which is the day shift from 7 to 3.

Senator HOLLINGS. Each would have an automobile? I am talking about parking spaces.

Chief POWELL. No, sir. They pool, mostly. These fellows park as far away as—on the Senate side police officers park over by Union Station and on the House side the problem over there—we have no authorized parking over there actually. They had previously been assigned. But like some other employees here on the Hill, elevator operators and doorkeepers and others, who have to be parked, yet are unassigned. It is only with the elasticity of enforcement with our system that we are able to partially cope with the parking problems.

Senator HOLLINGS. In the House bill on page 19, the language compares the U.S. Capitol Police with respect to such areas as transportation and transit routes in operation shall have and perform the same powers and duties as vested by law in the Metropolitan Police of the District of Columbia and the U.S. Park Police. So since that is imminent and would be discussed at least in conference, would you familiarize yourself, please, and talk to that committee on the House side and anyone else that might have some information and see if you should furnish further information to this committee?

Chief POWELL. Yes, sir.

Senator HOLLINGS. Or any comments that you wish. It has got to be coordinated.

Mr. WANNALL. Mr. Chairman, may I speak off the record?

Senator HOLLINGS. Yes, sir.

[Discussion off the record.]

Senator HOLLINGS. Let us go back on the record. Chief, let us hear from you at this time.

We will enclose at this point the April 3 letter from the Chief of the Capitol Police, James M. Powell, to Hon. William H. Wannall, the Sergeant at Arms.

Mr. WANNALL. Mr. Chairman, may I start by saying that I have gone over carefully with the Chief his requests and I do concur in them as he will recommend them to you.

OPERATING BUDGET

Chief POWELL. Mr. Chairman, in our original presentation for our so-called operating budget, we requested a total of $394,295 for supplies, motor vehicles, communications. Office supplies, $8,000, laundry and dry cleaning, $20,000. Communications $151,995. On that item we requested a so-called customtronics system. The House did not approve that request and that item was therefore reduced by $90,000. That left the approved for communications at $61,995. Motor vehicles was $48,000. That is the purchase of and repairs to and including gasoline and oil.

The allowance for the secretary of the police force, $300. Equipment and uniforms, which again included purchase of and repairs to our uniforms and equipment, $142,000. And miscellaneous items, $24,000.

We are not desirous of pursuing that item which the House deleted of $90,000 at this time. We feel that we should make a further study on that item.

If you have any questions pertaining to these items further I will be glad to respond.

Senator HOLLINGS. So you are not pursuing the $90,000 needed for that, is that right?

Chief POWELL. Yes, sir. And this actually is mostly a routine presentation otherwise for the operational budget. There are some slight changes from previous years. The laundry, for instance, has been reduced because we have found that due to the increased use of wash and wear shirts, some of the men prefer to have their own dry cleaning rather than to utilize the one we contracted with.

Senator HOLLINGS. What are the increases? The increases in communications, $7,800?

Chief POWELL. Yes. Increase in communications of $7,000 and actually that is for replacement of some equipment.

Senator HOLLINGS. Uniforms, 11 and miscellaneous and others, 6, is that correct?

Chief POWELL. Yes; sir. The uniforms, that is mostly due to increased prices in the equipping of police officers. That cost jumped up from $528 to $563 to equip each officer.

ALL PROFESSIONAL FORCE ON SENATE SIDE

Senator HOLLINGS. Chief, give us some general picture relative to the caliber of personnel you have regarding our college seniors and otherwise who are on there in patronage positions. How many do you have left?

Chief POWELL. Actually on the Senate side—all are now professional, as you know.

Senator HOLLINGS. All professional.

Chief POWELL. Yes.

Senator HOLLINGS. You do not have any patronage.

Chief POWELL. We do not have any on the Senate rolls.

Senator HOLLINGS. If you had an alert and alarm and a particular altercation outside on these grounds and you would call for extra help, they are not down taking exams any longer. They are there, is that right?

Chief POWELL. They are there, yes, sir.

Senator HOLLINGS. How about the House side?

Chief POWELL. The House side, although theoretically they have 131 positions allocated to patronage, 70 of those positions are filled by professional-type personnel. Our recruiting investigators have cleared these men for employment on the police force. There are at this time 24 vacancies under the patronage allocation, so it only leaves approximately 37 regular patronage appointees on the House rules.

Senator HOLLINGS. What is the policy now of the House? Are they going to try to put in professionals? Is that the reason for the 24 vacancies, for you to employ professionals?

Chief POWELL. I think that they will permit us to do that. The problem arises there that as long as we have any vacancies of a permanent nature and as long as the Metropolitan Police have vacancies or the White House, recruits, qualified people, are reluctant to take these positions because of the lack of security in the position under patronage because they feel that it may or may not last.

LIGHTING AROUND CAPITOL GROUNDS

Senator HOLLINGS. Have you had an opportunity to coordinate with the Architect with lighting proposals, increased lighting in and around—Senator Bible asked approximately $800,000 increase for lighting, what he calls security lighting around the Capitol grounds and the office buildings on Capitol Hill. Are you familiar with that at all?

Chief POWELL. Somewhat; yes, sir. I discussed that actually several months ago and I am in agreement that the improved lighting conditions would provide better security.

Senator HOLLINGS. You do not want it lit up like a football field around here. How do you do that? With maximum security you would be on stage but in fact it would not only be unsightly. The Architect said he would have to increase the lights on the Capitol dome to get the contrast desired.

Chief POWELL. I am sure that some compromise would have to be made in this area.

Senator HOLLINGS. What about crime around the Capitol? I know it is up in other places here in Washington.

Chief POWELL. It is down here on Capitol grounds.

Senator HOLLINGS. Down in the streets instead of going up.

Chief POWELL. It is down in the Capitol buildings and grounds. I might point out that since we increased our security measures after the bombing, all crime has been reduced—including petty thefts from the offices.

Senator HOLLINGS. Senator Schweiker.

Senator SCHWEIKER. Thank you, Mr. Chairman. I do want to say I am sorry I was tied up in another meeting and I could not hear the Sergeant at Arms presentation. I just wanted to say I certainly support that request. Our office has made requests in terms of services, in terms of the computerization and mailings and some of the other aspects of it. So we strongly support the request because I really think it is a legitimate request and one that is responsive to some of the needs.

ADMINISTRATIVE COMPARISONS OF OTHER POLICE FORCES

I did want to ask a question. You probably covered this in your presentation. You made some studies, as I understand it, of other police forces in terms of the administrative comparisons.

Chief POWELL. Yes, sir.

Senator SCHWEIKER. Summarize those for me.

Chief POWELL. Actually, I had not gone into that yet.

Senator SCHWEIKER. I am sorry. Go right ahead.

Chief POWELL. We have made a study, and I will have to take complete responsibility for this ultraconservative approach. We knew that we had some problems because it was apparent that we did not have sufficient supervising personnel. From time to time with the concurrence of the respective Sergeants at Arms, we designated certain members of our force as officials in an acting capacity. As a result, we have a total on the Senate side of 18 acting officials one step above the grade that they actually held.

I might point out that there was certainly not on my part or the Sergeant at Arms any attempt to move them into a position of preference toward asking for a promotion for these officers. We found ourselves in this predicament and in an effort to deal with it, we did it in that manner. As a result of that, we studied the overall organizational chart of the Metropolitan Police Department and the Executive Protection Service and Park Police and I even checked Evansville, Ind. I found that we were understaffed in a supervisory capacity. For instance, the Metropolitan Police had 27 inspectors with 3,483 privates and the Executive Protection Service had seven inspectors with 546 privates. They had 13 captains, 33 lieutenants, 112 sergeants.

The Capitol Police, meanwhile, had no inspectors. The Park Police had six inspectors, 300 privates, 11 captains, 18 lieutenants, and 50 sergeants, which generally speaking, pointed out that they had about one sergeant for every five privates and we had about one sergeant to every 14 privates.

Senator HOLLINGS. How are the Capitol Police as compared to the Park Police? What group did you compare them to first?

Chief POWELL. The Executive. The White House. Executive Protection Service. They had 112 sergeants.

But we had attempted to operate with no inspectors. We had myself as the Chief. I have two inspectors assigned to the Capitol from the Metropolitan Police who have been up here for several years and they serve as Assistant Chiefs.

DEFINITION OF INSPECTOR

Senator SCHWEIKER. What is an inspector? Define an inspector.

Chief POWELL. An inspector's rank is one step above a captain.

Senator HOLLINGS. Between yourself and a captain? Is that what it is?

Chief POWELL. Yes, sir; that is correct. These two that we have, serve actually in a capacity as assistant chief and we have broken down our various departments into two divisions, so to speak, with each assistant chief being primarily responsible for assisting me and dealing with, as we call it, House and Senate personnel. Although we are all one police force, we have two payrolls. We have 531 privates, total, on the House rolls, 469 on the Senate. And so, while we are one police department and we have one general set of rules to govern us, on personnel problems, and we do have some, that have to be dealt with, we find that it is more appropriate to have two assistant chiefs who familiarize themselves more directly with the problems on that respective side.

Senator SCHWEIKER. One for the House, one for the Senate.

Chief POWELL. Yes, sir. However, they can and do go to either side. There is no wall of separation. We all work as a team.

PATRONAGE ON HOUSE SIDE

Senator SCHWEIKER. You mentioned that there were still certain similar professional police—some were carryovers under the old system. What were those figures again?

Chief POWELL. On the House roll, theoretically, there are 131 positions still allocated to patronage.

Senator SCHWEIKER. 131. On which——

Chief POWELL. On the House side. None on the Senate.

Senator SCHWEIKER. None on the Senate?

Chief POWELL. No, sir. However, as a matter of practice, the House Administration Committee and the Patronage Committee have concurred that all appointees meet all of the same requirements as the other members of the force.

Senator SCHWEIKER. Were these 131—are they self-liquidating? In other words, we cleaned up ours in the Senate. Is the House doing the same thing or not? Or will they carry on?

Chief POWELL. We have about no more than 37 remaining. They have not formally made a move to liquidate. However——

Senator SCHWEIKER. Thirty remaining. I thought you said 131.

Chief POWELL. They have appointed 70 professional-type people. I have recommended that the committee approve these. These men are of the same caliber as all of the other men. In some cases perhaps they are unaware of their status. We have 24 vacancies under the patronage system over there. So that is 94. So we only have 37 maximum that are on the rolls at this time, true patronage appointees. Many of those people are people that have been approved since this system was developed and they meet all the requirements.

Senator SCHWEIKER. Are they wiping out the patronage system in the House on some liquidating basis or will it continue? The Senate did, as I understand it.

Chief POWELL. Yes, sir. I really do not think I can answer that. At this time they have not formally done so. It is in existence.

Senator SCHWEIKER. That is all I have.

Senator HOLLINGS. We have got a minute before those five bells on the REA conference report. The Sergeant at Arms has completed his testimony. I have completed my questioning. Did you have any questions?

Senator SCHWEIKER. No. I have no questions. I agree with their request.

Senator HOLLINGS. Chief, is there anything else you wish to cover?

Chief POWELL. No, sir. I think this letter probably explains this request.

RECORD HELD OPEN ON PARKING ARRANGEMENTS

Senator HOLLINGS. We will hold the record open, I think, on the matter that—new arrangements for parking. The Architect possibly will testify—testified on the D.C. Armory. We now learn it is possibly the RFK parking. No one knows where we obtain the buses, who is going to drive them, the insurance to cover the carriage, the cost. We do not know whether it is the Park Police or the——

Chief POWELL. I would recommend against actually any consideration being given to police officers driving the buses. I do not think that would be compatible with their assignment.

Senator HOLLINGS. Is it an indignity to be driven away by a police officer?

Chief POWELL. No, sir. Well, it might be in some cases, but I do not——

Senator HOLLINGS. Yes, that is what the Governors do. That is the first thing they do, get a big old lieutenant on the patrol to drive them around, which I think is wrong. I agree with you.

Chief POWELL. It would not offend our dignity. I was just in terms——

Senator HOLLINGS. We ought to have expert drivers who are accustomed to that employ. It is entirely different training between actual transportation and police work.

TRAINING PROGRAM

Chief POWELL. If I might just take a half minute to expand on our training program, I would like to point out that we have graduated two members of our force from the FBI National Academy and we have a

third member in attendance there at this time. We are proud of the progress we have made.

Senator HOLLINGS. You operate with equality.

Chief POWELL. Yes, sir. We feel pretty proud of ourselves. I do not want to feel too proud because we realize something could happen.

CRIME SUMMARY, 1971 AND 1972

Senator HOLLINGS. Do you have a general observation, a percentage of the decrease of crime around the Capitol? You know, we used to outline so many burglaries, so many rapes, attempted rapes, and other things of that kind. Is there a general summary you can give us in specifics?

Chief POWELL. Yes, sir. I have some figures here.

Last year we had eight arrests for felonies, two convictions, five dismissed, one extradited to another jurisdiction. On the misdemeanor list we had 409 arrests which primarily were demonstrations within the Capitol Building in violation of the statutes, and we did improve our conviction record on that. We convicted 367 of those; 36 were dismissed and 1 extradited. Five are still being continued and their cases have not been disposed of.

In traffic arrests, of course, of a noncriminal nature, we did issue or arrest a total of 1,186 persons and 1,025 were fined or imprisoned; 161 were dismissed.

Senator HOLLINGS. How did that compare with the year previously?

Chief POWELL. The felonies were just about the same. We had in the previous year—I remember it was seven for the previous year for felonies. It is just about the same. Over the last 3 or 4 years we have held just about the same picture. I remember several years ago before I was assigned to the Capitol Police, we had some crime in the Capitol Grounds including yoke robberies, et cetera.

[A table follows:]

Crime summary	1971	1972
Assaults (felonies)	4	6
Rape	1	0
Robberies	13	6

OFFICES OCCUPIED BY CAPITOL POLICE

Senator HOLLINGS. Chief, how many rooms do the Capitol Police occupy within this Capitol Building?

Chief POWELL. We have about seven rooms.

Senator HOLLINGS. If you laid out a police force building that has been contemplated in the overall development of Capitol Hill, then you could vacate those offices.

Chief POWELL. Yes, sir. If that building was located fairly close to the Capitol I think we would do that. I would recommend against putting all of our police officers in one building to work out of. I think it would cause too much congestion and confusion but at the same time——

Senator HOLLINGS. You do not believe in police headquarters?

Chief POWELL. Yes, sir, I do. Administratively we could combine—our patrol division and administrative section and training school could all be combined.

Senator HOLLINGS. Every time—with a thousand man police force you would have police headquarters.

Chief POWELL. Yes, sir.

Senator HOLLINGS. Is that not one building?

Chief POWELL. Yes, sir, except in our case where we have so many men of necessity concentrated, I think it would be wise to continue a detail, for instance, so-called Senate Office detail and a House Office detail and then another one for the Capitol, but we could certainly vacate the Capitol if we had a building not too far away. This detail could operate out of that along with headquarters.

Senator HOLLINGS. Thank you very much, and thank you Mr. Lacovara, and Mr. Wannall.

SUBCOMMITTEE RECESS

The subcommittee will be in recess because we are coming back to mark up the supplemental in addition to hearing three other witnesses.

[A recess was taken.]

LIBRARY OF CONGRESS

Division for the Blind and Physically Handicapped

STATEMENT OF DURWARD K. McDANIEL, NATIONAL REPRESENTATIVE, THE AMERICAN COUNCIL OF THE BLIND

ACCOMPANIED BY IRVIN P. SCHLOSS, COORDINATOR OF GOVERNMENTAL RELATIONS, AMERICAN FOUNDATION FOR THE BLIND

LIBRARY ZERO FUNDING

Senator Hollings. We will come to order. We have had your correspondence.

At this time the subcommittee will hear from Durward K. McDaniel, national representative of the American Council of the Blind.

Mr. McDaniel. Thank you, Senator.

As the Senator knows, since 1931 the Congress has appropriated money to the Library of Congress to provide Braille and sound recordings and library service for blind people, and a few years ago the Congress submitted the Library Services Construction Act to authorize some money for services, that is, provide some Federal funds for services, and during the past several years money has been made available for that purpose to the Office of Education.

We were prepared to support money from that source again but we are confronted with what we consider to be a critical situation in that the administration, the executive branch, has requested zero funding, not just for the special library supply and physically handicapped we are interested in but for all libraries for fiscal 1974 and presumably for subsequent years.

The recommendation, I understand, was that such funds should be taken from revenue sharing money at the State level if the States chose to support this kind of enterprise.

EXISTING AUTHORITY FUNDS SOUGHT

We had speculated early in the session that perhaps the Congress would override the veto of the appropriation for the Library Services Construction but we no longer believe that. Having conferred among interested parties, we are vitally concerned about library services for the blind and handicapped people. We decided to approach the Congress with the idea of providing the funds for services thorugh the authority which already exists in the Librarian of Congress, Public Law 89–522. It is not a grant-in-aid type authority but it is authority directly related to what we are talking about, the express language being the Librarian is authorized to contract or otherwise arrange for library services. It is that unique alternative proposal that we would like to develop at this time.

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The Library of Congress, of course, is in that unique position of providing the books and records and tapes and library materials already and we do believe that this is a program which needs central direction and development, and while I think none of us would probably be here advocating this today except for the crisis in library funding, there is a degree of practicality to getting the service development and the provision of library materials in the same administration. We obviously believe that if the Congress would appropriate the money to the Library of Congress for this purpose, there would be no issue of impounding unds inasmuch as it would be administered by the Library of Congress.

I would like to point out that 7 years ago Congress amended the act extending it to other handicapped people who have reading difficulties and at that time the estimates made in the committee report were that they estimated 2 million people wou d be eligible readers. I do not know whether that—there has been no census of those but I think that is a fair estimate and I think it has been increasing since that time as the general population increases. Right now we are serving 300,000 of those persons based on the estimate made 7 years ago. That would be 15 percent of the total eligible readers. If it is larger than that, it would be a smaller percentage.

We are very eager to make library services available to those people just as rapidly as possible.

STATE ADOPTED PROGRAMS

Senator HOLLINGS. Now, suppose taking the administration's position of complete elimination at the Washington level, what do you say to the contention that this could be better administered, better operated, and the blind would be better served if each State adopted a program of this type?

Mr. MCDANIEL. Well, first, let me say that the States have done a great deal. Seven years ago the States were spending about—the committee report says—$1,500,000 a year on this type of library service. In fiscal 1971, which is the latest figures I was able to get, they spent more than $3,100,000. So they already are doing a substantial amount. They have shown a substantial increase, over 100 percent or a little more, in a 5-year period, and I think that shows good State effort, but I do not know that——

Senator HOLLINGS. What I am getting at, from the very nature of the program there is a certain amount of expertise that you could only really locate best in Washington itself to advise and review and keep up to date with the development on reading aids and various other library services that are now being provided by the Library of Congress. Is that not the case?

Mr. MCDANIEL. I do not think we could do it piecemeal State by State as well as the Library of Congress could do it, because it is library oriented. It is a high degree of specialization. And if we are going to equalize, to approach the quality of library services in all the States, I think we need this central leadership and development at the Library of Congress. There is a wide variation from one State to another and one library to another.

ESTELLENE WALKER TELEGRAM

Senator HOLLINGS. Well, I am familiar with the program. It worked extremely well. When I was in the State legislature, I used to bring back reading material and services for the blind back in my hometown. The Senator from my county, his father used to use these services, and I would bring them back each week for him. Estellene Walker from South Carolina is interested in it. She has sent a telegram. We will include her telegram in support of your request at this point in the record.

[The telegram appears on p. 240.]

AMENDMENT TO PUBLIC LAW 89–522

Senator HOLLINGS. Let me summarize—the entire statement will be included in the record. You favor an amendment to appropriate an additional $3,017,500 for the Division for the Blind and Physically Handicapped of the Library of Congress under Public Law 89–522, is that not correct?

Mr. MCDANIEL. Yes, that is, and that would provide for some enlargement, not just status quo holding type of thing.

Senator HOLLINGS. How do you describe that? To what degree?

Mr. MCDANIEL. Well, for example, currently in Federal dollars there are approximately $2 million going into this special library program.

Senator HOLLINGS. So this would be about a million-dollar increase.

Mr. MCDANIEL. Not quite. It would be about $2,867,500—that would be the difference between $2 million, and that would be the increase.

Senator HOLLINGS. I see.

Mr. MCDANIEL. Plus what I have recommended also includes $150,000 for development and monitoring these contracts that the Librarian makes with the distributing libraries.

Now, we were not able to get really a scientific figure on that because the Librarian has not done that before, but I discussed it with Mr. Bray who until recently was the Chief of the Division of the Blind in the Library of Congress.

He thought it might take that much, but that it would take more the first year because of the new functions and new developments, and we decided to recommend $150,000, and, of course, if they do not need it, they will not have to spend it.

MULTISTATE STORAGE AND DISTRIBUTION CENTERS

Senator HOLLINGS. The second amendment was to appropriate an additional $50,000 for the blind and physically handicapped for two multistate storage and distribution centers.

Mr. MCDANIEL. Yes. The percentage of Braille readers among the total is a minor fraction, and Braille, as the Senator knows, is very bulky, and the Library has been trying to develop a program of centralizing the storage and distribution of Braille instead of on each—from each distributing library, regionalizing this. This could mean that more titles could be congregated in one place and facilitate the distribution if we had this facility rather than having to, say, produce in Braille 51 or some multiple of that copies of everything.

Senator HOLLINGS. The 82,000 is the next amount, to fund a computerized union catalog?

Mr. MCDANIEL. Yes. I think the description may be a little more elaborate than that, but for many years we have recognized that there needs to be some way for a librarian—I used in my statement a librarian in Missouri—if he desperately wants to get hold of a text for a blind student, he can write or he can theoretically call the other 50 libraries and say, do you have this, which would be time consuming and very costly. What we would like to see done is this computerized central source so that he can find out on the same day where it is and put a request in. The way it is now, the student either does without, or you may have some volunteer spending many, many man-hours producing the same thing which is available maybe two or three places in the United States, but they do not know it.

SUBCARRIER RADIO BROADCASTS

Senator HOLLINGS. Finally, you have got the subcarrier radio broadcasts. You want to provide that for eligible readers.

Mr. MCDANIEL. Yes. That would come out of this increase on the section 2(a) money. This, Senator, is one of the biggest things that has really come along in the extension to library service for these people. It is audio, of course, and when it is fully developed, it would permit several hundreds or even several thousands of people to be listening simultaneously instead of producing 100 or 500 or some other numbers of copies of books and circulating them tediously over a period of time through the mails.

Also, it would permit much more current literature to be added to the library service, whereas now it is a matter of some months or sometimes even years before a title ever gets produced in certain areas.

PREPARED STATEMENT

Senator HOLLINGS. All right. Your prepared statement will be inserted at this point in the record.

[The statement follows:]

SUMMARY

The American Council of the Blind:

1. Favors an amendment to appropriate an additional $3,017,500 for the Division for the Blind and Physically Handicapped of the Library of Congress to fund Section 2(a) of P.L. 89-522.

2. Favors an amendment to appropriate an additional $50,000 for the Division for the Blind and Physically Handicapped of the Library of Congress to fund two (2) multi-state storage and distribution centers.

3. Favors an amendment to appropriate an additional $82,000 for the Division for the Blind and Physically Handicapped of the Library of Congress to fund a computerized union catalogue resource.

4. Favors the extension of library service through the Division for the Blind and Physically Handicapped of the Library of Congress and the regional libraries by means of sub-carrier radio broadcasts for eligible readers.

STATEMENT

1. Funding of Section 2(a) of P.L. 89-522

The regional libraries serving the blind and physically handicapped are confronted with the probability that there will be no federal funding for them in fiscal year 1974 through the Library Services and Construction Act. The Administration has requested no money and has made it clear that the grant-in-aid function of the Office of Education will be phased out and terminated. The fifty-one (51) regional libraries now serve approximately 300,000 eligible readers, and the numbers are growing steadily. While it is probable that Congress will want to appropriate funds for libraries to be administered by the Office of Education, the prospect of a sustained presidential veto is so great that we feel compelled to advocate the clear alternative of funding through the Library of Congress.

Under Title I of the Library Services and Construction Act these regional libraries for the blind and physically handicapped are currently receiving approximately $2,000,000 per year in federal funds. In a survey conducted by the Chairman of our Committee on Libraries, the responses from nineteen (19) libraries show that the loss of federal funding would in all cases cause a serious reduction in service and would in three (3) cases result in the closing of the libraries. In some instances, federal funds represent 75% of the total budget and the overall average is 40%. Seven (7) of the twelve (12) responding libraries which have sub-regional libraries within their service areas indicated that they would probably

not be able to continue service on a sub-regional basis without federal funds.

Without federal funds most libraries will have to cease the locating of new readers. They will have to reduce service to all readers because staffs will be curtailed. Some will have to cease making cassette books, sponsoring volunteers, publicizing their services and purchasing extras such as large print, tapes and recorded magazines. Some will limit the telephoning of readers to check on problems and some will cease the offering of special services such as locating books in other libraries, textbook service and the use of volunteers. Many of these additional services, while extra to conventional library patrons, have been very important to the blind and physically handicapped.

When P.L. 89-522 was adopted, thirty-two (32) regional libraries were spending approximately $1.5 million and no federal money for these services. By 1971 the number of libraries had increased and the non-federal expenditures had reached $3,116,005.

In the Senate Committee Report on S. 3093 (89-522) it was estimated that there were approximately two million blind and handicapped persons who would be eligible for this special library service. The increase in the number of library users has been gratifying, but seven (7) years later only 15% of the estimated number are receiving service. Expansion of service at a more rapid rate should have priority. Otherwise the substantial number of potential library users will continue to be deprived.

Fortunately the authorization for funding through the Library of Congress already exists in Section 2(a) of P.L. 89-522, to wit:

> Sec.2.(a) The Librarian of Congress may contract or otherwise arrange with such public or nonprofit libraries, agencies, or organizations as he may deem appropriate to serve as local or regional centers for the circulation of (1) books, recordings, and reproducers referred to in the first section of this Act, and (2) musical scores, instructional texts, and other specialized materials referred to in the Act of October 9, 1962, as amended (2 U.S.C. 135a-1), under such conditions and regulations as he may prescribe. In the lending of such books, recordings, reproducers, musical scores, instructional texts, and other specialized materials, preference shall at all times be given to the needs of the blind and of the other physically handicapped persons who have been honorably discharged from the Armed Forces of the United States.

(b) There are authorized to be appropriated such sums as may be necessary to carry out the purposes of this section.

Both the House and Senate Committee Reports recognized the existence of the authorization and the possibility that it might be used. Under prevailing conditions at this time it is imperative that Congress implement this constructive alternative without waiting to learn the fate of appropriations which may be made under the Library Services and Construction Act.

Library statistics show a great disparity from state to state in terms of quality and quantity of service. It is proper and desirable that the Library of Congress should have and should use a large enough appropriation to equalize library services for eligible readers regardless of their places of residence. Accordingly, we urge the appropriation of $2,867,500 to provide for the equalization and extension of services and an additional $150,000 to pay for the cost of establishing and monitoring the contracts and other arrangements for library services.

2. Funding for Two (2) Multi-State Storage and Distribution Centers

In passing H.R. 6691, the House disallowed a request for $50,000 to cover the cost of two (2) multi-state storage and distribution centers. These would be operated on a contractual basis and are needed for storage of bulky braille and talking books and record and tape players. Considering the present rate of growth and the very large potential, this modest expenditure would contribute to the efficiency of the total operation. We recommend that this amount be added to the appropriation.

3. Funding for a Computerized Union Catalogue Resource

Another item disallowed by the House was a request for $82,500 to initiate a computerized union catalogue operated by the Division to provide a ready source of information on all books and documents available through any library or institution. As the number of titles and readers increases, such a rapid central source of information is necessary to expedite service and to avoid expensive and useless duplication of titles. For example, if a blind student in Missouri needs a certain book within two (2) weeks which is not immediately available through his regional library, he may be deprived of the book merely because there is no effective way for his librarian to ascertain that a copy actually exists in another regional library. The cost of a computerized union catalogue is quite modest considering the vast improvement it would bring in the providing of library services.

4. Sub-Carrier Radio Broadcasts for Eligible Readers

One of the innovations of the past four years has been the operation of a special extension to library services by means of sub-carrier radio broadcasts which can be heard by eligible readers on a cheap, special receiver which is loaned by the library. The pioneer project of this kind was initiated in 1969 in St. Paul, Minnesota. Plans are under consideration in many parts of the United States for similar projects. The great deterrent to the establishment of such library-radio services is the lack of money.

The fifty-one (51) regional libraries rely almost entirely on the United States Postal Service to send and receive library books. There are many advantages to the radio extension of library services. First, much information can be transmitted to eligible readers while it is still current. Moreover, hundreds or even thousands of eligible readers can hear the same library material simutaneously thereby multiplying the library service in direct proportion without the costly and slow production of separate copies in braille or on sound recordings for each one. This is not to suggest that a library-radio service could ever replace the present service programs. Rather, the library-radio service would be a substantial new dimension in the overall library program.

There are other attractive considerations in the library-radio service which deserve attention. By reason of age and disabilities, many eligible readers have difficulty in operating disc and tape players. Some cannot operate the machines at all. Many potential readers live in nursing homes and under other conditions which make them dependent on the voluntary cooperation of others in their use of library materials. On the other hand, the special radio receiver requires only the turning of one dial to receive the broadcast library service.

The economic feasibility of the library-radio service has been amply demontsrated and we recommend that the Library of Congress assume the responsibility of developing this new dimension in service for blind and handicapped persons throughout the United States.

Crawford Pike, who is chairman of the Council's Committee on Libraries, is also the director of the Alabama Library for the Blind and Physically Handicapped. Travis L. Harris, who is chairman of the Council's Educational Radio Committee, is also the state director of the Division of Visual Services of which the Oklahoma Library for the Blind and Physically Handicapped is a part. In both states plans are well under way for the establishment of a library-radio service through the regional libraries. If the more than two million potential library users are ever to be reached and served, there must be a centrally coordinated administration of library services by the Library of Congress.

A part of the funding requested for Section 2(a) should be used for the initiating and developing of plans for library-radio services. If there should be any doubt as to the inclusion of radio broadcasting as a part of library services, we recommend that the matter be clarified affirmatively by language in the Senate Committee Report on H.R. 6691.

5. Other Support

Mr. William Pickman, Executive Secretary of the Citizens Advisory Council to the Library for the Blind and Physically Handicapped of New York, has asked that the concurrence of his organization in the foregoing requests and recommendations be conveyed to this Subcommittee. We had hoped that Robert S. Bray could be present to testify in support of our requests and recommendations but a prior commitment required his presence in California. We are honored to have Mr. Bray as a member of our Committee on Libraries.

Mr. Pike and many other librarians would have liked to appear but were not able to because of the expense of travel.

Conclusion

In order to assure progress in this area of special library services for blind and physically handicapped persons, we request that H.R. 6691 be amended to include the amounts stated above and that the legislative history reflect Congressional approval of radio broadcasting as a part of authorized library services through the Library of Congress and the designated regional libraries, agencies and institutions.

If Congress should later decide to appropriate funds pursuant to the authorization under Title I of the Library Services and Construction Act, the sums so appropriated could be adjusted in accordance with the increased appropriations made in H.R. 6691 for the Library of Congress.

LEGISLATIVE COMMITTEE:

Dr. S. Bradley Burson, Chairman, 917 Kenyon Street, Downers Grove, Illinois 60515
Herbert Pitz, 403 Merritt Avenue, Oshkosh, Wisconsin 54901
Robert Riley, 1067 President Circle, Arkadelphia, Arkansas 71293
Art Stewart, 2314 Virginia Avenue, St. Louis, Missouri 63104
Garland Dowling, 1606 S. Springwood Drive, Silver Spring, Maryland 20910
Leonard Robinson, 1209 Burton Street, Silver Spring, Maryland 20910

COMMITTEE ON LIBRARIES:

Crawford Pike, Chairman, 605 North Street, Talladega, Alabama 35160
Robert Russell, Department of English, Franklin & Marshall College, Lancaster, Pennsylvania 17604
Roy De Groot, 463 West Street, Suite 4211, New York, New York 10014
Ellen Gerson, 200 E. 15th Street, New York, New York 10003
David Krause, 2121 P Street, N.W., Washington, D.C. 20037, Apt. #615
Robert S. Bray, 910 Seneca Road, Herndon, Virginia 22070

EDUCATIONAL RADIO COMMITTEE:

Travis Harris, Box 25352, Oklahoma City, Oklahoma 73125
Edward Donnelly, 3801 S. Alaska Street, Apt. 205, Seattle, Washington 98118
Betty McWethy, 3522 Esther Street, Flint, Michigan 48505

BOOKS FOR THE BLIND AND PHYSICALLY HANDICAPPED

Senator HOLLINGS. We are under a little pressure of time. We do not want to press you, but, Mr. Schloss—we are going to include the entire statement of Irving P. Schloss, coordinator of governmental relations for the American Foundation for the Blind. Your statement in its entirety will be included at the conclusion of your remarks, and however you wish to summarize it, we would appreciate it.

Mr. SCHLOSS. Thank you. Let me just indicate I am also representing the American Association of Workers for the Blind and the Blinded Veterans Association.

I will just supplement what Mr. McDaniel already said. We are recommending an increase in the appropriation item for books for the blind and physically handicapped of at least $2,132,500; $2 million would be to supplant potentially lost funds as a result of the problem with the Library Services and Construction Act funding, money that could be used to activate the contract authority under section 2(a) of Public Law 89–522 through which the Librarian of Congress could actually contract with the regional distributing libraries.

In the past, up until 1966 when title 4(b) of the Library Service and Construction Act became law, there was no provision for Federal financial assistance in the actual distribution of books by these regional distributing libraries. They were State libraries or municipal libraries which served multistate areas so that the blind would be using multistate areas with their own State funds or municipal funds.

For example, the Seattle Public Library served the whole Northwest.

Then, one of the major shortcomings had been the distribution factor, the inability of some of the libraries to get enough local or State financing to really support effective library service activity at what you may call the grassroots level. Those of us who lived in large metropolitan areas were very fortunate. The free library in Philadelphia gave very good service to the New York City Public Library but people who lived in upstate New York did not get very good library service out of Albany.

REGIONAL DISTRIBUTING LIBRARIES

In 1966 this contract authority was granted to the Librarian of Congress to actually contract with regional distributing libraries to provide this kind of financial assistance to them to improve the actual distribution of books and sound reproducers. That was never activated, probably because title 4(b) of the Library Services and Construction Act was enacted that same year, in 1966, and as a result of that, each State library agency had been getting approximately $25,000 a year in Federal financial assistance for library services for the physically handicapped.

As a result, prior to 1966 there were 32 regional distributing libraries serving the multistate areas. There are now 51 regional distributing libraries. There is no question that the financing under LSCA has played a major part in improving service from these regional distributing libraries but there is still room for improvement.

Now it looks as if we are going to lose a little bit of LSCA money and that is why we feel that there is a very urgent need at this point to include at least $2 million in the appropriation for the books to the

blind program in the Library of Congress to finance the—assist in the financing in the cause of distributing books.

The other two items that we talked about, there is $50,000 for two multiphase storage and distribution centers. This was an item disallowed by the House and again it would greatly improve distribution.

COMPUTERIZED BIBLIOGRAPHIC SERVICE

Then, the other, the $82,500, was also disallowed by the House and that would be to initiate a computerized national bibliographic service.

Quite a bit of the Braille and recorded literature in this country is done by volunteers, somethimes in one copy, sometimes in a few, on a customer basis. This particular national bibliographic service would have that information fed into it also as to where these books were available so that if a student, let us say, needed a specific book, as Mr. McDaniel indicated, that would indicate where that book would be available and just eliminate the need for a lot of unnecessary duplication of getting copies mailed.

This in effect, is what we are urging the subcommittee to do and hope that our request will be given favorable consideration.

Senator HOLLINGS. It will be given very serious consideration, I know that.

Senator Schweiker?

Senator SCHWEIKER. I have no questions, Mr. Chairman.

Senator HOLLINGS. We want to thank both you, Mr. Schloss, and you, Mr. McDaniel, for waiting us out here this morning and making your presentation here to this subcommittee. It will be very helpful to us.

Mr. MCDANIEL. Glad to have this opportunity. We think this is the only way we have to go. The Library Service Construction Act—I do not know when the appropriation will be voted on but as of June 30 these libraries are going to be very much restricted on their money and central libraries may even have to close down. Some of them are on very small amounts.

STATEMENT OF IRWIN P. SCHLOSS

Senator HOLLINGS. We understand that. The Library of Congress made that clear to us the other day when they made their presentation.

Thank you very much.

Mr. MCDANIEL. Thank you.

Mr. SCHLOSS. Thank you.

[Prepared statement of Irvin P. Schloss follows:]

Mr. Chairman and members of the Subcommittee, I appreciate this opportunity to appear before you on the appropriation item in H.R. 6691 for the Books for the Blind and Physically Handicapped program administered by the Library of Congress for the fiscal year ending June 30, 1974.

In addition to representing the American Foundation for the Blind, the national voluntary research and consultant organization in the field of services to blind persons of all ages, I am also speaking for the American Association of Workers for the Blind, the national professional membership organization in our field, and the Blinded Veterans Association, the Congressionally-chartered membership organization of the Nation's war-blinded.

All three of these national organizations respectfully urge this Subcommittee to increase the appropriation for this vital national library program by $2,132,500 in order to insure essential effective distribution of books, periodicals, and other reading matter by regional distributing libraries to individual blind and severely handicapped borrowers throughout the country.

In characterizing the Books for the Blind and Physically Handicapped program of the Library of Congress as vital and essential, I am not overstating its importance. By providing reading matter in braille and recorded form to blind and severely handicapped individuals who can not use conventional printed material, the program literally means the difference between a fuller life and a life devoid of the pleasures and knowledge gained from reading. For the young, it is an essential concomitant of education and a future life as a productive member of society. For those of working age, it is frequently the key to successful employment. For the elderly blind, most of whom lose their sight in middle age and later life, it is the key to continued mental stimulation and involvement.

The Congress created the Books for the Blind program at the Library of Congress when it enacted the Pratt-Smoot Act in 1931 as a means of assuring a national program to supply braille books for the blind. An amendment in 1933 included recorded books and special record players in the program. The Federal appropriation covered the cost of producing braille and recorded books and record players, while municipal and state libraries lent them to blind readers in multistate regions on a mail order basis at municipal or state expense. The adequacy of library service has varied with each regional distributing library. Postal laws permitted the books to be mailed between readers and libraries free.

Over the years, a series of amendments removed the ceiling on appropriations, included children's books, and added braille musical scores and instructional texts to the program. In 1966, Congress enacted the most recent amendment, Public Law 89-522, which made two far-reaching improvements. First, it authorized service under the program to handicapped persons who could not use conventional printed material because of their handicap but who could benefit from the use of recorded books. These are individuals with severe cerebral palsy, paralysis, or high bilateral arm amputations precluding the use of prostheses. Second, it authorized the Librarian of Congress to contract with libraries and other nonprofit organizations to assist in covering the cost of distributing books and sound reproducers to blind or severely handicapped borrowers. This contractual authority has never been used, probably because of the enactment that same year of Title IV (B) of the Library Services and Construction Act specifically authorizing grants to the states for library service to the physically handicapped.

As a result of the excellent leadership of the Library of Congress and its Division for the Blind and Physically Handicapped, coupled with the support of the Congress through the appropriations process, the pro-

gram has improved considerably since the late 1950s and includes books on casette tapes as well as pressed records and braille books. However, there is still a need for making many more titles available as well as for improved cataloguing and distribution to readers.

Although financial support to regional distributing libraries under the Library Services and Construction Act has resulted in improvement of direct library service to readers, the fact that the Administration has recommended no funding for the entire Library Services and Construction Act for fiscal year 1974 jeopardizes the progress made. In fact, the Office of Education and state library agencies have alerted regional distributing libraries that they may have to lay off personnel; and we have begun to hear reports that some regional distributing libraries are preparing to do so. Based on past experience, there is no reason to believe that the states will supplant lost Federal funds for library service for the handicapped with state funds. Traditionally, library service for the handicapped has been a low priority item with most state and local libraries. It is doubtful that state and local governments will use general revenue sharing funds for this purpose, given the competition for use of these funds for other priorities. Although the Congress will undoubtedly appropriate some funds for the Library Services and Construction Act for fiscal year 1974, it is doubtful that the amount will be high enough to fill the need without risking another veto of the Labor-HEW appropriation bill.

As an alternative, we would strongly recommend that the authority granted to the Librarian of Congress under Section 2(a) of Public Law 89-522 to contract with libraries or other nonprofit organizations to assist in financing the cost of distributing books and sound reproducers be activated. We would strongly recommend that the item in H.R. 6691 for Books for the Blind and Physically Handicapped be increased by at least $2,000,000 to supplant funds which will undoubtedly be lost for

library service to the physically handicapped in any appropriation for the Library Services and Construction Act.

In passing H.R. 6691, the House of Representatives disallowed $50,000 to cover the cost of two multistate storage and distribution centers. These would be operated on a contractual basis and are needed for storage of bulky braille and recorded books and sound reproducers. These storage centers would improve service in the areas they cover.

Another item disallowed by the House was $82,500 to initiate a computerized national bibliographic service operated by the Division for the Blind and Physically Handicapped at the Library of Congress to have a central catalogue indicating the availability of all braille and recorded books, many of them prepared by volunteers throughout the country. Such a central bibliographic service is badly needed and would facilitate prompt service to readers while eliminating unnecessary duplication. The projected cost of this computerized national bibliographic service would be less than $1,000,000 over a five-year period, including fiscal year 1974, with an annual operating cost of $125,000 thereafter.

In conclusion, Mr. Chairman, the national organizations I am representing would be most grateful for your favorable consideration of our recommendations to increase the appropriation for this vital program by $2,132,500 to assure effective distribution of books to blind and severely handicapped readers and to provide essential cataloguing service. This is a unique national program which can function effectively only with direct Federal financial assistance.

U.S. SENATE

OFFICE OF PRESIDENT PRO TEMPORE

STATEMENT OF ROBERT A. BRENKWORTH, COMPTROLLER, U.S. SENATE

PAY INCREASE SUPPLEMENTAL, 1973

Senator HOLLINGS. We will hear from the distinguished Comptroller.

Mr. BRENKWORTH. Mr. Chairman, with your permission, I will first testify on the supplemental 1973 item for the U.S. Senate for increased pay costs. We are asking for $276,240 for inquiries and investigations to be derived by transfer from the appropriations for "Salaries, officers and employees."

Senator HOLLINGS. I am trying to follow you.

Mr. BRENKWORTH. This is not in the statement you have before you which is on the legislative bill. I am testifying on the one supplemental item we have.

Senator HOLLINGS. What is that?

Mr. BRENKWORTH. $276,240.

Senator HOLLINGS. We already put that in.

Mr. BRENKWORTH. That is right.

Senator HOLLINGS. That is the one 1973 pay cost item for the Senate.

Mr. BRENKWORTH. By transfer from salaries, officers and employees.

Senator HOLLINGS. Thank you very much.

SENATE ESTIMATES, 1974

Mr. BRENKWORTH. Mr. Chairman, in presenting the 1974 budget estimate for the Senate we have two estimates which are in the process of being revised. For the purpose of this presentation I would like the committee's permission to consider them as having been submitted.

Senator HOLLINGS. We will.

Mr. BRENKWORTH. They will be included in the estimate as I present them.

Senator HOLLINGS. All right.

Mr. BRENKWORTH. Mr. Chairman, Senate budget estimates submitted for fiscal year 1974 reflect the funding levels authorized by the 1973 Appropriation Act and the First Supplemental Act, 1973. The estimates submitted have been adjusted to fund prospective increased costs resulting from statutorily based actions and the passage of Senate resolutions authorizing additional expenditures with the exception of the January 1, 1973, general pay increase costs.

The 1974 estimates are stated at levels to cover the following acts or actions:

The Federal employees health benefits contribution increase, effective January 1, 1973, as authorized by Public Law 91–418, approved September 25, 1970.

The full year funding of increased obligational authority contained in the First Supplemental Appropriation Act, Public Law 92–607, approved October 31, 1972.

The estimated additional funding necessary to cover an increased level of expenditure authorization provided by resolutions agreed to in the 93d Congress to date.

These estimates total $80,640,030, for an increase of $1,411,605 over the 1973 appropriations of $79,228,425.

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Estimates were increased by $23,100, to fund the health benefits contributions increase authorized by Public Law 91–418, approved September 25, 1970.

By $25,640, to annualize the funding for new positions in the offices of the Secretary and Sergeant at Arms authorized by the Supplemental Appropriation Act, 1973.

By $1,076,205, to increase the funding level of the appropriation "Inquiries and investigations" to cover the expenditure level estimated to result from authorizations contained in the 93d Congress Senate resolutions.

By $300,000, for mechanical equipment and repair of same in the appropriation "Miscellaneous items" as authorized by the committee in Senate Report 92–1297.

By $4,625, to cover an increase in the reimbursement due the Department of Labor, Office of Federal Employees Compensation for payments made to or on behalf of Senate employees, and

By $56,535, to fund additional positions authorized for the Committee on Finance, on a temporary basis, by Senate Resolution 40, agreed to February 22, 1973.

These increases total $1,486,105 and are partially offset by decreases in the estimates of $49,500, representing the nonrecurring gratuity authorized by Public Law 92–607, approved October 31, 1972, and

By $25,000, representing a non-recurring 1973 appropriation for the acquisition of computer software in the appropriation "Miscellaneous items."

These decreases total $74,500 for a net increase overall of $1,411,605.

It should be noted, at this point, that the appropriation for "Salaries, officers and employees" is not funded to cover the longevity compensation and agency contributions for employee benefits payments authorized by law and paid from this appropriation. In addition, the "Administrative and clerical assistants to Senators" item is funded at 97 percent of the authorized level of expenditures. These unfunded obligations paid in fiscal year 1972 totaled $3,260,000 and it is estimated that these payments for fiscal year 1973 will be approximately $3,620,000.

PAY INCREASE COSTS

Mr. Chairman, the estimates under consideration do not include the funds necessary to meet the costs of the January 1, 1973, pay raise.

I feel constrained to advise this committee, at this time, that the estimates for the appropriation "salaries, officers and employees" will certainly fall short of the payroll obligations for 1974.

Estimate, $54,284,080.

Estimated payroll—based on March 1973—$4,593,602—$55,123,224, deficit, $839,144.

This deficit would most likely be increased further by the monthly rate of increase in payrolls from and after March 1973.

Should there be another general pay increase on January 1, 1974, which is most likely since the cost of living, which translates into a comparability lag as a matter of due course, is increasing monthly, the payroll would increase substantially from January 1974.

It is entirely possible, more likely probable, that there would be insufficient funds to meet the May 1974 payroll without a supplemental appropriation.

For the record, this appropriation is presently unfunded, in addition to this pay increase cost, by approximately $5,100,000.

Unfunded clerk hire allowances—3 percent—$1,112,752. Unfunded longevity compensation, 1973, estimated, $425,170. Unfunded agency contributions, 1973, estimated, $3,195,450. Estimated increase fiscal year 1974 over fiscal year 1973 longevity and agency contributions, $360,400. Total, $5,093,772, unfunded.

I felt that I should bring that to the attention of the committee because I think it emphasizes that there will be a need for a second supplemental next year early enough to cover these costs and that the Senate will be able to meet its general large payroll by the middle of May.

Senator HOLLINGS. Why do we not put that in the record of the bill? That is what you are testifying on.

GOVERNMENT ACCOUNTS FINANCED ON DEFICIENCY BASIS

Mr. SCOTT. May I answer that, sir? The budget as submitted by the President for fiscal 1974 envisions that every account of the government would be financed on a deficiency basis. Since the President did not want to recommend at this time for all the departments the amounts for the increased pay costs the Chairman of the Appropriations Committee wrote the Director of OMB and asked him why they did not do this for the entire government and the reply was that throughout the entire government they were going to try to make them absorb as much as they could of the pay cost and that they would come in in January of next year and ask for a supplemental for the balance. And it was thought that since the entire Federal Government was on this basis, not only the judiciary but the executive branch, that the legislative branch should follow the same policy. And that is the policy that has been followed by the House Committee on Appropriations in connection with this bill.

Senator HOLLINGS. The House follows along on that deficiency basis? And how many employees does the House recommend be cut off from employment?

Mr. BRENKWORTH. None.

Senator HOLLINGS. How do you say they are following it, then?

Mr. BRENKWORTH. They are following the executive branch in that they are recommending an appropriation which they know is insufficient that will have to be augmented next year because of the pay costs.

Senator HOLLINGS. If they are following the results, they are not following the policy of trying to resolve it.

Mr. SCOTT. There is one other factor that enters into this, that it is possible there will be another pay increase in October, and if there is, then it would all be out of kilter again even if we put it in here because of this additional pay cost. So if we get our rights, Senator, this would be the only appropriation bill—if we did it for the Senate then we should do it for the House and the Library and the Architect and General Accounting Office.

Senator HOLLINGS. That mournful look you have, I take it you think that would be tragic.

Mr. SCOTT. It would be millions of dollars over the budget.

Senator HOLLINGS. All right. Let me ask, Mr. Brenkworth, as you obviously can see, I do not like to go along on that basis but there

is no use to cause further disruption with the Executive at this particular point.

That concludes your entire statement?

JUSTIFICATIONS

Mr. BRENKWORTH. No, sir. At this point I would like to go through the items and for the sake of time, submit for the record this table and the line item justification of the appropriations and just briefly cover those items which differ from the 1973 appropriation, where we have an increase or decrease.

Senator HOLLINGS. Cover those, please.

[The justification follows:]

Justification

UNITED STATES SENATE

APPROPRIATION	Appropriated Fiscal Year 1973	P. L. 92-607 1st Supplemental	Total Appropriation 1973	Revision Increase	Revision Decrease	Estimate Submitted Fiscal Year 1974
Compensation and Mileage of the Vice President and Senators	$4,778,340		$4,778,340	$3,165		$4,781,505
Expense Allowances, Vice President and Leaders	16,000		16,000			16,000
Total, Vice President and Senators	4,794,340		4,794,340	3,165		4,797,505
Salaries, Officers and Employees:						
Office of the Vice President	430,200		430,200			430,200
Office of the President pro tempore	54,130		54,130			54,130
Offices of the Majority and Minority Leaders	206,165		206,165			206,165
Offices of the Majority and Minority Whips	104,640		104,640			104,640
Office of the Chaplain	18,650		18,650			18,650
Office of the Secretary	2,244,230	$8,980	2,253,210	4,490		2,257,700
Committee Employees	7,696,705		7,696,705			7,696,705
Conference-Majority	153,070		153,070			153,070
Conference-Minority	153,070		153,070			153,070
Administrative and Clerical Assistants to Senators	34,264,925		34,264,925			34,264,925
Office of Sergeant at Arms and Doorkeeper	8,633,250	42,305	8,675,555	21,150		8,696,705
Offices of Secretaries to the Majority and Minority	248,120		248,120			248,120
Total, Salaries, Officers and Employees	54,207,155	51,285	54,258,440	25,640		54,284,080
Other, Senate:						
Legislative Counsel	473,810		473,810	565		474,375
Payment to Son of Allen J. Ellender		49,500	49,500		$49,500	
Total, Other, Senate	473,810	49,500	523,310		48,935	474,375
Contingent Expenses of the Senate:						
Senate Policy Committees	619,540		619,540	890		620,430
Automobiles and Maintanance	36,000		36,000			36,000
Expenses of Inquiries and Investigations	11,848,545		11,848,545	1,094,685		12,943,230
Folding Documents	74,475		74,475			74,475
Miscellaneous Items	6,532,150	246,595	6,778,745	607,905		7,386,650
Postage	138,625	-55,495	83,130		80,645	2,485
Stationery	403,000	-191,100	211,900		191,100	20,800
Total, Contingent Expenses	19,652,335	--	19,652,335	1,431,735		21,084,070
Total, Senate	79,127,640	100,785	79,228,425	1,411,605		80,640,030

APPROPRIATION	Fiscal Year 1973 Appropriation	Fiscal Year 1974 Estimate Revision	Fiscal Year 1974 Estimate	ITEMIZATION
COMPENSATION AND MILEAGE, VICE PRESIDENT AND SENATORS	$4,778,340			Vice President at $62,500 per annum President pro tempore; Majority and Minority Leaders at $49,500 per annum each Senators at $42,500 per annum each 20¢ Round trip mileage each Session
Health Benefits Contribution Increase (5 U.S.C. 8906)		$3,165	$4,781,505	
EXPENSE ALLOWANCES, VICE PRESIDENT AND LEADERS	16,000		16,000	$10,000; $3,000; $3,000
SALARIES, OFFICERS AND EMPLOYEES:				
Office of the Vice President	430,200		430,200	
Office of the President pro tempore	54,130		54,130	(See schedule 1)
Offices of the Majority and Minority Leaders	206,165		206,165	(See schedule 2)
Offices of the Majority and Minority Whips	104,640		104,640	(See schedule 3)
Office of the Chaplain	18,650		18,650	(See schedule 4)
Office of the Secretary	2,244,230			
First Supplemental: One additional position from November 1, 1972	8,980	4,490		
	2,253,210		2,257,700	(See schedule 5)
Committee Employees	7,696,705		7,696,705	(See schedule 6)
Conference Committees:				
Majority	153,070		153,070	
Minority	153,070		153,070	
Administrative and Clerical Assistants to Senators	34,264,925		34,264,925	(See schedule 7)

APPROPRIATION	Fiscal Year 1973 Appropriation	Fiscal Year 1974 Estimate Revision	Fiscal Year 1974 Estimate	ITEMIZATION
SALARIES, OFFICERS AND EMPLOYEES: (continued)				
Office of Sergeant at Arms and Doorkeeper	$8,633,250			
First Supplemental:				
Three new positions from November 1, 1972	42,305	$21,150		
	8,675,555		$8,696,705	(See schedule 8)
Offices of the Secretaries, Majority and Minority	248,120		248,120	(See schedule 9)
OTHER, SENATE				
OFFICE OF THE LEGISLATIVE COUNSEL	473,810			
Health Benefits Contribution Increase		565	474,375	
PAYMENT TO SON OF ALLEN J. ELLENDER	49,500	-49,500		Non-recurring gratuity
CONTINGENT EXPENSES OF THE SENATE				
SENATE POLICY COMMITTEES	619,540			
Health Benefits Contribution Increase		890	620,430	$310,215 each
AUTOMOBILES AND MAINTENANCE	36,000		36,000	
INQUIRIES AND INVESTIGATIONS	11,848,545			
Health Benefits Contribution Increase		18,480		
93rd Congress, 1st Session Resolutions for General Investigations at $14,542,628 in lieu of 92nd Congress 2nd Session of $12,733,650, an increase of $1,808,978 to be funded at .9086 less pay increase cost				Appropriations Committee at $511,710 General Investigations at $12,431,520
		1,076,205		
		1,094,685	12,943,230	
FOLDING DOCUMENTS	74,475		74,475	Per hour rate to $3.51

APPROPRIATION	Fiscal Year 1973 Appropriation	Fiscal Year 1974 Estimate Revision	Fiscal Year 1974 Estimate	ITEMIZATION
CONTINGENT EXPENSES OF THE SENATE: (continued)				
MISCELLANEOUS ITEMS	$6,532,150			
First Supplemental:				
Senatorial Office Allowance Consolidation				
By Transfer from Postage Stamps	55,495	$80,645		
By Transfer from Stationery	191,100	191,100		
Estimate Revisions:				
Per Committee Approval in Senate Report 92-1297 Mechanical Equipment and Repair		300,000		
Non-Recurring 1973 appropriation for computer software acquisition		-25,000		
Resolution and Reorganization Reserve, S. Res. 40, February 22, 1973 authorization for two additional professional staff members and two additional clerical assistants for Finance Committee in lieu of S. Res. 236, February 2, 1972 authorization for three clerical assistants for Veterans Committee		56,535		
Bureau of Employees Compensation reimbursement authorized by 5 U.S.C. 8147 (b)		4,625		
	6,778,745	607,905	$7,386,650	(See schedule 10)
POSTAGE STAMPS	138,625			
First Supplemental:				
By Transfer to Miscellaneous Items ($12,575 made available for Post Office Stamp Fund)	-55,495	-80,645		
	83,130		2,485	
STATIONERY	403,000			Appropriations Committee $600; 19 Other Committees at $300 each; Officers $10,900; and Vice President $3,600
First Supplemental:				
By Transfer to Miscellaneous Items	-191,100	-191,100		
	211,900		20,800	

(Schedule 10)

MISCELLANEOUS ITEMS APPORTIONMENT

ITEM	FISCAL YEAR 1973	First Supplemental	Total 1973	Estimate Revisions	Estimate F.Y. 1974
Resolution and Reorganization Reserve	$ 132,500		$132,500	$+56,535	$189,035
Senatorial Home Office Allowance	780,000	$+3,439,345	4,219,345	+271,745	4,491,090
Senatorial Transportation Allowance	509,000	-509,000	--	--	--
Furniture	31,190		31,190		31,190
Miscellaneous Items (Supplies, etc.)	214,500		214,500		214,500
Tel. & Tel.—Rules Com.—2 USC 46d+	3,433,750	-2,683,750	750,000		750,000
Senate Restaurant—P.L. 87-82	497,000		497,000		497,000
Emergency Reporting—P.L. 89-90	10,000		10,000		10,000
Employees Compensation Fund Reimbursement	1,410		1,410	+4,625	6,035
Mechanical Equipment & Repair	809,800		809,800	+275,000	1,084,800
Commission on Art & Antiquities	15,000		15,000		15,000
Federal Election Act, Secretary -P.L. 92-342	98,000		98,000		98,000
	6,532,150	+246,595	6,778,745	607,905	7,386,650

TELEPHONE AND TELEGRAPH

Local	$750,000
Long Distance	
Telegrams	
WATS Line	

Post Pay Act

Schedule (1)

OFFICE OF THE PRESIDENT PRO TEMPORE

POSITION	POSITION GROSS
Comptroller of the Senate, $42,160 limited to	36,000
Auditor.....	
~~Secretary to the Comptroller~~	NTE 19,040
(225 less $6,160)	55,040

Schedule (2) Post pay act

OFFICES OF THE MAJORITY AND MINORITY LEADERS

MAJORITY

POSITION	POSITION GROSS
Administrative Assistant, $38,896 limited to	NTE 35,904
Legislative Assistant, $35,904 limited to	NTE 34,272
Executive Secretary	NTE 18,768
Clerical Assistant	NTE 16,048
(403 less $4,624)	104,992

MINORITY

POSITION	POSITION GROSS
Administrative Assistant $38,896 limited to	NTE 35,904
Legislative Assistant $35,904 limited to	NTE 34,272
Executive Secretary	NTE 18,768
Clerical Assistant	NTE 16,048
(403 less $4,624)	104,992
(806 less $9,248)	209,984 or 209,985

(Schedule 3)

OFFICES OF THE MAJORITY AND MINORITY WHIPS

MAJORITY

POSITION	POSITION GROSS
Administrative Assistant $37,264 limited to	NTE 34,544
Executive Secretary	NTE 18,768
(206 less $2,720)	53,312

MINORITY

POSITION	POSITION GROSS
Administrative Assistant $37,264 limited to	NTE 34,544
Executive Secretary	NTE 18,768
(206 less $2,720)	53,312
(412 less $5,440)	106,624 or 106,625

(Schedule 4)

Post Pay Act

CHAPLAIN

POSITION	POSITION GROSS
Chaplain	10,064
Secretary to the Chaplain	NTE 8,704
(69)	18,768 or 18,770

(Schedule 5)

OFFICE OF THE SECRETARY OF THE SENATE

(Positions not to exceed rate indicated unless otherwise indicated)

POSITION	POSITION GROSS
Secretary of the Senate $43,792 limited to	36,000 *
Assistant secretary of the Senate $40,528 limited to	36,000
Assistant to the majority (per leader) $35,904 limited to	34,272
Assistant to the minority (per leader) $35,904 limited to	34,272
Parliamentarian $40,528 limited to	36,000
Assistant parliamentarian	33,456
Second assistant parliamentarian	24,208
Third assistant parliamentarian	20,672
Secretary to parliamentarian	13,872
Legislative clerk	33,456
Assistant legislative clerk	32,096
Second assistant legislative clerk	24,208
Journal clerk	33,456
Assistant journal clerk	13,872
Bill clerk	13,872
Assistant bill clerk	9,792
Enrolling clerk	19,312

*STATUTORY

(All positions not to exceed rate indicated)

POSITION	POSITION GROSS
Clerk of enrolled bills	19,312
Curator of art and antiquities	30,192
Secretary to curator	13,872
Printing clerk	24,208
Assistant printing clerk	21,760
Clerk	12,240
Delivery clerk	9,248
Registration clerk	19,312
Executive clerk	19,312
Assistant executive clerk	13,872
Administrative assistant	25,840
Secretary	19,312
Receptionist	14,688
Special assistant	19,584
Special assistant	12,784
Deputy special assistant	10,880
Chief messenger in Secretary's office	
Clerk	10,064
Clerks	
Messenger, 7 at $9,248 each	64,736

(All positions not to exceed rate indicated)

POSITION	POSITION GROSS
Assistant messenger	8,976
Assistant messenger	7,888
Assistant messenger	7,072
Editor, Digest	26,112
Assistant editor, Digest	22,848
Clerk, Digest	10,608
Financial clerk $40,528 limited to (1140)	36,000
Disbursing Office Fund (not to exceed in the aggregate)	310,080
Superintendent, document room	25,568
Assistant superintendent, document room	18,768
First assistant, document room	13,872
Second assistant, document room	13,328
Assistant in document room, 6 at $11,152 each	66,912
Custodial assistant	9,520
Chief messenger in document room	10,064
Messenger, 2 at $9,248 each	18,496

(All positions not to exceed rate indicated)

POSITION	POSITION GROSS
Librarian	25,568
Senior reference assistant	13,328
Chief indexer	16,320
Assistant indexer	11,152
Secretary in library	11,152
Assistant librarian	18,768
Senior reference assistant	13,872
Reference assistant, 5 at $11,152 each	55,760
Chief messenger in library	10,064
Messenger, 3 at $9,248 each	27,744
Keeper of stationery	25,568
Assistant keeper of stationery	18,768
Chief clerk, stationery room	13,872
Bookkeeper, stationery room	13,328
Clerk, 4 at $11,152 each	44,608
Messenger, 3 at $9,248 each	27,744

(All positions not to exceed rate indicated)

POSITION	POSITION GROSS
Chief reporter of debates, $40,528 limited to $38,896	36,000
Reporter of debates, 7 at $ --/-- each	251,328
Assistant reporter of debates	25,840
Staff assistant	19,312
Special assistant	19,312
Clerk	14,144
Expert transcriber, 6 at $ 18,768 each	112,608
(8428 less $50,112)	2,242,304
ADMINISTRATIVE FUND (386) (Annual lump sum)	104,992
(8814 less $50,112)	2,347,296 or 2,347,300

(Schedule 6)

COMMITTEE EMPLOYEES

Appropriations	(3,657) limited to (-383)	3,274)	----------	$ 890,528
Others, 17	(24,004) limited to (-2,754)	21,250)	----------	$ 5,780,000
Resolution & Reorganization 10 a, b, c	47 positions ((4,577) limited to (-440)	4,137)	----------	$ 1,125,264
	(32,238) limited to (-3,577)	28,661		$ 7,795,792
	($8,768,736)			or $ 7,795,795

6 PSM	$41,616 limited to	2 NTE	$ 35,904	=	$ 71,808	(264)
1 CC	39,984 limited to	4 NTE	$ 34,544	=	$ 138,176	(508)
1 ACC	38,352 limited to	2 NTE	$ 32,912	=	$ 65,824	(242)
4 CA		NTE	$ 16,048	=	$ 64,192	(236)
	(1,412) limited to (-162)	(1,250)			340,000	(1,250)
					x17	
					5,780,000	(21,250)

Approp. Comm:
3 at $41,616 limited to $35,904 (-63)
16 at 39,984 limited to 34,544 (-320)

RESOLUTION AND REORGANIZATION ROLL

(All positions not to exceed rate indicated)

POSITION AND AUTHORITY	OFFICE	POSITION GROSS
PERMANENT		
CA, PL 92-136	Aero & Space	16,048
CA, PL 92-136	District of Columbia	16,048
PSM, S. Res. 224, Apr. 20, 1966.	Finance	$38,352 limited to 32,912
PSM, S. Res. 224, Apr. 20, 1966.	Finance	$38,352 limited to 32,912
PSM, S. Res. 224, Apr. 20, 1966.	Finance	$38,352 limited to 32,912
PSM, S. Res. 224, Apr. 20, 1966.	Finance	$38,352 limited to 32,912
PSM, S. Res. 224, Apr. 20, 1966.	Finance	$38,352 limited to 32,912
PSM, S. Res. 224, Apr. 20, 1966.	Finance	$38,352 limited to 32,912
CA, S. Res. 66, Feb. 17, 1969.	Finance	16,048
CA, S. Res. 66, Feb. 17, 1969.	Finance	16,048
CA, S. Res. 66, Feb. 17, 1969.	Finance	16,048
CA, S. Res. 66, Feb. 17, 1969.	Finance	16,048
CA, S. Res. 66, Feb. 17, 1969.	Finance	16,048
CA, S. Res. 66, Feb. 17, 1969.	Finance	16,048
PSM, S. Res. 30, Feb. 2, 1959.	Foreign Relations	$38,352 limited to 32,912

(All positions not to exceed rate indicated)

POSITION AND AUTHORITY	OFFICE	POSITION GROSS
PERMANENT		
PSM, S. Res. 30, Feb. 2, 1959.	$38,352 limited to Foreign Relations	32,912
PSM, S. Res. 247, Feb. 7, 1962	$38,352 limited to Foreign Relations	32,912
CA, S. Res. 30, Feb. 2, 1959.	Foreign Relations	16,048
CA, S. Res. 30, Feb. 2, 1959.	Foreign Relations	16,048
CA, S. Res. 30, Feb. 2, 1959.	Foreign Relations	16,048
PSM, S. Res. 355, Aug. 18, 1958.	$38,352 limited to Govt. Oper	32,912
CA, PL 92-136	Govt. Oper	16,048
PSM, S. Res. 66, Feb. 17, 1949.	$38,352 limited to Judiciary	32,912
PSM, S. Res. 66, Feb. 17, 1949.	$38,352 limited to Judiciary	32,912
CA, S. Res. 66, Feb. 17, 1949.	Judiciary	16,048
CA, S. Res. 66, Feb. 17, 1949.	Judiciary	16,048
CA, S. Res. 66, Feb. 17, 1949.	Judiciary	16,048
PSM, S. Res. 74, Feb. 20, 1967.	$38,352 limited to L. & P. W	32,912
PSM, S. Res. 74, Feb. 20, 1967.	$38,352 limited to L. & P. W	32,912
PSM, S. Res. 74, Feb. 20, 1967.	$38,352 limited to L. & P. W	32,912
PSM, S. Res. 74, Feb. 20, 1967.	$38,352 limited to L. & P. W	32,912

(All positions not to exceed rate indicated)

POSITION AND AUTHORITY	OFFICE	POSITION GROSS
PERMANENT		
PSM, S. Res. 74, Feb. 20, 1967.	$38,352 limited to L. & P. W	32,912
PSM, S. Res. 74, Feb. 20, 1967.	$38,352 limited to L. & P. W	32,912
PSM, S. Res. 74, Feb. 20, 1967.	$38,352 limited to L. & P. W	32,912
ACC, S. Res. 74, Feb. 20, 1967.	$38,352 limited to L. & P. W	32,912
CA, S. Res. 74, Feb. 20, 1967.	L. & P. W	16,048
CA, S. Res. 74, Feb. 20, 1967.	L. & P. W	16,048
CA, S. Res. 74, Feb. 20, 1967.	L. & P. W	16,048
CA, S. Res. 74, Feb. 20, 1967.	L. & P. W	16,048
CA, S. Res. 74, Feb. 20, 1967.	L. & P. W	16,048
CA, S. Res. 74, Feb. 20, 1967.	L. & P. W	16,048
CA, S. Res. 74, Feb. 20, 1967.	L. & P. W	16,048
CA, S. Res. 74, Feb. 20, 1967.	L. & P. W	16,048
CA, S. Res. 74, Feb. 20, 1967.	L. & P. W	16,048
PSM, S. Res. 253, Feb. 10, 1964.	$38,352 limited to L. & P. W	32,912
CA, S. Res. 14, Feb. 8, 1965.	P.O. & C.S	16,048
PSM, S. Res. 342, July 28, 1958.	$38,352 limited to Rules	32,912
(4577 less $119,680)		1,125,264

(Schedule 7)

ADMINISTRATIVE AND CLERICAL ~~ASSISTANCE~~ ASSISTANTS TO SENATORS

POPULATION	NUMBER OF SENATORS	ALLOWANCE		GROUP APPROPRIATION	
Under 3 million	52	$ 327,216	(1,203)	$ 17,015,232	(62,556)
3 million	12	$ 355,776	(1,308)	$ 4,269,312	(15,696)
4 million	12	$ 381,616	(1,403)	$ 4,579,392	(16,836)
5 & 6 million	6	$ 401,200	(1,475)	$ 2,407,200	(8,850)
7 & 8 million	4	$ 422,416	(1,553)	$ 1,689,664	(6,212)
9 million	2	$ 446,080	(1,640)	$ 892,160	(3,280)
10 million	2	$ 469,744	(1,727)	$ 939,488	(3,454)
11 million	6	$ 493,408	(1,814)	$ 2,960,448	(10,884)
12 million	--	$ 517,072	(1,901)	$ --	(--)
13 & 14 million	--	$ 540,192	(1,986)	$ --	(--)
15 & 16 million	--	$ 563,312	(2,071)	$ --	(--)
17 million & over	4	$ 586,160	(2,155)	$ 2,344,640	(8,620)
	100			37,097,536	(136,388)
		Less 3%		1,112,752	(4,091)
				35,984,784	132,297
(Top 4 positions limited by minus 41 units effective 1/1/73 to date Level V increased - Allowance not reduced because of availability of funds for other positions)				or 35,984,785	

(Schedule 8)

OFFICE OF THE SERGEANT AT ARMS AND DOORKEEPER
(All positions not to exceed rate indicated)

POSITION	POSITION GROSS
Sergeant at Arms and Doorkeeper	$43,792 limited to 36,000 *
Administrative Assistant	32,096
Telecommunications Adviser	23,392
Secretary ~~to the Sergeant at Arms~~	15,232
Secretary	11,968
Clerk	12,512
Procurement Officer, Auditor, and Deputy Sergeant at Arms.	32,096
Chief clerk, Deputy Sergeant at Arms	13,872
Assistant chief clerk, Deputy Sergeant at Arms	9,792
Clerk	19,040
Clerk	14,960
Stockroom clerk	10,880
Auditor	9,792
Special officer	11,152
Assistant doorkeeper	14,688
Messenger acting as assistant doorkeeper	11,968

*Statutory

(All positions not to exceed rate indicated

POSITION	POSITION GROSS
Messenger acting as assistant doorkeeper, 3 at $11,424 each	34,272
Messenger at card door	14,688
Messenger at card door	13,328
Messenger at pass door, 2 at $10,608 each	21,216
Chief messenger	10,880
Messenger, 25 at $9,520 each	238,000
Messenger, 4 at $8,976 each	35,904
Messenger	8,160
Messenger, 2 at $7,888 each	15,776
Chief messenger for the minority	10,608
Messenger for the minority, 3 at $9,520 each	28,560
Driver-Messenger	12,512
Driver-Messenger, vice president	12,512
Driver-Messenger, president pro tempore	12,512
Driver-Messenger, majority leader	12,512
Driver-Messenger, minority leader	12,512

(All positions not to exceed rate indicated)

POSITION	POSITION GROSS
Driver-Messenger, attending physician	12,512
Superintendent of press gallery	25,296
First Assistant Superintendent of press gallery	22,576
Second Assistant Superintendent of press gallery	17,680
Third Assistant Superintendent of press gallery	15,776

(All positions not to exceed rate indicated)

POSITION	POSITION GROSS
Fourth Assistant Superintendent of Press Gallery	12,512
Messengers for service to press correspondents, 2 at $8,160 each	16,320
Secretary, Press Gallery	11,424
Superintendent of Radio Press Gallery	25,296
First Assistant Superintendent in Radio Press Gallery	22,576
Second Assistant Superintendent in Radio Press Gallery	17,680
Third Assistant Superintendent in Radio Press Gallery	15,776
Superintendent, Periodical Press Gallery	22,576
Assistant Superintendent, Periodical Press Gallery	15,776
Superintendent, Press Photographers Gallery	22,576
Assistant Superintendent, Press Photographers Gallery	15,776
Press liaison	12,512
Assistant at the press door	9,520
Director, Recording Studio	30,736
Video engineer	24,480
Assistant video engineer	19,856

(All positions not to exceed rate indicated)

POSITION	POSITION GROSS
Assistant Video Engineer	20,672
Administrative Officer	22,576
Director of Photography	21,760
Chief Sound Engineer	17,408
Laboratory Supervisor	17,408
Cameraman	15,504
Color Film Technician	14,144
Film and Radio Recording Engineer	13,600
Shipping and Stock Clerk	9,792
Traffic Manager	11,152
Production Assistant	14,688
Editor and Printer	17,408
Laboratory Technician	11,424
Chief cabinetmaker	15,232
Assistant chief cabinetmaker	13,056
Cabinetmaker, 2 at $11,696 each	23,392
Finisher	11,696

(All positions not to exceed rate indicated)

POSITION	POSITION GROSS
Upholsterer	11,696
Chief telephone operator	13,872
Assistant chief telephone operator, 4 at $11,424 each	45,696
Telephone operator, 27, at $8,976 each	242,352
Chief janitor	15,232
Assistant chief janitor	10,880
Night foreman	8,976
Foreman of skilled laborers	10,336
Skilled laborer	10,880
Skilled laborer, 2 at $9,520 each	19,040
Skilled laborer	8,976
Skilled laborer	8,704
~~Skilled laborer~~	
Attendant, 2 at $8,432 each	16,864
Laborer, 3 at $8,976 each	26,928
Laborer, 49, at $7,888 each	386,512

(All positions not to exceed rate indicated)

POSITION	POSITION GROSS
Laborer, 4 at $7,616 each	30,464
Laborer, 2 at $7,344 each	14,688
Laborer, 6 at $4,080 each	24,480
Superintendent, Service Department	25,568
Assistant Superintendent, Service Department	16,864
Night Supervisor, Service Department	11,696
Assistant Night Supervisor	10,880
Secretary to Superintendent, Service Department	11,968
Truck Driver	11,424
[illegible]	
Assistant truck driver	9,520
Clerk, 3 at $9,792 each	29,376
Technical clerk	9,520
Clerk in Service Department	9,248
Clerk-stenographer	9,520
Laborers, 8 at $7,888 each	63,104
Messenger, 7 at $7,888 each	55,216

(All positions not to exceed rate indicated)

POSITION	POSITION GROSS
Manager programer	23,664
Programer	21,488
Senior programer	19,584
Systems programer	19,856
Senior programer analyst, 2 at $21,488 each	42,976
Program analyst, 2 at $16,592 each	33,184
Production manager	17,952
Applications programer	17,136
Liaison and documentation specialist	13,328
Programer-operator	12,240
Job controller	13,328
Operator	12,512
Operator, 4 at $ 11,152 each	44,608
Operator	11,696
Key punch operator	7,344
Chief machine operator	12,512
Assistant chief machine operator	11,152
Machine operator	8,432

(All positions not to exceed rate indicated)

POSITION	POSITION GROSS
Inserting machine operator, 10 at $8,976 each	89,760
Automatic typing technician	14,960
Automatic typewriter repairman, 4 at $12,512 each	50,048
Repairman	13,600
Repairman	12,512
Repairman, 3 at $11,424 each	34,272

(All positions not to exceed rate indicated)

POSITION	POSITION GROSS
Mailing equipment repairman	11,424
Supervisor, Addressograph Section	11,696
Senior addressograph operator, 2 at $10,608 each	21,216
Addressograph operator, 8 at $9,520 each	76,160
Foreman of Duplicating Department	13,872
Night foreman, Duplicating Department	12,784
Offset press operator, 11 at $11,696 each	128,656
Mimeograph operator, 4 at $8,704 each	34,816
Photostat operator, 2 at $10,608 each	21,216
Photostat helper	8,704
Foreman of warehouse, Service Department	11,424
Warehouseman, 4 at $8,160 each	32,640
Supervisor, Supply Section	11,696
File clerk	9,248
File clerk	8,704
Postmaster (no longevity)	29,648
Assistant postmaster (no longevity)	23,392

(All positions not to exceed rate indicated)

POSITION	POSITION GROSS
Chief clerk, post office	13,328
Superintendent of Mails	15,232
Registry clerk	9,792
Mail carrier, 52 at $9,520 each	495,040
Special employee, 15 at $5,440 each	81,600
Special employee, 2 at $1,360 each	2,720
Captain, police force, 2 at $19,312 each	38,624
Lieutenant, police force, 7 at $16,320 each	114,240
Special officer, police force, 2 at $16,320 each	32,640
Sergeant, police force, 25 at $13,600 each	340,000
Plainclothesman, 8 at $11,152 each	89,216
K-9 officers, 6 at $11,152 each	66,912
Technicians, 12 at $11,152 each	133,824
Private, police force, 369 at $10,336 each	3,813,984
Page, 30 at $8,160 each	244,800
(33,600 less $7,792)	9,131,408 or 9,131,410

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(Schedule 9)

OFFICES OF THE SECRETARY FOR THE MAJORITY AND THE MINORITY

(All positions not to exceed rate indicated unless otherwise indicated)

POSITION	POSITION GROSS
Secretary for the majority $40,528 limited to	36,000
Secretary for the minority $40,528 limited to	36,000 *
Asst secy for the maj $38,896 limited to	35,904
Asst secy for the min $38,896 limited to	35,904
Clk to the secy for the maj	14,960
Clk to the secy for the min	14,960
Chief tel page for the maj	16,320
Chief tel page for the min	16,320
Tel page for the maj	12,512
Tel page for the min	12,512
Tel page for the maj	11,152
Tel page for the min	11,152

*STATUTORY

(988 less $15,040)	253,696 or 253,700

Compensation and Mileage, Vice President and Senators

Mr. Brenkworth. In the appropriation, "Compensation and mileage, Vice President and Senators," we have an increase of $3,165 to cover the increased health benefits contribution costs, for an estimate of $4,781,505.

Office of the Secretary

The next item where we have a difference from the 1973 appropriation is under the heading "Salaries, Officers and employees in the Office of the Secretary." In the first supplemental, an additional position was authorized November 1, 1972. To annualize the cost for that additional position we will require an additional $4,490 for an estimate for 1974 of $2,257,700.

Senator Hollings. May I ask at this point, the Chaplain's Office—I know I have talked with the Chaplain who has talked with other members, informally, of the committee and I have a presentation perhaps that he would like to make. I do not want to forget it. That is what I am saying. We are not going to close out this record. Let me talk with him, though, and talk with you.

Excuse me, Mr. Brenkworth. You continue.

Office of the Sergeant at Arms

Mr. Brenkworth. The next item where we have a change would be in the appropriation, "Salaries, officers and employees, Office of the Sergeant at Arms and Doorkeeper." In the first supplemental three new positions were authorized from November 1. An additional $21,150 will be required to annualize the cost of those positions. The estimate is $8,696,705.

Office of the Legislative Counsel

In the Office of the Legislative Counsel we have an increase of $565 to cover the additional amount needed to fund the health benefits contribution increase cost, to an estimated $474,375.

Gratuity

We have a reduction of $49,500 for the nonrecurring gratuity for the payment to the son of the late Senator Allen J. Ellender.

Senate Policy Committees

On Senate Policy Committees, there is an increase of $890 to cover the health benefits contribution increase. For an estimate of $620,430.

Inquiries and Investigations

For "Inquiries and investigations," there is a health benefits contribution increase cost of $18,480 and I am requesting an additional $1,076,205 for a total increase of $1,094,685. The $1,076,205 represents the funding necessary to cover an increased level of authorization provided by Senate resolutions. The Senate resolutions for the 93d Congress, first session, total $14,542,628, while the 92d Congress, second session authorizations were at a level of $12,733,650.

This is an increase of $1,808,978, which we are asking to be funded at .9086 percent. The estimate required there would be—the request, rather, is $12,943,230.

MISCELLANEOUS ITEMS

The next appropriation in which we have a change is miscellaneous items. In the first supplemental we had a transfer from postage stamps and stationary, $55,495 and $191,100. To annualize this consolidation of allowances for members, we are asking for an additional $80,645 for the postage stamp transfer and the full funding annualization for the stationary of $191,100.

The estimates have also been reviewed by an increase of $300,000 authorized by this committee in Senate Report 92–1297 for mechanical equipment and repair increased costs, we have reduced the appropriation for mechanical equipment by $25,000 for the nonrecurring 1973 appropriation for computer software acquisition. By authority of Senate Resolution 40, two additional professional staff members and two additional clerical assistants were authorized for the Finance Committee in lieu of three additional clerical assistants which had previously been authorized by Senate Resolution 236 for the Veterans Committee. This requires an increase in funding in this reserve of $56,535.

The Bureau of Employees Compensation rebursement reflects an increase of $4,625, which we are adding into the budget estimate. The total budget estimate increase is $607,905 for a revised estimate of $7,386,650 to cover these additional costs.

POSTAGE STAMPS

On the postage stamp appropriation we have a reduction of $80,645, which is a compensating reduction for funds transferred to the miscellaneous items appropriation changing from the stamp allocation to the consolidated allowance. This is a reduction of $80,645 to a new estimate of $2,485 and this amount basically covers the postage stamps for the committees and officers of the Senate.

STATIONERY

On stationery we have a reduction of $191,100 and once again, this is compensating with the increase in miscellaneous items on the consolidated allowance to members, with the estimate being revised downward to $20,800.

This completes the testimony on the Senate items.

Senator HOLLINGS. All right, sir.

Mr. BRENKWORTH. If you have no questions on those items, Senator, I will proceed to present the joint items.

Senator HOLLINGS. Please.

JOINT ITEMS

Mr. BRENKWORTH. Fiscal year 1974 budget estimates totaling $43,564,889 were submitted for joint items. Of this amount, $1,869,820 was submitted by my office for Senate funded appropriations, which amount is under the 1973 appropriation of $1,888,820 by $19,000.

The overall request of $43,564,889 is over the 1973 appropriation of $26,151,320 by $17,413,569.

Included are increases of $2,770 for increased health benefits contribution costs effective January 1, 1973, per Public Law 91–418, for Senate funded items only.

Of $159,019 for the Joint Committee on Congressional Operations, representing an increase in the committee's funding by $78,790 and an increase of $80,229 for the Office of Placement and Management

Of $157,845 for increased general expenses of the Capitol Police.

Of $204,390 for increased payments to the Metropolitan Police by the Capitol Police Board for assigned and detailed personnel.

Of $24,795 in the appropriation for education of pages for increased compensation costs, and $16,891,520 for increased official mail costs payable to the Postal Service.

These increases total $17,440,339 and are partially offset by reductions of $5,000 in the Office of the Attending Physician reflecting a reduction in funding for authorized allowances by $7,400 and an increase in the medical supply and equipment fund of $2,400, and by $21,770 in the Capitol Guide Service appropriation to adjust in accordance with the policy of guide replacement at a reclassified lower rate, eight positions currently.

These decreases total $26,770, for a net increase of $17, 413, 569.

JUSTIFICATION

Mr. Chairman, I would offer for the record a table on these joint items which also includes the amounts approved by the House.

With your permission, I will go through these items and offer for the record justification statements submitted by the various chairmen.

Senator HOLLINGS. Very good. They will be included in the record. You can cover them for us, please.

[The justification follows:]

Justification

JOINT ITEMS

(S - Senate Funded H - House Funded Jt - Joint Funded)

APPROPRIATION (1)	Appropriated Fiscal Year 1973 (2)	P. L. 92-607 1st Supplemental (3)	Total Appropriation 1973 (4)	Revision Increase (5)	Revision Decrease (6)	Estimate Submitted Fiscal Year 1974 (7)	House Approved Fiscal Year 1974 (8)
Joint Committee on Reduction of Federal Expenditures (S)	$72,600		$72,600	$160		$72,760	$72,760
Contingent Expenses of the Senate:							
Joint Economic Committee (S)	700,000		700,000	845		700,845	818,415*
Reappropriation							135,000**
Joint Committee on Atomic Energy (S)	498,750		498,750	660		499,410	499,410
Joint Committee on Printing (S)	295,270		295,270	350		295,620	295,620
Total, Contingent Expenses, Senate	1,494,020		1,494,020	1,855		1,495,875	1,748,445
Contingent Expenses of the House:							
Joint Committee on Internal Revenue Taxation (H)	802,720	$135,000	937,720			937,720	937,720
Joint Committee on Defense Production (H)	139,980		139,980			139,980	139,980
Joint Committee on Congressional Operations (H)	460,000		460,000	159,019		619,019	530,000
Total, Contingent Expenses, House	1,402,700	135,000	1,537,700	159,019		1,696,719	1,607,700
Office of Attending Physician (H)	97,700	5,000	102,700		$5,000	97,700	97,700
Capitol Police, General Expenses (H)	236,450		236,450	157,845		394,295	304,295
Capitol Police Board (H)	1,009,865		1,009,865	204,390		1,214,255	1,214,255
Total, Capitol Police	1,246,315		1,246,315	362,235		1,608,550	1,518,550
Education of Pages (H)	136,305		136,305	24,795		161,100	161,100
Official Mail Costs (H)	21,226,480		21,226,480	16,891,520		38,118,000	26,106,000
Capitol Guide Service (S)	322,200		322,200		21,015	301,185	301,185
Statements of Appropriations (Jt)	13,000		13,000			13,000	13,000
Total, Joint Items	26,011,320	140,000	26,151,320	17,413,569		43,564,889	31,626,440

* Of which amount, $50,000 for welfare study.
** Welfare study.

APPROPRIATION	Fiscal Year 1973 Appropriation	Fiscal Year 1974 Estimate Revision	Fiscal Year 1974 Estimate	ITEMIZATION
JOINT ITEMS				
JOINT COMMITTEE ON REDUCTION OF FEDERAL EXPENDITURES: (Senate Funded)	$72,600			Available until expended - rated at compensation needs
Health Benefits Contribution Increase		$160	$72,760	Compensation $66,045 Benefits contributions $6,580 Expenses $135
JOINT ECONOMIC COMMITTEE: (Senate Funded)	700,000			Unlimited positions
Health Benefits Contribution Increase		845	700,845	Compensation $565,915 Benefits contributions $51,835 Expenses $83,095
JOINT COMMITTEE ON ATOMIC ENERGY: (Senate Funded)	498,750			Unlimited positions
Health Benefits Contribution Increase		660	499,410	Compensation $385,651 Benefits contributions $36,020 Expenses $77,739
JOINT COMMITTEE ON PRINTING: (Senate Funded)	295,270			Unlimited positions
Health Benefits Contribution Increase		350	295,620	Compensation $267,547 Benefits contributions $24,050 Expenses $4,023
JOINT COMMITTEE ON INTERNAL REVENUE TAXATION: (House Funded)	802,720			
First Supplemental:				
Staff Increase	135,000			Compensation $913,310 Compensation adjustment reserve $9,410
	937,720		937,720	Expenses $15,000

APPROPRIATION JOINT ITEMS (Continued)	Fiscal Year 1973 Appropriation	Fiscal Year 1974 Estimate Revision	Fiscal Year 1974 Estimate	ITEMIZATION
JOINT COMMITTEE ON DEFENSE PRODUCTION: (House Funded)	$139,980		$139,980	Compensation $138,350 Expenses $1,630
JOINT COMMITTEE ON CONGRESSIONAL OPERATIONS: (House Funded)	460,000			Committee: Compensation $257,434 (+$57,662) Expenses $48,650 (+$5,290) Office of Placement and Management: Compensation $257,200 (+$76,762) Expenses $55,735 (+$19,305)
Estimate Revision		$159,019	619,019	
OFFICE OF THE ATTENDING PHYSICIAN: (House Funded)	97,700			
First Supplemental:				
Medical Consultant Allowance	5,000	7,000		
Estimate Revision:				
Unfunded Allowances due to Vacancies		-14,400		
Expenses		2,400		
	102,700	-5,000	97,700	Allowances $40,800 (-$7,400) Expenses $56,900 (+$2,400)
CAPITOL POLICE, GENERAL EXPENSES: (House Funded)	236,450			
Estimate Revision		157,845	394,295	Office Supplies $8,000 (+$4,000) Laundry & Dry Cleaning 20,000 (-$18,150) Communications 151,995 (+$111,995) Vehicles 48,000 (+$6,000) Secretary's allowance 300 -- Uniforms 142,000 (+$42,000) Miscellaneous Contingencies 24,000 (+$12,000) (+$157,845)

APPROPRIATION JOINT ITEMS (Continued)	Fiscal Year 1973 Appropriation	Fiscal Year 1974 Estimate Revision	Fiscal Year 1974 Estimate	ITEMIZATION
CAPITOL POLICE BOARD: (House Funded) Estimate Revision	$1,009,865	$204,390	$1,214,255	Assigned and Detailed Personnel, Metropolitan Police: Assigned $668,961 Detailed $265,081 30% Surcharge $280,213
EDUCATION OF PAGES: (House Funded) Estimate Revision	136,305	$24,795	$161,100	Compensation and Benefits $153,160 Expenses $7,940
OFFICIAL MAIL COSTS: (House Funded) Estimate Revision	21,226,480	16,891,520	38,118,000	Estimate per: 315 million pieces at .121 $38,118,000 February 27, 1973 Postal Service Revision: 353.8 million pieces at .101 $35,740,567
CAPITOL GUIDE SERVICE: (Senate Funded) Estimate Revisions: Capitol Guide Board compensation adjustment on six positions Health Benefits Contribution Increase	322,000	-21,770 755 -21,015	301,185	24 positions: Compensation $272,209 Contributions $27,970 Expenses $1,006
STATEMENTS OF APPROPRIATIONS: (Joint Funded)	13,000		13,000	1/2 House; 1/2 Senate

Joint Committee on Reduction of Federal Expenditures

Mr. Brenkworth. Joint Committee on Reduction of Federal Expenditures. There is an increase of $160 for an estimate of $72,760, which was necessary to cover the increased health benefits contributions cost. And I offer for the record a memorandum prepared by the Joint Committee on Reduction of Federal Expenditures outlining its origin and activities and submitting a budget supporting this request.

[The information follows:]

JOINT COMMITTEE ON REDUCTION OF FEDERAL EXPENDITURES

	Fiscal year 1972 actual		Fiscal year 1973 estimate [1]		Fiscal year 1974 estimate [2]	
Appropriaton or estimate		$68,980		$72,600		$76,300
Supplemental		1,810				
Total		70,790		72,600		76,300
Personal services	**Number**	**Salary**	**Number**	**Salary**	**Number**	**Salary**
Payroll:						
Clerk	1	$22,567	1	$24,160	1	$24,752
Staff assistant	1	17,975	1	19,116	1	19,584
Clerical assistant	1	11,663	1	12,478	1	12,784
Do	1	8,285	1	8,496	1	8,704
Clerical assistant (part time)			1	1,591	1	3,536
Total salaries	4	60,490	5	65,841	5	69,360
Agency contributions		5,130		6,629		6,837
Total payrol		65,620		72,470		76,197
Miscellaneous expenses: Stationery, etc		230		130		133
Total		65,850		72,600		76,330

[1] Includes ½ year of effect in fiscal year 1973 of comparability pay raise effective Jan. 1, 1973.
[2] Includes full-year effect in fiscal year 1974 of comparability pay raise of Jan. 1, 1973 ($3,540).

Memorandum in re: Joint Committee on Reduction of Federal Expenditures—Its Origin and Activities

The Joint Committee on Reduction of Federal Expenditures was established by Section 601 of the Revenue Act of 1941 (copy attached) to make a "full and complete study and investigation of all expenditures of the Federal Government with a view to recommending the elimination or reduction of all such expenditures deemed by the Committee to be nonessential." The authority of the Committee is limited to study and recommendation. It has no legislative powers or jurisdiction. The establishment of the Committee followed a suggestion by then Secretary of the Treasury Morganthau that there should be a group composed of representatives of both the expenditure and tax sides of the budget.

Joint Committee membership has included the senior members of the House and Senate Appropriations Committees, the House Ways and Means Committee and the Senate Finance Committee, along with the top fiscal and budget officials of the Executive. Such membership makes the Joint Committee a unique forum for discussion of federal fiscal matters. Meetings have been necessaruly infrequent due to the busy schedules of the members.

In the 30 years since it was established, the Joint Committee has studied and reported on many subjects, including unexpended balances in federal spending authorizations, federal grants-in-aid to States and payments to individuals, federal housing programs, foreign assistance, collection and use of foeign currencies, federal lending activities, government corporations, government reorganization, federal stockpile inventories, and numerous special tabulations and analyses of federal personnel (by state, county, foreign country, application of personnel ceilings, etc.), and currently publishes 2 series of periodic reports on budget matters and personnel.

SUMMARY OF CURRENT COMMITTEE ACTIVITIES

The staff of the Joint Committee on Reduction of Federal Expenditures is continuing preparation and publication of 2 series of reports under previous direction:

1. *Budget scorekeeping.*—Periodic staff studies and reports to the Committee on the impact, in the way of changes up or down, which congressional actions or inactions are having on budget estimates for new authority, outlays and receipts. Five series of such reports have been published for the last five sessions of Congress (covering budget requests for fiscal years 1969–1973). These staff reports have not been issued on a fixed schedule but rather as congressional actions have made an updating necessary.

Preparation of these reports involves detailed study of the President's budget requests and all subsequent amendments, revisions and program changes. Legislation affecting these recommendations in appropriation and other bills is closely followed, analyzed and scored as to congressional changes from the original requests. Other legislation having a fiscal impact is also analyzed, costed-out, and scorekept where impact is automatic or mandatory and not contemplated in budget requests.

Nine such staff reports were issued in the form of Joint Committee Prints during the last session, and distributed to all Members of Congress and the press, and by request to outside mailing lists of about 500 (including government agencies, research associations, libraries and individuals).

2. *Federal personnel and pay.*—Monthly reports showing federal personnel and pay by agencies of the Federal Government, including various breakdowns and historical figures. Twelve reports in this series (which has been published regularly since 1943) were published by the Joint Committee during the last session, and were distributed to all Members of Congress and the press, and by request to outside mailing lists of approximately 400 (including government agencies, research associations, libraries and individuals.)

The Joint Committee staff is called upon frequently to supply information and materials to Members' and Committee offices, the press and to others. Inquiries to which the staff responds are generally in the budget and fiscal areas and in the area of federal personnel and government operations. Many inquiries are generated by the Joint Committee's reports and involve explanation, comparisons and background detail. As a matter of policy and routine, the Joint Committee staff responds to all inquiries to the fullest extent possible within staff limitations.

The Joint Committee staff in recent months has provided staff assistance to the Joint Study Committee on Budget Control. The new Study Committee has had no staff of its own, and has called upon the staff of this Joint Committee extensively for assistance including preparation of background information, illustrative data, etc.

JOINT ECONOMIC COMMITTEE

Mr. BRENKWORTH. For the Joint Economic Committee, the budget estimate submitted was $700,845. However, the committee submitted to the House Appropriations subcommittee a budget calling for an appropriation of $820,640. The House has allowed $818,415 of this——

Senator HOLLINGS. Would you go back about 2 or 3 years and tell us what it was? Three years ago—this committee grows and grows and grows and grows.

Mr. BRENKWORTH. I can tell you what it was last year. There was an increase to $700,000. I do not have the records that go beyond fiscal 1973 with me but I can supply them for the record.

Senator HOLLINGS. Supply them for the record because I know there was some debate at that particular time. This was sort of the last time now they just needed these three extra consultants and that would be it, and then away they go. It started out, say, 10 years ago, at $235,000. It has gotten up to an expenditure in 1970 of $468,165. Now they are already up to almost double that again, to 800- some thousand.

[The information follows:]

Joint Economic Committee—Appropriations by fiscal years

Fiscal year:	*Appropriation*
1964	$235, 000
1965	265, 080
1966	369, 000
1967	383, 000
1968	413, 265
1969	430, 650
1970	511, 640
1971	619, 845
1972	657, 525
1973	700, 000

HOUSE ALLOWANCE FOR JOINT COMMITTEE

Mr. BRENKWORTH. The House has allowed $768,415 for the Joint Committee and on the request of Congresswoman Martha Griffiths, the chairman of the Subcommittee on Fiscal Policy, they have allowed an additional $50,000 for the welfare study which was authorized in 1971.

Senator HOLLINGS. Which is an addition to the $500,000, so they have had a half million for special study.

Mr. BRENKWORTH. And they have also reappropriated $135,000 of the original $500,000 and made the $50,000 plus the $135,000 available for an extension of the authorization on this committee's operations through June 30, 1974.

LETTERS IN SUPPORT OF INCREASE IN ESTIMATES

I offer for the record a letter from the chairman of the Joint Committee and from Congresswoman Griffiths in justification of their request. As I say, the House has allowed the $768,415 for the Joint Economic Committee, which is an increase of $67,570 over their estimate.

[The letter follows:]

Congress of the United States
JOINT ECONOMIC COMMITTEE
(CREATED PURSUANT TO SEC. 5(a) OF PUBLIC LAW 304, 79TH CONGRESS)
WASHINGTON, D.C. 20510

February 28, 1973

Hon. Bob Casey
Chairman, Legislative Subcommittee
Committee on Appropriations
House of Representatives
Washington, D. C.

Dear Mr. Chairman:

Submitted herewith is the appropriation request of the Joint Economic Committee for the Fiscal Year 1974. Our request is in the amount of $820,640. This compares with our current level of $729,000, inclusive of the January pay increase. It would continue staffing at the existing level.

This increase of $91,000 would permit some up-grading of our existing staff levels, and would enable us to have some minimal access to outside computerized economic information. Some small allowances are made in increases in agency contributions and in expected expenses for hearings.

The Joint Economic Committee in recent years has faced a work load that is rapidly growing and becoming more complex. As you know, the Committee is charged by the Employment Act with responsibility for appraising all of the President's economic recommendations and reporting to the Congress, on each one. In addition, we are required to serve as a guide to the legislative committees in respect to economic matters, as well as to make continuing studies of major issues in public economic policy, and to study means of coordinating programs in order to achieve maximum employment, production, and purchasing power.

It is our policy to obtain the best staff talent that we can get and over the years we have been fortunate in attracting high quality people. We have concluded that some moderate upgrading is warranted at the present time.

In respect to computerized information, our objective is to obtain ready access to factual and statistical information and to be able to obtain comparisons, correlations, and other quantitative relations quickly. In addition, it would permit us to estimate the effects of various economic proposals such as increases or decreases in taxes, increases or decreases in interest rates, variation in levels or types of Federal spending, and to relate these computations to the performance of the economy.

The Committee now has seven Subcommittees, listed below:

Economic Progress
Priorities and Economy in Government
Inter-American Economic Relationships
International Economics
Fiscal Policy
Urban Affairs
Consumer Economics

All of these will be active during the coming year. It has been our policy not to assign staff to each Subcommittee but rather to serve the seven Subcommittees with a central staff. Given the nature of our work in economic analysis, this has proven to be the most efficient mode of operating.

Our Subcommittee on Economic Progress, which I have the honor of chairing, deals with economic growth and the effects of such factors as technology, education, and public investment on our growth and development. Over the years, this Committee has been credited with providing the Congress with valuable insights on the basic elements in our growth and it is our intention to continue in the year ahead, particularly in respect to some of the longer-term issues that lie ahead.

Our Subcommittee on Priorities and Economy in Government is concerned with the economic effects of Federal programs and the question of spending priorities. It is also charged with responsibility for the relation of existing economic statistics program to our economic needs.

The Subcommittee on Inter-American Economic Relationships is concerned with the various aspects of our economic inter-relations with Latin America. Emphasis is primarily on trade, finance, and development.

The Urban Affairs Subcommittee expects to continue its assessment of economic problems of the cities.

The Subcommittee on International Economics has conducted extensive hearings on foreign economic policy and particularly our international financial situation.

The Fiscal Policy Subcommittee is concerned with the economic aspects of tax policies, and the relationship between revenues and expenditures. It also covers pensions and welfare.

Our Subcommittee on Consumer Economics, which has just been established, will be studying the consumer in our economy, including such issues as income distribution, market performance, and availability of service.

Our request is based on a careful appraisal of our budgetary requirements and I want to assure you that it represents the lowest amount that we think feasible in view of our expected work load. It has always been our practice to make maximum use of existing facilities such as the Library of Congress and the General Accounting Office and we will, of course, continue this practice. We have also been fortunate in obtaining services of outstanding experts at virtually no cost and we will continue to do this. It has always been the Committee's policy to avoid spending where optimum value could not be obtained and in line with this policy, we have returned money on several occasions.

Sincerely,

Wright Patman
Chairman

JOINT ECONOMIC COMMITTEE

Expenditures: Actual FY 1972 and Estimated FY 1973 and FY 1974

	Fiscal 1972 Actual		Fiscal 1973 Estimate		Fiscal 1974 Estimate	
	Number	Total Salary	Number	Total Salary	Number	Total Salary
Executive Director	1	35,706	1	35,823	1	35,904
Economists	7	182,557	7	216,402	7	228,752
Research Economists	1	22,295	2	37,170	2	44,064
Research Assistants	1	12,228	1	12,839	1	13,600
Minority Staff	4	67,201	4	77,669	4	90,032
Administrative Clerk	1	21,715	1	22,800	1	23,936
Editorial Assistant	1	25,502	1	26,815	1	28,832
Financial Clerk	1	19,695	1	20,680	1	21,760
Publications Clerk	1	15,655	1	16,461	1	16,864
Receptionist-Secretary	1	9,848	1	10,340	1	10,880
Secretaries	7	93,039	7	97,690	7	105,808
Messenger	1	1,263	1	6,679	1	8,160
	27	506,704	28	581,368	28	628,592
Agency Contributions		28,383		36,632		57,048
Reimbursable Loans, S.A.E. Contracts, and temporary employees		23,355		32,000		70,000
TOTAL SALARIES		558,442		650,000		735,640
Expenses for Hearings		35,224		35,000		50,000
Miscellaneous Expenses		13,544		15,000		15,000
TOTAL		607,210		700,000		820,640

Fiscal Year 1974 Budget

	No.	Total Salary for Period of Budget (gross)
Executive Director	1	35,904
Senior Economist	1	35,904
Senior Economist	1	34,544
Senior Economist	1	34,544
Senior Economist	1	32,912
Economist	1	32,912
Economist	1	29,920
Economist	1	28,016
Research Economist	1	25,024
Research Economist	1	19,040
Research Assistant	1	13,600
Minority Counsel	1	29,376
Minority Economist	1	29,376
Minority Economist	1	20,128
Minority Secretary	1	11,152
Administrative Clerk	1	23,936
Editorial Assistant	1	28,832
Financial Clerk	1	21,760
Publications Clerk	1	16,864
Receptionist-Secretary	1	10,880
Secretary	1	22,304
Secretary	1	16,048
Secretary	1	15,776
Secretary	1	13,328
Secretary	1	13,328
Secretary	1	12,784
Secretary	1	12,240
Messenger	1	8,160
TOTAL	28	628,592

(Joint Economic Committee - Fiscal Year 1973 Budget)

Total Salaries	628,592
Administrative	
Contribution to employees health benefit programs	7,402
Contribution to Civil Service retirement fund	47,144
Contribution to employees Federal Employees group life insurance	2,502
Total	$685,640
Reimbursable payments to agencies, W.A.E., and contract employees	60,000
Temporary personnel	10,000
Hearings (reporters' fees)	50,000
Witness' fees, expenses	
Travel	3,500
Stationery, office supplies	3,600
Communications (telephone and telegraph)	4,500
Newspapers, magazines, documents	1,500
Charts, etc.	700
Contingent fund	1,200
Total	$135,000
GRAND TOTAL	$820,640

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Congress of the United States
JOINT ECONOMIC COMMITTEE
(CREATED PURSUANT TO SEC. 5(a) OF PUBLIC LAW 304, 79TH CONGRESS)
WASHINGTON, D.C. 20510

February 8, 1973

Honorable Ernest F. Hollings
Chairman, Subcommittee on Legislation
Appropriations Committee
United States Senate
Washington, D. C. 20510

Dear Senator Hollings:

The enclosed letter is a copy of our request to Chairman McClellan to consider a one-year continuation of the special welfare study which the Subcommittee on Fiscal Policy of the Joint Economic Committee is conducting, pursuant to P.L. 92-18, enacted May 25, 1971. We are requesting that funds already appropriated be made available through June 30, 1974, and that an additional $50,000 be appropriated. The letter explains our reasons for the request.

We would greatly appreciate your prompt consideration of this request so that the Subcommittee can plan its work properly. Of course, we would be most happy to testify or otherwise discuss this matter with you and your committee.

With warm personal regards.

Sincerely yours,

Martha W. Griffiths, Chairman
Subcommittee on Fiscal Policy

Wright Patman, Chairman
Joint Economic Committee

Jacob K. Javits
Ranking Minority Member, Senate

Congress of the United States
JOINT ECONOMIC COMMITTEE
(CREATED PURSUANT TO SEC. 5(a) OF PUBLIC LAW 304, 79TH CONGRESS)
WASHINGTON, D.C. 20510

February 8, 1973

Honorable John L. McClellan
Chairman, Appropriations Committee
United States Senate
Washington, D.C. 20510

Dear Mr. Chairman:

We are requesting that the special welfare study of the Subcommittee on Fiscal Policy, Joint Economic Committee, be continued for one year until June 30, 1974, with unspent funds to be carried over and a sum of $50,000 to be added for computer and related services. Under the terms of P.L. 92-18, funds already appropriated for the study are scheduled to remain available only until June 30, 1973.

By the end of June 1973, the Subcommittee will have documented in detail what public welfare programs currently exist; how they operate; their impact in combination; the incentives and disincentives they create for employment and family unity; and who is receiving how much in which form of benefit. It will have explored new directions in programs, as well as methods of bringing current programs under control.

Since Congress could and should know much more about public welfare programs, we believe that Congress should capitalize on the investment it has already made and continue the work of the Subcommittee for one year. In the additional year, the Subcommittee would develop estimates of costs and caseloads, detail on who will pay for the benefits, a more specific understanding of potential effects on labor force participation and family structure, and methods of meshing all the currently proliferating programs into a coherent system for a whole range of possible reform plans, rather than only for a handpicked few. For once, Congress would have complete factual knowledge of the Nation's $100 billion complex of social welfare programs, which consumes over one-third of Federal outlays.

Because time is of the essence, we request that this matter be handled as a separate legislative item. In order for the Subcommittee to plan its work properly, we would appreciate a response at your earliest convenience. Of course, we would be most happy to testify or otherwise to appear in person to discuss the Subcommittee's request.

May we express our deep appreciation for your cooperation in this effort. In our opinion, the Subcommittee's work will reflect most favorably on the entire Congress and will demonstrate our determination to exercise independent judgment.

With kindest personal regards.

Sincerely yours,

Martha W. Griffiths

Martha W. Griffiths, Chairman
Subcommittee on Fiscal Policy

(Original signed by Mr. Patman)

Wright Patman, Chairman
Joint Economic Committee

Jacob K. Javits
Ranking Minority Member, Senate

REQUEST FOR CONTINUATION OF WELFARE STUDY

Senator HOLLINGS. Were there any other special studies in addition to the welfare study?

Mr. BRENKWORTH. That is the only one that was authorized. As you recall, Congresswoman Griffiths came before this committee in a supplemental bill and requested $500,000 for the study which was to take a little over 2 years. The study was to expire June 30, 1973. This request is to continue it for a year, to reappropriate $135,000 of the funds remaining, of the $500,000, and to give them an additional $50,000.

Senator HOLLINGS. All right. Let us proceed.

JOINT COMMITTEE ON ATOMIC ENERGY

Mr. BRENKWORTH. The Joint Committee on Atomic Energy, the budget estimate is $499,410 for an increase of $660 to cover increased health benefits costs.

I offer for the record a budget from the Joint Committee in justification of this request.

[The information follows:]

JOINT COMMITTEE ON ATOMIC ENERGY—JUSTIFICATION OF BUDGET ESTIMATE FISCAL YEAR 1974, $514,700

	1972 actual	1973 estimate	1974 estimate
Appropriation or estimate	$490,005.00	$498,750.00	$514,700.00

	Number	Total salary (as of June 30, 1972)	Number	Total salary as of June 30, 1973)	Number	Total salary
Executive director	1	$35,214.00	1	$35,823.00	1	$35,904.00
Deputy director	1	34,845.00	1	35,823.00	1	35,904.00
Assistant director	1	34,074.48	1	34,495.44	1	34,544.00
Staff counsel	0	0	1	13,892.50	1	30,192.00
Professional staff	1	20,877.65	1	30,000.00	2	62,288.00
Secretaries	7	65,850.91	6	55,000.00	7	85,952.00
Secretary-reporter	1	16,505.30	1	5,870.64	0	0
Printing editor	1	18,115.01	1	18,850.44	1	19,312.00
Documents librarian	1	17,674.98	1	18,584.94	1	14,688.00
Assistant documents clerk	2	21,150.35	2	28,408.44	1	14,416.00
Financial secretary	1	14,226.30	1	15,930.00	1	16,320.00
Documents specialist	1	15,150.00	1	15,930.00	1	16,320.00
Receptionist	1	10,352.46	1	6,619.52	1	8,160.00
Clerical assistant	1	11,867.46	1	12,478.44	1	12,784.00
Research analyst	1	12,079.00	1	12,744.00	1	13,056.00
Total salaries	21	327,982.90	21	340,450.36	21	399,840.00
Agency contributions		26,081.71		32,629.64		37,119.96
Total		354,064.61		373,080.00		436,959.96
Regulations and safety study		0		24,870.00		0
Per diem		850.00		1,500.00		1,000.00
Committee travel		4,740.19		4,800.00		5,000.00
Record of proceedings		7,887.40		13,000.00		15,000.00
Office supplies		2,684.05		2,900.00		2,000.00
Telephone and telegraph		1,721.49		1,900.00		1,500.00
Postage		57.93		100.00		100.00
Books, magazines, newspapers		2,766.15		2,900.00		2,000.00
Witnesses:						
Fees		125.00		200.00		200.00
Travel		672.50		800.00		800.00
Security		1,422.00		1,422.00		1,680.00
Detailed personnel	4	74,175.70	3	63,163.00	2	40,340.00
Consultant fees		0		8,000.00		8,000.00
Conference and symposia		112.50		115.00		120.00
Total		451,279.52		498,750.00		514,700.00

JOINT COMMITTEE ON PRINTING

Mr. BRENKWORTH. Joint Committee on Printing, an increase of $350 for increased health benefits costs, to an estimated $295,620.

I offer for the record a letter from Senator Cannon, the current chairman of the committee, and a budget in support of their request.

[The letter follows:]

Congress of the United States
Joint Committee on Printing

February 22, 1973

Hon. Bob Casey, Chairman
Subcommittee on Legislative Appropriations
Committee on Appropriations
U.S. House of Representatives
Washington, D.C.

Dear Mr. Chairman:

Enclosed please find the proposed fiscal 1974 budget for the Joint Committee on Printing. As you will note, there are no increases in the amount requested or the number of positions. The added amount merely reflects the recent Government pay adjustment.

I hope this meets with your approval, but if you have any questions, please let me know.

Sincerely yours,

Howard W. Cannon
Chairman

	1972 actual		1973 estimate		1974 estimate	
	Number	Total Salary	Number	Total Salary	Number	Total Salary
Appropriation or estimate		$289,705.00		$295,270.00		$306,580.00
Staff director	1	35,640.00	1	35,823.00	1	35,904.00
Assistant staff director	1	34,074.48	1	34,495.44	1	34,944.00
Electronic analyst	1	23,229.96	1	24,425.94	1	26,384.00
Administrative clerk	1	19,189.98	1	20,177.94	1	23,120.00
Editorial assistant	1	22,725.00	1	23,895.00	1	26,112.00
Clerk-stenographer	1	14,392.50	2	27,584.12	2	30,736.00
Inspector of paper and materials	1	21,462.48	1	22,566.44	1	23,120.00
Technical analyst	1	23,229.96	1	24,425.94	1	26,384.00
[2] Legal consultant	1	31,562.46	1	32,643.42	1	32,912.00
[2] Stenographer	1	14,392.50		2,460.50		
Assistant compiler	1	11,253.00	1	17,523.00	1	17,952.00
[1] Publications analyst		656.00				
	11	251,628.32	11	266,020.74	11	277,568.00
Agency contributions		21,196.86		22,662.98		24,848.76
Nonsalary items:						
Travel		4,808.25		5,000.00		3,500.00
Office supplies		438.49		1,000.00		450.00
Telephone		93.42		500.00		150.00
Miscellaneous		303.10		86.28		63.24
		278,468.44		295,270.00		306,580.00

1 - To July 10, 1971
2 - To August 31, 1972; replaced by Clerk-Stenographer, September 1, 1972.

JOINT COMMITTEE ON INTERNAL REVENUE TAXATION

Mr. BRENKWORTH. The Joint Committee on Internal Revenue Taxation. The request reflects no change over their appropriation for 1973 of $937,720. I will offer for the record a letter from Senator Russell Long, the current chairman of that committee, and a budget in support of their request.

[The letter follows:]

Congress of the United States
JOINT COMMITTEE ON INTERNAL REVENUE TAXATION
1013 LONGWORTH HOUSE OFFICE BUILDING
Washington, D.C. 20515

October 11, 1972

Honorable W. Pat Jennings
Clerk, House of Representatives
Washington, D. C.

Dear Mr. Jennings:

This is in reply to your letter of September 21, 1972, concerning the budget estimates for the Joint Committee on Internal Revenue Taxation for fiscal year 1974.

The Joint Committee on Internal Revenue Taxation is requesting $937,720, which is the same amount of funds being provided for fiscal year 1973. This amount consists of $802,720, which is the amount of funds provided in the Legislative Branch Appropriations Act for fiscal year 1973 (P.L. 92-342) and $135,000, which is the amount provided in the supplemental appropriations bill for fiscal year 1973 (H.R. 17034).

Sincerely yours,

Russell B. Long

Russell B. Long

JOINT COMMITTEE ON INTERNAL REVENUE TAXATION

	1972 actual	1973 estimate	1974 estimate
Appropriation or estimate	$756,720	$802,720	$937,720
Supplement	[1] 23,050	[2] 135,000	
Total	779,770	937,720	937,720

PERSONAL SERVICES	Number as of June 30, 1972	Total salary	Number as of Dec. 31, 1972	Total salary	Number	Total salary
Chief of staff	1	$40,000	1	$40,000	1	$40,000
Deputy chief of staff	1	36,000	1	36,000	1	36,000
Chief economist	1	36,000	1	36,000	1	36,000
Legislation counsel	1	35,491	1	35,491	1	36,000
Refund counsel	1	27,500	1	27,500	1	28,914
Assistant legislation counsel	1	34,000	1	34,000	1	36,000
Statistical analyst	1	34,500	1	34,500	1	36,000
Do	1	28,200	1	28,200	1	29,650
Economist	1	32,000	1	32,000	1	33,645
Do	1	31,500	1	31,500	1	33,120
Legislation attorney	1	29,500	1	29,500	1	31,017
Do	1	28,500	1	28,500	1	29,965
Do	1	27,000	1	27,000	1	29,965
Do	2	47,000	2	47,000	2	49,416
Do	2	44,000	2	44,000	2	49,416
Refund attorney	2	43,308	2	43,308	2	45,536
Statistical clerk	2	44,080	2	44,080	2	46,346
Economist	1	21,000	1	21,000	1	22,080
Secretary, legislation	1	17,500	1	17,500	1	18,400
Do	1	13,725	1	13,725	1	14,431
Do	1	12,350	1	12,350	1	12,985
Do	1	12,100	1	12,100	1	12,722
Do	1	12,000	1	12,000	1	12,617
Do	1	11,300	1	11,300	1	11,881
Do	1	11,100	1	11,100	1	11,671
Do	1	9,500	1	9,500	1	9,989
Do	1	10,800	1	10,800	1	11,200
Secretary, refund	1	13,325	1	13,325	1	14,010
Do	1	8,875	1	8,875	1	9,332
Secretary, legislation	1	10,300			1	10,000
Do			[1]	10,300	1	10,830
Accountant			1	23,000	1	24,183
Legislation attorney	1	31,000				
Secretary, legislation			1	9,500	1	9,989
Legislation attorney	1	23,500			1	15,000
Do					1	25,000
Economist					1	30,000
Total salaries	36	816,954	36	794,954	40	913,310
Miscellaneous and contingent expenses				15,000		15,000
Amount required for salary adjustments and promotions				27,766		9,410
Amount required for staff appointments not on payroll as of Dec. 31, 1972				100,000		
Total	36	816,954	36	937,720	40	937,720

[1] Public Law 92-306, approved May 27, 1972.
[2] Public Law 92-307, approved Oct. 31, 1972.

JOINT COMMITTEE ON DEFENSE PRODUCTION

Mr. BRENKWORTH. Joint Committee on Defense Production is asking for the same amount that it received last year, $139,980. I offer for the record a letter from the chairman of that committee, the Hon. Wright Patman.

[The letter follows:]

Congress of the United States
JOINT COMMITTEE ON DEFENSE PRODUCTION
(CREATED PURSUANT TO PUBLIC LAW 774, 81ST CONGRESS)
WASHINGTON, D.C. 20510

October 4, 1972

Honorable W. Pat Jennings, Clerk
U. S. House of Representatives
Washington, D. C. 20515

Dear Pat:

In accordance with your request of September 21, 1972, the estimated expenses of the Joint Committee on Defense Production for the fiscal year 1974 are as follows:

Staff Director and Counsel	$ 32,765.47
General Counsel	32,193.28
Professional Staff Member	24,537.97
Professional Staff Member	22,307.39
Professional Staff Member	8,000.00
Secretary	11,546.76
Reporting services, travel, stationery, publications, and miscellaneous office expense	8,629.13
Total	$ 139,980.00

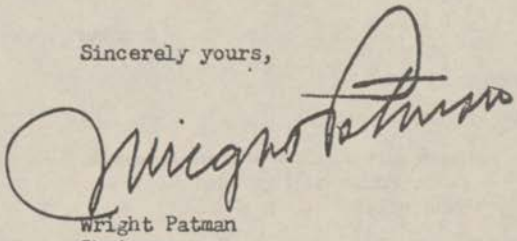
The Joint Committee on Defense Production is authorized in section 712 of the Defense Production Act and has the responsibility of making a continuous study of the programs authorized in this Act and of reviewing the progress achieved in the execution and administration of these programs.

This committee receives reports from each department and agency on mobilization activities. These programs are subject to continuing review by the committee staff. The purpose of the mobilization program is to achieve preparedness for any emergency which could arise. The Office of Emergency Preparedness, which has the responsibility for coordinating these programs on behalf of the Executive branch of

the Government, reports to this committee and its staff on the continuing mobilization effort. Many stand-by orders and plans are maintained for use in an emergency. The Defense Materials System is being operated under authority of the Defense Production Act and serves to expedite defense, space, and atomic energy programs.

Due to the increases in the rate of consumption for materials and dependence on foreign sources of supply, additional Defense Production Act expansion programs may be required to meet the needs for materials. This Committee conducts continuing studies on potential shortages of ores, metals, and fuels and energy, and the increasing dependence on foreign sources for resources.

Sincerely yours,



Wright Patman
Chairman

	1972 actual	1973 estimate	1974 estimate
Appropriations or estimate	$133,180.00	$139,980.00	$139,980.00
Supplemental [1]	3,400.00		
Total	136,580.00	139,980.00	139,980.00

PERSONAL SERVICES	Number as of June 30, 1972	Total salary	Number as of Dec. 31, 1972	Total salary	Number	Total salary
Staff director and counsel	1	$32,765.47	1	$32,765.47	1	$32,765.47
General counsel	1	32,193.28	1	32,193.28	1	32,193.28
Assistant staff director	1	24,537.97	1	24,537.97	1	24,537.97
Professional staff	1	22,307.39			1	22,307.39
Do	1	18,000.00			1	15,000.00
Secretary	1	11,546.76	1	11,546.76	1	11,546.76
Staff assistant	1	9,000.00	1	12,000.00		
Clerk assistant	1	6,000.00				
Clerk			1	9,000.00		
Do			1	8,000.00		
Do			1	7,500.00		
Total	8	156,350.87	8	137,543.48	6	138,350.87
Miscellaneous and contingent expenses				2,436.52		1,629.13
Total	8	156,350.87	8	139,980.00	6	[2] 139,980.00

[1] Public Law 92-306, approved May 27, 1972.
[2] 1974 estimate does not include 5.14 percent cost of living increase effective Jan. 1, 1973.

RESPONSIBILITY OF JOINT COMMITTEE ON DEFENSE PRODUCTION

Senator HOLLINGS. What does that committee do?

Mr. BRENKWORTH. The Joint Committee is authorized in section 712 of the Defense Production Act and has the responsibility of making continuous study of the programs authorized in this act and of reviewing the progress achieved in the execution of the administration of these programs.

Senator HOLLINGS. What programs? What are you talking about?

Mr. BRENKWORTH. The Defense Production Act.

Senator HOLLINGS. It seems like the Joint Economic Committee was doing more on that score than Defense Production Act. Let us look at that one.

Well, have you ever seen anything that they have done? Have you got a booklet or——

Mr. BRENKWORTH. No, sir, I am not too involved in that committee since that is estimated for and budgeted on the House side. We have a certain number of the Joint Committees funded on our side and certain on the House side. This is a House-funded item.

LETTER FROM SENATOR SPARKMAN

I have a letter from the Honorable John Sparkman, chairman of the Joint Committee on Defense Production, which I would like to place in the record at this point.

[The letter follows:]

Congress of the United States

JOINT COMMITTEE ON DEFENSE PRODUCTION
(CREATED PURSUANT TO PUBLIC LAW 774, 81ST CONGRESS)
WASHINGTON, D.C. 20510

May 10, 1973

Honorable Ernest F. Hollings, Chairman
Legislative Appropriations Subcommittee
Committee on Appropriations
United States Senate
Washington, D. C. 20510

Dear Senator Hollings:

In accordance with your request, the estimated expenses of this committee, not including the 5.14% pay raise effective January 1, 1973, are as follows:

Staff Director and Counsel	$ 32,765.47
General Counsel	32,193.28
Assistant Staff Director	24,537.97
Professional Staff	22,307.39
Professional Staff	15,000.00
Secretary	11,546.76
Reporting services, travel, stationery, publications, and miscellaneous office expenses	1,629.13
Total (not including 5.14% pay raise effective January 1, 1973)	$ 139,980.00

The Joint Committee on Defense Production is authorized in Section 712 of the Defense Production Act and has the responsibility of making a continuous study of the programs authorized in this Act and of reviewing the progress achieved in the execution and administration of these programs.

This committee receives reports on defense mobilization activities from each department and agency. These programs are subject to continuing review by the committee staff. The objective of the mobilization effort is to achieve preparedness for any emergency which could arise. Many stand-by orders and plans are maintained for use in an emergency. The Defense Materials System is being operated under authority of the Defense Production Act and serves to expedite defense, atomic energy and space programs. The utilization of this authority could be accelerated without delay in the event of an emergency. This authority has also been utilized in connection with assuring transportation for defense needs during two railroad strikes.

There have been more than $3.6 billion in guaranteed loans under authority of the Defense Production Act, and the net income on these loans amounts to about $37.1 million.

There are seven voluntary agreements authorized under authority of Section 708 of the Defense Production Act. The Voluntary Agreement Relating to Foreign Petroleum Supply has been utilized in connection with transporting petroleum from the Middle East during two emergencies.

Studies relating to resources are becoming increasingly important due to larger requirements and the increasing dependence on foreign sources for strategic and critical materials and fuels. The 22nd Annual Report of the Joint Committee on Defense Production contains a review of the back-up programs for the Liquid Metal Fast Breeder Reactor. The committee staff is continuing to conduct studies relating to energy resources, and is also studying timber resources. All of these resources are important to industrial production, and defense and civilian requirements. Since long lead times are required to provide resources, much effort and advance planning will be essential if our requirements are to be met in future years. In past years, large quantities of strategic and critical materials were provided through Defense Production Act expansion programs for sale to the national stockpile and to private industry. A Defense Production Act expansion program is the source of supply for copper to the U. S. Mint at the present time. Additional expansion programs may be required for materials due to the increased dependence on foreign sources of supply and the increased consumption. This committee will continue to study the need for expansion programs.

In addition to the estimate of expenditures for the fiscal year 1974, I am forwarding you a copy of the 22nd Annual Report of the Joint Committee on Defense Production (2 volumes) under separate cover.

Sincerely yours,

John Sparkman
Chairman

Joint Committee on Congressional Operations

Senator Hollings. All right. Go right ahead.

Mr. Brenkworth. The Joint Committee on Congressional Operations requested an increase in their appropriation of $159,019. The estimate was $619,019. This was reduced by the House. They allowed $70,000 of the $159,019 and gave them an appropriation of $530,000. The chairman of this committee, Senator Metcalf, has indicated he would like to appear before the committee and request restoration of the $89,000 reduction.

Senator Hollings. Well, we would like to hear from Senator Metcalf.

CORRESPONDENCE IN SUPPORT OF REQUEST

Mr. Brenkworth. I will offer for the record certain letters from the Joint Committee in support of their request.

[The letters follow:]

97-170 O - 73 - 40

JOINT COMMITTEE ON CONGRESSIONAL OPERATIONS,
Washington, D.C., February 28, 1973.

Hon. BOB CASEY,
Subcommittee on Legislative Branch Appropriations,
U.S. House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: The attached schedule for the fiscal 1974 budget requests for the Joint Committee on Congressional Operations is submitted in accordance with your letter of February 21, 1973.

The duties of the Joint Committee on Congressional Operations as established by Public Law 91-510 are:

SEC. 402. (a) The Joint Committee shall—

(1) Make a continuing study of the organization and operations of the Congress of the United States and shall recommend improvements in such organization and operation with a view toward strengthening Congress, simplifying its operations, improving its relationships with other branches of the United States Government, and enabling it better to meet its responsibilities under the Constitution of the United States; and

(2) Identify any court proceeding or action which, in the opinion of the Joint Committee, is of vital interest to the Congress, as a constitutionally established institution of the Federal Government and call such proceeding or action to the attention of that House of Congress which is specifically concerned or to both Houses of the Congress if both Houses are concerned.

* * * * * * *

SEC. 406. (a) There is hereby established for the Congress an Office of Placement and Office Management which shall be subject to the supervision and control of the Joint Committee * * *.

(*b*) It shall be the duty of the Office, upon request, to assist Members, committees, and officers of the Senate and House of Representatives seeking competent personnel with specified qualifications and to furnish advice and information with respect to office management procedures."

As you know, we have just completed our first Congress. With Congressman Brooks as our chairman, we developed a capable staff and a realistic program of activities. Now with Senator Metcalf as chairman, we intend to continue to perform with responsibility.

We are requesting a total of $619,019 for fiscal 1974. Just as we have exercised a high degree of responsibility in our first 2 years in the expenditure of funds, so have we been careful in developing our budget estimate. Our activities have increased, and, although additional areas of work have been suggested since the budget was prepared, we feel it will enable us to perform our required duties as a joint committee. We are attaching a copy of Mr. Brooks' report to the Congress on the activities of the joint committee during the 92d Congress. We hope that you will have the opportunity to review our accomplishments.

Our scope of activities is expanding; however, we continue to see as our role the providing of service to the Members of Congress and developing ways of providing for a more effective and efficient Congress.

We respectfully urge your approval.

Very truly yours,

LEE METCALF, *Chairman,*
JACK BROOKS,
Vice Chairman.

JOINT COMMITTEE ON CONGRESSIONAL OPERATIONS

	June 30, 1972, actual	Dec. 31, 1972, estimate	1974 estimate
Executive director	$36,000	$36,000	$36,000
Director of research	33,750	33,750	33,750
Staff administrator			33,000
Staff counsel	29,000	29,000	29,000
Do	22,344	21,684	21,684
Associate counsel	24,000		20,000
Research assistant	18,000		18,000
Do	15,500	16,000	16,000
Administrative aide	12,000	13,500	13,500
Clerks (2)		18,500	19,500
Do	15,000	15,500	17,000
Equipment, supplies, travel, contract fees, etc	10,000	43,360	48,650
OFFICE OF PLACEMENT AND OFFICE MANAGEMENT			
Director			35,000
Administrative officer	26,375	27,500	27,500
Do	17,380	19,000	19,000
Placement clerks (5)	36,500	41,000	45,000
Placement clerk	7,500		9,500
Do		7,000	9,500
General clerks (2)	14,200	14,700	15,500
Secretary	7,500	8,000	10,000
Messenger		4,500	5,000
Administrative clerk			11,000
Secretary		7,700	7,700
Chief, Office of Management		[1] 12,000	25,000
Training officer		[1] 12,000	16,000
Procedures writer		[1] 7,200	13,000
Editorial assistant		[1] 4,000	8,500
Equipment, supplies, travel, recruiting, training, etc	8,000	36,430	55,735
Total	333,049	428,324	619,019

[1] Presently part-time positions, to be made full time prior to beginning of fiscal year 1974.

Report on the Activities of the Joint Committee on Congressional Operations During the 92d Congress

SUMMARY

The Joint Committee on Congressional Operations, created in the 1970 Legislative Reorganization Act, maintained a full schedule of activities during the 92d Congress.

With Representative Jack Brooks of Texas as its first chairman and Senator Lee Metcalf of Montana as vice chairman, this new committee—

Conducted hearings and reported recommendations on proposals designed to improve the congressional budget process;

Reviewed and reported on implementation of provisions of the 1970 act intended to give Congress better access to more meaningful Federal fiscal and budgetary information;

Compiled and published in a single source rules adopted by the committees of Congress;

Prepared and issued a series of reports identifying court proceedings and actions of vital interest to the Congress; and

Established an Office of Placement and Office Management for Congress, and published congressional handbooks containing information on the allowances, emoluments, and privileges accorded Members of both Houses.

The committee also began or completed a number of staff studies pertaining to congressional operations, prepared for hearings—on the relationship between legislative immunity and Congress' ability to gather and disseminate information—to be conducted during the 93d Congress, and planned seminars for new congressional staff personnel.

All of the committee's activities over the past 2 years, described in greater detail below, have been carried out in accordance with its mandate as defined in the 1970 act.

COMMITTEE ORGANIZATION

Representative Brooks and Senator Metcalf were elected to serve as chairman and vice chairman, respectively—the chairmanship alternates between the House and Senate every 2 years—at the committee's first organizational meeting on March 18, 1971. Committee organization was completed on March 30, with adoption of rules and procedure.

Other members of the committee were: Representatives Robert N. Giaimo of Connecticut, James G. O'Hara of Michigan, Durward G. Hall of Missouri, and James C. Cleveland of New Hampshire; and Senators Mike Gravel of Alaska, Lawton Chiles of Florida, Clifford P. Case of New Jersey, and Richard S. Schweiker of Pennsylvania.

Appointed as permanent committee staff employees were: Eugene F. Peters, executive director; Donald G. Tacheron, director of research; Nicholas A. Masters, staff director (resigned Sept. 30, 1971); Raymond L. Gooch and George Meader, staff counsel; Ann Holoka, research assistant; and Cynthia Watkins, office manager.

The committee held 6 days of public hearings and met 12 times to consider staff appointments, proposals and approve reports, discuss hearings, and conduct other committee business.

COMMITTEE ACTIVITIES

Provisions of the 1970 act give the committee a broad mandate. As defined in title IV, part 2, its duties and responsibilities are to:

Make a continuing study of congressional organization and operation: and to recommend improvements designed to strengthen Congress, simplify its operations, improve its relationships with other branches of the U.S. Government, and enable it better to meet its responsibilities under the Constitution.

Identify any court proceedings and actions of vital interest to the Congress or to either House of the Congress; to call these to the attention of the House of Congress specifically concerned, or to both Houses of Congress: and to make recommendations concerning them.

Control and supervise an Office of Placement and Office Management.

Activities undertaken by the committee to carry out these provisions included the following:

In its first hearings, the committee evaluated proposals to improve the scheduling of annual authorization-appropriations action so that enactments could be completed prior to the start of the new fiscal year. Four days of hearings were held, with emphasis on numerous proposals to change the Federal fiscal year. Invited to testify were Members of both Houses and representatives of congressional agencies, executive departments, and various private organizations. Additionally, all Governors, all chief State school officers, and the mayors of 50 cities were asked to submit statements for the record.

The hearings were printed and, together with the committee's report and recommendations, entitled "Changing The Federal Fiscal Year: Testimony and Analysis," issued November 5, 1971, were sent to all Members of both Houses.

In a related area, the committee conducted an extensive review of implementation of sections 201–203 of the 1970 act, intended to give Congress—along with other users—ready access to meaningful fiscal, budgetary, and program related data in the executive departments and agencies. Hearings were held in March and April 1972, with witnesses invited from the General Accounting Office, Department of the Treasury, and Office of Management and Budget. The printed hearings and subsequent committee report, entitled "Improving Fiscal and Budgetary Information for the Congress," issued August 15, 1972, were sent to all Members of both Houses.

As a part of this review activity, the committee initiated a comprehensive study of congressional needs for information on Federal financial operations. The study, begun by the GAO in mid-1971, is expected to be completed in 18 to 24 months, and the committee will continue its review of implementation of sections 201–203 during that period.

In another project, the committee issued a report containing rules adopted by congressional committees at the beginning of the 92d Congress. Compiled in

cooperation with the chairmen of the various committees, who were asked to submit copies of their committee's rules for inclusion, the report contains rules adopted by 22 House committees, 20 Senate committees, and three joint committees. The committee plans to revise this report, "Rules Adopted by the Committees of Congress," to reflect any committee rules changes made early in each Congress.

Other publications resulting from committee studies were:

"Modern Information Technology in the State Legislatures," June 9, 1972, describes automatic data-processing systems in use or being developed at the State level.

"The Joint Committee on Congressional Operations," January 1, 1972, describes the committee's purpose, jurisdiction and rules; and contains a brief description of changes in congressional organization and operation over the past decade as well as statistical information on congressional activity, names of House and Senate leaders, committe chairmen, and congressional agency heads.

Committee publications have been distributed widely. For example, the committee responded to 5,120 requests for "Rules Adopted by the Committees of Congress," 1,880 for "Improving Fiscal and Budgetary Information for the Congress," 1,280 for "Changing the Federal Fiscal Year: Testimony and Analysis," and 1,445 for "Modern Information Technology in the State Legislatures."

Identifying court proceedings

In October 1971, the committee issued the first in a series of reports identifying court proceedings and actions of vital interest to Congress. Four such reports have been issued since then, each of them listing additional cases and including any new action on cases described in the preceding reports.

The most recent of these cumulative reports, complete to September 25, 1972, contains a summary of the brief and the status of 38 actions in the following areas: Constitutional qualifications of Members of Congress, constitutional immunities, powers of congressional committees, constitutional powers of Congress, congressional access to executive branch information, officers and agents of Congress, and other actions involving Members in their representative capacity. The 164-page report also contains the text of recent decisions on cases identified for inclusion.

In addition to the cumulative reports, the committee prepared and distributed two special reports in areas of general interest to many Members. The committee responded to 1,817 requests for copies of the first of these, Decisions of the United States Supreme Court (*United States* v. *Brewster*, and *Gravel* v. *United States*), issued on June 29, 1972; and to 2,430 requests for copies of the second, The Franking Privilege of Members of Congress, issued October 16, 1972.

The final cumulative report, for the 92d Congress to be issued in early January 1973, will include final action on all cases pending during the 2-year period. The committee has arranged to distribute these reports regularly to all Members of both Houses as well as congressional committees, law schools, and other interested individuals and organizations.

Office of Placement and Office Management

The committee conducted a survey of congressional offices during May, June, and July 1971, to determine what kinds of assistance Members, officers, and committees required in recruiting, and training qualified staff personnel and in applying modern office management techniques. Based on results of this survey—which included interviews with Members and staff in 49 congressional offices and committees, the committee began providing services through its Office of Placement and Office Management in January 1972.

The committee assumed full responsibility for the Placement Office, previously operated by the U.S. Department of Labor, on January 3, 1972. The Placement Office is situated on the first floor of the House Annex (former Congressional Hotel) and in room B–46 of the Russell Senate Office Building. Among placement services provided are:

Preliminary applicant interviews on a walk-in basis.

Maintenance of qualified applicants by job categories.

Submission of résumés in response to job orders for review by the congressional offices involved. (The placement office submits a number of

résumés of qualified applicants for each job opening; it does not make final selection among candidates for employment.)

Use of placement office services is increasing steadily, with 941 job orders received from congressional offices to date. Some 200 applicants are given preliminary interviews by the office each week.

In November 1972, in accordance with objectives defined in sections 402(a) and 402(b) of the 1970 act, the committee printed and distributed loose-leaf handbooks consolidating information on allowances and other support services available to Members of the House and Senate.

Prepared by the Office of Placement and Office Management, the 200-page Congressional Handbook—the House and Senate versions differ to reflect the different allowances and procedures for obtaining them in the two Houses—describes information sources, privileges of Members, and other information pertaining to establishment and maintenance of congressional offices.

Copies of the handbooks have been distributed to all reelected, incumbent and newly elected Members of Congress, officers of the House and Senate, and congressional committees. Material in the handbooks will be revised periodically as needed and new pages containing updated allowances, procedures, and so forth, will be sent to those receiving these publications from the committee.

To date, the committee has received additional requests for 128 copies from Members and others interested in congressional operations. Since the original printing has been exhausted, the committee plans to request reprinting of the handbooks to fill such requests early in the 93d Congress.

STUDIES AND ACTIVITIES IN PREPARATION

In addition to work completed, as indicated above, the committee initiated a number of preliminary studies for hearings or reports and planned training programs for new House and Senate staff employees. Included, are background studies relating to questions to be considered in hearings on legislative immunity and its relationship to Congress ability to gather and disseminate information. Topics on which such studies are underway are the origin and development of the doctrines of legislative, executive, and judicial immunities; the justifiability of issues involving operations of Congress; judicial and executive actions relating to the separation of powers doctrine and executive privilege; and proposals for establishing a counsel for Congress. The hearings have tentatively been scheduled to open in February 1973. Other studies scheduled for completion during the 93d Congress are:

Congressional capability for utilizing communications media more effectively in reporting to the American people. The study objectives are to:

(1) Describe the existing imbalance between executive and legislative branch communications capabilities;

(2) Analyze and assess the consequences of this imbalance; and

(3) Develop recommendations for a communications strategy providing Congress with the techniques and access to the media necessary to offset the massive and increasingly sophisticated use of mass communications by the President and executive agencies.

Decisions of the Federal courts in cases which have significantly affected the operations of Congress. This compilation will include cases of historic and legal importance in these major categories:

(1) The separation of powers doctrine as it affects the legislative functions of Congress;

(2) Congressional investigations and the power to solicit information by contempt proceedings;

(3) Congressional power over elections and qualifications of Members; and

(4) Legislative immunities.

Each chapter will contain selected material from law journals and other legal periodicals as well as the complete text of the official reports of the cases selected for inclusion, providing in a single source the major court interpretations of the constitutional functions and perquisites of the Congress along with the implications of these interpretations as viewed by legal commentators.

Responsiveness of legislative agencies, including the Government Printing Office, General Accounting Office, Library of Congress, and Architect of the Capitol.

Detailed description of the plans of the General Accounting Office and the congressional research for upgrading their information capabilities to meet new requirements of the 1970 Legislative Reorganization Act. Also underway is a general survey of the operation of other provisions of the 1970 act that are within the review and study jurisdiction of the committee.

Current and prospective applications of modern information technology in the Congress. The study will include summary descriptions of such systems in both Houses, the GAO, Library of Congress, and Government Printing Office.

Training for new staff employees will be offered by the committee through its Office of Placement and Office Management during the second week in January 1973. The purpose of the training sessions will be to acquaint key staff appointees with various problems that can be anticipated in the day-to-day operation of a congressional office. The Congressional Handbook will be used as the basic text for these sessions, with discussion leaders selected from among experienced House and Senate staff personnel. Subjects covered will include office organization, constituent relations, casework, and sources of information.

MEMORANDUM

Date: March 6, 1973.
To: Bob Casey, Chairman, Subcommittee on Legislative Appropriations, House Appropriations Committee.
From: Lee Metcalf, chairman, Joint Committee on Congressional Operations.
Re: Joint Committee on Congressional Operations Budget.

In response to your request, the following detailed information regarding the budget of the Joint Committee on Congressional Operations, including the Office of Placement and Office Management, is furnished.

JOINT COMMITTEE ON CONGRESSIONAL OPERATIONS

Last year at this time, the joint committee had only four professional and four clerical employees. Increased activity has made it necessary to increase the staff to the authorized level of six professional and six clerical employees. We also anticipate the need for one or two intermittent temporary clerks. This represents an increase of $62,952 over our present authorization.

OFFICE OF PLACEMENT AND OFFICE MANAGEMENT

PLACEMENT OFFICE

The work of the Placement Office has tripled since this function was taken over from the Department of Labor facility.

We have approximately 120 pending requests for assistance in filling positions as opposed to approximately 40 at the same time last year. We are processing an average of about 45 applicants daily, as opposed to last year's average of about 20. This increased workload has forced us to increase our Placement Office staff from 8 to 13 employees.

RECRUITING

Of the 120 pending requests, about 90 are for secretaries with stenographic skills. We have only five or six qualified applicants for these positions. In order to meet our responsibility to assist Members in finding competent personnel, it will be necessary to inaugurate a recruiting program. We plan to send some of the employees of the Placement Office to accredited business schools within a 500-mile radius in an attempt to attract qualified secretaries.

AUTOMATED EQUIPMENT

With the greater demand for placement services, we feel it is necessary to install an automated application file and retrieval system in addition to clerical testing equipment.

MANAGEMENT STUDIES

In addition, we are being asked to conduct management studies of individual offices. As the requests for this type of service increases, it will become necessary to employ additional individuals to perform these tasks. Highly specialized and short-term management studies have to be done on a contract basis; this accounts for the increase in miscellaneous expenses.

TRAINING PROGRAMS

We inaugurated a highly successful training program for employees of newly elected Members, and we are being urged to institute a permanent employee training program; funds for this new activity are included in our budget request.

This increased estimate of $96,067 will allow us to more fully meet the statutory requirement of the Office of Placement and Office Management.

OFFICE OF THE ATTENDING PHYSICIAN

Mr. BRENKWORTH. Office of Attending Physician. We have a reduction of $5,000 to an estimate request of $97,700. I will offer for the record a letter from Dr. Cary in support of his request.

[The letter follows:]

March 6, 1973

Honorable Ernest F. Hollings
Chairman, Subcommittee on
Legislative Appropriations
Committee on Appropriations
United States Senate
Washington, D.C. 20510

Dear Senator Hollings:

I am forwarding the budget estimates from the Attending Physician's office for Fiscal Year 1974:

Allowances	$40,800.00
Medical Supplies, Equipment & Contingent Expenses	56,900.00
	$97,700.00

This amount represents a $5,000.00 decrease from Fiscal Year 1973.

If I can furnish any further information, please let me know.

Sincerely yours,

FREEMAN H. CARY, M.D.

CAPITOL POLICE, GENERAL EXPENSES

Mr. BRENKWORTH. For Capitol Police General Expenses, which Chief Powell testified about previously, the request was for an increase of $157,845 for an appropriation of $394,295. The House did not allow the full amount. The House allowed $304,295, decreasing it by $90,000. Chief Powell has indicated they are not requesting a restoration of that House reduction.

I will offer for the record a budget from the Capitol Police Board indicating the areas in which they have increases and decreases in this request.

[The information follows:]

U.S. CAPITOL POLICE PROPOSED OPERATING BUDGET, FISCAL YEAR 1974

Divisions	Proposal to clerk	Proposal to committee	Increase (+) or decrease (−)
Office supplies	$8,000	$8,000	
Laundry and dry cleaning	45,000	20,000	−$25,000
Communications	144,925	151,995	+7,070
Motor vehicles	48,000	48,000	
Allowance, secretary to police board	300	300	
Equipment and uniforms	130,070	142,000	+11,930
Miscellaneous items	18,000	24,000	+6,000
Total proposed budget	394,295	394,295	

JUSTIFICATION FOR PROPOSED OPERATING BUDGET—FISCAL YEAR 1974

Office Supplies: $8,000

1. Costs and expenses of copiers—$3,500
2. 80,000 forms—$2,500
3. Balance—$2,000

The funds in this item are divided into three parts. The first part goes for the contract costs and expenses related to four copy machines at $571.50 per copier per year, and supplying paper for them at $25 per copier per month. The second part will be used to buy 80,000 report forms. The balance is allowed for miscellaneous items for all of the various offices we utilize.

Laundry and Dry Cleaning: $20,000

The average annual cost per officer has steadily declined since the introduction of the wash and wear shirts. It is estimated that in fiscal year 1974 we will remain at near our authorized strength and that this sum will be sufficient.

The funds allocated to this item have been re-evaluated. It was deemed appropriate to reduce the amount stated in my letter of October 2 to the Clerk. This reduction was assigned to three different items below.

Communications	1974 request	1972 expenditures	1973 expenditures to date
1. Kustom Electronics	$90,000		
2. Recorder	14,712		
3. C. & P. Telephone	1,863	$1,861.90	$1,047.21
4. IBM	1,740	1,560.00	
5. RCA	31,080	26,933.10	21,118.90
6. Balance	12,600	38,980.11	507.80
Total	151,995		

1. A major improvement is planned during fiscal year 1974 which interfaces a mini-computer "controller" with our computerized police information systems, Washington area law enforcement system, and FBI's National Crime Information Center.

This new system represents the latest state-of-the-art in two way digital communications systems. The officer in the police car is the one who initiates the greatest number of queries to WALES/NCIC. As presently configured this inquiry is transmitted via voice radio to a dispatcher, who in turn, performs the manual functions of typing in the inquiry, transmitting it over telephone lines to the WALES computers, and transmitting the return by voice radio to the inquiring officer. This process takes time and, because of the voice transmissions, errors are made, such as transposed numerals and misunderstood words. Another disadvantage is that the return on the query is broadcast and can be monitored by all radio-equipped personel. Frequently, it would be desirous that there be another way to accomplish this.

The new system, made by Kustom Electronics of Chanute, Kans., has the advantage over other such systems of not being hazardous to the officer in the vehicle. Other systems utilize a cathode ray tube, much like the television re-

ceiver in your home, on which to display the information. There are two main hazards here, the high voltage needed to energize the tube and the danger from implosion when a vehicle is in a collision. The Kustom system uses a plasma display which operates on the 12 volt system of the vehicle and is not a vacuum tube.

When an officer in a car needs to query the WALES, he types onto a keyboard much like that of a typewriter the information he wants, punches a "transmit" button and, in one-tenth of a second, the query is transmitted digitally to our "controller." This unit stores the address of the sender, puts the query into proper format and sends it telephonically to WALES. When the return comes in, the "controller" sends it digitally, in one-tenth of a second, over radio channel to the inquiring officer only and it appears on the screen in the officer's vehicle as a typed message. No errors are possible, no words are misunderstood, each query remains confidential and it is all done quickly and efficiently.

Another advantage of this system is that only approximately 50 percent of the memory capacity of the "controller" will be utilized. We plan to use the balance of this memory capacity for statistical purposes, using personnel now on the force who have training necessary to accomplish this.

This is a one time expense which will enable us to further our efforts to keep abreast of technology and give the Congress the best service possible.

2. Five years ago, we acquired a four track tape recorder which was connected with our radio system, recording all transmissions for the two channels utilized. The police radio system has outgrown this recorder; it is incapable now of performing the function it was designed for. In addition, that recorder has now reached the point where, due to its condition, it should be replaced. In order to be able to record all transmissions on the present system and, at the same time to provide for future expansion, a more modern recorder is necessary.

It is important that each transmission be recorded. Transcripts of radio tapes have been prepared for court cases, the tapes are reviewed when complaints are received, and they are reviewed for procedural errors in an effort to improve efficiency.

This is another item to which a portion of the reduction in "laundry and dry cleaning" was assigned. In my letter of October 3, an estimate for the Kustom system was included. That figure has now been made more realistic and has been raised by $7,070 and was reassigned from the "laundry and dry cleaning" division.

3, 4, 5, 6. The balance of this item represents expense for the communication system leases and miscellaneous parts.

Motor vehicles, $48,000:

1. Vehicle purchases, $20,310.
2. Operation expenses, $17,690.
3. Gasoline and oil, $10,000.

From our vehicle maintenance and operations expenses in calendar year 1972, it is anticipated that this sum will be necessary in fiscal year 1974. No enlargement of our fleet of vehicles is anticipated during this period. Therefore, barring some great unforeseeable expenses, this is the amount to be allocated. During fiscal year 1974, four new cars and 18 new bikes will be purchased to replace old cars and bikes at $20,310; $3,690 will be spent for tires; $14,000 will be used for accessories, parts, and repairs; and $10,000 will be spent on oil and gasoline.

Secretary to Police Board, $300:

Same as last year. No increase for this item.

Uniforms and equipment, $142,000:

The decrease in the estimation for laundry expenses as stated in my letter to the clerk of October 3, 1972, has been assigned to three separate items, one of which is uniforms and equipment.

There is a need to issue one additional pair of trousers to each officer at $14.50 each. It has been established that the wash-and-wear shirt is more economical then the cotton one. Therefore it is deemed advisable to spend an additional $10,000 so that each officer can have eight wash-and-wear shirts instead of a combination of eight wash-and-wear and cotton shirts.

These expenses, in addition to our regular uniform replacement expense of $105.70 yearly per officer totals $130,200. The balance of this item represents

the cost of all the various items of equipment we buy for daily operations, excluding all items issued to an officer, $11,800.

Miscellaneous and contingency items, $24,000:

1. K–9, $4,000.
2. Recruiting, $3,000.
3. Identification, $6,400.
4. Training, $10,000.
5. Other, $600.

1. K–9

Expended in 1972	$4,544.62
Projected for 1973	3,400.00
Planned for 1974	4,000.00

This unit began in fiscal year 1972 and is now at full strength. The estimate for 1974 is based on the 1973 expenditures and the projected costs for the rest of the year.

2. Recruiting

Expended in 1972	$8,061.60
Projected for 1973	3,800.00
Planned for 1974	3,000.00

The expenses of this section have declined steadily as our vacancies have decreased. The estimate for 1974 is based on the current rate of turnover of 10 percent.

3. Identification

Expended in 1972	$14,209.46
Projected for 1973	3,000.00
Planned for 1974	6,400.00

It is estimated that this section shall use $4,000 of film and other supplies in 1974 and $2,400 for some additional equipment.

4. Training

Expended in 1972	$13,447.97
Projected for 1973	7,000.00
Planned for 1974	10,000.00

In calendar year 1972 we expended $9,051 on expendable items. For fiscal year 1974 it is estimated to cost $10,000.

5. Other

Expended in 1972	$721.60
Projected for 1973	400.00
Planned for 1974	600.00

The funds here are used for those contingencies for which we cannot estimate exactly the cost. It includes official travel expenses, training programs to which we send personnel, and other items.

As a whole, the sum allocated to this item has been raised over that indicated in my letter to the Clerk of October 3, 1972. This is one of the three items which received some of the reduced laundry expenses referred to above.

Total proposed budget for fiscal year 1974—$394,295.

CAPITOL POLICE

Present Force

Rank	Maximum Position Compensation	Senate	House	Total	Cost
Captains	$19,312	2	2	4	$77,248
Lieutenants and Special Officers	16,320	9	12	21	342,720
Sergeants	13,600	25	33	58	788,800
K-9 Officers	11,152	6	6	12	133,824
Technicians	11,152	12	12	24	267,648
Plainclothesmen	11,152	8	8	16	178,432
Privates	10,336	369	496	865	8,940,640
		431	569	1,000	10,729,312

Proposed Force

Inspectors	$21,488	2	2	4	$85,952
Captains	19,312	5	5	10	193,120
Lieutenants and Special Officers	16,320	12	15	27	440,640
Sergeants	13,600	40	53	93	1,264,800
K-9 Officers	11,152	6	6	12	133,824
Technicians	11,152	12	12	24	267,648
Detectives	11,968	4	4	8	95,744
Plainclothesmen	11,152	8	8	16	178,432
Privates	10,336	342	449	791	8,175,776
		431	554	985	10,835,936

	Senate	House		
Inspectors (New)	+2	+2		
Captains	+3	+3		
Lieutenants	+3	+3		
Sergeants	+15	+20		
Detectives (New)	+4	+4		
	+27	+32		
In lieu of Privates	-27	-47		
Numerical Increase or Decrease	None	-15		
Appropriation Increase or Decrease	+$122,672	-$16,048		+$106,624

Capitol Police Board

Mr. Brenkworth. On the Capitol Police Board item, which is for reimbursement to the Metropolitan Police for officers of the metropolitan forces who are assigned or detailed to the Capitol Police, they have requested an increase of $204,390 for an estimate of $1,214,255. This is basically to cover increased costs, salary, and agency contributions. I offer for the record a letter from Robert G. Watson, inspector of the Metropolitan Police, in which he submits a listing of the police officers assigned to the Capitol and also a statement which shows the changes in language that have been requested by the Capitol Police Board in the authorization language.

[The information follows:]

GOVERNMENT OF THE DISTRICT OF COLUMBIA
METROPOLITAN POLICE DEPARTMENT
WASHINGTON, D. C. 20001

October 6, 1972

Mr. W. Pat Jennings, Clerk
U. S. House of Representatives
Washington, D. C. 20515

Dear Mr. Jennings:

This is in response to your letter of September 26, 1972, and your inquiry regarding estimated reimbursement to this Department for police services rendered to the Congress during Fiscal Year 1974.

As you know, Public Law 92-410, dated August 20, 1972, amended the Police and Firemen's Salary Act to effect salary increases for members of this Agency. This, naturally, will be reflected as an increase in our FY-1974 estimates above FY-1973 of approximately $204,390.

Accordingly, it is recommended that the reimbursement estimate for FY-1974 be considered at $1,214,255. This amount represents costs of all salaries and anticipated overtime compensation, and, also should be sufficient to defray the expenses of retirement and pension benefits, health and life insurance benefits, and miscellaneous overhead costs. It should be noted that anticipated overtime has been reduced to ten days per man in FY-1974 as opposed to thirty days per man in FY-1973. Attached is a breakout of anticipated FY-1974 costs.

Sincerely,

Robert C. Watson, Inspector
Commanding Officer
Financial Management Branch

	RANK	BASE SALARY	(9) HOLIDAY	(10 Days) OVERTIME	TOTAL
A. ASSIGNED:					
Bell, Lester	Plc.	14,080	487	813	15,380
Bostek, Edward.....	Pvt.	13,900	481	802	15,183
Brannon, Eugene.....	Lt.	18,895	627	---	19,522
Burge, Joseph.....	Sgt.	14,940	517	862	16,319
Cahill, Martin.....	Det. Sgt.	18,157	558	930	19,645
Clark, Robert.....	Sgt.	16,979	564	941	18,484
Clark, William.....	Pvt.	13,400	464	773	14,637
Clarkson, David.....	Pvt.	13,400	464	773	14,637
Cottrill, Glenn.....	Sta. Clk.	13,580	470	784	14,834
Cross, William.....	Det. Sgt.	16,799	558	930	18,287
Delahanty, Thomas.....	Sta. Clk.	13,580	470	784	14,834
Dusseau, Edgar.....	Pvt.	13,400	464	773	14,637
Eilert, Claude.....	Det. Sgt.	19,517	605	1,010	21,132
Ekeland, William.....	Plc.	16,080	522	870	17,472
Evans, William.....	Sta. Clk.	14,080	487	813	15,380
Fratantuono, Gerald....	Pvt.	12,900	447	744	14,091
Garner, Yancey.....	Capt.	24,875	764	---	25,639
Gooden, Jerome.....	Pvt.	12,900	447	744	14,091
Hardy, Roosevelt.....	Pvt.	12,100	419	698	13,217
Harford, Milton.....	Det. Sgt.	16,799	558	930	18,287
Heller, Lewis.....	Sta. Clk.	14,080	487	813	15,380
Hines, Thomas.....	Plc.	15,580	522	870	16,972
Kinzey, Robert.....	Sta. Clk.	11,980	415	691	13,086
Krahling, Robert.....	Insp.	29,657	877	---	30,534
Long, Joyce.....	Plc.	15,080	505	842	16,427
McGrath, William.....	Det. Sgt.	20,196	605	1,010	21,811
O'Brien, John J.....	Lt.	19,680	627	---	20,307
Orfield, Gary.....	Pvt.	13,400	464	773	14,637
Petrakis, Ftemi.....	Pvt.	15,900	499	830	17,229
Powell, James.....	D/Chief	36,000	1,192	---	37,192
Reed, Kenneth.....	Sta. Clk.	14,080	487	813	15,380
Round, Esther.....	Plc.	15,580	522	870	16,972
Siler, Claude.....	Sgt.	16,978	541	902	18,421
Tiffany, James.....	Det. Sgt.	18,157	558	930	19,645
Toner, Paul.....	Pvt.	12,900	447	744	14,091
Willis, Timothy.....	Pvt.	13,400	464	773	14,637
Xander, Herman.....	Insp.	29,655	877	---	30,532
TOTAL ASSIGNED.		622,664	20,462	25,835	668,961
B. DETAILED:					
12 Detective Sergeants & Plainclothesmen	Various				265,081
				TOTAL, Assigned & Detailed	934,042
				30% Surcharge	280,213
				TOTAL REIMBURSEMENT	1,214,255

Proposed Language Changes, Capitol Police

U.S. Capitol Police,
Washington, D.C., March 2, 1973.

Hon. Kenneth R. Harding,
Sergeant at Arms, U.S. House of Representatives,
Washington, D.C.

Dear Mr. Harding: There have been certain changes in assignments and one impending retirement of personnel detailed from the Metropolitan Police Department which will necessitate amendment to the language under the section title "Capitol Police Board" as contained in Public Law 92-342 dated July 10, 1972.

Following is the explanation, item by item, of the recommended changes and reasons therefor.

On page 8 of Public Law 92-342 under the section "Capitol Police Board" in the first sentence following the words: "Capitol Power Plant" substitute $1,214,255 in lieu of $1,009,865. This change is necessary due to the authorized pay increases to the Metropolitan Police Officers.

Item (4) Provides for a change in rank and pay from lieutenant to captain for the lieutenant assigned to supervise the plainclothes detail of the Senate. Lt. Eugene Brannon has 18 years police experience, of which 9 have been with his present assignment with the Capitol Police. He has performed capably and this adjustment in rank is justified.

Item (5) Reflects a decrease in number of personnel affected from two to one.

Item (6) Reflects the number of personnel involved from three to four having combined the affected persons previously referred to in items (6) and (7) in Public Law 92-342.

Item (7) No change in the language for this item is necessary as the number of personnel remains the same.

Item (8) Reflects no change in numbers but due to the retirement of Sgt. Claude Siler that vacancy has been allocated to Thomas E. Hines. Acting Desk Sergeant Hines has been a member of the Metropolitan Police Department for 19 years, 4 of which have been at the Capitol. He has performed capably and is suitable for this assignment.

The names of personnel and salaries affected by the foregoing changes are as follows:

	Present	Proposed	Increase	Decrease
Eugene Brannon	$16,484	$18,600	$2,115	
Thos. E. Hines	14,400	15,620	1,220	
Claude B. Siler	16,978			$2,578
Retirement			3,335	2,578
Total increase			757	

CAPITOL POLICE BOARD

To enable the Capitol Police Board to provide additional protection for the Capitol Buildings and Grounds, including the Senate and House Office Buildings and the Capitol Power Plant, ($1,009,865) *$1,214,255.* Such sum shall be expended only for payment of salaries and other expenses of personnel detailed from the Metropolitan Police of the District of Columbia, and the Commissioner of the District of Columbia is authorized and directed to make such details upon the request of the Board. Personnel so detailed shall, during the period of such detail, serve under the direction and instructions of the Board and are authorized to exercise the same authority as members of such Metropolitan Police and members of the Capitol Police and to perform such other duties as may be assigned by the Board. Reimbursement for salaries and other expenses of such detail personnel shall be made to the government of the District of Columbia, and any sums so reimbursed shall be credited to the appropriation or appropriations from which such salaries and expenses are payable and shall be available for all the purposes thereof: Provided, That any person detailed under the authority of this paragraph or under similar authority in the Legislative Branch Appropriation Act,

1942, and the Second Deficiency Appropriation Act, 1940, from the Metropolitan Police of the District of Columbia shall be deemed a member of such Metropolitan Police during the period or periods of any such detail for all purposes of rank, pay, allowances, privileges and benefits to the same extent as though such detail had not been made, and at the termination thereof any such person shall have a status with respect to rank, pay, allowances, privileges, and benefits which is not less than the status of such person in such police at the end of such detail: Provided further, That the Commissioner of the District of Columbia is directed (1) to pay the deputy chief of police detailed under the authority of this paragraph and serving as Chief of the Capitol Police, the salary of the rank of deputy chief plus $4,000 and such increases in basic compensation as may be subsequently provided by law so long as this position is held by the present incumbent, (2) to elevate and pay the two acting inspectors detailed under the authority of this paragraph and serving as assistants to the Chief of the Capitol Police, the rank and salary of inspector plus $1,625 and such increases in basic compensation as may be subsequently provided by law so long as these positions are held by the present incumbents, (3) to pay the captain detailed under the authority of this Act the salary of captain plus $1,625 and such increases in basic compensation as may be subsequently provided by law so long as this position is held by the present incumbent (4) (to pay the two lieutenants detailed under the authority of this Act the salary of lieutenant plus $1,625 and such increases in basic compensation as may be subsequently provided by law so long as those positions are held by the present incumbents,) (4) *to elevate and pay the lieutenant detailed under the authority of this Act and supervising the plainclothes officers, the rank and salary of Captain plus $1,625 per annum and such increases in basic compensation as may be subsequently provided by law so long as this position is held by the present incumbent,* (5) (to pay the three detective sergeants serving under the authority of this Act the salary of the rank of detective sergeant and such increases in basic compensation as may be subsequently provided by law so long as these positions are held by the present incumbents,) (5) *to pay the lieutenant detailed under the authority of this Act the salary of lieutenant plus $1,625 and such increases in basic compensation as may be subsequently provided by law so long as this position is held by the present incumbent,* (6) (to elevate and pay the detective permanently detailed under the authority of this Act the salary of the rank of detective sergeant and such increases in basic compensation as may be subsequently provided by law so long as this position is held by the present incumbent,) (6) *to pay the four detective sergeants serving under the authority of this Act the salary of the rank of detective sergeant and such increases in basic compensation as may be provided by law so long as these positions are held by the present incumbents,* (7) to pay the two sergeants of the uniform force serving under the authority of this Act, the salary of sergeants and such increases in basic compensation as may be subsequently provided by law so long as these two positions are held by the present incumbents, and (8) (to elevate and pay the desk sergeant permanently detailed under the authority of this Act, the salary of the rank of sergeant and such increases in basic compensation as may be subsequently provided by law so long as this position is held by the present incumbent.) (8) *to elevate and pay the acting desk sergeant permanently detailed under the authority of this Act, the salary of the rank of sergeant and such increases in basic compensation as may be subsequently provided by law so long as this position is held by the present incumbent.*

No part of any appropriation contained in this Act shall be paid as compensation to any person appointed after June 30, 1935, as an officer or member of the Capitol Police who does not meet the standards to be prescribed for such appointees by the Capitol Police Board: Provided, That the Capitol Police Board is hereby authorized to detail police from the House Office, Senate Office, and Capitol buildings for police duty on the Capitol Grounds and on the Library of Congress Grounds.

Respectfully submitted.

JAMES M. POWELL,
Chief, U.S. Capitol Police.

Education of Pages

Mr. Brenkworth. For education of Pages we have an increase of $24,795 for an estimate of $161,100. This is basically to cover anticipated pay increase and within grade increases for the present staff.

I offer for the record a letter from Edward G. Winner, budget director of public schools in the District or Columbia, in support of this request.

[The letter follows:]

Public Schools of the District of Columbia,
Department of Budget and Legislation,
Washington, D.C., October 16, 1972.

W. Pat Jennings,
Clerk, U.S. House of Representatives,
Washington, D.C.

Hon. Jennings: In response to your memorandum of September 26 concerning budget estimates for the Capitol Page School, the attached estimates are submitted for FY 1974.

Compensation and benefits	$153, 160
Other services	840
Supplies and materials	2, 100
Equipment	1, 200
Textbooks	2, 200
Library books	1, 600
Total	161, 100

The increase estimated for FY 1974 is due to the anticipated TSA pay increase and within-grade increases for present staff.

Edward G. Winner,
Budget Director.

Official Mail Costs

Mr. Brenkworth. The next item is for official mail costs. The estimate was $38,118,000, which was $16,891,520 over the 1973 appropriation. The budget estimate of $38,118,000 was submitted on the basis of a Postal Service estimate furnished in October 1972. This estimate has subsequently been revised by the Postal Service (letter of March 28, 1973), as follows:

Congressional franked mail: $30,475,375. Government Printing Office: $5,265,192. Total, 1974 estimate, $35,740,567.

These estimates were prepared by the Postal Service based on new procedures proposed by them on October 10, 1972 whereby charges would be made on "equivalent postage charges by application of average rates to tabulated pounds or piece counts that would otherwise result by direct price out of individual classes, weights, and pieces of mail at prevailing rates," which would result in payments on a composite or average rate basis. Under this procedure, any piece under 16 ounces in weight would be charged at first class or priority mail rates, pieces 16 ounces or over would be charged at parcel post rates, yearbooks would be charged as fourth-class books, and flat mail would be charged at third-class piece rates. This proposal has not, as yet, been accepted by the Congress and payments have been made on the straight 8 cents a piece rate and not at the higher average rate.

Adoption of this procedure would require action by duly authorized committees of the two Houses having jurisdiction, which, I believe, would be the committees of the Senate and House having jurisdiction over administration, where full consideration can be given to the classification of congressional mail for posting at the less expensive second class, bulk third class, and special fourth-class rates. In this connection, by letter of April 13, 1973, the chairman of the Committee on Rules and Administration has ordered the Sergeant at Arms to take the necessary action to post newsletters as third-class bulk mail, which should result in substantial savings in postal costs. I submit a postage cost comparison table which illustrates the savings which could be realized, which I offer for the record.

GPO MAILINGS

In addition I recommend that the part of this estimate which represents Government Printing Office mailings be appropriated for disbursement as a Government Printing Office item. I think the Public Printer has already testified on that and he has submitted a budget estimate of something like $8 million for that item.

These mailings cannot legally be classified as "franked mail" since they are mailed under the GPO's postal indicia. H.R. 3180, which has passed in the House of Representatives contains an amendment of section 3216 of title 39, United States Code, which specifically limits payments for franked congressional mail and does not include GPO mailings. House Report 93–88 contains the following language, "Reimbursement is to be based only on franked mail and is not to include any penalty mail that may be mailed by any agency of the Government at the request of a Member."

Senator HOLLINGS. What is the saving on reducing your newsletter from first to third class?

Mr. BRENKWORTH. Instead of paying 8 cents apiece for every newsletter that goes out we will be paying 5 cents apiece. That is a saving of 3 cents on each one.

In addition, we will have to pay a fee of $30 per Member in order to get that third class privilege. But we will get an automatic annual refund of $500 applied to each Member's mailings. That brings the cost down to somewhere about 4.8 or 4.9 cents per mailing, less than 5.

DELIVERY DELAY

Senator HOLLINGS. What is the delay in delivery?

Mr. BRENKWORTH. That is rather difficult to determine at this point. I think that the impetus here is the necessity for that type of mail to get there immediately. I do not think the delay should be more than a few days. On the other hand, we see first-class mail and airmail sometimes delayed 2 or 3 days. So I cannot really say what the delay will be. But there is a large volume of newsletters going out and the volume is going to increase, as you can see from prior testimony.

Senator HOLLINGS. Go right ahead. What else?

Mr. BRENKWORTH. I have been advised by the Clerk of the House of Representatives that $6,312,556 of the 1973 appropriation of $21,226,480 was needed to complete the payments due for fiscal year 1972. Of the remaining $14,913,924, $8,972,431 was used to make

payment for the first quarter of 1973. The remaining $5,941,493 will most likely cover the second quarter charges, and there will be no funds available for the payment of the third and fourth quarter charges. In order to cope with this deficiency and insure that it be reduced prospectively, I recommend that the appropriation for fiscal year 1974 be rated at $30,500,000, as follows: $27,424,410 to cover 1974 estimated mailings of 342,805,118 pieces at 8 cents per piece, and $3,075,590 to be applied to the fiscal year 1973 deficit.

Hopefully, by this means, it would be possible to reduce this deficit to a point where similar action on the 1975 appropriation could put us on the current basis approved by the Congress by the granting of the $18,400,000 supplemental appropriation in 1972 to achieve this purpose.

PERCENTAGE COST COMPARISON

At this point I would like to offer for the record that Postage Cost Comparison table, the letter of April 13 from the chairman of the Rules Committee in which he orders the reduction in postal charges on newsletters, and the letters from the Postal Service in which they submit their estimates, including revised estimates, as well as the October 10, 1972, communication which presents the entire procedure that the Postal Service wants to institute in charging the Congress for its mail which I think should be part of the record.

Senator HOLLINGS. Very good, sir.

[The information was submitted and inserted in the subcommittee files.]

CAPITOL GUIDE SERVICE

Mr. BRENKWORTH. On the Capitol Guide Service we have a reduction of $21,770 for adjusted compensation. Six more positions have been put on at a reduced rate. We have an increase of $755 for increased health benefits contributions costs. The net decrease is $21,015 for the request for 1974, $301,185.

STATEMENTS OF APPROPRIATIONS

The final item, "Statements of Appropriations," which is at the same rate as appropriated for 1973, or $13,000.

This concludes my testimony, Senator.

SUBCOMMITTEE RECESS

Senator HOLLINGS. We will recess, subject to the call of the Chair.

[Whereupon, at 1:07 p.m., Wednesday, May 9, the subcommittee was recessed, to reconvene at the call of the Chair.]

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1974

WEDNESDAY, JUNE 6, 1973

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

The subcommittee met at 2 p.m., in room 1114, Everett McKinley Dirksen Office Building, Hon. Ernest F. Hollings [chairman] presiding.

Present: Senators Hollings, Schweiker, and Young.

JOINT ITEMS

JOINT COMMITTEE ON CONGRESSIONAL OPERATIONS

STATEMENTS OF:

HON. LEE METCALF, U.S. SENATOR FROM MONTANA, AND CHAIRMAN, JOINT COMMITTEE ON CONGRESSIONAL OPERATIONS

HON. JAMES C. CLEVELAND, U.S. REPRESENTATIVE FROM NEW HAMPSHIRE

BUDGET ESTIMATE

Senator HOLLINGS. The Joint Committee on Congressional Operations has an appropriation of $460,000 for the current fiscal year 1973. The budget estimate prepared by the joint committee proposes an amount for fiscal year 1974 of $619,019 and the House has passed an appropriation bill providing $530,000 for the Joint Committee. Although this is a reduction of $89,000 in the budget estimate, this is $70,000 more than provided for the joint committee for the current year.

The House report indicates with this additional sum, three new employees can be hired; one for the regular staff and two for the placement office.

We are pleased to have with us this afternoon the distinguished chairman of the joint committee, the Honorable Lee Metcalf and we will be delighted to hear what he has to say about appropriations for the joint committee.

Senator METCALF. Mr. Chairman, I have with me today our senior ranking minority member of the joint committee, Congressman Cleveland, who is also going to make a statement if the chairman permits, and Mr. Eugene Peters, the executive director.

I am delighted to have Senator Schweiker here who is a former member of our committee and knows some of the things that we are doing.

I will defer to Congressman Cleveland, if he has to leave. Do you have a message? A vote is coming up in the House.

Senator HOLLINGS. Congressman, if Senator Metcalf will permit, that is fine. We will be delighted to hear from you. We welcome you to the committee and the fine work that the House has been doing with Chairman Jack Brooks.

Senator METCALF. Chairman Jack Brooks established this committee, did all of the preliminary organizing of it, was the first chairman and, of course, as you know, the chairmanship rotates from Congress to Congress, from the House to the Senate side.

So I am the first Senate chairman. Jack Brooks, who came to Congress with me and is an old and valued friend, did all of the hard work of setting this committee up.

Representative CLEVELAND. Thank you, Mr. Chairman.

I appreciate your courtesy, Senator Metcalf, for letting me go ahead because we do have this vote on the minimum wage legislation momentarily.

I support the statement and the request of our chairman, Senator Metcalf, having read the statement which you will shortly be hearing.

GOAL OF JOINT COMMITTEE: MANDATE TO STRENGTHEN CONGRESS

The joint committee has a broad mandate to: ". . . study the organization and operation of the Congress of the United States . . . recommend improvements . . . with a view toward strengthening Congress. . . ."

At this point in history when everyone is aware of the struggle of the legislative branch to maintain its effectiveness and progress, the work of this committee is vitally important.

We have taken our responsibility seriously and have moved to carry out our functions in an effective and practical manner. It is this practical aspect that I wish to emphasize in my remarks.

Congressional reform has become a popular cliche. Our joint committee has been quietly working in this area for the last 2½ years.

Our projects and studies have been aimed at providing real assistance to the Congress. We are presently studying the effects of recent court cases which greatly reduce the ability of Members to carry out their duties to their constituents.

While we are studying the complete area of congressional immunity, I am particularly concerned with recommendations that would protect our rights to inform our constituents, a right and duty that appears to be in considerable jeopardy at present.

I might say parenthetically that some of the implications of some of the current courthouses are almost hair raising.

This study is an outgrowth of our duty to: ". . . identify any court proceeding or action which . . . is of vital interest to the Congress, or to either House of the Congress. . . ."

As a result of this function, our legal staff is regularly called upon for assistance by Members who are faced with various court actions.

They have also worked with attorneys handling cases affecting the

Congress, for example, the *Doe* v. *McMillan* case, a decision which was recently handed down by the Supreme Court; and the case challenging the right of Members to hold reserve commissions (*Reservists Committee to Stop the War* v. *Laird, et al.*).

IMPROVING INFORMATION RESOURCES TO MEMBERS

It is our contention that if the Congress is to maintain its vitality and be restored to its proper role of leadership in this Republic, that our efforts to better enable the Members to carry out their duties are extremely important. We have studies underway and have been working to improve the information resources available to Members and committees.

This includes inquiry into how computers and modern technology can be utilized and how the congressional support agencies at GAO and the Library of Congress can better serve the Congress.

We additionally are working to assist Members in improving the efficiency of their office and their procedures. This is being carried out under our responsibility to operate the Office of Placement and Office Management.

Chairman Metcalf has given you some details of what we are doing in that area that we will provide whatever assistance is feasible and reasonable within our jurisdiction.

Parenthetically, I asked Senator Cotton's administrative assistant, John Ahlers, who has been on the Hill for a long time, if he found the book we published on the congressional procedures helpful. He informed me it is the best single document he has ever had his hands on and he uses it every day.

These efforts vary from the Placement Office, which Senator Metcalf discussed, to assistance in office layout, procedures, filing, and so forth.

PILOT SUMMARY OF DEBATE

We have developed the congressional handbook; we are producing a pilot summary of debate. This is going to bring to your office a minute-by-minute typewritten statement as to what is going on on the floor.

I don't know about the Senate, but the House will be back out with a quick vote and you know before you go somebody can hand you a piece of paper that describes the amendment which is enormously helpful and significant.

Senator HOLLINGS. That is under your joint committee?

Representative CLEVELAND. Yes, sir.

Senator HOLLINGS. I have one in the office. I didn't realize that is where it came from.

Senator METCALF. This is a pilot study, Mr. Chairman, that we are making to try to get some way to inform all of the Senators of current activity on the floor.

Senator HOLLINGS. I think it is going to work, if we can embellish it some. I noticed in the British Parliament last year they used TV screen, and a member could look at it in his office and see what was happening on the floor.

Senator METCALF. I want to comment if you have a TV screen or a radio in your office, you have to monitor it yourself or you have to have a member of your staff keeping track of what goes on on the floor.

RESERVE OFFICER /CONGRESSMAN

Senator HOLLINGS. We could try both of them. I was just about to ask Congressman Cleveland, did I understand you to say you entered the case involving the question of Reserve officers within the Congress being able to remain in the Reserve and also serve as Members of the Congress?

That was one of the examples of providing legal services?

Representative CLEVELAND. Our staff assisted the counsel.

Senator HOLLINGS. That is right, served as counsel. How do you decide that is the position that the Congress ought to take? Suppose the Congress would feel rather that Reserve officers should not also serve as Congressmen or Senators?

Senator METCALF. We have not gotten into any of these cases on one side or the other, whether it is Senator Brewster, Senator Gravel, or this case. We have provided information and assistance.

Senator HOLLINGS. I misunderstood.

Senator METCALF. We have gone in as have counsel and appeared in the cases. But we have provided information that we feel is necessary to keep the counsel informed of the needs of the Congress.

We did that in the *Brewer* case. We did that in this case of *Doe* v. *McMillan* which scares me quite a bit as I read it. I put it in the Congressional Record the other day.

But we haven't gone in as counsel and participated either as *amicus curiae* or any other way. We have tried to provide information.

CLOSED CIRCUIT TV OF DEBATE

Representative CLEVELAND. I was very interested in your suggestion about some sort of closed circuit TV.

Senator HOLLINGS. The way I have seen it work, it is not used just to monitor. I hope we won't have only this present service that comes like a ticker tape, to run over to see it. Of course you can see it. It will happen 40 minutes ago. You can always go and find out what the vote was and what it is. I think it is very helpful. I have one in my office.

I would also like to be able to always look up and see exactly who is speaking. If I wanted to dove it in and it is not all that expensive, that would be another assist. They find it is very, very helpful in the Parliament.

Senator METCALF. Absolutely. That would be instantaneous. Our study runs a little behind. But, Mr. Chairman, with ours you have the bell ringing for rollcall and you could tear it off and go off and read what the preliminary debate was in the car on your way over and you or I don't have time to monitor a TV or a radio or a broadcast.

Maybe both are necessary to keep track of what goes on on the floor.

Senator HOLLINGS Do you think more is going on around right now in this Congress than watching TV?

Senator METCALF. I am watching it every night.

Senator HOLLINGS. Go ahead. Thank you.

Representative CLEVELAND. We have provided practical training programs and are working to develop this further; we are studying ways of improving the office operations of Members and committees.

This assistance may not be dramatic, but it is absolutely essential to

improving the effectiveness of the individual Member and the Congress as a whole.

Chairman Metcalf mentioned the test program we have underway to study the production of a Summary of Floor Debates and Proceedings. The reaction to this study in the House of Representatives has been most favorable, and I hope you will be able to view its operation. I am sure you know there is a terminal in the Senate lobby, and we are very interested in your suggestions.

I am glad to hear you have one in your office.

HOUSE BUDGET DELETION

Senator HOLLINGS. What about the $89,000 the House cut from your request? Can you elaborate a little on that before you leave?

Why did the House delete that $89,000 amount?

Representative CLEVELAND. From my standpoint, I know a couple of the members of the committee, I don't think we have made a very good case before them. I think we took some of our friends for granted over there. That would be my statement to you, Senator.

Senator HOLLINGS. For the record, I agree with the observation by some, I think Senator Cotton's, that this is the best single book I have ever seen put out around here if you want to know what is going on and how to do it. I have found it very helpful.

Representative CLEVELAND. We have endeavored to meet our mandate responsibility. Our chariman and Vice Chairman Brooks have always demonstrated good judgment in directing our committee's activities and I am confident they will continue to do so in the future.

It is my belief that the Congress and our country are in a very serious stage in history. How well we here in Congress meet our responsibility and how well we resist the efforts of the courts and the Executive to limit our powers will determine our role in the future.

For this reason, what we do as a joint committee may not be dramatic, but it is of the greatest importance. I urge your favorable consideration of our requests for funds so that we may continue our efforts to improve the effectiveness of the Congress.

Thank you.

PLACEMENT SERVICE EFFECTIVENESS

Senator HOLLINGS. How would you characterize the effectiveness of your placement service?

Representative CLEVELAND. The Congressmen that I have talked to, that have used it, have been quite enthusiastic. I think like anything else it is a developing project.

Senator HOLLINGS. You realize the House reports that there is a serious question as to the degree of effectiveness?

Representative CLEVELAND. Yes. Again, I personally don't think we did a very good job before the House Appropriations Committee. I have since discussed this with at least one member of the committee, my colleague from New Hampshire, Congressman Wyman. I have gone over some of the things we have done. He was kind enough to admit to me that he had some second thoughts on the matter.

Senator HOLLINGS. Senator Schweiker.

Senator SCHWEIKER. Thank you, Mr. Chairman.

I am glad to welcome both Senator Metcalf and Congressman Cleveland here. As I did serve on your committee I am fairly conversant with your operations.

SECRETARIAL SHORTAGE

One question I have on the placement service, we all hear about a secretarial shortage. What is the placement service approach to this problem, if there is any approach, and what is the situation on the Hill in terms of secretarial shortage, vis-a-vis, replacement service?

Representative CLEVELAND. I think the counsel will speak on that.

Mr. PETERS. Senator, there is a considerable shortage. At any time we have approximately 80 vacancies for skilled secretaries; that is, a stenographer, stenographic skills, and typing.

So we have with Senator Metcalf's approval, started a recruiting program within a 500-mile area. It is a rather modest recruiting program. But next week, Senator, we will have a representative in Pittsburgh and in the Wheeling area to visit the top schools in your area; the secretarial schools, and to try to let them know that we do have openings and we are looking for qualified secretaries here on Capitol Hill.

Senator SCHWEIKER. I think that is very important because I think there is a large reservoir of people who would come if they thought they had a better chance of getting a job. I know there is a problem getting secretarial help.

So I think that is the proper activity.

GENERAL COUNSEL FOR CONGRESS

The second question: I know there was the struggle with the general counsel concept and what role the counsel for the Congress should play, have you resolved that in any way or is that still in abeyance at this point?

Senator METCALF. We have not resolved it in any way. I feel that many of the members of the committee—I am one—feels that the Congress of the United States should have a general counsel just the same as the President, even if he has been disappointed in him.

Senator SCHWEIKER. That is a little sensitive to mention there, now.

Senator METCALF. But we have not asked for money nor have we had a resolution on it. But we are studying this business of Supreme Court cases that are affecting your and my activity in the Congress. I think the recent case of *Doe* v. *McMillan* is something that every one of us should read and perhaps we should have a counsel to advise us in our activity in committee, our personal activity, our activity in this very complicated area of campaign organization and contribution.

I would hope that we could have time to go into it. But we haven't done anything about it so far.

Representative CLEVELAND. My role is not to question the questioner. But have you formulated your own opinion on this before you left the committee?

Senator SCHWEIKER. No. I really haven't. I think it was an unsolved issue that I think we have to all face up to at some point. I think the chairman really raised a good question when we got into an issue of how you determine whose side you are on. I haven't resolved it.

I think we ought to address ourselves to it. I don't have a specific, quick answer.

Senator METCALF. I think the determination of that question will gradually be formulated as a result of the study we are doing on these cases such as the *Brewster* case, the *Gravel* case and the *McMillan* case, that they have been considered in the hearings that we have held and that at least the problems will be presented and raised and it will be easier to make our determination.

Senator SCHWEIKER. That is all I have.

Senator HOLLINGS. Congressman, thank you. If you have to be excused to get back over to the House side, we want to hear now from Senator Metcalf.

Thank you very much for your appearance.

Senator METCALF. You have asked several questions. I am here, Mr. Chairman, to ask for the restoration of the $89,000 that you talked about.

Senator HOLLINGS. What would you do with the $89,000?

COMMITTEE JURISDICTION

Senator METCALF. In the first place, we are concerned with perhaps having to carry out the dictates of the resolution that Senator Humphrey has introduced to provide for a study by our joint committee as to the jurisdiction of committees of the Senate.

In my opinion, one of the most urgent and one of the most needed studies is a study and a reformation of committee jurisdiction. As the chairman of this committee knows, we have seabeds, for instance. His committee has jurisdiction, I had a Subcommittee on Interior that had jurisdiction, and over there in the Foreign Relations Committee there was a committee that insisted on jurisdiction; $46,500 of that $89,000 would be devoted to that study if we are given the responsibility to take care of it. If Senator Stevenson's resolution for a similar committee such as Congressman Bolling has set up is resolved then that $46,000 would not be needed and we would not spend it.

So that is $46,000 out of the $89,000. The remainder of the $89,000, Mr. Chairman, is to be used for carrying on the very responsibilities that were given us by the Legislative Reorganization Act of 1970.

We have gone very slowly. Under Congressman Brooks we have only added to our staff people who are skilled and experienced. We need two more professional staff members to handle some of the problems that have been resolved.

We need some money for pay increases that have resulted by activities of this Congress as far as our professional staff employees and so forth are concerned.

We took over this placement service and it is just beginning to bloom and to blossom. It has worked for a year. Most of the Members of Congress and the Senate have used it.

We have had some staff briefings and other briefings to acquaint new Members with the activities we have. We hope to amplify and develop that program.

This congressional handbook has to be revised and reissued. I just feel as I said to you on the floor in our colloquy a year ago that we haven't done anything that is a violation of any of the spending ideas we have.

But, Mr. Chairman, our Joint Committee on Congressional Oper-

ations has already pioneered several operations. For instance, I am working on this business of trying to formulate a way that we can have an Office of Management and Budget in the Congress and meet the challenge that we face downtown from the administration.

In my Subcommittee on Government Operations we are studying a way to have a special committee in accordance with the recommendations of the Joint Study Committee that was established in the Senate. But what I want to point out is the Joint Committee on Congressional Operations last year held preliminary hearings that have pointed out certain of the things that are necessary for us to study and have made a preliminary study of that very subject matter.

CONGRESSIONAL RIGHTS OF PRIVILEGE

We are ahead of the people and ahead of the Congress on a study of what we should do in this business of assertion of congressional rights and privileges as required by decisions of the Supreme Court.

I feel we are doing the job that we should do with a strictly professional staff—we need two more members—trying to advise the Congress, the Senate and the House of Representatives, on some of these problems to keep the Congress and the congressional operations abreast and current with the challenges that we met in this world of the 1970's.

I have outlined many of the things that we have done and we propose to do. We will only spend the $46,500 if Senator Stevenson's resolution, which as the Senator knows, passed unanimously in the caucus, is taken care of by this committee.

So what I am asking today is for $89,000 if Senator Stevenson's resolution for an independent committee to study the organization and structure, which is awfully important, of the congressional committees passes, we will not spend $46,500 of that.

Senator HOLLINGS. That is very good.

Senator Schweiker?

Senator SCHWEIKER. I have no questions.

Senator HOLLINGS. Senator, we appreciate very, very much your appearance here this afternoon. Anything you may wish to file for the record, we will leave it open.

Thank you very much.

Senator Young?

DIRKSEN BUILDING AIR CONDITIONING

Senator YOUNG. On the subject of air conditioning in the New Senate Office Building, in my own office I have had mechanics come up from the superintendent's office nine times this year. I guess it is just impossible to fix it. I understand that many Senators prefer to go to the old building now almost entirely because the air conditioning won't work here. It worked pretty good up until about 2 years ago.

Something has to be done. I would hope that this committee would have the Architect for the Capitol take a look at it and see what has to be done to fix it.

Senator HOLLINGS. Senator, we would be delighted to. I know there was a provision in this present fiscal year's bill for an improvement in the entire air conditioning system. It was an education to me. It comes not just from the building here, but from the air conditioning

central unit that services this building, the Capitol Park complex. But we will find out.

I will double check it.

Senator YOUNG. I understand from the mechanics that the system is obsolete and the company no longer makes parts for it. If they have to have a part, they have to make it themselves. This building is fairly new. I am sorry to take up your time.

Senator METCALF. If you give us $89,000, we will take care of that.

Thank you very much.

PREPARED STATEMENT

Senator HOLLINGS. Thank you, Senator Metcalf.

Your statement will be printed in its entirety.

[The statement follows:]

Statement of Senator Lee Metcalf
Chairman, Joint Committee on Congressional Operations

Mr. Chairman,

A year ago, in a colloquy on the Senate floor, you suggested I might present future budget requests of the Joint Committee on Congressional Operations personally. I appreciate this opportunity to meet with you and to give you some idea of the work our committee is doing.

The Joint Committee was established as a permanent committee in the 1970 Legislative Reorganization Act. During the last Congress--the chairmanship alternates every two years--we operated under the capable leadership of Representative Brooks of Texas. I am privileged to serve as the committee's first Senate chairman.

As defined in the Act, it is our responsibility to review--on a continuing basis--congressional organization and operation, and to recommend necessary changes designed to strengthen the Congress. We are also directed specifically to report on court proceedings of vital interest to the Congress, and to establish and maintain a central Office of Placement and Office Management.

Our budget request for Fiscal 1974, contained in estimates we sent to you earlier, is $619,019. The House approved $89,019 less than we requested, and I am appearing today to urge you to restore that amount and to fully fund our budget, with the condition noted in my letter of April 18, 1973.

Mr. Chairman,

I want to emphasize two points at the outset:

First, while our committee has maintained a heavy and productive schedule since its inception, we have developed our activities

and staffing requirements with extreme care. We are not interested in building an empire. We have conducted our work without fanfare and--through consultation with other committees--we have avoided duplicating or conflicting with other efforts to strengthen Congress. Our objective has been to supplement and extend such efforts, not to stifle or supplant them.

Second, while we have worked quietly, our hearings, studies and reports have nonetheless dealt effectively with critically important problems of congressional organization and operation.

We began working to improved the flow of fiscal and budgetary information from the executive to Congress, in 1971, for example, well in advance of general public concern for control of Federal spending. Our studies and recommendations in this area, based on hearings last year, have gained wide acceptance and are being considered in conjunction with efforts to strengthen congressional power over the purse which are now under way in both Houses.

On very short notice, just prior to the election, we issued a special report alerting Members of Congress to court actions affecting the franking privilege.

We completed the committee's organization and began setting our agenda for this year on the first possible date after all of our Members had been designated. Shortly thereafter, we opened hearings on the impact of recent Supreme Court opinions on legislative immunity. These hearings and related studies--which go to the heart of our independence from harassment by the executive or judiciary--are continuing and we expect to report to Congress on them in the near future.

In the opening weeks of this Congress, in consultation with leadership in both Houses, we initiated a broad study of congressional capability for using communications media more effectively in

reporting to the American people. Our primary concern--which, incidentally, predates recent reports of this administration's anti-Congress public relations campaign--will be to determine how Congress can offset the massive and increasingly sophisticated use of mass communications by the President and executive agencies.

Mr. Chairman,

The Joint Committee is conducting a wide range of significant studies and projects such as those I have just mentioned to you. I have prepared an extended report on our work during the last Congress, plus new activities under way or projected, and I would be pleased to have this appear in your record following my remarks today. All of the studies and projects it describes are not only consistent with our mandate but, in my judgment, are worthwhile and necessary as well. I believe we have demonstrated our ability to contribute substantially toward maintaining Congress as an effective and vital institution.

To carry on our work, to do the job Congress directed us to do in the 1970 Act, we are requesting a Fiscal 1974 budget that is $159,019 more than last year's appropriation.

Of this amount, $62,952 is earmarked for pay increases and other expanses of the Joint Committee itself, including salaries of two additional professional staff employees, which will bring professional staff up to the authorized strength.

We have moved carefully on recruitment and employment of staff, hiring only those absolutely required to carry on our work and bringing in temporary help where necessary for special projects of limited duration. We presently employ four professionals on a permanent basis. In line with a steadily increasing workload, we must now employ the full complement of professionals authorized in the 1970 Act.

When we prepared our budget estimates, in October, 1972, we expected that the remainder of the increase--$96,069--would be required to support activities of the Office of Placement and Office Management.

Now, because the House Appropriations subcommittee raised some questions about our operation of this office, I want to give you some background on it.

The act states that, "it shall be the duty of the Office, upon request, to assist Members, committees, and officers of the Senate and House of Representatives seeking competent personnel with specified qualifications and to furnish advice and information with respect to office management procedures." Prior to setting up the Office, the Joint Committee conducted a series of interviews with representative Senate and House offices, committees, and officers, to determine the kinds of placement and management assistance members believed were needed.

We assumed responsibility for the placement service on January 1, 1972, taking over a facility which had been operated on Capitol Hill by the Department of Labor.

The number of job applicants coming to the placement office has increased steadily since then, but, even so, we have been hard-pressed to find qualified people for all of the secretarial positions we have been asked to recruit for by congressional offices.

During 1972 the placement service conducted screening interviews and tests for more than 7500 applicants, about half of them referred to the office by Members of the Senate and House. Unlike the previous Labor Department Operation, which required advance appointments and often inconvenienced applicants living out of the city, the office now handles all applicants on a walk-in basis.

All applicants for secretarial positions are now given typing and shorthand tests.

Job orders from congressional offices also have increased steadily, doubling in the last year. To date the office has responded to 1545 requests for assistance. The office itself does not fill the job vacancies listed, of course. When an order comes in, the office sends resumes of four or five qualified applicants, and the congressman or his staff decides whether to invite any of these in for an interview and eventually to hire one of them.

Right now, we have job requests on file from roughly one-quarter of the Members of the Senate and House. Finding qualified applicants for these is not easy, however. There is a severe shortage of people with good clerical skills in this area. In April of this year we initiated a modest recruiting campaign, relying on classified ads and brief trips to business schools in nearby states.

Mr. Chairman,

We budgeted $130,000 for these placement services for the current fiscal year. Our request for next year includes $160,000 for this service, an increase of $30,000 to cover salaries of two additional employees, costs of the recruiting effort, and equipment required to select from our files the names of applicants with various combinations of special skills.

For the management services function of the office--services also based on our initial study of needs for assistance by a joint facility--we budgeted $86,868 for Fiscal 1973.

We prepared congressional handbooks, providing for the first time in a single source a directory of the allowances and other supporting services available to each Member. We have established a procedure for keeping these up to date on a continuing basis and have recently sent out revisions to reflect changes in allowances that have occurred since the beginning of this Congress.

We conducted seminars for new congressional staff employees, designed to introduce them to the basics of congressional office procedure, sources of information, mailing and other services available. The response was overwhelmingly favorable: 59 of 72 Representatives elected for the first time for the 93rd Congress sent staff employees to the seminars, and all but one of the new Senators sent staff employees to sessions held on this side of Capitol Hill.

We have been urged to offer additional seminars for staff--covering such areas as campaign reporting requirements, sources of fiscal and budgetary information, and the implications of recent court actions--and are studying this possibility.

We are now testing the feasibility of preparing and distributing a running account of action on the floor of both Houses. If this proves out, Members could receive in their offices a summary of debate and voting about a half hour after the action occurred. At day's end, a concise record of all proceedings could also be made available for the use of Members.

Meanwhile, we are conducting, upon request, studies of office procedures, mechanical equipment and staff utilization, mail handling techniques, and so forth, for individual Members and committees. And the requests for such studies are coming in with increasing frequency.

Our revised request for next year includes $106,435 to cover costs of providing management assistance and related services, an increase of $19,567 over last year.

As indicated in my letter of April 18, in preparing our original budget estimates, we had anticipated requiring $46,500 more than the total I just mentioned for costs of providing management assistance. We then expected this amount would be needed for revision of the congressional handbooks but have since determined extensive revision will be unnecessary.

It is likely, however, that either our Joint Committee or a new temporary select committee will be undertaking a major review of the Senate committee system, to parallel work already well under way in the House. To cover this contingency--and to permit us to get started with such a project promptly--I request that the funds previously earmarked for handbook revision remain available in our 1974 budget.

We will not expend this amount for any other purpose; in the event a select committee is created to look into the Senate Committee System, the $45,500 will, of course, revert to the Treasury.

Mr. Chairman,

Along with other institutions, Congress is under attack. We are working--in our hearings, studies and through our recommendations--to help in maintaining its vitality. We have contributed a good deal with a relatively small staff. I am convinced that what we are doing and what we are planning for the next year ought to be encouraged and supported.

I appreciate the time you have given me and will be happy to answer any questions you may have.

ACTIVITIES OF THE JOINT COMMITTEE

SUMMARY

Congress created a new Joint Committee on Congressional Operations just over two years ago and assigned it responsibility for finding ways to strengthen the People's Branch of our Federal government.

Since its inception, this Committee has maintained a heavy and productive schedule, carrying on a wide range of projects and activities. All are consistent with the mandate intended for the Committee under the 1970 Legislative Reorganization Act.

Among its studies, hearings, and related activities, the Committee has--

.Conducted hearings and reported recommendations on proposals designed to improve the Congressional budget process.

.Reviewed and reported on implementation of provisions of the 1970 Act intended to give Congress better access to more meaningful Federal fiscal and budgetary information.

.Initiated a major study of congressional capability for utilizing communications media more effectively in reporting to the American people.

.Undertaken a preliminary study of the 1970 Act's requirements for committees to file reports on legislative review activities, to determine the effectiveness of this provision in improving congressional oversight.

.Begun initial work on a study of Senate committee structure, jurisdiction, and operation.

.Compiled and published in a single source rules adopted by the committees of Congress.

.Prepared and issued a series of reports identifying court proceeding and actions of vital interest to the Congress.

.Established an Office of Placement and Office Management for Congress, and published Congressional Handbooks containing information on the allowances, emoluments, and privileges accorded Members of both Houses.

.Undertaken a pilot test of the feasibility of preparing and distributing a running summary account of action on the floor of both Houses, to provide a concise record of all proceedings which could be made available for use by Members.

During the 92nd Congress the Committee operated under the leadership of Representative Jack Brooks of Texas. The Committee

completed its organization and began setting its agenda for the 93rd Congress on the first possible date after all its Members had been designated. Shortly thereafter, with Senator Lee Metcalf of Montana as chairman, the Committee opened hearings on the impact of recent Supreme Court opinions on legislative immunity. These hearings and related studies are continuing and the Committee expects to report to the Congress on them in the near future.

Details of these and other activities of the Committee follow:

COMMITTEE ORGANIZATION

Representative Brooks and Senator Metcalf were elected to serve as chairman and vice chairman, respectively--the chairmanship alternates between the House and Senate every two years--at the committee's first organizational meeting on March 18, 1971. Committee organization was completed on March 30, with adoption of rules of procedure.

Other members of the committee for the 92nd Congress were: Representatives Robert N. Giaimo of Connecticut, James G. O'Hara of Michigan, Durward G. Hall of Missouri, and James C. Cleveland of New Hampshire; and Senators Mike Gravel of Alaska, Lawton Chiles of Florida, Clifford P. Case of New Jersey, and Richard S. Schweiker of Pennsylvania.

At the beginning of the 93rd Congress, Representative John R. Dellenback of Oregon replaced Mr. Hall, and Senators Robert Taft, Jr. of Ohio and Jesse A. Helms of North Carolina replaced Senators Case and Schweiker on the Committee.

Appointed as permanent staff employees were: Eugene F. Peters, Executive Director; Donald G. Tacheron, Director of Research; Nicholas A. Masters, Staff Director (resigned September 30, 1971); Raymond L. Gooch and George Meader, Staff Counsel; Ann Holoka, Research Assistant; and Cynthia Watkins, Office Manager.

During the 92nd Congress, the committee held six days of public hearings and met 12 times to consider staff appointments, discuss hearings, proposals and approve reports, and conduct other committee business. Thus far in this Congress, the Committee has held three days of public hearings and met three times to conduct committee business.

COMMITTEE ACTIVITIES

Provisions of the 1970 Act give the committee a broad mandate. As defined in title IV, part 2, its duties and responsibilities are to:

.Make a continuing study of congressional organization and operation; and to recommend improvements designed to strengthen Congress, simplify its operations, improve its relationships with other branches of the United States Government, and enable it better to meet its responsibilities under the Constitution.

.Identify any court proceedings and actions of vital interest to the Congress or to either House of the Congress specifically concerned, or to both Houses of Congress; and to make recommendations concerning them.

.Establish and supervise an Office of Placement and Office Management.

Activities undertaken by the Committee to carry out these provisions include the following:

In its first hearings, the Committee evaluated proposals to improve the scheduling of annual authorization-appropriations action so that enactments could be completed prior to the start of the new fiscal year. Four days of hearings were held, with emphasis on numerous proposals to change the Federal fiscal year. Invited to testify were Members of both Houses and representatives of congressional agencies, executive departments, and various private organizations. Additionally, all Governors, all chief State school officers, and the mayors of 50 cities were asked to submit statements for the record.

The hearings were printed and, together with the Committee's report and recommendations, entitled Changing the Federal Fiscal

Year: Testimony and Analysis, issued November 5, 1971, were sent to all Members of both Houses.

In a related area, the Committee conducted an extensive review of implementation of sections 201-203 of the 1970 Act, intended to give Congress--along with other users--ready access to meaningful fiscal, budgetary, and program-related data in the executive departments and agencies. Hearings were held in March and April, 1972, with witnesses invited from the General Accounting Office, Department of the Treasury, and Office of Management and Budget. The printed hearings and subsequent committee report entitled, Improving Fiscal and Budgetary Information for the Congress, issued August 15, 1972, were sent to all Members of both Houses.

As a part of this review activity, the Committee initiated a comprehensive study of congressional needs for information on Federal financial operations. The study, begun by the GAO in mid-1971, is expected to be completed in 18 to 24 months, and the Committee will continue its review of implementation of sections 201-203 during that period.

In March, 1973, the Committee held three days of hearings to consider the status of legislative immunity, as limited by recent Supreme Court opinions. The emphasis during these hearings was on the implications of the Brewster and Gravel decisions for the free exchange of information between citizens and their elected representatives in Congress. The hearings are continuing; related studies, which have been under way for the past year, include the origin and development of the doctrine of legislative, executive, and judicial immunities, the justiciability of issues involving operations of Congress, judicial and executive action relating to the Separation of Powers doctrine and executive privilege, and proposals establishing a counsel for Congress.

In another project, the Committee issued a report containing rules adopted by congressional committees at the beginning of the

92nd Congress. Compiled in cooperation with the chairmen of the various committees, who were asked to submit copies of their committee's rules for inclusion, the report contains rules adopted by 22 House committees, 20 Senate committees, and three joint committees. The committee now is revising this report, Rules Adopted by the Committees of Congress, to reflect rules changes made early in the 93rd Congress.

Other publications resulting from committee studies are:

.Modern Information Technology in the State Legislatures, June 9, 1972, describes automatic data processing systems in use or being developed at the state level.

.The Joint Committee on Congressional Operations, January 1, 1972, describes the Committee's purpose, jurisdiction and rules; and contains a brief description of changes in congressional organization and operation over the past decade as well as statistical information on congressional activity, names of House and Senate leaders, committee chairmen, and congressional agency heads.

Committee publications have been distributed widely. For example, the Committee has responded to 5,728 requests for Rules Adopted by the Committees of Congress, 2,750 for Improving Fiscal and Budgetary Information for the Congress, 1,630 for Changing the Federal Fiscal Year: Testimony and Analysis, and 1,815 for Modern Information Technology in the State Legislatures.

Identifying Court Proceedings

In October, 1971, the Committee issued the first in a series of reports identifying court proceedings and actions of vital interest to Congress. Five such reports have been issued since then, each of them listing additional cases and including any new action on cases described in the preceding reports.

The most recent of these, a Final Report issued at the end of the 92nd Congress, contains a summary of the brief and the status of 65 actions in the following areas: Constitutional qualifications of Members of Congress, Constitutional immunities, powers of Congress, congressional access to executive branch information,

Officers and agents of Congress, and other actions involving Members in their representative capacity. The 774-page report also contains the text of recent decisions on cases identified for inclusion.

In addition to the cumulative reports, the Committee prepared and distributed two special reports in areas of general interest to many Members. The Committee has responded to 1,936 requests for copies of the first of these, Decisions of the United States Supreme Court (United States v. Brewster, and Gravel v. United States), issued on June 29, 1972; and to 2,630 requests for copies of the second, The Franking Privilege of Members of Congress, issued October 16, 1972.

The Committee has arranged to distribute the cumulative and special reports regularly to all Members of both Houses as well as congressional committees, law schools, and other interested individuals and organizations.

Office of Placement and Office Management

The Committee conducted a survey of congressional offices during May, June and July, 1971, to determine what kinds of assistance Members, officers, and committees required in recruiting and training qualified staff personnel and in applying modern office management techniques. Based on results of this survey--which included interviews with Members and staff in 49 congressional offices and committees--the Committee began providing services through its Office of Placement and Office Management in 1972.

The Committee assumed full responsibility for the Placement Office, previously operated by the U. S. Department of Labor, on January 3. The Placement Office is situated on the first floor of the House Annex (former Congressional Hotel) and in Room B-46 of the Russell Senate Office Building. Among placement services are:

.Preliminary applicant interviews on a walk-in basis.

.Maintenance of qualified applicants by job categories.

.Submission of resumes in response to job orders for review by the congressional offices involved. (The Placement Office submits a number of resumes of qualified applicants for each job opening; it does not make final selection among candidates for employment).

Use of Placement Office services is increasing steadily, with 1545 job orders received from congressional offices to date. During 1972 the placement service conducted screening interviews and tests for more than 7,500 applicants, about half of them referred to the office by Members of the Senate and House. Despite the large number of applicants, the placement service has experienced persistent shortages of qualified clerical and secretarial job applicants. To close the gap between supply and demand for this category of employees, in April of this year the Committee initiated a modest recruiting campaign, relying on classified ads and brief visits to business schools in nearby states.

In November, 1972, in accordance with objectives defined in sections 402(a) and 402(b) of the 1970 Act, the Committee printed and distributed loose-leaf handbooks consolidating information on allowances and other support services available to Members of the House and Senate.

Prepared by the Office of Placement and Office Management, the 200-page Congressional Handbook--the House and Senate versions differ to reflect the different allowances and procedures for obtaining them in the two Houses--describes information sources, privileges of Members, and other information pertaining to establishment and maintenance of congressional offices.

Copies of the handbooks have been distributed to all incumbent and newly elected Members of Congress, officers of the House and Senate, and congressional committees. Material in the handbooks is being kept up to date and new pages containing current allowances, procedures, etc., are being sent periodically to those

receiving these publications from the Committee. To date, the committee has distributed 1,480 copies of the House handbook, 637 of the Senate handbook.

At the beginning of this Congress, the Joint Committee conducted seminars for new congressional staff employees. These were designed to introduce participants to the basics of congressional office procedure, sources of information, mailing and other services available, etc. The seminars were held in both House and Senate; 59 of 72 representatives elected for the first time for the 93rd Congress, and all but one of the newly elected senators, sent staff employees to participate.

The Committee is presently conducting a pilot test of the feasibility of preparing and distributing a running account of action on the floor of both Houses. The test was started April 30 in the House, where reporters summarized the proceedings in segments, and made these available for transmission on electronic equipment about a half hour after the action occurred. A similar test, reporting on Senate floor proceedings, began May 29.

Request for office management studies also are steadily increasing. The committee recently completed a study of mail handling in a senatorial office, and a management study is presently under way in the office of a senior House Member. This is to be followed by a management study of the standing committee which this Congressman chairs. Similar work in the office of a senior senator is being planned.

STUDIES AND ACTIVITIES IN PREPARATION

In addition to work completed and under way, as indicated above, the Committee has begun a number of preliminary studies for hearings or reports. Among these are:

.Congressional capability for utilizing communications media more effectively in reporting to the American people. The study objectives are to:

1) describe the existing imbalance between executive and legislative branch communications capabilities;

2) analyze and assess the consequences of this imbalance; and

3) develop recommendations for a communications strategy providing Congress with the techniques and access to the media necessary to offset the massive and increasingly sophisticated use of mass communications by the President and executive agencies.

.Adequacy, responsiveness, and functions of the various congressional research and information service agencies. Included are a detailed examination of the plans of the General Accounting Office and the Congressional Research Service for upgrading their information capabilities to meet new requirements of the 1970 Legislative Reorganization Act, along with a review of the information service-related functions of the Government Printing Office and the Architect of the Capitol.

.Current and prospective applications of modern information technology in the Congress. The study includes summary descriptions of such systems in both Houses, the GAO, Library of Congress, and Government Printing Office.

.Proposals for a transition program from one Congress to another, to expedite the organization of each Congress by enabling the party caucuses to meet in the weeks after the election and to nominate candidates for leadership and committee positions prior to January 3.

.Senate committee jurisdiction, structure, organization, staffing, and operation. This work will parallel that of the Select Committee established in the House of Representatives, to insure that review of the committee system proceeds simultaneously in both Houses of Congress.

.Legislative review activities of congressional committees. The committee has compiled the legislative review reports issued by House and Senate committees under Section 118 of the 1970 Act. A preliminary analysis of the reports of House committees for the 92nd Congress was inserted in the Congressional Record on January 23, 1973; a similar analysis for Senate committees is in preparation.

The Committee also is compiling decisions of the Federal courts in cases which have significantly affected the operations of Congress over the years. This will include cases of historic and legal importance in the following major categories:

1) the separation of powers doctrine as it affects the legislative functions of Congress;

2) congressional investigations and the powers to solicit information by contempt proceedings;

3) congressional power over elections and qualifications of Members; and

4) legislative immunities.

Each chapter will contain selected material from law journals and other legal periodicals as well as the complete text of the official reports of the cases selected for inclusion, providing in a single source the major court interpretations of the constitutional functions and perquisites of the Congress along with the implications of these interpretations as viewed by legal commentators.

U.S. SENATE

Senate Items

STATEMENTS OF:

HON. LLOYD M. BENTSEN, JR., U.S. SENATOR FROM TEXAS
HON. ALAN CRANSTON, U.S. SENATOR FROM CALIFORNIA
HON. PETE V. DOMENICI, U.S. SENATOR FROM NEW MEXICO
HON. J. BENNETT JOHNSTON, JR., U.S. SENATOR FROM LOUISIANA
HON. JOSEPH R. BIDEN, JR., U.S. SENATOR FROM DELAWARE
HON. JAMES L. BUCKLEY, U.S. SENATOR FROM NEW YORK
HON. DICK CLARK, U.S. SENATOR FROM IOWA
HON. FLOYD K. HASKELL, U.S. SENATOR FROM COLORADO
HON. SAM NUNN, U.S. SENATOR FROM GEORGIA
HON. ROBERT T. STAFFORD, U.S. SENATOR FROM VERMONT
HON. TED STEVENS, U.S. SENATOR FROM ALASKA
HON. ADLAI E. STEVENSON III, U.S. SENATOR FROM ILLINOIS
HON. ROBERT TAFT, JR., U.S. SENATOR FROM OHIO
HON. LAWTON M. CHILES, JR., U.S. SENATOR FROM FLORIDA
HON. RICHARD S. SCHWEIKER, U.S. SENATOR FROM PENNSYLVANIA
HON. JAMES ABOUREZK, U.S. SENATOR FROM SOUTH DAKOTA
HON. BOB PACKWOOD, U.S. SENATOR FROM OREGON

TEXAS CONGRESSIONAL OFFICES

Senator Hollings. Senator Bentsen, Senator Cranston, Senator Domenici, Senator Johnston, Senator Biden, Senator Buckley, Senator Clark, Senator Haskell, Senator Nunn, Senator Stafford, Senator Stevens, Senator Stevenson, Senator Taft, Senator Chiles, Senator Schweiker, Senator Abourezk, and Senator Packwood.

Senator, the Congressmen, for example, in the State of Texas, how many Congressmen do they have?

Senator Bentsen. We have 24.

Senator Hollings. Each has three offices?

Senator Bentsen. That is correct.

Senator Hollings. That is 72 congressional offices. Do you know what the comparable staff is of the Congress?

Senator Bentsen. I know what the comparison is on a per constituency basis for what is expended. Mine runs about 4 cents. The Congressmen's run about 35 cents.

Thank you, Mr. Chairman. We are most appreciative for the opportunity to appear before you and the members of this distinguished committee. We have appeared before you before. You have been attentive to our needs.

We think we have made some improvements in the way the resources of our offices are being utilized. I am here as one of the spokesmen for Senate classes 1969, 1971, and 1973. We have had repeated meetings to discuss how we might better use our resources.

It is for that reason that I am here today to represent the vast majority of them; really, these gentlemen here, do represent the vast majority of that membership. We don't know of any Senator who differs with the presentations we are about to make to you.

I am going to discuss three topics which I think are of vital importance to the U.S. Senate.

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LACK OF ADEQUATE RESOURCES TO SENATORS

We are talking about the lack of adequate resources available to Senators; the lack of which would preclude our providing the most efficient service to our constituents, the optimum accomplishment of our legislative task and the effective evaluation of the efficacy of governmental programs.

I have individually and with fellow Senators as a group continually attempted to isolate and identify problem areas and to propose rational and feasible solutions to these problems for presentation to you, the Committee on Rules and to the leadership.

We feel again that these ideas have been given serious consideration by this committee in the past and we appreciate what has been done. But certain situations since the last time we appeared have become so critical that I feel it is imperative that some immediate relief be provided. I am speaking specifically of the current clerk-hire allowance.

INCREASING CONSTITUENT MAIL

With the ever-increasing volume of constituent mail which must be answered and casework which must be performed, it is becoming impossible to provide expeditious, responsive replies to constituent correspondence without placing an inordinate burden on our staffs to continue to keep up with the flood of incoming mail.

I find that the literacy rate in the State of Texas has risen to an alarming level. We just aren't able to get it answered. I know automation, of course, is one of the answers, one of the solutions, to rapidly producing a large number of letter responses. But when a Senator's office is operating at the absolute limit of the clerk-hire allowance, one is put in the position of having either to fall further and further behind in answering correspondence or to require an unreasonable and debilitating workload and work schedule to be borne by staff members.

I think that situation is clearly undesirable, but that is what exists in the U.S. Senate today. We see time and time again staffs working on into the night here at much longer hours than you see in the executive branch.

If you keep trying to hold your people to that kind of a workload, finally they break down, finally they lose their efficiency and we just don't get the job done.

So, consequently, what we are offering is a specific proposal for an increase in the clerk-hire allowance as of July 1, 1973, of an average of 4 cents per constituent. That is the increase.

This would raise the Senate clerk-hire allowance from the national average per constituent of 18 cents to a national average per constituent of 22 cents. This compares to a national average for the House of Representatives of 31 cents per constituent in fiscal 1973.

That is 18 cents as opposed to 31 cents. That is an interesting comparison because frequently constituents will write both their Representative and their Senator at the same time. They expect each of us to answer just as expeditiously and just as completely to their requests.

They don't understand it if we send them back a printed form because we are so far behind in answering our mail that we can't give it a personal reply like the Representative gives.

CLERK-HIRE ALLOWANCE: LINEAR GRADUATED SCALE

The larger increases in this proposal will occur in the larger State as the total clerk-hire allowance I proposed is on a linear graduated scale and the proposed per capita averages by State range from 4 cents in California to $1.14 in Alaska, the most and the least populated States respectively.

In order to arrive at the total amount of clerk-hire allowance necessary to accommodate the needs of all States, we first calculate a base amount. I have figures from many of the Senators' offices, what they thought the base amount should be, things that would be common to all Senators' offices.

This amount covers the salaries of individuals who perform functions common to all of us, regardless of the size of the constituency.

This base assures that no Senator will be handicapped in his basic legislative and administrative tasks. Linearly graduated incremental per capita amounts were then added to the base to form the total allowance. This incremental amount will insure that all Senators regardless of the size of their State will have available an adequate amount of funds to properly fulfill their constituent service obligations.

The current disparity in constituent service because of a lack of funds would no longer exist.

Another related inequity which currently exists is the practice of not carrying forward unused clerk-hire allowances from 1 month to the next.

That is a system that produces a number of undesirable side effects, the most significant of which is that if one does not expend the full amount in each month the total clerk-hire allowance authorized for the year is effectively reduced by the sum of the monthly balances that weren't used.

Now that equipment is no longer purchased from the clerk-hire allowance and we congratulate you on that—we think that is certainly an improvement—the only way to expend the full amount authorized is to have a salary level on January 1 that is equal to the total amount allowed and maintain that level for the full year.

That leaves no allowance for salary increases or the hiring of additional personnel at any time during the remainder of the year.

PRESUMPTION OF CONSTANT NEEDS

This presumes that each Senator's needs will remain absolutely constant for a full 12 months which is so unlikely it hardly deserves serious consideration.

The situation also produces a compulsion among some Senate offices to spend at the end of each month any balance which would otherwise be forfeited just so the funds won't be lost.

This is an inherently wasteful practice which could be eliminated by restructuring the clerk-hire allowance on a yearly basis. Of course there must be some specified cutoff date beyond which accumulated funds would not be carried, but a 1-year period is much more desirable than the current 1-month period.

Therefore, I strongly urge that the necessary steps be taken immediately to revamp the clerk-hire allowance system to provide for carrying forward unused balances from 1 month to the next on a yearly basis.

Mr. Chairman, I understand that this is a distinct possibility, once a computer program currently being written for the Senate payroll system becomes operational.

I also understand that this period of supposed feasibility would not occur until early 1974. I submit to you that this is of such critical importance to the Senate as a whole that the monthly carry-forward balance should be done immediately on a manual basis, if that is what it takes.

We are all authorized a specified dollar amount to be used for salaries. That is as it should be. But then to deduct from that total any balances unused in a month just because a system has not been devised by which to eliminate this loss does not make sense.

We are authorized the money, we should have every penny of it to use for its intended purpose regardless of what part of the year it is needed in.

CENTRALIZED LEGISLATIVE RECORDS RETRIEVAL SYSTEM

My final point today concerns what you were hearing in testimony just before we took the witness stand; that is to make available sufficient funds to provide a centralized legislative records retrieval system.

The sophistication potential in such a system is practically unlimited. But what I propose at this time is simply to provide each Senator's office and each committee with the means to obtain immediately all available information concerning the status of any legislation currently being acted upon.

We don't propose to name the specific type of system by which this would be accomplished, since we understand such a system is currently being tested in seven Senators' offices.

But we strongly emphasize the need for such a system at the earliest possible time.

In summary, Mr. Chairman, we urge you to place top priority on the provision of funds to increase the clerk-hire allowance on July 1, 1973, to the amount recommended so that each Senator will have the monetary means to be properly responsive to his constituency, regardless of its size.

In addition, clerk-hire balances must be brought forward from month to month on a yearly basis.

Lastly, provisions must be made immediately to provide a centralized legislative records system for all Senators' offices.

Mr. Chairman, this concludes my testimony. I have as you can see a number of my distinguished colleagues here and a number of others would have been here except for the many amendments that are before us on the Agriculture bill on the floor.

CARRY-FORWARD OF CLERK-HIRE BALANCES

Senator HOLLINGS. Mr. Ridgely is in the audience there, the finance clerk. Will you please stand? Did you hear the testimony of Senator Bentsen with regard to the computer on point 2 as to whether or not the carry-forward could be conducted by your office?

Mr. RIDGELY. When we have automated the payroll?

Senator HOLLINGS. Yes.

Mr. RIDGELY. Yes, sir. We could do that.

Senator HOLLINGS. How long before you could do it? He says let's do it manually if you couldn't do it computer-wise?

Mr. RIDGELY. We are scheduled to go on parallel run this month, which means we will have a 2-month test on the automation to see that the programing is okay.

Senator HOLLINGS. So within 2 months you could be carrying it forward? It could be done if everything works out?

Mr. RIDGELY. Two or 3 months, maybe.

Senator HOLLINGS. Not more than 3?

Mr. RIDGELY. To have the payroll fully automated and tested and operational.

Senator HOLLINGS. But once tested and operational you could conduct the carry-forward as requested by the Senate?

Mr. RIDGELY. We could in all probability cut in soon after that; yes.

Senator BENTSEN. What is the feasibility of the manual calculation? If it becomes a problem to keep it current on the manual calculation, couldn't that be picked up by us. If we are allowed to do that and keep our own records for this 2 or 3 months, I assume we could be trusted to do that, that at the end of the 3 months this would be worked into the records system.

Senator HOLLINGS. Mr. Ridgely and I will complete the record on that thought. I think the main portion was we could use clerk-hire for many things. Since it could be used, the object was that a Senator wouldn't spend all of the money and have a deficit. I know that occurred with my predecessor on the Academy appointments. I didn't get to appoint anybody at Annapolis for 3 years.

I don't know how he got way ahead of himself. He sure did. So it is with some of the money. Changes take place.

But there is no reason now solely for clerk-hire and not to buy that equipment and the danger is not to overhire. On the contrary, you say the difficulty is underhiring.

Let me ask you overall, when you talk about 4 cents, 11 cents, 18, and 31 cents, how many people am I hiring if I vote for your proposal?

Senator BENTSEN. I have broken it down. That would be difficult to say. But I have broken it down specifically.

Senator HOLLINGS. To make this objective, where will I put them all? That is one of the questions that comes before our Appropriations Committee.

ASSIGNMENT OF WORKLOAD TO STATES

Senator BENTSEN. More and more we have to put them back in our home States because of that problem of space. But we are doing it that way. We are assigning more and more of our workload back there. We do have the space in our home States, generally. Certainly I do in mine.

I have done more than just give you numbers in general. I have broken it down specifically for each and every State.

Senator HOLLINGS. Are you going to submit that for the record?

Senator BENTSEN. That is submitted for the record.

[The statement and table follow:]

STATEMENT OF SENATOR LLOYD BENTSEN

Mr. Chairman, thank you for inviting me to appear before your distinguished Subcommittee today to discuss three topics of vital importance to the United States Senate.

As you know, I have appeared before you on three previous occasions during the past year and a half expressing concern about the lack of adequate resources available to Senators. The lack of which would preclude our providing the most efficient service to our constituents, the optimum accomplishment of our legislative tasks, and the effective evaluation of the efficacy of governmental progra

I have individually, and with fellow Senators as a group, continually attempted to isolate and identify problem areas and to propose rational and feasible solutions to these problems for presentation to you, the Committee on Rules and Administration, and the Senate leadership. We feel that our ideas have been given serious consideration and appreciate the progress which has been made thus far.

But certain situations have become so critical that I feel it is imperative that some immediate relief be provided. I am speaking specifically of the current Clerk-Hire Allowance. With the ever increasing volume of constituent mail which must be answered and casework which must be performed, it is becoming impossible to provide expeditious responsive replies to constituent correspondence without placing an inordinate burden on our staffs to continually keep up with the flood of incoming mail.

Automation, of course, provides a partial solution to rapidly producing a large number of letter responses. But when a Senator's office is operating at the absolute limit of the Clerk-Hire Allowance, one is put in the position of having to either fall farther and farther behind in answering correspondence or to require an unreasonable and debilitating workload and work schedule be borne by staff members. This situation is clearly undesirable, but it does exist in the United States Senate today.

Consequently, I offer a specific proposal for an increase in the Clerk-Hire Allowance as of July 1, 1973 of an average of four cents per constituent. This would raise the Senate Clerk-Hire Allowance from a national average per constituent of 18 cents to a national average per constituent of 22 cents. The compares to a national average for the House of Representatives of 31 cents per constituent in

FY 1973. This is an interesting comparison since frequently constituents will write both their Representative and their Senator on a subject and rightfully expect to receive just as complete an answer from both regardless of the difference in the number of constituents each represents. On an individual State basis, the larger increases will occur in the larger States as the total Clerk-Hire Allowance I propose is on a linearly graduated scale, and the proposed per capita averages by State range from four cents in California to $1.14 in Alaska, the most and least populated States respectively.

In order to arrive at the total amount of Clerk-Hire Allowance necessary to accommodate the needs of all sizes of States, a base amount was first calculated. This amount covers the salaries of individuals who perform functions common to all of us regardless of the size of the constituency. This base assures that no Senator will be handicapped in his basic legislative and administrative tasks. Linearly graduated incremental per capita amounts were then added to the base to form the total allowance. This incremental amount will assure that all Senators regardless of the size of their State, will have available an adequate amount of funds to properly fulfull their constituent service obligations. The current disparity in constituent service because of a lack of funds will no longer exist.

Another related inequity which currently exists is the practice of not carrying forward unused Clerk-Hire Allowances from one month to the next. This system produces several undesirable side effects, the most significant of which is that if one does not expend the full amount available in each month, the total Clerk-Hire Allowance authorized for the year is effectively reduced by the sum of the monthly balances not used. And now that equipment is no longer purchased from the Clerk-Hire Allowance, the only way to expend the full amount authorized is to have a salary level on January 1 equal to the total amount allowed and to maintain that level for the full year. This leaves no allowance for salary increases or the hiring of additional personnel at any time during the remainder of the year. This presumes that each Senator's needs will remain absolutely constant for a full 12 months, which is so unlikely that it hardly deserves serious consideration. This situation also produces a compulsion among some Senate offices to spend at the end of each month any balance which would otherwise be forfeited just so the funds will not be lost. This is an inherently wasteful practice which could

be eliminated by restructuring the Clerk-Hire Allowance on a yearly basis. Clearly there must be a specified cut-off date beyond which accumulated funds would not be carried, but a one year period is much more desirable than the current one month period. Therefore, I strongly urge that the necessary steps be taken immediately to revamp the Clerk-Hire Allowance system to provide for the carrying forward of unused balances from one month to the next on a yearly basis. I understand that this is a distinct possibility once a computer program currently being written for the Senate payroll system becomes operational. I also understand that this period of supposed feasibility would not occur until early 1974, and I submit to you that this is of such critical importance to the Senate as a whole that the monthly carry-forward should be begun immediately, on a manual basis if that is what it takes. We are all authorized a specific dollar amount to be used for salaries. This is as it should be. But then to deduct from that total any balances unused in a month just because a system has not been devised by which to eliminate this loss just does not make sense. We are authorized the money and we should have every penny of it to use for its intended purpose regardless of what part of the year it is needed.

My final point today concerns the making available of sufficient funds to provide a centralized legislative records retrieval system. The sophistication potential in such a system is practically unlimited. But what I propose at this time is simply to provide each Senator's office and each committee with the means to obtain immediately all available information concerning the status of any legislation currently being acted upon. I do not propose to name the specific type of system by which this would be accomplished since I understand such a system is currently being tested in seven Senators' offices, but rather to strongly emphasize the need for such a system at the earliest possible time.

In summary, I urge you to place top priority on the provision of funds to increase the Clerk-Hire Allowance on July 1, 1973 to the amount recommended so that each Senator will have the monetary means to be properly responsive to his constituency regardless of its size. In addition, Clerk-Hire balances must be carried forward from month to month on a yearly basis. And lastly, provisions must be made immediately to provide a centralized legislative records system for all Senators' offices.

Mr. Chairman, this concludes my testimony. Again, I wish to thank you and the other members of the Subcommittee for giving me this time to present my views.

PROPOSED CLERK-HIRE ALLOWANCE

STATES*	1972 Population	Current Clerk-Hire Allowance	Proposed Base Clerk-Hire	Per Capita Additional	Total Proposed Clerk-Hire	Increase
Less than 1,000,000						
Alaska	325,000	$327,216	$274,992	$.0949	$369,920	$42,704
Delaware	565,000	327,216	274,992	.0949	369,920	42,704
Hawaii	809,000	327,216	274,992	.0949	369,920	42,704
Idaho	756,000	327,216	274,992	.0949	369,920	42,704
Montana	719,000	327,216	274,992	.0949	369,920	42,704
Nevada	527,000	327,216	274,992	.0949	369,920	42,704
New Hampshire	771,000	327,216	274,992	.0949	369,920	42,704
North Dakota	632,000	327,216	274,992	.0949	369,920	42,704
Rhode Island	968,000	327,216	274,992	.0949	369,920	42,704
South Dakota	679,000	327,216	274,992	.0949	369,920	42,704
Vermont	462,000	327,216	274,992	.0949	369,920	42,704
Wyoming	345,000	327,216	274,992	.0949	369,920	42,704
1,000,000 - 2,000,000						
Maine	1,029,000	327,216	274,992	.0579	390,864	63,648
New Mexico	1,065,000	327,216	274,992	.0579	390,864	63,648
Utah	1,126,000	327,216	274,992	.0579	390,864	63,648
Nebraska	1,525,000	327,216	274,992	.0579	390,864	63,648
West Virginia	1,781,000	327,216	274,992	.0579	390,864	63,648
Arizona	1,945,000	327,216	274,992	.0579	390,864	63,648
Arkansas	1,978,000	327,216	274,992	.0579	390,864	63,648

*Allocation per state represents amount for one Senator.

STATES*	1972 Population	Current Clerk-Hire Allowance	Proposed Base Clerk-Hire	Per Capita Additional	Total Proposed Clerk-Hire	Increase
2,000,000 - 3,000,000						
Oregon	2,182,000	$327,216	$274,992	$.0456	$412,080	$84,864
Kansas	2,258,000	327,216	274,992	.0456	412,080	84,864
Mississippi	2,263,000	327,216	274,992	.0456	412,080	84,864
Colorado	2,357,000	327,216	274,992	.0456	412,080	84,864
Oklahoma	2,634,000	327,216	274,992	.0456	412,080	84,864
South Carolina	2,665,000	327,216	274,992	.0456	412,080	84,864
Iowa	2,883,000	327,216	274,992	.0456	412,080	84,864
3,000,000 - 4,000,000						
Alabama	3,510,000	355,776	274,992	.0395	433,024	77,248
Connecticut	3,082,000	355,776	274,992	.0395	433,024	77,248
Kentucky	3,299,000	355,776	274,992	.0395	433,024	77,248
Louisiana	3,720,000	355,776	274,992	.0395	433,024	77,248
Minnesota	3,896,000	355,776	274,992	.0395	433,024	77,248
Washington	3,443,000	355,776	274,992	.0395	433,024	77,248
4,000,000 - 5,000,000						
Georgia	4,720,000	381,616	274,992	.0360	455,056	73,440
Maryland	4,056,000	381,616	274,992	.0360	455,056	73,440
Missouri	4,753,000	381,616	274,992	.0360	455,056	73,440
Tennessee	4,031,000	381,616	274,992	.0360	455,056	73,440
Virginia	4,764,000	381,616	274,992	.0360	455,056	73,440
Wisconsin	4,520,000	381,616	274,992	.0360	455,056	73,440
5,000,000 - 7,000,000						
Indiana	5,291,000	401,200	274,992	.0320	499,120	97,920
Massachusetts	5,787,000	401,200	274,992	.0320	499,120	97,920
North Carolina	5,214,000	401,200	274,992	.0320	499,120	97,920

*Allocation per state represents amount for one Senator.

STATES*	1972 Population	Current Clerk-Hire Allowance	Proposed Base Clerk-Hire	Per Capita Additional	Total Proposed Clerk-Hire	Increase
7,000,000 - 9,000,000						
Florida	7,259,000	$422,416	$274,992	$.0294	$539,648	$117,232
New Jersey	7,367,000	422,416	274,992	.0294	539,648	117,232
9,000,000 - 11,000,000						
Michigan	9,082,000	446,080	274,992	.0279	582,896	136,816
Ohio	10,783,000	469,744	274,992	.0279	582,896	113,152
11,000,000 - 13,000,000						
Illinois	11,251,000	493,408	274,992	.0269	625,872	132,464
Pennsylvania	11,926,000	493,408	274,992	.0269	625,872	132,464
Texas	11,649,000	493,408	274,992	.0269	625,872	132,464
13,000,000 - 15,000,000						
None		540,192	274,992	.0262	668,848	128,656
15,000,000 - 17,000,000						
None		563,312	274,992	.0256	711,008	147,696
More than 17,000,000						
California	20,468,000	586,160	274,992	.0249	774,928	188,768
New York	18,366,000	586,160	274,992	.0249	774,928	188,768

*Allocation per state represents amount for one Senator

Senator HOLLINGS. What does it total up to?

Senator BENTSEN. I don't have the total. That can be easily done.

Senator HOLLINGS. Of course it depends on each Senator's State and the size of the constituency, plus the base amount from your approach. But do you have the example of the mid-States? Are we putting on 100 or 200 more people or how many?

Senator BENTSEN. I would say it varies all the way from 4 cents to $1.14, I believe it was from Alaska. The State of California would get 4 cents per constituent.

Senator HOLLINGS. I am trying to reduce the amount into people. How many more people would you be hiring in Texas if I voted for that?

Senator BENTSEN. That would be difficult to say because I don't have the salary breakdown that I would give each of them. I think it would be a much more accurate and definitive statement to give the exact amount of money increase for the clerical allowance. Let's take Texas for example.

One of the things we have done that is different from the present allocation is we have broken it down rather than just at 3 million, we have broken it down into the 1 million bracket and below and 1 to 2 million and then 2 to 3 million.

In Texas I would have an increase of $132,464. That would be the same for Pennsylvania and for Illinois.

Senator HOLLINGS. At $20,000 a year you can employ six additional assistants.

Senator BENTSEN. I tell you who I would be hiring. I would be hiring people that could hit a typewriter and answer my mail. So I wouldn't be hiring $20,000 people. I would be hiring more people than that just to try to get my mail answered.

Senator HOLLINGS. Approximately a dozen then at $12,000?

Senator BENTSEN. That is right. That would be much more in the ball park for me and I think almost all of us.

Senator HOLLINGS. If we hired 12 for Texas, how many would be hired for South Carolina? I take it you do have me at an increase rather than a decrease.

Senator BENTSEN. $84,864. That is 0.0456 cent per capita addition. If you had them at $12,000, that would mean you would have about seven more.

Senator CHILES. Within our groups, we had the same kind of statements, because we have big States, little States, middle States. Of course, anytime we started talking about money, we had these same concerns. What we tried to do was approach it from a basis so that everybody has to have reasonable legislative assistance. Everybody has base operations that they have to do. So we wanted to take care of those. We didn't want to slight any State in the problems and concerns that junior Members have in the failure of not having staff, not being able to get legislative help and all of the jobs that we all have.

Then we recognize that there are some problems that California has when their mail load is maybe 5,000 letters a day, as opposed to Alaska. where the mail load has got to be infinitesimal as to that amount, 5,000 a day. So we were trying to take the increments that would give the

larger States some help in answering their mail, but at the same time all of the States would have help in those basic functions that we have to have.

So South Carolina gets $84,000. California gets $188,000.

When you look at the difference really of the workload or the mail load, most of the people in our membership felt that was a fair distribution of the way we were distributing money, recognizing the tremendous problems that the larger States have in just trying to handle that mail.

SERVICE TO CONSTITUENTS A BASIC ISSUE

Senator SCHWEIKER. Mr. Chairman, I would like to add a couple of specific illustrations because aside from the issue of just servicing our people, which is the basic one, there are a couple of other issues. I just lost my top legislative assistant to the executive branch. He didn't get a Cabinet job. He didn't get a subcabinet job. He just got a very high paying job downtown and I couldn't match them financially.

I have to pay the price of hiring secretarial help to answer my mail and keep my top legislative and administrative assistants down. None of them are in the upper brackets becaues I can't afford to put them there because I want to answer my mail first. I paid that penalty.

I just lost my top legislative aide to the executive branch because I can't compete with the executive branch in salaries.

As long as that condition exists, we are not going to be able to perform our role satisfactorily if we can't attract at the subcabinet level the same quality of people that the executive branch is going to get.

I just got hit between the eyes with that. It was because I had to have the footsoldiers to answer my mail. That was the decision I made.

I think another way of putting it is that the Senate has been—to put it the reverse—the House has been more than generous with the help they give their people to do their mail.

When I was a Congressman, by comparison, I had 12 people on my staff. Now I am a Senator. I represent 25 times more people, 20 times more mail and I get two and a half times more staff. So I get 43 people or two and a half times more staff to do a State 25 times bigger with 20 times more mail.

If I were given the amount of clerical help to do my job as Senator per unit of population that I was given as Congressman, I would have 300 people on my payroll. I don't want 300 people on my payroll. I don't need 300 people.

But the point is we have handicapped our Senators so they can't even do the job the House Members are doing in answering their mail.

I feel very strongly as one brought up in the House tradition of service that if we are going to give the same kind of service you have got to give us the wherewithal to do the job.

Senator CRANSTON. If I might cite an example which sadly is like the one that Dick just cited except it happened inside the Senate, the Senators from the largest States obviously have the toughest problem. We just lost a legislative correspondent whom we were paying $9,000 a year to a Senator in a smaller State who hired her to do the same work and could afford to pay her $12,000 a year.

We have a very tight situation trying to handle a tremendous amount of mail and queries and case work with the smallest per capita budget for our constituents of any Senators.

To answer your question about what would it mean in terms of employment, to me representing the largest constituency, we would hire about 18 people at an average of $10,000 each if this was approved and they would be handling mail and case work.

LOCATING OF EXTRA PERSONNEL

Senator HOLLINGS. Where would you put them?

Senator CRANSTON. We would put some in California, we would be able to find somehow space for some of them here.

Senator HOLLINGS. Do you think you could find space for 18 more?

Senator CRANSTON. Yes. Between California and Washington, we could.

Senator BENTSEN. I can put them all in Texas. We set a base of $275,000 as a common base for everyone. That is after having input from small States and large States. Then we added the incremental amount for constituent service. It finally ended up with a variance of from 4 cents to $1.14 per constituent based on the States, the largest State being California, and the one with the least population being Alaska.

Senator HOLLINGS. What is the total increase?

Senator BENTSEN. I don't have that.

Senator BUCKLEY. I have calculated roughly about $4,200,000. That is my rough, ball park penciling.

Senator JOHNSTON. I would like to emphasize how unanimous this thing is in that it is not really a half-cocked situation. We must have had five or six meetings and then we had a steering committee that would meet and appointed by the group that would go over the figures and the methodology and we paired this, and increased that.

This represents, I think, unanimously in our class except with Jesse Helms, the only one who had any reservation about it at all, and in our class it is unanimous and I dare say it is in the other two classes represented.

Collectively those classes represent over half of the brains and a third of the Senate, I think.

Senator HOLLINGS. Senator Biden?

PROPORTIONAL INCREASE, FAIR

Senator BIDEN. As a Senator from one of the smaller States as a matter of fact, the fourth smallest in population, although I would not get the increase that other Senators would get. I think the proportional increase I would be getting is more than fair.

I think quite frankly that my getting $369,920 under the new formula compared to California getting $774,928, still makes me better off than California is in light of the constituent mail I get which is twice what my senior Senator gets. I would have no problem at that. I would still have other problems, though.

But comparatively speaking, I would much rather be in my position with my State population, the mail I get, with $369,000 than I would be in Alan Cranston's position.

I wouldn't want to be in Alan Cranston's position under any circumstances anyway, but particularly with regard to clerk-hire.

Senator HOLLINGS. You say you have twice as much mail as your senior Senator?

Senator BIDEN. Yes. I think that is because I am the only Democratic Senator from my State. That is probably the only reason. To put it in perspective, I only get between 500 and 750 pieces of mail that need to be answered a week. At least that is how it has been running. Alan Cranston does that in a morning probably and not just California, but Oregon and many other States I am sure have incredibly more mail than we do.

But then again, I only have a population of 565,000 people compared to California with 36 times the population there.

So I am saying that as one member of the Senate from a very small State I think this is a very fair formula and I still think I am getting the better end of the deal.

OFFICE ACCOMODATION DIFFICULITIES

Senator DOMENICI. I would like to speak briefly to the concern which you quite properly have about space. I would just like to use myself as an example of how far I am willing to go in order to serve my constituents and abuse myself personally on space so I will have room for my staff while we wait for a new building because you know there will be one soon.

In my particular case, since I was last in choice or second to last, I gave Joe the smallest office and I got the second smallest of all of the Senators but I took the office that belongs properly to the Senator and put eight staff people in it on the first floor because I am concerned about how much space I personally have.

I use that only as an example because I think we know we have a space problem, all of us, but I believe we are willing to make any kind of space adjustment to have the kind of staff to serve our constituents.

Likewise, more and more, Senators are returning to the concept of having staff people close to their people. I think the trend is increasing. The Senator from Texas indicates where he would have his. We have three offices in New Mexico. We can hardly man them and have staff here, yet they are all busy.

I have one thought. In this day when we are all so concerned about this dollar that floats around for politicians, and I think it is appropriate that we tell you that this group of I think 36, because I do believe Jesse is not on board, 36 are willing to stand up and say, "We want adequate kinds of resources in our hands open and public that the Senate appropriates to its Senators to do the job."

COMPROMISING POSITION

I am concerned if we pennypinch we are doing a very bad thing for each one of us compromising us regularly in our inability to serve.

I find myself cramped for personnel right now as a new Senator. Like Joe, I also get more mail than my senior Senator. I hope that is fleeting. I am appreciative of the constitutents writing me instead of someone else. But I can't handle it. From a little State like New Mexico, I would share with the chairman, we had 17,000 direct personal correspondence in 4 months and 2 weeks. That is a lot for New Mexico with 1 million people.

We want to serve them. I think that is all we are saying, is we really want to be above board in an adequate kind of clerk hire.

Senator HOLLINGS. Senator Domenici, what is the answer to the New Mexico constituent who says, "Look, Senator Anderson with all of that did an outstanding job," or in Pennsylvania they will say Senator Scott has been doing it and he is not asking for more and Senator Cotton—the record ought to show his wife was ill. Otherwise, he was due to be here. She had a fall and we are very sorry. But she is getting along right now. But Senator Cotton, the ranking member who at times has resisted increases here, your predecessor, Senator Ellender, all of these other Senators say, "Look, I would like to get back to those Senators when they only had two or three people and the great Senators of the time and us young punks come along, all they want is more staff and more letterwriters and bulletins issued and what have you."

What is your answer particularly in light of the economy? The record adds up to $8½ million, $8.57 million.

Senator BUCKLEY. I was about to make that correction.

Senator HOLLINGS. We have got a request coming just for a joint study committee and commission. Once you name a commission—our distinguished friend from New York, the Governor, Gov. Nelson Rockefeller will present to the committee in just a moment a request for $15 million for a 2-year period. So it is practically the same thing for just one commission study.

What is your answer to that?

Senator DOMENICI. I will try, Mr. Chairman.

Senator HOLLINGS. You ran on economy up there, if I remember. I was out there. You were talking about economy.

Senator DOMENICI. Yes. But I was also talking about taking the office of the U.S. Senate back to the people which was a second planning to economy. I don't think you can do that, frankly, as much as I think Senator Anderson with the staff he had. I don't think he had to. He was here for three terms, had been Secretary of Agriculture, had been in the House 2 years and he judged his performance on the basis of his committees and his committee work exclusively.

His theory was do a good job as Chairman of AEC and New Mexicans will elect you. They know they couldn't have him forever. They have a new fellow that committed to relate to them and talk to them and write to them and have offices in their State.

I think if you want my honest answer, they would say yes, give him additional money, even if it means $8½ million collectively for all of these Senators.

COMPLEXITY OF SENATORSHIP MOUNTS

I also think being a Senator gets more complex each year. If we can't cope with it with staff, we are going to slough it. It will only get more complex because sooner or later we have to understand it. That is all I am asking.

I personally will respond to my constituents and say I am getting this. I was amazed to hear almost every Senator say that they would publicly stand for this increase even though they are not for increasing their own salary which I think was also a rather significant kind of thing, because they said we can't serve with what we are getting for our staff.

Senator BUCKLEY. Mr. Chairman, you made the point to amplify a little on the complaints of the older Senators who seem to be able to get by with current allowances. No. 1, people who are recently elected tend to get the most mail. This is a fact of life.

PRIORITY ACCUMULATES

It is mail that has to be served. But No. 2, as one goes along up the totem pole, one acquires different people out of different pockets. I know my senior Senator according to published figures has about 100 men on his staff, more than twice that I have.

I have the same number of constituents. I think this is something that ought to be recognized in setting the levels of facilities.

Senator HOLLINGS. But not for that particular purpose, not for answering mail. In other words, your senior Senator, the minority ranking member on small business, for example. He says on labor, that is to handle my labor work or my small business work, but not to handle the increase in mail.

Senator BUCKLEY. What happens is almost all of his legislative work is done out of his committee staff whereas we must handle our legislative work on top of our mail. I would also like to make another pitch for this principle of flexibility. Not only do we have the problems that Senator Bentsen pointed up, but also if we have that carry-over possibility, then we can supplement our staff for particular projects.

In the summertime, for example, it is an excellent time to acquire somebody in to zero in on a particular legislative problem we have in mind, somebody from the academic community.

So I think the principle of flexibility is enormously important.

FALSE AND TRUE ECONOMY

Senator BIDEN. Mr. Chairman, you raise the question of economy. I think we should make the distinction between false economy and true economy. The American public asks us to vote on legislation that totals appropriations well over $250 billion and this year we are talking about $268 billion. We are supposed to be prepared to know what we are talking about when we go to vote on that legislation.

The point made by Senator Schweiker, I think, is very telling. It is misleading to talk about need for additional personnel to answer the mail as if we are just needing this for mail answering. What it does is that it releases the rest of our staff—our legislative staff that helps prepare us to know what we are talking about and voting on, and also what we are preparing, ourselves, to introduce.

It puts us in a more knowledgeable position to determine whether or not that $22 million we are going to vote on or that $5 billion project we are going to vote on is worth our vote, if we have the facts.

It seems to me that one of the reasons why the Senate is in such a position as it is in the eyes of the public, and I think justifiably so in many instances, is that group or that person who has the most facts, has the most power. It is no question that the executive branch of the Government is able to garner more facts at their command and to marshal those facts in order to put themselves in a position of a great

deal more influence and authority than we are as supposedly an equal branch of the Government.

I don't want to confuse it too much. But when we talk about $8 million in order to legislate for a $269 billion budget, I think it is false economy to save the $8 million which would put us in a better position to vote on legislation that totals up to $265 billion. And maybe we might reduce some of that enormous budget because we would come up with better alternatives and cheaper ways of doing it as a consequence of being better prepared legislatively.

Senator BENTSEN. Let me say one of the real main points, Mr. Chairman, I think is that those of us in the Senate have a right to answer our constituents as quickly as a fellow does who is in the House of Representatives.

When we sit here on a national average having 18 cents per constituent and they have on a national average 31 cents per constituent, we know when that man writes the two of us at the same time he has a right to expect an equal response.

Ours shouldn't be a printed one that goes back to him. Yet I have had to resort to that a number of times.

Any incremental increase in mind will have to go for the answering of the mail. That is where my problem area is in a State of my size.

SENATORIAL INPUT

One of the other major changes that we made in calculation here—as Senator Johnston said, this was not an idle calculation. This was refined and honed after we had the input of all of these Senators, what they thought he had to have.

One of the things we did was also break it below the 3 million level, where before in the current practice is to stop at the 3 million level. We felt there was too much of a population disparity between the State of the size of Alaska with 325,000 to that of Iowa of 28 million.

So we have broken it, given a couple of other categories below that.

Senator HOLLINGS. You can get into difference of parties. Here is a gentleman who says because he is a Democrat he gets twice the mail as a senior Senator does.

Senator BIDEN. I say that only to clarify for the record that I am the only Democrat that represents Delaware, so that there are about as many registered Democrats as Republicans. When they, the Democrats, have a choice of writing either Republican or Democratic representative, they tend to go to the Democratic Senator.

Were I a Democratic Congressman I suspect my colleague would get more mail. I also think as Senator Buckley points out it seems to be the nature of the beast that when you first get here the newest Senator tends to be expected to be more responsive because usually that is a platform upon which he runs.

So I don't think it really is a matter of party.

Senator HOLLINGS. It is excellently presented. There are intangibles. You have Senator Kennedy and Senator Helm, North Carolina and Massachusetts, Senator Helm is a new Senator and we would all agree that Senator Kennedy receives far more mail and you can't write a law for that.

PRESENTATION TO RULES COMMITTEE

What about the Rules Committee, Senator Bentsen? Did you folks present this to them?

Senator BENTSEN. We have a number of items that we are talking to the Rules Committee about. We are hopeful that we will be before them next week.

Senator HOLLINGS. I am informed the jurisdiction is with us. But I know I have been working closely with Senator Cannon. This clerk-hire would be used exclusively for clerk-hire and not for the purchase of equipment. My understanding is that would release up, say around $20,000 or slightly more in some places.

You can hire one more person for your staff. That doesn't satisfy your problem at all, does it?

Senator BENTSEN. No, it doesn't, because we have pretty well taken care of our equipment problem. We are utilizing practically all of the clerk-hire just for that very purpose.

Senator HASKELL. Let me put your economy observation, Mr. Chairman, in context. Even with the proposed new office space per Senator, I figured out that in my private law office I had about one and a half times more square feet per employee. Believe me, I was running that law office for profit. I think that my law office situation is pertinent to our discussion here. Considering the amount of work that has to be done, I think we need more space per employee.

So I think we are taking economy into consideration, at least I am. I am sure the rest of them are.

EXECUTIVE BRANCH PAID MORE

Senator HOLLINGS. I think the strong point is with the executive branch. We pay them more, give them far more room. To try to fix up the office around this building, it is pulling teeth. I can go back to South Carolina and they will put any kind of rug I want, put flags all over the room. I don't know where they get the money.

I am trying to find out now to get the State decorator to come up here to Washington.

Do any other Senators wish to add to the record?

We appreciate it very much. We had this before. You have helped me on something that I am wholeheartedly with you on. But I have got to make a record here and struggle with these senior Senators.

DIVERSION OF LEGISLATIVE PERSONNEL

Senator NUNN. Let me add one comment to what Mr. Schweiker, and Mr. Biden and Mr. Buckley have said. In my experience here so far I have had virtually no use of legislative personnel for legislative purposes. I have had to divert them into mail and into special projects because I think it is not only a question of mail and case work, but also numerous special projects, water and sewer grants, and so forth, that people are coming to me about. Evidently they have gotten a new thrust and they feel like these are the kinds of things that a Senator is going to handle as junior Senator.

There are hundreds of special projects that demand special attention. So I have done every bit of my legislative work. I have done an awful

lot of my press releases because I have had to divert those people into the everyday activities of mail, plus special type projects that deal with countries, cities and planning commissions and other quasi-governmental organizations.

So I would like to echo that and say that a chairman of a committee or its ranking member has access to the staff of the committee, and the longer he is here the less and less need he has for any type of legislative help in his own office. But when you are here for the first 10, 12, 15 years, you simply do not have that staff available. I think that that is a very great distinction and disparity that should be pointed out.

Senator HOLLINGS. Thank you very much, gentlemen.

We have Governor Rockefeller. The distinguished Senator from Pennsylvania, who had to be excused, Senator Schweiker, was waiting to be with you, and Senator Cotton also very much wanted to be here. His wife had a fall earlier in the week and he had to be back up there.

I want to before you commence your testimony, and we welcome the distinguished Governor of New York, Gov. Nelson Rockefeller, to place in the record a letter from the chairman of the Public Works Committee, the Senator from West Virginia, Jennings Randolph, in support of the entire $15 million request for the National Commission on Water Quality.

With those opening comments, the reason in addition to normally just having this hearing, Governor, what we are into is the finances. We have, for example, a Technology Assessment Board, comprising the House and Senate and taking almost the functions of the Office of Science Adviser from the White House which has been abandoned.

We have needed it for a long time. We are struggling right now on a joint markup committee to mark this up for right around $3.9 million, or would compare then to $8 million just for that group itself.

They are looking pretty closely at all of these study committees and commissions and all of the authorization runs substantially more. I understand from you, you are going to need the full $15 million.

I wanted to make certain we had it in this record so we could make the best possible presentation to the full committee markup.

With that in mind, we appreciate your coming all of the way from the conference itself in the State of New York down here just for this.

NATIONAL COMMISSION ON WATER QUALITY

STATEMENT OF HON. NELSON A. ROCKEFELLER, GOVERNOR OF THE STATE OF NEW YORK

ORIGIN OF THE COMMISSION

Governor ROCKEFELLER. Mr. Chairman and members of the committee.

I would like to express my appreciation first for your graciousness, Mr. Chairman, in making possible this opportunity to make a brief presentation and then submit any additional information which you may desire regarding the work of this National Commission on Water Quality.

In my remarks I will give a little of the background of the origin of the Commission and the approach of the Commission as well as the members.

I have spoken, as you are aware, with the members of the executive committee of this Commission and at the suggestion of the executive committee that we contacted you for this opportunity.

The establishment of the National Commission on Water Quality was authorized by section 315 of Public Law 92–500 enacted October 18, 1972. That law made major amendments to the Federal Water Pollution Control Act. Section 315 authorized $15 million for a National Study Commission to "Make a full and complete investigation and study of all of the technological aspects of achieving and all aspects of the total economic, social, and environmental effects of achieving or not achieving the effluent limitations and goals set forth for 1985 in section 301 (b) (2) of this act."'

The results of the Commission's effort are to be submitted to the Congress no later than October 18, 1975, which is less than 2½ years away. The Commission has 15 members, 5 from the Senate, 5 from the House of Representatives and 5 from the public sector appointed by the President.

COMMISSION MEMBERS

They are as follows:

SENATE	HOUSE
Jennings Randolph—West Virginia.	John A. Blatnik—Minnesota.
Edmund S. Muskie—Maine.	Robert E. Jones—Alabama.
Lloyd Bentsen—Texas.	Jim Wright—Texas.
Howard H. Baker, Jr.—Tennessee.	William H. Harsha—Ohio.
James L. Buckley—New York.	James R. Grover, Jr.—New York.

PRESIDENTIAL APPOINTEES

Dr. Edwin Gee—Greenville, Del., senior vice president, DuPont; William Gianelli, Sacramento, Calif., director of State department of water resources; Raymond Kudukis, Cleveland, Ohio, director of city department of public utilities; Carl Wright—Little Rock, Ark,, chairman of State department of pollution control and ecology; and Nelson A. Rockefeller—Governor, State of New York.

I can say parenthetically that probably the reason for selecting the Governor of New York was that I have for 12 years been very active in this field with both Senators Muskie and Congressman Blatnik, and have appeared before their committees over some 10 or 11 years.

We have had in New York State two $1 billion bond issues, the last one was $1.15 billion, to provide State funds to match Federal funds, to clean up the waters of the State of New York.

We have been very active in the field. I have been identified with it. During the previous Congress when the new act, Public Law 92–500, was under consideration, 1972, I testified in the House in December 1971. I raised some questions regarding the technological feasibility of the act, whether we had the technology to achieve the goals that were set and what the financial impact would be of the legislation.

I think probably it was because of that testimony and the great interest of our State in the environment that the President asked me to be one of his five appointees.

EXECUTIVE COMMITTEE

At the first meeting of this committee on May 15, 1973, I was elected chairman of the committee and Senator Muskie and Representative Jones were elected the two vice chairmen.

The chairman and vice chairman were then named as members of the Commission's executive committee. We have already met once, on May 30, as you know.

Congress appropriated $200,000 for the Commission last year so that it would be able to organize and begin its work during fiscal year 1973. The balance of the $14,800,000 remains to be appropriated.

Because of the complex nature of the task and the very short time frame in which this is to be accomplished, the Commission members voted unanimously at its first meeting on May 15 to request Congress to appropriate in fiscal 1974 legislation the balance authorized, namely, the $14,800,000.

The reason for this was that a great deal of this work will be done by contract and that in order to write a contract we would have to have the authority to make the expenditures during the 2½ year period, or we couldn't make the contracts. Of course, I, as chairman, and the full Commission will carefully review each expenditure made subject to the appropriation.

Senator HOLLINGS. Therein, Governor, could you give the committee some breakdown as to how much would be contracted and how much would be operating costs of the Commission itself?

Governor ROCKEFELLER. I will give you, if you may in just a moment, a list of the principal areas and whether we would contract in each case or whether we would do it by staff.

Our inclination, Mr. Chairman, is to contract as much as possible and not try and build a very large staff on a short time frame, particularly because it is difficult for some of the best talent to move for a short time out of their present assignments. The pay scale is within the standard Federal pay scale, which isn't conducive to a short-range employment by a really top flight person.

It is essential that the Commission be able to commit funds for projects with the assurance that the funds will be available for their completion. Without authority to make commitments during the next several months the congressional mandate cannot be met.

The magnitude of the study will require a vast amount of data which must be gathered, stored, and reported and will require a heavy reliance on computer and complex systems.

The gathering and analysis of the data will require a massive effort over a very short period of time.

STUDY PROGRAM

We are actively recruiting but we have not as yet put together our staff. However, our preliminary thinking indicates that we should have a study program on the order of the following:

I. The definition for the national objective of restoring and maintaining the integrity of the Nation's waters, and the identification of the impacts of achieving and not achieving such objectives

This would be a panel study to provide the Commission with scientific background for defining "the chemical, physical, and biological integrity" in quantifiable terms. For example, what level of biological oxygen demand removal of what level of dissolved oxygen in water courses is required to achieve integrity?

This study might bring together the needed experts to provide the

Commission with a series of options in measurable terms as to what integrity would be.

A university or nonprofit institution could be commissioned to undertake the initial work.

II. A reconnaissance survey. This would be a brief but comprehensive study which will

(*a*) identify sources of data and major gaps in information on water quality throughout the country, the availability of treatment technology, as well as the names of recognized experts and areas of relevant expertises;

(*b*) define generally the areas of the nation's economic and social life which will be affected by substantial changes in the way it treats its water resources;

(*c*) compile a list of pollutants and types of treatment;

(*d*) survey existing automated information storage and retrieval systems, and to formulate a plan for developing a useful water resources data base;

(*e*) assess the accuracy and value of existing measurement systems and computer simulation models in the field of water quality.

Some preliminary discussions have been held with the Electronic Data Systems Co. about undertaking such reconnaissance and they have prepared for presentation to the Commission. In this connection, the work of the Library of Congress study and the initial memorandum of the National Academy of Sciences will be most valuable.

This would be a 1-month reconnaissance survey which would be made, which we will discuss tomorrow at the meeting. It would be contracted for with Electronic Data Systems.

III. A management contract to

(*a*) cause the preparation of the information to fill the major gaps that are identified;

(*b*) collect, compile, and analyze all existing and new data, including cost estimates relating to water quality, and make it available in readily usable form in a computer with capability for graphic presentation.

This work could be directed by Electronic Data Systems if the Commission should so desire after reviewing the reconnaissance survey.

The thought would be when the material is gathered within a month to make another contract for a detailed analysis and compilation of all of the data that is already in existence or which will have to be contracted to obtain.

The purpose would be to find out the problems we face nationwide in terms of the river basins, pollutions, or pollution of river basins, the sources and the degree of pollution. Then find out what types of treatment are available to correct the pollution, either at the source or in sewage disposal plants, what the costs would be, and what levels of purity can be achieved.

GOAL OF NONPOLLUTION

I should point out to you, Mr. Chairman, that the law states the goal that by 1985 no pollutants shall be discharged into any navigable

waters in the United States. This includes the storm water run-off water of a city which would not be permitted to go into, for instance, the harbor in New York.

Senator HOLLINGS. It is interesting. We had a hearing on it yesterday morning to try to continue the study of the New York Bight. They have got quite a research project up there.

Governor ROCKEFELLER. We don't want to do any more original studies than are necessary. That is the reason for this reconnaissance survey, to find out what exists.

We want to obtain additional information. We would like to be able to find out for the Commission and the Congress what the costs would be at what level of cleaning up pollution. It looks as though there would be a very steep incline as you get to zero pollution, and that perhaps the last 10 percent of eliminating pollutants from the water would cost the first 90 percent. But that is not yet proven. But this would be the first and most important basic study. We may contract for this whole study with Electronic Data Systems Corp., or at least this is the recommendation of the executive committee to the full committee.

STUDIES COSTS

Senator HOLLINGS. What is the estimated cost of those studies?

Governor ROCKEFELLER. The cost of the reconnaissance study would be up to $75,000. The second one. There is no way of estimating the cost of the next study until after the reconnaissance survey is completed. My hunch is that it would be well over $2 million, but I am just giving you a wild figure.

IV. Projection of U.S. Gross National Product and Government Revenues and expenditures to 1985

A projection of anticipated growth in the Nation's gross national product between now and 1985, accompanied by projections of the estimated revenues and expenditures—annually through 1985—of all levels of government which will have enforcement or funding obligations under the act. This study should include estimates of expenditures for various levels of pollution control programs so that we can assess the availability of funds for pollution abatement in the light of competing demands.

The Brookings Institution of Washington might be a contractor for carrying out this broad study.

What we should get from this is a study of the estimated revenues and expenditures of the three levels of Government, for education, mass transportation, highways, welfare, medicaid, et cetera, projected annually up to 1985. We will see, I think, a tremendous increase in levels of expenditure.

We would then show the expenditures required for achieving various levels of pollution control for our waters. The committee and the Congress would then have the opportunity to make some judgments as to the degree of pollution control we can afford, based on the competitive demands for public funds in our society between now and the year 1985, which is when the act says no pollutants whatsoever.

Senator HOLLINGS. None of this study would be ongoing or accomplished by the Environmental Protection Agency?

Governor ROCKEFELLER. The Environmental Protection Agency has got some very imporant studies underway. Mr. Henry Diamond, who

is commissioner of Environmental Conservation in New York, is more familiar with the details of what they have than I am. But he states that they are about, or his impression is if I quote him correctly, they are about 6 months behind in their work.

Mr. DIAMOND. Mr. Chairman, they were supposed to make studies. They have a series of deadlines in the legislation. The distinction is that their studies tend to be very detailed and technical and scientific, which are very important. But the studies the Governor is outlining tend to be more broad in assessing the national goals rather than the details of technology.

NONDUPLICATION OF EFFORTS

Senator HOLLINGS. The point is there would be no duplication?

Mr. DIAMOND. No, sir. The Governor has directed that we have a very close liaison with them.

Governor ROCKEFELLER. The purpose of the reconnaissance study is to find out what information now exists in and out of government so that we will not duplicate anything, who are the experts. We will use the information to compile our basic statistics on costs.

There will be some gaps on original study. But we hope they won't be very large. Then the compilation of that will make it possible to determine what can be achieved.

I think the real reason that this Commission was put into the legislation was because the testimony, particularly before the House, because the Senate had already passed the bill, brought out the fact that these goals of no pollutants by 1985 relate to a technology that as yet we really don't have.

I could just mention that New York City today is dumping 220 million gallons a day into the East River and the Hudson River. We are building a secondary treatment plant right now, at a cost of about $800 million, which is being paid for by the State, Federal and city governments.

It started out an estimate of $90 million. It is now $800 million, and it is only for secondary treatment.

That plant, frankly, will still be discharging pollutants into the waters under the definition of 1985. The plant residue would be a pollutant. During heavy rains, the storm sewers, which are using the same sewers as the sanitary sewer system, overflow. Therefore, you will have sewage going into the river even after the plant is built.

To do what is called for in this law is a technical problem and an expense which is beyond our present capacity to even understand ourselves in one city. That is one county in the city. This is the kind of thing we are trying to get at. Senator Hollings. Essentially we are studying to see what we passed? That is the way the Congress always acts. We pass a law and then we appoint a special study commission to find out what we did.

Governor ROCKEFELLER. I think it is going to be very interesting.

ECONOMIC AND SOCIAL IMPACT

The next study that we would undertake would be the economic and social impact of trying to meet the requirements of this act, both in terms of money and in terms of technology, and in terms of diverting

productive energy of facilities for the purpose of building treatment facilities.

Also it is going to require many corporations, industries, to terminate the effluent coming out of their plants, because it won't be treated in a sewage plant. What is the impact going to be in those industries and on our economy?

I think this is one of the major things that is called for in the study and I would just cover briefly what I have here.

ANALYSIS OF ECONOMIC AND SOCIAL IMPACT

An assessment of the economic impact of the statutory standards—including an attempt to deal with the following questions, among others: If the act is fully implemented by 1985, what are the likely consequences in terms of governmental expenditures at all levels, location of industry within the United States and abroad, availability of employment, long- and short-term solutions to the Nation's energy problems, the relationship of agricultural production in the United States to the world's food requirements, and the Nation's foreign trade position?

An economic consulting firm or nonprofit institute should be engaged for this study.

FERTILIZER RUNOFF

One could say that some of these things sound very far afield. Yet, we are using fertilizers in agriculture which run off into the water which are considered to be pollutants under the definition in this act.

Therefore, we have got to see what the effect would be on agriculture if you change the specifications for their fertilizers and you are allowed to discharge into navigable waters.

The implications are very broad in this act. As you say, this is a study to find out just what those implications are, were we to, as a nation, carry them out as specified, and were we to have the money which is one of the questions that is very real here.

Senator HOLLINGS. We have found DDT that comes off the cotton fields in Mississippi down the river, into the gulf and around, up through the Pacific and into the Bering Sea. We have mercury up there and in the polar bear, and everything else. So it is real.

Governor ROCKEFELLER. This is a very comprehensive act. This, study as called for in the act is a very comprehensive study. But I think it is a good thing because, as you indicated, this is the kind of thing we ought to know when we undertake these projects.

On the fourth study, the one on the gross national product and government expenditures, we are talking about Brookings Institution of Washington to see whether they could undertake that study. On (social and economic impact study) we are talking about engaging an economic consulting firm or nonprofit institution. Maybe the study would be broken down into a number of different areas.

ENVIRONMENTAL IMPACT

VI. Analysis of environmental impact

An assessment of the environmental impacts of the statutory standards—including an attempt to deal with the following questions,

among others: What are the environmental costs and benefits of complying with the statutory mandate? To what extent will imposition of strict effluent limitations have an adverse impact on air quality or land use?

How much more does it cost? For instance, on air quality one of the pollutants is heat. So when an atomic plant discharges heat into the water under this act it is considered a pollutant and is barred.

The other way to get rid of the heat is spray the water up in the air or use cooling towers. If you do that, air quality standards are affected because you put heavy moisture into the air at periods during the year there is freezing weather.

How much more does it cost, how much in terms of environmental quality is purchased to eliminate all pollutants instead of almost all pollutants? These are questions which would come out of that one. That is the environmental impact.

VII. Development of the technology

A thorough review of existing technology in the field, an assessment of extent to which new technology can readily be brought into being, and an analysis of the technology which we must reach for in order to meet the requirements of the act. This study would also include an analysis of the incentives required to call forth the necessary technology, and of the act's likely effects in providing incentives.

The National Academy of Sciences itself might be helpful. They have offered to cooperate in the study, or, perhaps an entity like the Batelle Memorial Institute might be commissioned as an alternative.

I might say on this that most of the technology being used today, according to Mr. Diamond, was in existence in 1904 and that we really haven't developed very much new conceptual thinking in relation to the disposal of sewage. Therefore, this is an important question relating to price.

Excuse me for taking so long. I am trying to give you the——

Senator HOLLINGS. It is just what we want. Thank you.

Governor ROCKEFELLER. Next.

VIII. An analysis of Federal, State, and local administrative and operating capabilities

A study of the administrative issues raised by the act, including the following questions, among others:

What administrative and institutional capabilities do the goals of the act require? What administrative manpower requirements can be foreseen and what enforcement difficulties? What is the role of various levels of government within our federal system, and to what extent will States and localities be able to conform to the desires of their populations?

IX. Analysis of cost allocations and financing

How are the costs of the goals to be borne? Apart from Federal expenditures at the stated 75 percent share, how will other public costs such as lateral sewers, tertiary treatment, and ground runoff be financed? How will the costs of nonpublic facilities be met—by the taxpayer through tax incentives to industry, by shareholders and consumers through direct imposition of costs as factors of production, by the farmers or homeowners who may be required to install additional effluent controls on his property?

Those are all questions that would be made in this study and all of these are important because it may prove that by using different facilities in the home, for instance, or in apartments you could cut down very much the volume of water and the amount of material to be treated in the sewage disposal plant. Who would pay for that?

This ramifications that affect the entire social and economic life of our society. It also affects our trade position because of the competitive costs of our production with other countries of the world if industry for instance, has to bear a large percentage of this cost.

COMPUTER SIMULATION MODEL

X. Computerization of all relevant data

The creation of a comprehensive computer simulation model of the water resources system in the United States—including data developed in sections III through IX above—at a sufficient level of detail to provide a basic analytical tool for the Commission.

Therefore, all of the data developed by each of the studies must be prepared in compatible form for ultimate computerization.

This will enable the Commission to project the economic, social and environmental tradeoffs, among others, which arise from the implementation of a full range of water quality goals up to and including the goals of the act. These can be projected to a number of points in time in addition to 1983 and 1985, and can thus provide a number of policy and program options for the recommendation by the Commission.

This analytical tool can ultimately be of tremendous use to the Congress and the Nation itself.

In summary, if the full $15 million is made available within the next few weeks, the majority of the funds would be obligated prior to June 30, 1974. In my statement today, I am including a table of estimated obligations, which are summarized as follows:

Fiscal year:	
1973	$200,000
1974	13,221,566
1975	1,156,566
1976	421,868
Total	15,000,000

Then I will also include tables of the cash flow, which are to be summarized as follows:

Cash flow, this current year	$200,000
Fiscal year 1974	5,991,000
Fiscal year 1975	6,656,000
Fiscal year 1976	2,151,000
Total	15,000,000

In closing, Mr. Chairman, I want to take this opportunity to say how important and how challenging an opportunity the National Commission on Water Quality is. I have had the opportunity now to discuss in some detail the concept of the Commission's work with every member in a personal meeting and have been impressed by the broad vision that every member has. Each has an openminded and long-term approach.

In creating this Commission the congressional leadership displayed extraordinary statesmanship. They have asked citizens to join them in examining a long-term future of a program basic to our country's health and well-being. I believe we can do a job which will help the Congress and help the public assess our goals and review decisions wisely.

We shall be investing tens of billions of dollars in water pollution over the next decade. I believe an intensive, but relatively short-term $15 million study will be a wise investment indeed to help guide this expenditure and I earnestly solicit your support.

Senator HOLLINGS. You certainly have an impressive draft of the entire problem.

In our organizational meeting was the number of the staff discussed? Where would you have your office, here in Washington or up in New York?

Governor ROCKEFELLER. We have located an old building that is leased by GSA. They have been very kind and loaned us Mr. William Oxley, who is here today. He is a member of their organization, and will be our official in handling all of the housekeeping of this organization.

SENATE PLAN OF STUDY FOR COMMISSION

The Senate had prepared a plan of study for this Commission which they contracted with the Library of Congress to develop. It is an 80-page document. They go into much more detail than we have here. The House has written comments on this study.

This study has been invaluable to us in thinking through our work. We have not followed it in detail. But they give their own table of organization, which is a good guide.

We have not decided yet how big a staff to have because we want to see how much we can contract. We would prefer to contract the work as much as possible and then have a staff that would evaluate and prepare the material in terms of reports, for the Commission to make judgments itself.

We are now seeking a director and a counsel. We are meeting at breakfast tomorrow morning with a gentleman whom I hope will be willing to consider this.

STAFF ASSISTANTS

Senator HOLLINGS. Does it entail or encompass or envision that you have a staff assistant for each Senator and each House Member?

Governor ROCKEFELLER. That was proposed, and it was discussed at the executive committee meeting. It was agreed to at the executive committee. We have in the budget, the personnel budget, five such assistants, thinking perhaps of a minority-majority for House and Senate, and one for the public members.

However, at the meeting of the executive committee the desire was expressed by both the executive committee members that there be one for each.

This is going to be discussed at the meeting tomorrow of the full committee. Of course, I will be guided by the desire of the members. There seems to be some slight difference of opinion on that subject.

Senator HOLLINGS. Governor, why wasn't the legislative budget not requested in the agricultural appropriations? We welcomed it and would be glad to have it. I just wonder on an environmental matter how

this ended up in our legislative appropriations. Was that just by the advice of your colleagues, Senator Muskie and the rest?

Governor ROCKEFELLER. Frankly, it was, and the reason was that they thought that in view of the fact that we were late in getting organized that we would be able to get more understanding and consideration of the broad objectives of this study as determined by the act. If the money comes from the legislative appropriations it does not have to go through OMB.

If it goes through OMB, then we get into some very detailed and complex——

Senator HOLLINGS. You mean you find fault and trouble with OMB like we do, too?

Governor ROCKEFELLER. I simply say as broad principle that we feel that it would accelerate action by the Commission which is about 6 months late in getting organized, if I am correct.

CASH FLOW BY CATEGORY

Senator HOLLINGS. When you do agree upon a budget estimate, would you submit that to the committee?

Governor ROCKEFELLER. Yes. I gave you the summary of the pages, and I will submit with this testimony the details, which give travel, postage, rent, and so forth. We have it all broken down in these sheets that are right here. At this point it has to be a pretty broad appraisal.

[The information follows]

CASH FLOW - BY CATEGORY
(ESTIMATED)

Administration	FY'73 (1 month)	FY'74 (full year)	FY'75 (full year)	FY'76 (4 months)	TOTAL (2-1/2 years)
Personnel	$ 37,500	$ 932,788	$ 932,788	$ 310,929	$ 2,214,005
Less adjustments in hiring	+ 1,000	- 275,000	- 125,000	- 8,500	- 407,500
	38,500	657,788	807,788	302,429	1,806,505
Benefits	3,750	65,778	80,778	30,219	180,525
Total, salaries and benefits	42,250	723,566	888,566	332,648	1,987,030
Travel	8,100	97,500	97,500	32,400	235,500
Postage/shipping	665	8,000	8,000	2,660	19,325
Rent	5,625	67,500	67,500	22,500	163,125
Printing/Reproduction	2,000	24,000	24,000	8,000	58,000
Supplies/ Materials	4,110	20,000	20,000	6,660	50,770
Equipment*	55,000	75,000	-	-	130,000
Telephone	1,250	15,000	15,000	5,000	36,250
Per Diem for Commissioners	6,000	36,000	36,000	12,000	90,000
Subtotal	$125,000	$1,066,566	$1,156,566	$421,868	$2,770,000
Other Services (contracts)					
Planning	75,000	1,425,000	-	-	1,500,000
Computer: Systems	-	2,000,000	500,000	-	2,500,000
Operations	-	500,000	2,500,000	500,000	3,500,000
Analysis & Reporting	-	1,000,000	2,500,000	1,230,000	4,730,000
Subtotal	75,000	4,925,000	5,500,000	1,730,000	12,230,000
GRAND TOTAL	$200,000	$5,991,566	$6,656,566	$2,151,868	$15,000,000

*This assumes that obligations for equipment can be accomplished in FY 73 & 74.

NATIONAL COMMISSION ON WATER QUALITY

	APPROPRIATIONS	OBLIGATIONS	CASH FLOW
Fiscal Year 1973	$ 200,000		
Administration		$ 125,000	$ 125,000
Contracts		75,000	75,000
Total, FY'73	$ 200,000	$ 200,000	$ 200,000
Fiscal Year 1974	$14,800,000		
Administration		$1,066,566	$1,066,566
Planning		1,425,000	1,425,000
Computer Systems		2,500,000	2,000,000
Operations		3,500,000	500,000
Analysis & Reporting		4,730,000	1,000,000
Total, FY'74	$14,800,000	$13,221,566	$5,991,566
Fiscal Year 1975	-		
Administration		$1,156,566	$1,156,566
Planning		-	-
Computer Systems		-	500,000
Operations		-	2,500,000
Analysis & Reporting		-	2,500,000
Total, FY'75	-	$1,156,566	$6,656,566
Fiscal Year 1976	-		
Administration		$ 421,868	$ 421,868
Planning		-	-
Computer Systems		-	-
Operations		-	500,000
Analysis & Reporting		-	1,230,000
Total, FY'76	-	$ 421,868	$2,151,868
GRAND TOTAL	$15 million	$15 million	$15 million

ANTICIPATION OF IMPACT ON ACTIONS

Senator HOLLINGS. Thank you, sir. Is there anything you wish to add?

Governor ROCKEFELLER. I would just like to pick up on one comment you made and that is I have to feel, Mr. Chairman, that you as a former Governor and now a leading Senator would agree, that one of the most important problems we have as a nation is to be able to anticipate the impact of our actions, our legislative and governmental actions.

The scale of these actions is so great today that the impact on our social and economic life is tremendous.

If this study can help develop a means of preparing and studying and analyzing prior to action instead of following the action, maybe we can save ourselves a lot of trouble.

Senator HOLLINGS. Invariably every environmental concern or proposal we have, I ask how much does it cost in dollars and cents and no one knows. Only by that are we ever to arrive whether it is going to be taken care of by industry, tax incentives, who is going to pay the bill.

We have to find out what the bill is and find out who is going to pay it. But we have been running headlong just to get the environmental law into being and have not determined those things.

This is the first move I have seen, really, to bring some sense out of chaos.

Governor ROCKEFELLER. We want to do that. This is the intent of the legislation. I think after working on this now for a month or so, I think that there is a real chance of being able to develop a procedure which will be extremely useful not only in this case, but in other cases.

Senator HOLLINGS. We appreciate you giving your testimony and attention to it.

Thank you very much for coming down this afternoon.

Governor ROCKEFELLER. Thank you so much for letting me have this opportunity.

COMMUNICATION FROM SENATOR HUMPHREY IN CLERK-HIRE ALLOWANCE

Senator HOLLINGS. I have received a communication from Senator Hubert H. Humphrey urging adoption of the proposals on clerk-hire allowance. The communication will be inserted in the record at this point.

[The communication follows:]

U.S. SENATE,
Washington, D.C., June 6, 1973.

Hon. ERNEST F. HOLLINGS,
Chairman, Subcommittee on Legislative Appropriations, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: I regret I was unable to join the other Senators who appeared before your Subcommittee with Senator Bentsen this afternoon. Several of my amendments to the farm bill were being debated on the floor and I was unable to absent myself from that debate.

I have received full report on the testimony presented by Senator Bentsen and other Senators on behalf of a rational increase in the current "Clerk-Hire Allow-

ance." I wish to state my strong agreement with all the testimony presented. Not only do we handicap the effectiveness of the Congress as the First Branch of government by not providing adequate staff allowances, we also shortchange our constituents by remaining unable to properly communicate with them.

I urge your Committee to adopt the proposals submitted by our group.

Sincerely,

HUBERT H. HUMPHREY.

STATEMENT BY SENATOR WEICKER ON CLERK-HIRE ALLOWANCE

Senator HOLLINGS. I have received a statement from Senator Lowell Weicker supporting increases of the clerk-hire allowance for Members of the Senate. The statement will be inserted in the record at this point.

[The statement follows:]

Mr. Chairman, I regret that my participation on the Senate Select Committee on Presidential Campaign Practices prevents me from personally appearing before your committee on this occasion.

But, I wish to make a statement in support of my distinguished colleague from Texas, Mr. Bentsen, in requesting increases of the current Clerk-Hire Allowance for members of the Senate.

All citizens of our nation expect and deserve a prompt reply to the letters and telegrams which they send to their representatives in Congress. But in recent years, mail has become so voluminous that current allowances for staff assistance are insufficient to hire an adequate number of personnel to handle this volume. This result is either a prolonged delay in replying or an unfair burden on existing staff members to work excessive hours to keep up with the flood of mail. I support an increase in the funds available to members of the Senate for hiring staff members to process the extra mail.

In addition, I understand that Mr. Bentsen will testify in support of permitting unused Clerk-Hire Allowances to be carried over from month to month during the course of the year in order to deal with seasonal variances. I concur in his recommendation. I also endorse the idea of creating a centralized legislative records retrieval system.

We are in an era when men in government are under greater public scrutiny than ever before. If the U.S. Senate is to perform in a way which brings credit on our legislative body, we must have adequate resources to meet the increased needs of our constituents.

CONCLUSION OF HEARINGS

Senator HOLLINGS. That concludes the hearings. The subcommittee will recess and reconvene at the call of the Chair.

SUBCOMMITTEE RECESS

[Whereupon, at 4:30 p.m., Wednesday, June 6, the hearings were concluded and the subcommittee was recessed, to reconvene at the call of the Chair.]

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1974

MONDAY, JUNE 18, 1973

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

The subcommittee met at 2:10 p.m., in room 1224, Everett McKinley Dirksen Office Building, Hon. Ernest F. Hollings [chairman] presiding.

Present: Senators Hollings, Cotton, and Schweiker.

ARCHITECT OF THE CAPITOL

EXTENSION OF THE WEST FRONT

STATEMENT OF GEORGE M. WHITE, ARCHITECT

ACCOMPANIED BY:
MARIO E. CAMPIOLI, ASSISTANT ARCHITECT
PHILIP L. ROOF, EXECUTIVE ASSISTANT
CHARLES A. HENLOCK, ADMINISTRATIVE OFFICER
WILLIAM F. RAINES, JR., ASSISTANT TO EXECUTIVE ASSISTANT
CHARLES A. DURKIN, ASSISTANT TO ADMINISTRATIVE OFFICER

INTRODUCTION OF ASSOCIATES

Senator HOLLINGS. Good afternoon. The subcommittee will come to order.

We welcome at this time our distinguished architect, Mr. George White. Mr. White, please introduce your associates for the purposes of the record. We would glad to hear from you at this time.

Mr. WHITE. Thank you, Mr. Chairman. I am accompanied by the Assistant Architect of the Capitol, Mr. Mario Campioli; Executive Assistant Mr. Philip Roof; and Charles Henlock, Administrative Officer; also Mr. Durkin and Mr. Raines of my staff.

INTRODUCTORY REMARKS

I have a prepared statement, Mr. Chairman, but before beginning that, with your permission, I have a few introductory remarks I would like to make. And that is to say, again, that as you know, my position is not that of advocate in this matter but rather that of having tried to arrive at a reasonable professional judgment.

I discovered, among other things, that many responsible professionals, whom I know and respect, have come to different conclusions with the same set of facts as I have. I tried to judge among them as best I could.

In that connection, I have continually looked into and sought more information and additional advice and counsel as it became available so that I could offer the Congress what I consider to be my best professional judgment.

GENERAL STATEMENT

With that, I would like to offer my prepared statements.

The preservation of our architectural heritage, as a basic principle, is a subject concerning which there is very little disagreement. Among others, architects are professionally trained to recognize and appreciate the history of man as it is manifested in the design of his buildings and physical environment. Very ancient buildings that still survive are revered probably as much for their uniqueness as for their particular excellence in design.

More recent buildings, for example, those only approximately 100 years old, may have gained some historical significance as place of important human activity, and may thus represent significance beyond that of an architectural nature. Indeed, some buildings may even be composed of inferior architectural characteristics, and yet be desirable or important to preserve because of the human events that have occurred within or around them.

The U.S. Capitol is a structure that combines a number of these and other features that render it unique as a national shrine, especially since it is a live, continuing, and vital home of present-day Congresses.

PAST ADDITIONS AND CHANGES TO CAPITOL

Because so little is generally known, even among architects, about its physical history, a brief summary of the many additions and changes to the building that have occurred throughout the history of the Government in Washington, is informative and appropriate as a foundation for an understanding of the controversy regarding the proposal to extend the west central front.

The original building design was a beautiful classical composition consisting of a central principal element surmounted by a low dome, and two symmetrical appendages, one for the Senate and one for the House of Representatives.

The first wing, now called the old Senate wing, was begun in 1793 and completed in 1800. It was occupied and used then by the Senate, the House, the Supreme Court, and the Library of Congress.

EXTERIOR PORTIONS OF CAPITOL NOW OF MARBLE

Senator HOLLINGS. Before you get to the second wing, the Senate side, when was the exterior, the marble, last faced?

Mr. WHITE. The old Senate wing is marble on the east front which was extended in 1958; this wing being a part of the east central front.

Senator HOLLINGS. Then the north front, is that it, too?

Mr. WHITE. The north is now the portion which is connected to the new Senate wing.

Senator HOLLINGS. Then it would be the south?

Mr. WHITE. The west front of that original wing is the original sandstone.

Senator HOLLINGS. Right. Then come on around the corner would be the south front.

Mr. WHITE. Well, it really isn't exposd on the south, but directly——

Senator HOLLINGS. Go over to the other side, the north. That is what I am trying to get to. You have a north, south, east, and west?

Mr. WHITE. Of coursse.

Senator HOLLINGS. We can agree on that. We know the east and the west. You say the south connects the middle of the Capitol.

Mr. WHITE. Right.

Senator HOLLINGS. So the exterior is what front? Where we walk out of the marble room is what front?

Mr. WHITE. That is the north front of the Senate wing which was constructed in the 1850's.

Senator HOLLINGS. That is the north. All right. And the north is faced with what material?

Mr. WHITE. It is faced with marble.

MARBLE USED IN EXTERIOR OF SENATE WING

Senator HOLLINGS. What kind of marble is that?

Mr. WHITE. It is marble which came from quarries at Lee, Mass.

Senator HOLLINGS. It came from Lee, Mass.? The same marble that is on the east front?

Mr. WHITE. No; it is not.

Senator HOLLINGS. What is the difference? What kind of marble is on the east front?

Mr. WHITE. Well, the east central front, which was extended in 1958——

Senator HOLLINGS. Now, give me the Senate east front.

Mr. WHITE. The Senate wing east front is the same marble.

Senator HOLLINGS. The Senate east front is Lee marble.

Mr. WHITE. On the Senate wing.

Senator HOLLINGS. On the Senate wing?

Mr. WHITE. That is correct. I was confused because the wing I was talking about originally is not the wing to which you are referring. I was referring to the original wing, which is now the connection between the central front and the new Senate wing.

Senator HOLLINGS. I understand. So the east front right now of the present Senate wing of the Capitol, plus the north front of the present site of the Senate, is Lee marble?

Mr. WHITE. Yes, sir, except for the columns.

MARBLE USED IN COLUMNS OF SENATE WING

Senator HOLLINGS. What was the materials of the columns?

Mr. ROOF. That marble is from quarries at Cockeysville, Md.

Senator HOLLINGS. What did you call it?

Mr. ROOF. Cockeysville, Md. Now, what kind of marble is the Lee marble? Is there a fuller way to describe it? Is that still known as the Lee marble? Can I go to Massachusetts and buy some Lee marble today?

MASSACHUSETTS QUARRIES NO LONGER IN ACTIVE OPERATION

Mr. WHITE. My understanding is that those quarries were closed many years ago, but that is the term by which the quarries have been known for all these years, because it came from quarries in Lee,

Mass. But I understand those quarries have been closed for many years, although there may be some small quantity being produced. I am not really sure of that point, Mr. Chairman.

Senator HOLLINGS. You just don't know?

Mr. CAMPIOLI. We had our stone specialist visit the old Lee Massachusetts' quarries because that property had at the time recently changed hands. After being closed for many years, the new owners are trying to promote the job of reopening that old quarry, on the basis that they might get the west front extension job.

Now, our stone expert who investigated the matter found that there is no real working operation there at the present time that can supply any substantial amount of marble that would be needed for the west front extension.

Senator HOLLINGS. What is the name? Who is your stone expert?

Mr. CAMPIOLI. Frank X. Kuhn.

Senator HOLLINGS. How do you spell that?

Mr. CAMPIOLI. K-u-h-n.

Senator HOLLINGS. People with money thought they could do that. Who did they contact?

Mr. CAMPIOLI. They have contacted our office.

Senator HOLLINGS. When was that?

Mr. CAMPIOLI. Several years ago.

Senator HOLLINGS. Did you have any correspondence at all?

Mr. CAMPIOLI. I believe there was a letter.

Senator HOLLINGS. You don't have that letter with you, do you?

Mr. CAMPIOLI. No, sir.

REACTIVATION OF OLD QUARRY

Senator HOLLINGS. What did they generally propose?

Mr. CAMPIOLI. They proposed to furnish the marble for the west front extension.

Senator HOLLINGS. Yet you say Mr. Kuhn went up there and said that is impossible.

Mr. CAMPIOLI. Yes sir; there was not a fully working operation. It would take a considerable financial investment to have that quarry reactivated. It would also take a considerable amount of time.

Seantor HOLLINGS. Did they propose any costs?

Mr. CAMPIOLI. No, sir.

Senator HOLLINGS. Did they represent to you a working, open quarry? As you characterize it now, it would have to be opened and new equipment purchased and everything set to get it going.

Mr. CAMPIOLI. Yes, sir; because it has been abandoned for a long time. They made the proposal as an indication that they could supply the marble for the west front of the Capitol. Our marble expert did not substantiate that they are in a position to do so to the extent of furnishing any great amount of material required.

Seantor HOLLINGS. When did Mr. Kuhn go there?

Mr. CAMPIOLI. It was several years ago; I do not recall the exact date.

Senator HOLLINGS. Is he still with us?

Mr. CAMPIOLI. Yes, sir.

Senator HOLLINGS. Is he available?

Mr. CAMPIOLI. He is not in the room right now. And I think he is not in his office at the moment.

OLD SENATE WING

Senator HOLLINGS. All right, sir. Now, the other marble, Mr. White, is the marble right in front what you are describing as the old Senate, the original Senate, which has been resurfaced now in the middle, is that correct?

Mr. WHITE. That is correct.

MARBLE USED IN EXTERIOR OF EAST FRONT EXTENSION

Senator HOLLINGS. The middle portion of the Capitol on the east front, what kind of a marble is that?

Mr. WHITE. Georgia Cherokee marble.

MARBLE AVAILABLE FOR WEST FRONT EXTENSION

Senator HOLLINGS. Do you have any correspondence about Georgia Cherokee marble?

Mr. WHITE. I would like Mr. Campioli to speak to that item.

Mr. CAMPIOLI. The representatives of the Georgia Marble Co. have been in to see me on several occasions, up to only a few months ago, indicating that they are in a position to furnish either, part or all of the marble for the west front, if they are given the job. I have been down to their plant as recently as a month ago.

Senator HOLLINGS. Where is that in Georgia?

Mr. CAMPIOLI. In Tate and Nelson, Ga. I have been out to the quarries, also.

Senator HOLLINGS. Is there anywhere else you have looked?

Mr. CAMPIOLI. The Vermont Marble Co. also has the capacity to supply the white marble for the west front extension.

Senator HOLLINGS. You have been to those quarries?

Mr. CAMPIOLI. Yes, sir.

Senator HOLLINGS. Where are they?

Mr. CAMPIOLI. They are near Proctor, Vt.

Senator HOLLINGS. When did you visit those?

Mr. CAMPIOLI. About 15 years ago. However, we are at present working with both the Georgia Marble Co. and the Vermont Marble Co. in connection with the James Madison Memorial Library. I have been up to the Vermont Marble plant more recently, but not up to their quarry, itself, during the past year.

DIFFERENTIATION IN TEXTURE AND DURABILITY OF MARBLE

Senator HOLLINGS. Could you differentiate in any way between the texture and durability of the Lee marble that is presently on that north end and east end of the Senate side of the Capitol, as compared, say, to the Vermont or the Georgia marble. Is it inferior quality or the same quality or superior quality?

Mr. CAMPIOLI. I would say that the Vermont Danby marble is very close in granular structure and appearance to the Lee, Massachusetts marble. We have Vermont Danby marble on the Supreme Court building. We also have it on the Dirksen Senate Office Building.

The Georgia Cherokee marble would be similar to that which was used on the east central front of the Capitol when it was extended in 1958 to 1962.

Senator HOLLINGS. How does Lee marble compare to that? Is it comparable?

Mr. CAMPIOLI. In color there is only a slight variation as can be seen on cloudy days on the east front. On sunny days, the east central front and the House and Senate wings both appear to be the same color.

Senator HOLLINGS. And the marble, the Lee marble, is just as good as the Vermont or Georgia marble?

Mr. CAMPIOLI. I would say it was equally good. The Lee marble has the same granular structure as the Vermont marble.

USE OF VERMONT MARBLE IN CAPITOL

Senator HOLLINGS. Do you have any Vermont marble anywhere in the Capitol building at the present time?

Mr. CAMPIOLI. On the exterior of the Capitol building, itself?

Senator HOLLINGS. That is right.

Mr. CAMPIOLI. The only Vermont Danby marble we have on the exterior of the building is in the statute of War and Peace, under the east central portico. The Panel of Fame and Peace under the east central portico is also made of Vermont marble.

OLD MARYLAND QUARRY NO LONGER IN OPERATION

Senator HOLLINGS. Now, back to that column structure. That is what you call the Cockeysville, Md.?

Mr. CAMPIOLI. Cockeysville, Md.

Senator HOLLINGS. How does that compare?

Mr. CAMPIOLI. Cockeysville, I would say is comparable to the Lee, Mass., marble. It has been on the buildings since it was built in the mid-nineteenth century. Most people do not know that two different marbles were used. That quarry has likewise been closed for a long time.

Senator HOLLINGS. Have you visited there?

Mr. CAMPIOLI. No, sir. There is no operation there anymore.

Senator HOLLINGS. All right. Thank you a lot.

Mr. White, you may proceed, please.

Mr. WHITE. Thank you, Mr. Chairman.

OTHER CHANGES AND ADDITIONS TO CAPITOL

The second wing, now called the old House wing, was completed in 1807 and then occupied by the House of Representatives. A temporary wood structure, which served as a corridor, connected the two wings. That was the Capitol that the British burned in 1814.

After the fire, the original wings were reconstructed by 1819 and the central portion, with the low dome, was completed in 1829. Dr. Thornton's original design was substantially changed by Latrobe and Bulfinch, the second and third architects of the Capitol, in the central portion, but the basic concept was completed in 1829. This small building served the Congress and the Supreme Court until the expansion of 1851 to 1863 was completed.

I have the earliest known photograph of the building as it was at that time, which we obtained from the Library of Congress, and which was taken in 1848. That is a photograph of the east front of the build-

ing at that time. This being the old Senate wing; that being the old House wing, and the small, low dome.

CAPITOL AS IT EXISTED IN 1829

That is the building to which I referred when I said it was a beautiful, classical composition, with a central portion and two small appendages on the side. It differs, as you can see, from the drawing of Thornton's that won the competition and that was selected by George Washington at that time.

It differs to some extent by virtue of the portico being wider and the small cubicles on the east wing. Steps on the front, which didn't exist on the original design. This is merely to indicate that from the beginning the building began to change in its concept as well as in its detail.

ADDITION OF PRESENT SENATE AND HOUSE WINGS AND DOME

The expansion of 1851 to 1863, designed by Thomas U. Walter, fourth architect of the Capitol, is the most drastic in the entire history of the building: a wing was added on the north for the use of the Senate; a wing was added on the south for the use of the House; because the huge wings, each virtually as large as the entire completed building of 1829, overpowered the delicate original building, the low wood dome was replaced by a visually balancing huge cast-iron dome, the dome and the wings that we see today.

The base for the dome, namely, the original central portion, was recognized by Walter as being inadequate; it had been designed for a different composition. Architecturally, that is. He thus made numerous studies for the Congress, showing both the original east front and the original west front extended and modified to bring the central portion into harmony with the large dome and the Senate and House wings of his design.

EXTENSIONS ACCORD WITH WALTER'S PLANS

It is perhaps interesting to note that the present proposal for the west front extension, as well as the previously accomplished east front extension, closely follow Walter's suggestions and designs.

I have a small drawing, Mr. Chairman, of that. This is a print of Thomas U. Walter's original drawing made September 24, 1874. The portions that you see in red, or colored red, are Walter's suggestions for extension, both to the east and to the west.

The actual east front extension did not project as far as Walter suggested that it be done. And the proposed extension for the west front similarly does not go out quite as far as Walter suggests that it be extended as a portion of his design of the entire building.

ADDITION OF TERRACES

Terraces, designed by Olmsted, were added on the north, south and west sides of the building during the period of 1884–92.

HOUSE AND SENATE CHAMBERS REMODELED

The Senate and House Chambers in the extended 1851–63 wings were remodeled and changed materially 1949–51.

EAST FRONT EXTENDED

The original east central section of the building between the 1851–63 wings was extended approximately 32½ feet, in marble and granite, during 1958–61.

The 1851–63 extensions were also of marble and granite, although the original construction was of local sandstone.

OTHER INTERIOR CHANGES

Over the years, gas, electricity, steam heating, elevators, air conditioning, electronic equipment, and other utilities were added. Many changes have taken place also throughout the interior, including those occasioned by the gas explosion in the late 1800's in the old Senate wing, and the catastrophic fire in the entire west central front that burned most of the Library of Congress volumes that were located there in the 1850's.

CONTROVERSY OVER PAST CHANGES

As is evident, the building grew as the Nation grew, and is presently substantially different from its original concept, as well as incomplete from the standpoint of Walter's design. It is perhaps appropriate that the home of the "greatest deliberative body in the world" should itself have been the subject of controversy at each stage of its development.

WEST FRONT WALL

The question that has been discussed in recent years has arisen out of a major structural problem in the wall that comprises the west central front. This wall, which is the last remaining exposed original wall, is constructed of sandstone on the exterior, brick and stone on the interior, and loose rubble fill between the two.

The building is composed of vaulted and groined masonry arched construction with sand fill supporting the masonry floors, thus resulting in heavy load bearing walls with substantial lateral thrust.

Senator HOLLINGS. Now, this is indeterminable. Now, what is really behind that? That is, the grouting and waterproofing and all would be necessary if we restore the west front; is that correct?

Mr. WHITE. That is correct.

Senator HOLLINGS. The same work you testified would have to be done if we extended the——

Mr. WHITE. I don't think so, Mr. Chairman.

Senator HOLLINGS. Why don't you do that?

Mr. WHITE. Well, I will try to explain it in terms of the load on the walls. As you mentioned, the arches result in a lateral thrust on the vertical walls, which retain it. The vertical component of force, and the horizontal component of force, resulting from the arch extend to the wall which supports that load by itself, which, if properly constructed, it is originally designed to do. Then all remains stable.

If the vertical wall for any reason weakens to such a degree that it will not support that horizontal thrust or the resultant of the components of the horizontal and vertical forces, then, of course, the wall fails, and the structure falls.

As a matter of fact, the history of the Capitol building indicates that it, as well as many others, had this problem. During construction,

many of the arches indeed did fall, until the empirical process of construction resulted in adding to the weight of the walls until they were strong enough to retain those lateral thrusts.

Now, if the wall is restored as is proposed, as one alternative, then in theory the wall would be strengthened to the point where the wall itself will retain that lateral thrust.

PROPOSED EXTENSION TO ACT AS BUTTRESS

On the other hand, if an extension is built which would be a free-standing buttress, in effect, to be built up against the wall in order to, in fact, balance the lateral thrust by the weight of a separate building against the wall, then those lateral forces would be balanced. By that means, nothing needs to be done to the wall because the loads will, in effect, be removed from it by virtue of having braced the wall by the extension.

I am not sure whether that explains it clearly enough.

Senator HOLLINGS. I am sure you were talking about the same work being done and grouting and waterproofing and loose stones should be made firm, as I understood your testimony previously.

You say that wouldn't be done if we extended?

Mr. WHITE. No, sir. I don't believe I testified to that, because from the inception of the concept, it has been the plan that the extension would enable that work to be eliminated, since the wall would become an interior wall. Loads would have been removed from it by virtue of the extension against it, just as was done on the east front. And so the wall would remain intact without any work having to be done to it.

Senator HOLLINGS. Let us go to the extension. If you extend and put in this, what you call, lateral support of the new wall, you call it free-standing, how can you call it freestanding if it supports an already existing wall?

Mr. WHITE. What I meant to indicate was that it would be a separate structure built up against the building. The extension would not use the existing building for any of its own support. It would be a free-standing, self-supporting structure built up against the existing wall so as to act as a buttress.

Senator HOLLINGS. Well, it would then act as a buttress or by doubly strong than what would ordinarily be required?

Mr. WHITE. It wouldn't be built any stronger than it need to, to support itself, plus the——

Senator HOLLINGS. Plus the lateral support given to the already existing wall, or west front at the present time?

Mr. WHITE. Well, it would have to counteract that. Whether the weight of the structure by itself would be enough to do that, I am not prepared to say at this point. It could well be, because of the inherent weight of the building, that in and of itself it would be strong enough to take the lateral thrust of the existing arches in the present wall. I can't say that at this point because I haven't the knowledge or detail to back it up.

PRELIMINARY PLANS FOR WEST FRONT EXTENSION

Senator HOLLINGS. Well, we seem to have a lot of historical knowledge, but the exact knowledge we want on this marble now and the

exact knowledge we need about that wall, as accurately as you can—what type of wall you are going to build, if you extend it. Did you draw any preliminary plans?

Mr. WHITE. Preliminary plans have been drawn by the associate architects. We haven't done them ourselves. The services of the associate architects were engaged by contract.

Senator HOLLINGS. And the preliminary plans that have been drawn, going on right now on the wall, they do not only hold their own weight in an extension, but also give lateral support?

Mr. WHITE. That is correct.

EFFECTIVENESS OF LATERAL SUPPORT

Senator HOLLINGS. If they do that, it has been an additional extension added?

Mr. WHITE. As I say, I am not prepared to say that because it may well be that the weight of the building, as a separate building, is enough to take the lateral thrust. The vertical weight and mass of the building, for its own purposes, may be enough.

In the same way, for example, that an individual can lean against an existing building wall. That force does not push it over. We are not adding much lateral load to the wall, of course, when we do that. But any building has mass as a part of its inherent structure, and thus it has the capacity for retaining some lateral loads.

If we use a wall as a retaining wall against the ground, for example, we need to make it stronger than it would ordinarily be for the support of the building up above the ground. That may be true to some degree here.

Senator HOLLINGS. But whether or not it is true, preliminary plans have been drawn for that particular wall?

Mr. WHITE. That is correct.

Senator HOLLINGS. When?

Mr. WHITE. Pardon me?

Senator HOLLINGS. When were those plans drawn?

Mr. WHITE. I think the original plans were drawn in 1967.

Senator HOLLINGS. And have you updated that preliminary plan since 1967?

Mr. WHITE. As to interior floor plans, yes, sir. But not as to structure.

Senator HOLLINGS. Not as to structure?

Mr. WHITE. Not as to the structure of the building, but merely on the layout of the interior space.

Mr. CAMPIOLI. May I speak to the question of the lateral supports?

Senator HOLLINGS. Yes, sir.

Mr. CAMPIOLI. The extension of the east front provided lateral support for the old east front wall, which is of similar construction to the old west front walls. The east extension was only 32½ feet deep, and that developed a sufficient mass to not only support itself, but to buttress the old east front wall.

On the west front, the preliminary plans require an extension which will go beyond the 32½ feet, and therefore will develop more mass, which certainly should present no problem as far as retaining and supporting the old west front wall.

POSSIBLE FAILURE OF WEST FRONT WALL

Senator HOLLINGS. Mr. White, do you go back to the finding that the west front wall is falling?

Mr. WHITE. I am sorry. You didn't——

Senator HOLLINGS. Do you maintain that the west front wall is falling, is in imminent danger of falling?

Mr. WHITE. I haven't ever maintained that, I don't believe. I think there is a substantial doubt, as I think everyone agrees who has examined it technically, as to what is happening to the loads inside the wall. And that the prudent thing to do, therefore, is to strengthen it.

Senator HOLLINGS. Isn't the prudent thing to strengthen it, whether you restore or extend it? The mass, the arches and buttressing go out but begin from within?

Mr. WHITE. Well, no, the thrust is always out away from the center of an arch. But that, nevertheless, is a proper point, Mr. Chairman. That the strengthening of the wall can be done in several ways, and two are offered as basic alternatives. But the need for the strengthening of the wall, I believe, finds no disagreement with anyone that has looked at it technically. The question is, should it be strengthened by internal means of by an external buttress.

Senator HOLLINGS. Well, this has been a moving target over the years. They start with the actual argument short that helicopters shouldn't fly near the Capitol because it was in imminent danger of falling.

They changed it around. Well, they had to have the restaurants, and then after somebody jumped on the restaurants, I understand you have drawn up a plan without restaurants. If somebody could find fault with this plan, no doubt, you could draw up another particular plan. It is sort of hard to fix.

Are you saying architecturally that wall is about to fall?

Mr. WHITE. I say that no one can tell when it might fail. The chances are that it is not imminent, but no one can really be certain of that. Even none of our engineering studies that have been made will say that it is about to fall tomorrow, but they also will not say that it will never fail.

And, therefore, they all indicate that the prudent thing to do is somehow to repair it. This is the reason the problem arises to begin with.

I think, if I may, Mr. Chairman, that some of the alternatives to the use of the space inside that would be created by the extension have varied from time to time, and probably will continue to vary as needs change over the years, as they have always done.

But the problem really arises out of the need to repair the wall in some way.

PRAEGER REPORT CONCLUSIONS NOT ALL AGREED WITH

Senator HOLLINGS. You differ with the Praeger report?

Mr. WHITE. I differ to some degree with the conclusions in the Praeger report.

Senator HOLLINGS. Will you outline those differences one more time for us, please?

Mr. WHITE. The basic differences that I have with the Praeger report are concerned with two of the five qualifications that the Congress established in requesting the feasibility study. One of them was the cost limitation of $15 million, and the other one was the competitive lump-sum bidding requirement.

Senator HOLLINGS. Well, those go to the money differences. After we have had inflation, we can't find two people to agree about money in this town. I am talking about the strength of the wall itself.

Do you remember how Praeger was retaining in the first instance the wall was falling, and forgo that argument once and for all so we inexpert politicians could finally learn whether it was falling or not. Praeger's determination we got up there and we had an expert identify that.

Now, I am not talking about the cost of the building. I am talking about the actual engineering phase of that study. Where did you differ with it?

ENGINEERING CONCLUSIONS DISCUSSED

Mr. WHITE. Well, I will offer a few of those, but first let me say that I understand the Praeger report was a feasibility study. It was to determine whether or not it was feasible to restore the wall in place, as opposed to extension.

The previous report that had been made by the Thompson & Lichter Co., had indicated that they felt it was not feasible, and I think that is the basic difference between them. In terms of engineering, there were several things in the Praeger report that appeared to be questionable, and I discussed these with Mr. Praeger.

RESTORATION WILL NOT ELIMINATE CRACKING

One of them was that the body of the report states that cracking will continue to take place. The report concludes, or determines, and I am in agreement with it, that the basic cracking will continue to exist from the footings all the way through the parapet walls. Cracks vertically through the walls are largely the result of expansion and contraction of the wall.

If we solidify the walls by grouting those cracks which exist on the exterior but not the interior, it seems to me that they might be carried through into the interior as the wall is solidified. And Mr. Praeger agreed. The report says that this will happen. There will be continuous cracking.

Senator HOLLINGS. That would occur both on the extension or restoration?

Mr. WHITE. No; the reason being that the cause of the cracking is thermal expansion. The interior of the building, the interior face of the wall as you know, is kept at reasonably constant temperatures, both through air conditioning and heating, whereas the exterior face of the wall has its temperature change from very cold in the winter to very hot in the summer. The setting sun creates a lot of additional heat to that west exterior face of the wall and it expands and contracts, whereas the interior face remains at a stable temperature always.

If the building is extended, that wall becomes an entirely interior wall so that the temperature will remain constant on both sides of the

wall. No longer will there be expansion and contraction and cracking in the wall.

This is a conclusion that is not in disagreement with the Praeger report. That is to say, his view is that if you restore it, it will continue to crack on the interior as well as on the exterior. He proposes to control it with certain controlled expansion joints, filled with a flexible material of some kind in the joint. But that crack carried through to the interior will continue to crack on the interior.

CONDENSATION PROBLEM MUST BE CONSIDERED

Another portion that was in question in my mind was the fact that the wall, which is now to a large degree hollow on the interior, doesn't carry the temperature differential through solid material from the exterior to the interior.

If we have winter conditions where it is 75 degrees on the inside and zero degrees on the outside, somewhere within that wall, any wall, we reach what is known as the dew point, where the moisture that is carried in the air is condensed, just as it occurs on the outside of a glass of water. At the present time, that water, if there is some, will find its way, and apparently has found its way, out of the building through the hollows in the wall, as we find no evidence of it on the interior.

If we solidify the wall, that water may run to the interior. I discussed that, too, with Mr. Praeger who said it might happen, but that he felt it probably won't. But it is a question that has been raised by the technical people who have looked into it.

I have mentioned two technical features that are detrimental, bearing in mind that we have some frescoes and artistical designs on plaster on the interior in the building directly against the exterior masonry wall, so that any cracks or water in the masonry would immeditely affect that plaster.

EAST FRONT EXTENSION

Senator HOLLINGS. Now, how did you build that east front so that wouldn't happen?

Mr. WHITE. Well, the east front now is an interior wall. The new extension makes what was an exterior wall into an interior wall.

For example, the present Senate dining room on the first floor of the Capitol was an exterior courtway and the east front extension made that into an interior space. Thus, the exterior wall became an interior wall protected from the elements and the variations in temperatures connected with exterior exposure.

Senator HOLLINGS. If we are going to prevent it, we should extend it, too, so we have an interior, or interior wall condition?

DISCUSSION OF CONDENSATION AND CRACKING PROBLEMS

Mr. WHITE. So we won't have the same exterior condition in the cracked walls. These walls, because of the history of the building, over the years have settled and cracked, both from the manner in which the walls and original foundations were constructed and the way in

which the building history has evolved, that is, through fires and differences in the interior construction of the building.

When the Capitol was first built, as you know, heat was all provided by means of the fireplaces. It was cold in the rooms, both inside and outside the room, and thus the exterior walls were not subject to substantial temperature differentials, as they are today. Many changes, of course, have taken place, and whereas the north wing and the south wing, that is the present Senate and House wings, were built as discreet and properly constructed entities, and in those we find no structural difficulty, the old portions were poorly built through the use of inferior materials, and thus are now in a weakened condition.

Mr. CAMPIOLI. Inside of those walls there is a void. On the Senate side there is a brick interior wall and a void central part behind the standstone. We have a sandstone exterior, or a brick or rubble wall, on the Senate or House side respectively. The plaster is applied directly against that brick, and there is a void in the middle of the wall. It is an uneven void, but it is a void nevertheless, which amounts to an air space.

If that central part solidifies through impregnation, the wall becomes a solid unit, as Mr. White explained, and the cracks from the outside are going to extend into the interior. Condensation, which does not now exist in spite of the fact that the plaster is directly on the masonry wall of the exterior wall will occur, as the due point will be reached there. The warm air on the inside will condense on the inside face of the wall and damage the plaster with the decorative work.

But the north side of the Senate wing would——

EXTENSION DEEMED BEST SOLUTION TO PROBLEM

Senator HOLLINGS. So from your conclusion, the only way really to restore the front is not the way Mr. Praeger and his associates found feasible, but rather the way is to build a separate wall to support it; is that right?

Mr. WHITE. I believe, Mr. Chairman, that is the best way. The other way, I think, can be accomplished, but it has many unknowns in it. I think if cost is not an object, and if the Congress decides that the preservation of that piece of wall is important enough to try to do it on that basis, we can find some way. If one way doesn't work, another way will. It is after all, a physical problem.

But I don't think it is the best solution to the problem, for a number of reasons, not all of which are technical. I believe there are many factors, as we know, that enter into this broad judgment. The technical factors, the history of the building, its esthetic and architectural features, all of these things add together to enable us to reach a conclusion.

I think the best solution to the problem is to extend the wall. I think it is the most prudent solution.

Senator HOLLINGS. Is it a very close decision in your mind?

Mr. WHITE. It certainly is. It is not a simple problem. It is a close decision, yes.

Senator HOLLINGS. Why is it so close? Was it 55 to 45, I think, the way you characterize it.

Mr. WHITE. That is correct. It is close, but as I said in the opening

portion of this prepared statement, I am a proponent of the preservation of our architectural heritage. I think that we ought to do everything we can to preserve and restore the heritage that is around us in our man-made environment. And I support that principle.

I supported it in the past. I supported it when I arrived here. It was only after a great deal of investigation of all of these factors, that I was able to conclude that it would be a more prudent solution, based upon the architectural history as well. I truly attempted to really eliminate as much as possible my personal desires in order to look at what would be the best for the Congress, for the building, for the design, for the expenditure of funds, and for the people.

Senator HOLLINGS. It is not a clearcut decision?

Mr. WHITE. It is not a clearcut decision.

Senator HOLLINGS. You won't be unhappy if we just restored it?

DISCUSSION OF RESTORATION METHODS

Mr. WHITE. No, sir, I would not be unhappy. If the Congress decided to restore it, I intend to do the best job of restoring it that can possibly be done as far as I am concerned.

Senator HOLLINGS. What do you mean, you can do the best job? How did it differ from the recommendation of the Praeger report?

Mr. WHITE. It would differ in several ways. I don't mean in substance, but in detail. I think that we have gained information from some of the experts in Europe who have done this kind of thing, that is, grouting of masonry walls. We asked the people representing the Rome Centre Commission, which our Government supports—it is an international preservation group in Rome—we asked them to offer their suggestions if they would.

We received comments, both from people who have simply read the literature and some who have been here to look at the wall. We asked for their comments and what they would recommend. We received a number of suggestions, one of them regarding the question of pressure grouting.

HAND GROUTING REQUIRED

Several felt that if grouting was done, it ought to be done by hand, where the pressure can be controlled, which is more costly and takes a longer time. But they felt that under the pressure of machinery doing it, they had experienced numerous instances where the grouting found its way to the interior of the building, and squirted into the building under pressure. Therefore, they felt that it was inappropriate to use pressure grouting.

Senator HOLLINGS. Do you agree with that?

Mr. WHITE. It sounds very logical to me, yes. I am guided as much by the experts as others are. I believe that my own expertise allows me to make some reasonable judgment, based on what they tell me. But I haven't done any pressure grouting myself.

Mr. CAMPIOLI. The exploratory work specified by Praeger and required before he could write his report, necessitated the use of pressure grouting which was done and it actually did come through to the interior of the wall and along the floor.

Senator HOLLINGS. Go right ahead.

MULTIDRILLING OF HOLES IN WALL PROPOSED

Mr. WHITE. There was also some question about the insertion of steel rods in each of the holes that are recommended. The Praeger report recommends the drilling of approximately 5,700 holes in the wall each 2 inches in diameter and 3 feet on center, horizontally and vertically, in order to try to be certain of the penetration of the grouting.

The tests that were made and the results are in the Praeger report in the part that not many read, but where all the data is located. The National Bureau of Standards of the Department of Commerce made tests from the core samples they had. I will quote from here: "Most of the cores were practically rubble and consisted of pieces of the original mortar and stone and occasionally some of the injected grout."

They say further that "In general, very few of the probable test specimens identified in table 1 were 'good' because of the occurrence of voids and fissures. These voids and fissures in the grouted sections were caused by the incomplete filling of the original void." This was the result of grouting under pressure.

There is some question as to how we will know, when we are completed, that we indeed will have strengthened and filled the wall. Therefore, it may be that some of the grouting techniques that were recommended and abandoned because of their expense, such as the epoxy type, may be better than some of the others that were recommended in this report.

The insertion of the steel rods, as I mentioned, apparently results in some difficulty with regard to their lasting qualities. Some of the foreign installations had experienced some difficulties in that regard.

RESTORATION INVOLVES MANY "UNKNOWNS"

So all that I am indicating is that there are many unknowns. If we are going to do it that way, we have to recognize that there will be unknowns. We have to experiment until we find out the best way.

Senator HOLLINGS. Is it your position that if the wall is extended, then all the unknowns are taken out? You don't have to contend, or whatever, with all of that pressure grouting?

Mr. WHITE. That is correct.

Senator HOLLINGS. You just take a new plan, a new wall, and efface it against the existing wall and go from there?

Mr. WHITE. That is correct. Just as was done on the east front.

Senator HOLLINGS. Now, well, let us start back in your statement here. Go right ahead, Dr. White.

DETAILED STUDY AND REVIEW OF PROJECT

Mr. WHITE. Some of this will be a little repetitious of what we have just been saying, Mr. Chairman.

Because of, among other things, the poor grade of sandstone that was used in the construction, the wall has deteriorated to a dangerous degree. Not only do many cracks exist from the footings through to the roof, but many of the lintels are cracked and sagging, the portico is unstable without supporting bracing, carved stones have broken and fallen, and the face of the stone itself is substantially deteriorated both in spite of and because of the many layers of paint (as much as

one-quarter-inch thick in places) with which all of the stone has been covered since 1829. All of the professionals who have examined the condition have recommended that the wall be strengthened in order to regain its structural integrity.

Two basic methods of "repairing" the wall are available. One, rebuild or restore in place; and two, build a new structure to buttress the existing wall at appropriate locations, thus balancing the lateral thrust from the existing interior arches.

Early in 1971, as the newly appointed Architect of the Capitol, and in anticipation that the Commission in authority, before reaching a conclusion on the matter, would seek my professional judgment in assisting them to evaluate the problem, I began a detailed professional review of all available information relating to the history and development of the west central front proposals.

Among the activities in which I engaged during the review are the following: One, a careful and diligent openminded study of the Praeger report—an engineering feasibility study regarding restoration.

Two, a physical examination of both the interior and the exterior of the original west walls.

Three, a careful review of the testimony given over a period of many years before various House and Senate committees concerned with the proposals for the extension of the west-central front of the Capitol, and before the Commission for Extension of the U.S. Capitol.

Four, a reading and review of the record of the floor debates in both the Senate and the House that led to the various actions of the Congress.

Five, a review of the legislation, committee reports, and other documents on the subject.

Six, study of the Mueser, Rutledge, Wentworth & Johnston engineering report of 1957.

Seven, study of the 1964 engineering report of the Thompson & Lichtner Co., Inc.

Eight, a study of the various reports of the former Architect of the Capitol, as well as reports made to him by the associate and advisory architects for the extension project.

Nine, meetings and discussions of the various past studies, and of the Praeger report, with the staff of the Architect of the Capitol.

ADVICE AND COUNSEL FROM AIA

Ten, I requested and received advice and counsel from the American Institute of Architects, which responded by appointing a new task force to reexamine the AIA position. We engaged in several conferences and a written report from the task force was received.

Eleven, I asked three prominent general contractors, an officer and members of the Associated General Contractors of America for their opinion with regard to estimates of cost as outlined in the Praeger study and with regard to the feasibility of obtaining competitive, lump-sum bids.

Twelve, conversed at some length with Mr. E. H. Praeger himself in order that I might obtain verbal clarification of a number of what I considered to be ambiguous or contradicting portions of the written report.

Thirteen, conferred with the advisory architects, consulting engineers, and others.

Fourteen, conferred with other individuals who have maintained a long interest in the Capitol, including Senators, Congressmen, and design professionals.

Fifteen, conferred with a British stone preservation expert who inspected the Capitol, and then read several of his papers regarding the deterioration of stone generally and in England in particular.

Sixteen, inspected, at no cost to the Government, several European restoration projects.

EXAMINATION OF SPACE NEEDS AND USE OF BUILDING

Seventeen, personally examined the space needs of the Senate and the House of Representatives in the various office buildings and in the Capitol. Have explored all areas on the Senate and House sides of the Capitol, from the basement through the attic.

Eighteen, examined and studied the matter of how the Congress uses the building, how the public, visitors, also uses the building, and further, how their respective and simultaneous needs must be considered.

ADVICE AND COUNSEL FROM NATIONAL ENGINEERING SOCIETY

Nineteen, requested and received advice and counsel from the National Society of Professional Engineers, which responded by appointing a task force to study the project. Their report has been completed and forwarded to all Members of the Congress. The society consists of approximately 67,000 members throughout the country.

EXTENSION RESEARCH CONTINUED

Twenty, spent untold hours in review of the various data and in the reading of articles by many persons concerned with preservation, planning, and the history of the Capitol, and in the reexamination of the Praeger report.

This extensive research into the subject was occasioned not only by the need to know, but also because, as a former vice president and board member of the American Institute of Architects, I had come into my present post with some preconceived ideas in support of restoration.

I share the view of most architects regarding the desirability to preserve that which is good in our architectural heritage. However, in my role as an architectural and engineering adviser to the Congress, I resolved to eliminate insofar as possible all prior bias in order that I might form an objective, considered, wise, and professional judgment based upon all of the facts and information available.

CONCLUSIONS REACHED AS RESULT OF STUDY

After completing my in-depth study, together with a continuing reexamination of information and concepts, including such factors as architecture, engineering, history, practicality, costs, and the present and future needs of the Congress, I concluded that the best solution

to the problem is to save the wall by means of an extension rather than by attempting to repair in place.

BASIS OF CONCLUSIONS

The reasons and facts are many and complex, but at the risk of oversimplification, I have listed some of them below: One, the wall must be strengthened in some way, either by an attempt to do so in its present position or by a positive method of buttressing through additional laterally placed walls that will be part of an extension.

Two, the existing wall, if an extension is provided, will not be disturbed. It will remain in place and continue to be partially exposed and preserved on the interior, as is the old east front original wall.

Three, the design of the extension is largely a reproduction of the existing appearance and reproduces the existing classical details at all points where it can be done, as was done on the east front.

It is viewed by experts in classical architectural design as an improvement and an enhancement of the basic appearance of the Capitol from the west. This results from the original design having been composed as a small building with small appendages and having been related to the old, small, low dome, rather than the existing dome which was added in 1865.

Four, the existing terraces will be disturbed only in part and will be extended slightly in accordance with the extension of the wall itself, and, again will reproduce the existing design insofar as feasible, including the reuse of existing materials.

Five, the wall in question totals only 20 percent of the total exposed existing walls of the Capitol; thus, 80 percent of the exterior of the building will not be disturbed in any way.

Six, the loads being carried by the wall can be estimated to some degree, but are actually indeterminate, largely because of the various changes to the interior and the many fires, cracks, chases, and other alterations that have occurred over the years.

PRESSURE GROUTING

Seven, the most recent feasibility study, which is the only one of four engineering studies that states that restoration is feasible, recommends pressure grouting of the wall in order to restore its structural integrity. It requires among other things, 5,700 holes, two inches in diameter, to be drilled through the stone 3 feet on center horizontally and vertically over the entire wall, and plugging of the holes after grouting.

CRACKING OF WALLS AND CONDENSATION

Important possibilities of damage to existing interior frescoes and painted plaster surfaces will limit the pressures available for grouting. If true solidification and bonding of the wall can be achieved under those conditions (the tests that were conducted indicated substantial lack of grout penetration in the drilled cores), two other questions arise; namely, will exterior expansion cracks carry through the solidified wall to the interior, and will interior condensation occur that does not now exist? Artistically painted plaster is presently bonded directly to the interior face of the masonry walls.

MANY UNKNOWN FACTORS INVOLVED

Eight, the many unknowns involved in replacement of carved and cracked stones, repairs to interior damage caused by the restoration process, unforeseen changes in the anticipated conditions of the wall, and many other factors, raise substantial questions regarding the final cost of the work, even assuming that it can be adequately accomplished.

The problem is, of course, aggravated by the necessity for the restoration of structural integrity as well as cosmetic treatment.

EXTENSION OFFERS BEST ENGINEERING SOLUTION

Nine, the extension, used as a buttress, offers the most positive engineering solution to the structural problem. The east front extension of 1958, accomplished in the same way, is proof of the success of that method.

Ten, the extension as a freestanding buttress will enable the existing wall to exist unharmed, exposed as an interior wall, as is the old east front wall, and preserved from further deterioration which has been occurring because of severe temperature changes and exposure to the weather.

Eleven, the more effective engineering solution, that is, the extension, will provide 270,000 square feet of space urgently needed in close proximity to the legislative chambers. This space is needed not only for present, but for future needs if the Congress is to continue to be able to operate effectively in the Capitol.

COST OF EXTENSION AND RESTORATION

Twelve, the cost of the extension, including interior furnishings, is estimated on the basis of accurate preliminary drawings to be $60 million. The cost of restoration, funds for which will not have to be spent if the extension method is selected, could easily amount to $30 million, and perhaps more.

The true cost of the extension is thus the differential between these two amounts, and amounts to a reasonable expenditure for a monumental structure, namely, $111 per square foot. The Supreme Court building cost, escalated to today's prices, amounts, for example, to two and-a-half times that amount.

The restoration would, of course, yield no additional space, and its cost could therefore not be assigned to usable areas in square feet. To the restoration cost must also be added the present value of the cost of repainting the wall every 4 years forever.

EXTENSION WOULD COMPLETE ENTIRE EXTERIOR OF BUILDING IN MARBLE AND GRANITE

Thirteen, the new marble and granite walls of the extension will match the balance of the building, which is now marble and granite, and will be as maintenance free as possible.

USE OF MARBLE

Senator HOLLINGS. What kind of a new marble is that?

Mr. WHITE. It would on the basis of the low bids, presumably, and it could easily be the Georgia Cherokee or the Vermont Danby.

Senator HOLLINGS. It would be one and the same as far as you are concerned. It could be either one. And if one bids $10 less than the other, that would determine whether it would be the Vermont or Georgia?

Mr. WHITE. I think, Mr. Chairman, they are similar. The colors differ. As a personal matter, I prefer the Vermont marble, which I believe has a little warmer color than does the Georgia marble. But that is a personal preference. I personally like the color of the Lee marble, which has a little yellowish appearance in the shade as opposed to Georgia marble, which is more grayish-white.

Senator HOLLINGS. Would you rather have the Lee marble if we could get it?

Mr. WHITE. I would; if I could get it.

DIFFERENCE BETWEEN MARBLE AND SANDSTONE COSTS

Senator HOLLINGS. What is the increase, say, between marble and sandstone, the differential?

Mr. WHITE. In cost?

Senator HOLLINGS. Yes, sir.

Mr. WHITE. Just a moment.

Mr. CAMPIOLI. To my knowledge there has been no large amount of sandstone work done in years, so there is no way of estimating the cost of the sandstone. There hasn't been any substantial amount of sandstone work done since about 1932.

Senator HOLLINGS. Well, you have it estimated in the restoration costs. You are now saying you can't estimate it?

Mr. CAMPIOLI. Well, what I am saying is, I don't think Praeger is sure they can obtain the material. His people visited the old quarry at Aquia Creek in Virginia where the original sandstone came from and found that quarry hasn't been in operation since sometime in the 19th century. The quarry is all overgrown with trees. No one can tell what kind of material, if there is any good material left, can be expected from this old quarry.

The last time that any of this sandstone material was available at all was when it was used on the Washington Gas Light Co. building in 1931 in Washington, D.C. That building had to be largely refaced in 1950 in another material because the sandstone failed. The only sandstone that is available for possible reuse is the sandstone material, which was removed from the east central front, which is still in storage at Rock Creek Park and the Capitol Power Plant.

Senator HOLLINGS. You are saying the Praeger report estimates were based on using the east front sandstone?

Mr. CAMPIOLI. Either that or limestone. If the sandstone were not available we probably would have to use limestone or cast stone. That is the nearest material, to the actual sandstone material used, which is available. If the exterior is painted, any difference would not show, as limestone is close enough to the color characteristics of the sandstone to be comparable.

Senator HOLLINGS. So the Praeger report, as you read it, included an estimate for limestone facing the west front and a painting of that limestone. Is that how you read that report?

Mr. CAMPIOLI. Either reuse the old sandstone or use some comparable substitute. The Praeger report requires the replacing of defective stones with stones that will be 6 inches in thickness. In other words, if a stone is presently 1 or 2 feet deep, the Praeger reports required that we hollow such stones out for 6 inches in depth and then replace it with a new stone.

Now, that procedure is fine as long as it is not required to do so to a majority of the stones in that west central front. If such should be required to a majority of the stones, and they are reduced to a 6-inch exterior thickness, then the 6 inches becomes a veneer and can no longer be considered a structural part of this wall that now buttresses the arches.

That is a condition that neither Mr. Praeger nor we can determine at this time and not until all of the paint is removed off of the entire west central sandstone, clear down to the bare stone. That is, 35 or more coats of paint would have to be removed before anybody could determine just how much of the stone work has to be replaced.

Senator HOLLINGS. You won't replace that stone if you extend it? Could you just leave it the way it is now?

Mr. CAMPIOLI. Yes, sir.

Senator HOLLINGS. You wouldn't touch the stone?

Mr. CAMPIOLI. No, sir.

Senator HOLLINGS. You just start building a new wall next to it?

Mr. CAMPIOLI. As we did in the east front. We left certain parts of the east front as exposed sandstone.

Senator HOLLINGS. Now, what is the cost of marble on the west front? You estimated here a total of $60 million?

Mr. CAMPIOLI. About $6 million for the material plus the cost of carving.

Senator HOLLINGS. $6 million for the entire front?

Mr. CAMPIOLI. Yes, sir.

Senator HOLLINGS. You don't know how much in the Praeger estimate was attributed to the facing of the sandstone?

Mr. CAMPIOLI. I don't recall that figure without analyzing the estimate. I don't think he could make anything more than an intelligent guess estimate inasmuch as it wasn't humanly possible for anybody to determine the exact amount of stone that would need to be replaced, until all of the paint is removed.

Senator HOLLINGS. You use preliminary drawings you just testified to at $60 million. Do you have that drawing?

Mr. WHITE. Yes, sir.

PRELIMINARY DRAWINGS ALREADY PREPARED

Senator HOLLINGS. Those are the 1967 drawings?

Mr. WHITE. They are the 1967 structure with the interior space layout revised as of a few months ago.

Senator HOLLINGS. But the 1967 structural drawings are the same ones we had the last time we debated this?

Mr. WHITE. That is correct.

Senator HOLLINGS. What did Senator Mansfield call those drawings at that time? Do you remember that?

Mr. WHITE. I am not sure.

Senator HOLLINGS. Well, he is a member of your Capitol Extension Commission.

Mr. WHITE. I don't know how he referred to them, but those were the drawings to which he was referring.

Senator HOLLINGS. Looking on page 53021 of the Congressional Record he stated this is the only preliminary plan that the Office of the Architect has. I take it this is the same plan he sent someone downstairs for and they brought to him?

Mr. WHITE. That is correct.

Senator HOLLINGS. Senator Mansfield mentions that he "sent down and asked for it. It was very involved. Something must be done to bring it up to date."

What was done to bring it up to date?

DISCUSSION OF PRELIMINARY PLANS

Mr. WHITE. We changed the interior plan, but we have not changed the structure. The floor plans of the space use, which was not only a suggestion to begin with and is only a suggestion now, were changed to update the present needs as opposed to what was thought of as the needs at that time for interior space.

Senator HOLLINGS. How were they updated? Can I look at those plans?

Mr. WHITE. Yes, sir.

Senator HOLLINGS. I am talking about the preliminary plans, Mr. White.

Mr. WHITE. That is correct.

Senator HOLLINGS. These are the preliminary plans?

Mr. WHITE. Yes, sir.

Senator HOLLINGS. You are telling me somebody could take a bid on this?

Mr. WHITE. No, they can make a cost estimate, but they couldn't take bids on that. No, sir.

Senator HOLLINGS. I was just wondering, so they haven't been updated at all?

Mr. WHITE. Normally preliminary plans are just what is shown there. We don't make working drawings until the preliminary plans are approved because working drawings are costly things to prepare. That is what we were proposing to do last year, you may recall, Mr. Chairman, with the moneys that had been appropriated. We were going to make final working drawings of these preliminary plans in order to be able to obtain accurate bids.

Senator HOLLINGS. Well, you can't get an accurate bid on what we have now?

Mr. WHITE. No, sir; only reasonably accurate estimates.

Senator HOLLINGS. That is about the same situation for restoration, a reasonably accurate estimate.

COST ESTIMATES FOR EXTENSION MORE RELIABLE THAN FOR RESTORATION

Mr. WHITE. I think the degree of accuracy is somewhat different and is based largely on the fact that there are very few unknowns here,

as would be true with any new structure. One can determine in some substantial detail just what is required. But in the restoration process, there are a great many unknowns, as we described already, so that it is extremely difficult.

An estimate is only a type of guess anyway. Really, instead of referring to them simply as estimates, we would say also that there is a certain percentage of reliability in the number that is obtained. And that degree of reliability is much greater with preliminary drawings for a new building than it is in the restoration processes for any building.

Senator HOLLINGS. Well, you have the same kind of unknowns as we had in the Rayburn Building, for example.

Mr. WHITE. Well, those unknowns were human additives. That is true.

Senator HOLLINGS. We have human additives working here, haven't we?

Mr. WHITE. Well, I guess you would have.

Senator HOLLINGS. These preliminary plans that you are now showing to the committee are not the ones that were before the House when they debated this?

Mr. WHITE. Yes. That is a copy of the drawings that were before the House last month.

Senator HOLLINGS. Last month?

Mr. WHITE. Two months ago when they debated.

PROPOSED SPACE ALLOCATION

Senator HOLLINGS. As drawn up after consultation with whom?

Mr. WHITE. I spoke with the staff of the Senate Rules and Administration Committee on the Senate side, and also with the Speaker's office on the House side; the two entities that have the authority for the allocation of space in the Capitol building.

Senator HOLLINGS. To whom did you speak to on the Senate side?

Mr. WHITE. I spoke to Mr. Cochrane who is, I believe, the Chief Clerk of the Senate Rules and Administration Committee.

Senator HOLLINGS. And when did you speak to him?

Mr. WHITE. Sometime in February or March. I can't remember exactly.

Senator HOLLINGS. So at the time of the hearings you had these plans, you say?

Mr. WHITE. At the time of the——

Senator HOLLINGS. Hearings on the House side.

Mr. WHITE. I can't remember whether it was at the time of the hearing or between the time of the hearing and the time of the debate on the House floor. I am not positive about that. I think it was at the hearing.

Senator HOLLINGS. I see. And you talked to Mr. Cochrane and you talked to the Speaker himself, did you?

Mr. WHITE. No; I talked to Mr. Reed in the Speaker's office.

Senator HOLLINGS. You talked to two gentlemen, that is all?

Mr. WHITE. I believe that is correct. They, on the other hand, took these drawings and kept them for a while and came back with suggestions to me. They took the plans and worked on them, presumably they and others. I don't know what they did with them. They came

back to me with suggestions. We then incorporated those suggestions on the drawings.

Senator HOLLINGS. And you don't know where they got those ideas from?

Mr. WHITE. I do not.

RESTAURANT SPACE

Senator HOLLINGS. For example, there is no restaurant now, as I take it?

Mr. WHITE. That is correct.

Senator HOLLINGS. Now, the House doesn't want any more restaurants?

Mr. WHITE. Well, apparently not.

Senator HOLLINGS. And the Senate doesn't want any restaurants?

Mr. WHITE. Well, I am not sure it can be said in any case that nobody wants restaurants, but I think that the general feeling is that there is probably not any great need for restaurants here.

When that original proposal for restaurants was made, and I am sure there are those who still feel there should be restaurants, but when that original proposal was made, as I understand it, it was prior to the time when the visitor's center was proposed.

It was my feeling when I arrived on the scene, and as you know that was not until 1971, that there was no need for restaurant facilities in this building for visitors, if similar facilities were going to be provided in the visitor's center. I know that at hearings——

Senator HOLLINGS. So you eliminated those restaurants and you eliminated the briefing room.

VISITOR'S BRIEFING ROOM

Mr. WHITE. I am not sure about the briefing room, but I didn't eliminate those elements as such. That is the way that drawing came back to me from those to whom I gave them for suggestions.

Senator HOLLINGS. The preliminary plans of 1967, you know, had that master room where you had movies, and the like—particularly for visitors.

Mr. WHITE. Yes.

Senataor HOLLINGS. That is not in the plans now?

Mr. WHITE. No, sir.

HEARING ROOMS

Senator HOLLINGS. Now let us look at the plans. There is a hearing room, is that correct?

Mr. WHITE. On both sides there are some hearing rooms, I believe.

Senator HOLLINGS. Well, to refresh your memory and looking at those plans, I think you will see hearing rooms on both sides, isn't that correct?

Mr. WHITE. There are some hearing rooms, yes, sir.

Senator HOLLINGS. It is your understanding we need more hearing rooms on the Senate side.

Mr. WHITE. Well——

Senator HOLLINGS. I am trying to get at how you made your judgments, Mr. White? You came and testified before the Congress less than a year ago, then you talked to two men, and then you put in a hearing room. I just wondered if you could give us an explanation.

PROPOSED SPACE ALLOCATIONS EXPLAINED

Mr. WHITE. Well, as I understand it, there is only one hearing room that I see on these drawings. It is a Joint Committee hearing room on the Senate side. We show some committee conference rooms. We show public assembly rooms and congressional joint use in the center of the building. We show some Senate meeting rooms, and Senators' administrative offices and conference rooms.

On the House side we show Member's work areas, conference rooms and offices. We show additional leadership offices on the House side. The needs are different from one side to the other.

COMMITTEE ROOMS

Senator HOLLINGS. Well, you have committee rooms, committee or hearing rooms on the Senate side, isn't that correct?

Mr. WHITE. We show committee rooms, yes, sir. That was intended to indicate the possibility of hearing rooms, if that is what was felt to be appropriate. These were all, as you can see, entitled suggested uses. My own personal belief is that there is very little need for additional hearing rooms on the Senate side.

Senator HOLLINGS. You so testified, is that correct?

Mr. WHITE. That is correct.

Senator HOLLINGS. We don't need any more hearing rooms on the Senate side. We have that fixed.

TOURIST FACILITIES

Now, what about tourist facilities? Do you have any additional facilities in these revised plans?

Mr. WHITE. We don't show any specific tourist facilities. We show on the second floor an area which is called a joint conference room, which could be open to the public if the Congress so desired. It would be additional space facing down the Mall and which is directly west of the rotunda so that people could see that view. But it could also be used as a joint conference room.

TOILET FACILITIES

We show some additional toilet facilities, but nothing very extensive. We do, however, show addititonal toilet facilities.

Senator HOLLINGS. How many additional toilet facilities?

Mr. WHITE. Well, there are some for both men and women on each floor. There are 12 or 14 at a quick count, Mr. Chairman.

JURISDICTION OVER DETERMINATION OF USE OF SPACE

Senator HOLLINGS. And all of those rooms can change, from the conference room to the tourist room to hearing rooms to committee rooms. And just how they would change would be up to to the Rules Committee or the Speaker's Office on the House side; is that correct?

Mr. WHITE. Yes, sir. I believe that the spaces we intend to build in the new Senate office building should be designed—any new spaces should be designed—in as flexible a fashion as possible. We all know the needs change over the years, and what will be needed 10 years from now will be substantially different from what is needed today.

CHANGED USAGE VARIES FROM TIME TO TIME

Senator HOLLINGS. So what we do as an extension today would not be needed 10 years from now?

Mr. WHITE. Well, that is, of course, possible. In thinking of that today——

Senator HOLLINGS. That isn't the way you testified to it. You just said what you needed today you may not need 10 years from now.

Mr. WHITE. That is true, but you may need something else. In other words, the needs for space have been increasing in the past and if you extrapolate the curve of needs into the future, it is logical to believe that there would be additional needs in future times.

Senator HOLLINGS. But as it concerns the U.S. Capitol, there are no really immediate needs for the Capitol?

IMMEDIATE SPACE NEEDS

Mr. WHITE. There are some immediate needs on the House side.

Senator HOLLINGS. For example?

Mr. WHITE. Well, I have been told——

Senator HOLLINGS. Not any immediate needs on the Senate side?

Mr. WHITE. Well, I am not sure of that. I don't know that theirs are as immediate as they are on the House side. The House has a great need for space. It is experiencing an extreme difficulty at the moment in providing places for Congressmen in the Capitol in order to enable them to conduct some work here. The need is for some sort of large workroom areas where Congressmen can be in a conference with an individual or their staff and be in proximity to the floor.

Congressmen have less time than they used to between votes since the advent and convenience of the electronic voting system. So there is a great need for space in the Capitol to enable them not to have to travel back and forth to the House Office Buildings so often. There is a need also for additional leadership offices on the House side. Chairman Mahon of the House Appropriations Committee has been very concerned with the needs for additional space for the full committee room which is in the Capitol.

The House, as I think you know, has certain committees which meet in the Capitol and which have certain prerogatives regarding their meeting times as related to the times when the House is in session.

Senator HOLLINGS. There is no reason for this meeting to be in the Capitol, the one you and I are having?

Mr. WHITE. That is correct.

Senator HOLLINGS. And there is no reason for the subcommittees, like Labor and Health, Education, and Welfare—you don't think they ought to meet in the Capitol, do you?

Mr. WHITE. No, sir.

DISCUSSION OF HOUSE NEEDS

Senator HOLLINGS. Why should they have a place over in the Capitol now for the House side?

Mr. WHITE. These are questions, Mr. Chairman, that are not mine to decide. These are——

Senator HOLLINGS. If you are testifying on the one hand now we didn't find any need on the Senate side, as I understand your testimony,

but you said on the House side they were different. They needed more. And I am trying to find out what they are trying to need over there.

Mr. WHITE. As I say, I am repeating to you what I am told, that certain of the committees are entitled to meet while the House is in session on the House side, and therefore they need to be close to the chambers where the meeting takes places so that the Members can go to the House floor and then return to the committee meeting.

PRESENT SPACE USE

Senator HOLLINGS. Well, have you a copy of the "Congressional Directory" that outlines the Capitol Building by rooms? And they are assigned in this "Congressional Directory." Do you have one available?

Mr. WHITE. I don't have one right here at my fingertips.

Senator HOLLINGS. We'll get one for you. What did Mr. Cochrane say that we needed on the Senate side? What did he tell you?

Mr. WHITE. Well, I don't remember the details of it, but the result was that he needed additional space for Senators' administrative offices and also for additional space for the Secretary of the Senate. As we show here, the Controller and the Congressional Record operations, and additional——

Senator HOLLINGS. And what did you do? Mr. Cochrane told you that, that is why you included it?

Mr. WHITE. That is correct.

Senator HOLLINGS. Well, I think the Controller's office is just about ready to be turned back, isn't that correct? Well, Mr. Cochrane has found out that you need more room for the Controller's office. We are closing down the Controller's office in the Capitol.

Mr. WHITE. Well——

Senator HOLLINGS. Let us go to the needs, as a result of the Election Campaign Practices Act in the administration of it.

Mr. WHITE. I don't know, Senator.

Senator HOLLINGS. Well, turn to page 453, to the House side; where did you find the needs?

Mr. WHITE. I have it.

Senator HOLLINGS. On that terrace on the House side, HT– 2, 4, and 6, Architect's office. Is that necessary in the Capitol?

Mr. WHITE. Well, I suppose that it would be entirely possible for the Architect to be anywhere. He is in the Capitol, as I understand it, by law because he serves both Houses and is in a neutral position, physically, in the Capitol itself. The question of necessity as to location is one that could easily be viewed in any number of ways.

We have a lot of activity in the Capitol, which makes it very convenient, but that doesn't mean we couldn't be someplace else and come to the Capitol.

Senator HOLLINGS. And come to the Capitol. You could operate just as efficiently, I suppose, in the Rayburn Office Building? You would still be just as impartial?

Mr. WHITE. I would.

Senator HOLLINGS. In the Russell Office Building, you would still be just as impartial?

Mr. WHITE. I could, yes, sir.

Senator HOLLINGS. It wouldn't impair your partiality?

Mr. WHITE. It wouldn't impair my partiality.

Senator HOLLINGS. It is having your office there for the convenience of being there. Go on to T–14 and 16, and HB–31. These architectural offices that we had in some cases you have presented for us, is it necessary for you to include all of the offices for the Architect over there?

Mr. WHITE. No. However, I think that some of these are offices that are under the Architect because of the convenience of having the jurisdiction under a readily available business office. It would be easier that way than to shave the Flag Office under the Secretary of the Senate, for example.

Senator HOLLINGS. You are really there as sort of a referee?

Mr. WHITE. To some degree.

Senator HOLLINGS. Between the House and Senate differences, perhaps.

Mr. WHITE. At least to some degree. The Flag Office, for example, would be inconvenient to have somewhere else, so the Flag Office ought to be in the Capitol. The fact it is under the Architect's Office really doesn't have anything to do with it. But that is the physical location where it ought to be.

SPACE USED FOR FURNITURE STORAGE

Senator HOLLINGS. I found, for example, with the new Senate Office Building that many valuable rooms are occupied just for furniture storage. So we are now looking for proper furniture storage space.

Mr. WHITE. That is correct.

MAINTENANCE SHOPS

Senator HOLLINGS. We can't afford this very, very, valuable $111 a square foot when we get into the proximity here and the economizing. What about some of the other rooms that we have in the Capitol? I imagine you would need some offices there, but how about all of them? Would they all be necessary there? How many electrical shops, repair shops, carpenter shops?

Mr. WHITE. Those are all, I think, necessary, Senator. It is important to bear in mind that a great many of these spaces, while they look like nice, clean spaces on the drawing, are really not spaces that would be very appropriate for office use.

Now, some of them could be, but every building, as you know, has basement areas and attic areas where you need to place supportive uses. Many of these shops in spaces that have duct work in them and pipes and valves and so on, and that you really wouldn't be able to use for other things. We do need maintenance shops in every building.

Senator HOLLINGS. Now, over on the other side, the Senate side of the Capitol, please. This goes right to the heart of the overall plan for space needs. Have you completed that?

Mr. WHITE. Well, it is not completed, no. Although we are continually working on it.

OVERALL PLAN FOR CAPITOL HILL

Senator HOLLINGS. When are you going to complete it? Don't you think that would be an orderly way? Because you already testified to what we have now and what extensions are being done, and that gen-

erally what they need might expire in 10 years. We could have found that at a much less cost per square foot, it would be better to put funds into another office building. All that goes into the overall plan for Capitol Hill.

I think you showed me at one time a place for a police station. When is the overall plan going to be completed, and why isn't it going to be completed?

Mr. WHITE. It hasn't been because I have been pressed with other matters that have prevented it. As a matter of fact, I have a request about to be made to use some of our contingent funds so that we can bring some other people in to help with that. We have a limited staff, as you know. We do everything we can, but there is a limit.

Senator HOLLINGS. How much money and how many personnel and how much time would be required for you to complete the Capitol Hill plans for the needs of the House and the Senate projected for, say, 10 to 20 years?

Mr. WHITE. I would guess that with all of the work that we have done up to now, and to do a proper long range plan requires some time and effort, we are probably talking about $100,000 and probably as much as one more year's time.

Senator HOLLINGS. With $100,000 and in a year you could have a plan?

Mr. WHITE. I think so. We have done a lot of work up to now. The inventory of existing space and projections of future needs that we have made have formed the basis not only for our present proposals for the Capitol, but for the expansion to the Capitol Power Plant as well. I am including in my estimate models and charts among other things, that you need for a long-range plan. Similar to what the National Capitol Planning Commission has for the city as a whole.

POLICE REQUIREMENTS

Senator HOLLINGS. Well, like the chief testified, when we look on the side of that place, the 36 rooms, he testified less than a month ago that if he had his Capitol Police force housed properly, and you suggested a force of that size should have a police force building, that he would only need one room in the Capitol with the surveying systems. The different posts and entry points where they would be stationed, would merely involve a changing of the guards and would not crowd valuable office space. It could be used for some of the conferences.

I have been downstairs. If you would like to go down on the Senate side and look at all that is over there, drapes and what-have-you, false windows made to look like windows. It looks pretty. Have you seen those?

Mr. WHITE. I have.

Senator HOLLINGS. They look really beautiful. They were done under the auspices of the distinguished architect, I believe.

PHOTO ROOM

The Democratic senatorial campaign photo room. Do you think we ought to have that in the Capitol?

Mr. WHITE. I am not sure about that.

Senator HOLLINGS. That could be placed somewhere else. The Republicans have theirs elsewhere.

Mr. WHITE. That could go somewhere else.

Senator HOLLINGS. On that page alone you have nine more rooms. We are not trying to displace you from the Capitol. We are just asking whether that many rooms are necessary when we get into this space jam we are talking about.

AIRLINE TICKET OFFICE

Now turn to the next page, 455. The airline ticket office could be put somewhere else, don't you think?

Mr. WHITE. Yes; those are all questions of convenience. Those particular uses don't take up much space. You take, for example, the airline ticket office and that railroad ticket office. They are in very small rooms. It could be used for an office, I suppose.

Senator HOLLINGS. Very nice. Overall the extension would have to have small rooms. The size of the rooms here with the 17,615 square feet from the basement to the second floor comes down to only 50 square feet per Member. That is a pretty small room, under 7 by 8.

SQUARE FOOTAGE OF SPACE PROPOSED

Mr. WHITE. I am not sure what that refers to.

Senator HOLLINGS. What I am saying is that the space for the Members, the committee members and the committee rooms in the extension would be a total of 25,339 square feet. Breaking this down into square footage for each use, Mr. White, the House Members, according to your revised preliminary plan, would have a total of 17,165 square feet dedicated to their use. And you had the committee feet of 724 and then the leadership spaces—this is all on the House side—of 585.

So with respect to the Members' additional space, you are talking about small rooms, a very, very small allocation per Member.

Mr. WHITE. Our intention in many of those spaces, speaking especially now with regard to the House side, was not to divide it up into small rooms. As I mentioned, you would have a large workroom area, similar to a library where there would be desks and open spaces for Congressmen to congregate in small groups as they do now.

MISCELLANEOUS USES

Senator HOLLINGS. Turning back to page 455 of the directory, I am looking at the architectural office. We know they can move that. We know the barbershop could be moved. That is a nice room, and would make a beautiful place.

Mr. WHITE. That is correct

Senator HOLLINGS. It would be close by to watch the explosions. You have the Committee on Appropriations, they have a barbershop over on the House side. There is a barbershop operating on the House side as well. We have two barbershops then in the Capitol.

Mr. WHITE. That is correct.

Senator HOLLINGS. When we need that new office space, it could be placed there. Well, like the Appropriations subcommittees, we go through and count many of them in the Capitol. Being a member of several such subcommittees of the Senate side, we generally meet over here in the Dirksen Building and yet when I come out of the

doctor's office, then the first thing I see is one of my House counterpart subcommittees, Labor, Health, Education, and Welfare.

I am wondering why they could not go to a House Office Building in a group and work over there, just as here. You are presently testifying in the Dirksen Building right now.

Mr. WHITE. I don't know.

Senator HOLLINGS. And the necessary space, then could be used for other purposes.

Mr. WHITE. I do, Mr. Chairman.

RAILROAD TICKET OFFICE

Senator HOLLINGS. So then going over to the Senate side we have the railroad ticket office, and I don't know anybody buying one of those. Have you ever seen a member buy a railroad ticket recently?

Mr. WHITE. I have never seen one. I don't know how much activity there is in that office.

OLD SUPREME COURT AND SENATE CHAMBERS

Senator HOLLINGS. I don't know what they are doing there. And the old Supreme Court chamber, now we are looking into that for joint committee rooms. You and I, we finally prevail, so we are going to save the old Supreme Court chamber and the old Senate and use those for joint committee rooms.

JOINT COMMITTEE ON PRINTING

How about the Joint Committee on Printing? Is that necessary in the Capitol?

Mr. WHITE. I don't think so, Senator. I am not sure why it is there, but it is there. As I said, these are policy considerations that are not mine to judge.

FURTHER SPACE STUDY PROPOSED

Senator HOLLINGS. Right. But these are things to consider. They have you in charge and as the man to referee. You could well say, for example, on page 459, the Committee on Rules, can operate in the Senate Office Building.

Perhaps they would like to provide for the administration committees. Now we all agree that House members should be the ones to decide how House space is used, as you indicate in your answers. But when it comes down to budgeting funds for that wall now, changing around the appearance of the entire building and terraces, and costing $368 per square foot of usable space, don't you think we ought to make some study of what space there is now?

Mr. WHITE. I certainly do. I mean, that kind of a study that you are talking about now. Policy matters should——

Senator HOLLINGS. Have you taken it up with Cochrane or the gentleman you talked to on the House side?

Mr. WHITE. No; I haven't discussed policy matters with them. I thought it was not my prerogative.

Senator HOLLINGS. You went to them and asked how to revise upwards your preliminary plans, you eliminated restaurants and other

rooms, and in turn you changed and designated alterable, flexible rooms. Why didn't you ask either on the House side or Senate side, for them to consider what kind of space economy they could effectuate? By redefining the rooms that serve the needs on the Capitol side and putting regular, general operations like the railroad ticket offices and the Democratic Campaign Committee film room and the like, in space elsewhere that will cost far less to construct and could well be more conveniently located—as with the ticket offices it is our staff who must get the tickets—which now means a trip for them to the Capitol. Don't you think this is so—or do you disagree with that approach?

Mr. WHITE. No, I certainly agree with you. There are many space uses that could be in other places. Those may be some of them. I think, though, Mr. Chairman, that my view of it is that the space is only one consideration, as I think I have testified to before, and that the most positive and most appropriate engineering solution to the problem enhances the architecture and at the same time results in some space as a dividend of that proper engineering solution.

So that given the space one sees, one considers the question of how it shall be used. Do you need it? And if you look at the number of square feet on the House side, for example, as compared with the number of square feet to the Senate side, with the House over four times as large as the Senate, those needs, I think, become more apparent.

CONSTANT CHANGES IN NEEDS

Senator HOLLINGS. Well, the changes in use happen so quickly. In other words, in June of last year, the 21st, 1972, I was asking what would you recommend the west front be extended for, and you replied: "Mr. White: For needs of space in support of the legislative processes."

Mr. WHITE. Right.

Senator HOLLINGS. Then I asked—

Senator HOLLINGS. If that would satisfy it otherwise, then you would have no need for this extensions.

Mr. WHITE. If you do not need the space now and in the future.

So that now the process has changed around, you see, and it may be that within another year or so, the space will be found to not be necessary.

Mr. WHITE. Well, that is very true, as I think I have said before. There are all these factors which must be considered together in making the judgment. All the information that has come to me, as I said, indicates that the need for space is a fact, and therefore I included it with all of the facets of the judgment, I think I have mentioned to you, if it could be said that there is no need for space now and never will be any future need in the Capitol Building, I wouldn't extend the west front just simply to have an extension. I think if we are not ever going to need the space, if it would just become a burden, I would agree that would certainly be a waste of time and money.

All the information that comes to me, however, indicates the opposite. I shouldn't say all of it, but most of it indicates that there is a need for space and that the needs will increase. Perhaps, for example, if you remove the airline ticket office and the railroad ticket office there will be some other need that arises.

Senator HOLLINGS. Have you the time for us to take a break to get that vote?

Mr. WHITE. Certainly.

Senator HOLLINGS. All right, sir. If you don't mind, we will be at ease for about 5 minutes.

[Brief recess.]

BASIS OF COST ESTIMATES

Senator HOLLINGS. Now, Mr. White, in your testimony you state the cost of the extension, including interior furnishing, is $60 million. The cost of the resolution is $30 million. Where did you get that $30 million?

Mr. WHITE. I said it could easily amount to $30 million. I don't think anyone can say what it would amount to. I merely used it because it was half of 60, just for ease in making with a comparision. No one knows what it might cost.

I think it is going to be more than $15 million. It could be as much as $30 million.

Senator HOLLINGS. Well, we asked Mr. Praeger in March of last year to update his original estimate, and I am certain you were aware of this because he told me he corrpesonded back with your office on this matter as well. He had an original estimate in March 1973 of $13,700,000, which he indicated would be $17,350,000 escalated, that is for scheme 1. Scheme 2 originally was $14,500,000 and escalated for 2 years would be $18,350,000.

Now, those were the two schemes they had. If we used, for example, the official index of 7 percent inflation applied to the $13,700,000 for scheme 1 we would still come up with less than 15.

Now, I can see disagreeing over a million or over 2 million, and maybe even 5 million, but you just doubled the figure.

Mr. WHITE. There are two reasons for this, Mr. Chairman. One of them is that his cost estimate is based upon an estimate of the amount of work that needs to be done. Others that I talked to, including the advisory architects who commented on his report, three gentlemen whose names are Mr. Harbeson, Mr. Thiry and Mr. Clark, all disagree with Mr. Praeger. Three responsible, nationally known contractors that I talked to disagreed with him. I couldn't find anybody who would corroborate the one opinion, which I felt, from my standpoint as a professional, should be done.

While his opinion was appropriate from his standpoint it is, after all, an opinion. All other opinions that I could find were contrary to that, and I felt that 30 million, and maybe it would be 25 million, I really couldn't say, should be used because it seemed to be not out of line with regard to the unknowns that exist in this particular project.

AIA VIEWS

Senator HOLLINGS. Are you telling me that you couldn't find anybody to agree with that report? I just have some files that would dispute that statement. And the AIA, your own group, came and visited with you and agreed with the report.

Mr. WHITE. We agreed with——

Senator HOLLINGS. They went all over the Capitol Building with you and endorsed the Praeger report and now you are testifying you couldn't find anybody who favored the report?

COST ESTIMATES

Mr. WHITE. I am talking about the dollar amount, Mr. Chairman. In their report they, too, questioned the dollar amount. The report stated, I believe, and their task force reported that no one could tell at this point just what it might cost.

Senator HOLLINGS. I keep getting that testimony, and I can't get any corroboration for it. I find that you have the Praeger report and AIA appointed a task force to review the report and came out in concert with the findings. To have all of this disallowance on your part of any partiality and all your statements of the great extremes and strains to which you have gone to be impartial, yet you have a Praeger report that came to you in December 1970, and you folks didn't meet until March of 1972, when the cost would have been escalated for the entire 14- or 15-months period.

You didn't meet for over a year, and then you met in a closed, quiet room with no press, and no witnesses, no hearing and no discussion. The only person they heard was you. They heard you and they came up with the finding that the condition of $15 million couldn't be met. You couldn't seem to be able to find anybody to support the report, as you have testified, and yet your own AIA group visited the Capitol and west wall for 2 days and came out with a report in September of 1971 finding that the restoration could be accomplished. They went down the various points and agreed that that is the way it should be done.

Now you disagree with that statement about the task force of the American Institute of Architects.

Mr. WHITE. My recollection is that they did not support the $15 million figure. That is my recollection of the statement that I read in the task force report stating that no one could tell what it would cost at this point.

Senator HOLLINGS. No one could guarantee?

Mr. WHITE. That is right.

Senator HOLLINGS. They said, well, that is true. Just a statement, no one can guarantee your extension cost. They just said that, and they didn't say it could not be done for $15 million or less.

Mr. WHITE. That is correct.

Senator HOLLINGS. It was an estimate?

RELIABILITY OF EXTENSION ESTIMATE

Mr. WHITE. That is correct. But the degree of reliability of the estimate depends on the kind of work that is going to be done and restoration work, in general, is extremely difficult to predict with any degree of reliability compared to that which one can obtain in a new structure.

Senator HOLLINGS. At the same time in the Praeger report providing proper methods of restoration, you say you couldn't get anyone to agree with the report, yet the task force of AIA did so, you have said you couldn't find anyone who would agree to take the job on a competitive lump-sum contract, after asking three firms. But we feel the competitive bids for the price on cost plus a fixed fee should be strongly considered in the same way it was used for the White House restoration.

Mr. WHITE. That is correct.

UNCERTAINTY OF RESTORATION COST

Senator HOLLINGS. That is right. They found on the restoration it would not exceed the time, and then they went in. You are talking about all of the efforts that you made when the task force came around in 1971 and talked about the present space usage in the Capitol and the misused and unused space. This piqued my interest, and that is why I wanted to find out what rooms, where they were, and what they were being employed for.

But you don't know of any of that in here. You couldn't find anybody that would really do the work.

Mr. WHITE. I wouldn't say that I couldn't find anybody. I tried three responsible contractors of the type that could do the work. I spoke to the Turner Construction Co., the Tompkins Construction Co., and the John Healy Construction Co. Three highly regarded, responsible, general contractors who would be happy to do the work, but not on a lump-sum bid for $15 million.

Senator HOLLINGS. Well, the cost of extension, you say, is estimated on the basis of preliminary drawings to be $60 million. And you go in and you give escalated to today's price for the Supreme Court building cost, but you don't escalate your own $60 million. That figure is at least 2 years old.

Mr. WHITE. I believe it was last year, and if I am not mistaken——

Senator HOLLINGS. It was in 1971.

Mr. WHITE. It was escalated to include the construction period, as I understand it.

PRESENT-DAY COSTS ESCALATED

Senator HOLLINGS. Would you figure that the $60 million is the escalated price of today's costs on the same basis?

Mr. WHITE. That is correct. That won't last forever, either, if we delay another couple of years. That cost will keep going up.

Senator HOLLINGS. But it hasn't gone up in the last year or 2 years.

Mr. WHITE. That was a price escalated through the construction period, construction through about 1975 or 1976. Now if we go beyond that, the chances are that figure would not be reliable, either.

Senator HOLLINGS. Has your redesign of the preliminary plan affected the cost, for example, you eliminate restaurants. Does that give us an economy, does it cost us more now to design build and furnish the rooms, or does it cost about the same? Did you change any of the cost estimate as a result of the revising of preliminary plans?

Mr. WHITE. We didn't change the cost estimate, but those changes which we made in the plans involving elimination of the plumbing and restaurants and things of that nature would by their very nature reduce the basic cost.

Senator HOLLINGS. All right, sir. Let me see, you were testifying at point 13 on page 11.

Mr. WHITE. Yes, sir. I completed point 13 so I shall now proceed to point 14.

UNDERGROUND SERVICE FACILITIES

Fourteen, the extension would provide for underground service facilities and loading docks for trucks, which will eliminate the unfortunate existing condition on the east front where all materials and

deliveries enter and leave the building and trash and garbage are removed, through two sidewalk elevators at the "front steps," visible to all who visit.

COMPLETION OF CAPITOL AS PROPOSED BY THOMAS U. WALTER

Fifteen, with the extension, the design of the building would be completed generally in accordance with Walter's original proposal. He was, incidentally, not only the fourth architect of the Capitol, but also a founder and the second president of the American Institute of Architects.

UNDERGROUND OFFICE AND SIMILAR SPACE NOT RECOMMENDED

A proposal has been made, which revives an earlier idea, to provide any required additional space near the legislative chambers, by means of an underground expansion, rather than by an extension to the west front. Although space itself could certainly be provided in this fashion, either now or in the future, the proposal is in the nature of a circumvention of the major problem.

STRUCTURAL CONDITION OF WEST FRONT WALL

The major problem is the weak and deteriorated wall and the need to restore its structural integrity. The best and only positive engineering solution to that problem is to brace the wall laterally by means of the new structure formed by the extension, and thus to preserve the old wall as an interior wall, and to gain the space for present and future needs as a dividend of the proper engineering solution.

The salient point is the absolute necessity to be certain of the structural integrity, for example, strength of the wall, in order, in fact, to preserve the basic shrine, which is the Capitol as a whole.

PRIOR RECOMMENDATIONS OF AIA AND OTHER GROUPS

It is perhaps worthy of note that the American Institute of Architects, in its historical support of preservations as a principle, opposed the extension of the east front before that work was begun in 1958. In so doing, the following comments, among others, were made regarding the west front.

The memo of the American Institute of Architects, dated January 1958, stated:

> It is believed that the space requirements could be better filled—at far less cost—by leaving the east front alone and instead developing a proposed scheme for expansion on the west side of the building.

Architects Ralph Walker, designated Architect of the Century and awarded the 100 Year Gold Medal by the American Institute of Architects, Lorimer Rich, FAIA, and Douglas Haskell, an architectural editor, urged in a memorandum dated July 3, 1958:

> . . . The real needs of Congress could in any event be best cared for by extending the building to the west where there is no great architectural masterpiece to be preserved.

Others have commented in that regard also.

Advisory architects, Brown, Harbeson and Shepley, each a renowned classical designer, stated in their report on the Extension of the Capitol, June 11, 1957:

> . . . The west front of the Capitol is less successful as an architectural composition than the east front. Although adequate for the original building, it is not suited to the enlarged composition resulting from the addition of the wings and of the present dome.

Harper's Weekly, in a commentary on the Capitol as long ago as 1885, observed:

> The Capitol has always been unfortunate in an architectural sense. The great dimensions of the dome have overweighted the whole lower structure, and the building has always conveyed the impression of lacking adequate foundation and stability.

As can easily be seen, the complexities of the problem, as with many things, are much greater than first appear to the casual observer. If the Congress should decide to attempt to restore the wall rather than to extend the front, we shall, of course, exert every effort to achieve that goal in the best possible way.

EXTENSION DEEMED BEST SOLUTION

However, after 2 years of intensive study and concern, and evaluation of the many ramifications, it is my considered best judgment that the people of the country and their Congress will be best and most prudently served by proceeding with the west front extension and I so recommend to the Congress.

The Temple of Liberty, which is the Capitol, will then, through effective physical repair, finally be architecturally completed as the shrine it has become and will remain a symbol of democracy for the use, enjoyment, and inspiration of this and future generations.

Senator HOLLINGS. When you do get the Temple of Liberty architecturally completed, you don't think the architect 10 years from now will come along, well, and run down the same literature and rhetoric we have here as when that old fellow White was there.

You may change his mind now, and I notice you changed my mind. And we want to put it out some more because the Capitol has to grow with the people, as this is a growing country. What is to prevent that?

LIMITATION OF FUTURE ARCHITECTURAL CHANGES

Mr. WHITE. I suppose, Mr. Chairman, nothing could prevent it. But I think it would be a very difficult position to assume, since the building would indeed have been agreed to in terms of its completed architectural composition. As a matter of fact, the Congress could, if they wish, declare the periphery inviolate. The next Congress could change that too, I suppose.

I think from the standpoint of architecture it would require the making of an extremely tortuous argument to extend the building again after completing it in accordance with the basic design.

Senator HOLLINGS. Well, in accordance with what you consider to be the basic design. Each architect always thought he completed his job, I am sure.

Mr. WHITE. I was really going back to Thomas Walter, who designed the dome and the two big House and Senate wings. I was

referring to the concept of completing the building from the standpoint of the major change that Walter made from that beautiful, original, small composition to what is now the enlarged Capitol that we know today.

RECORD OPEN FOR ADDITIONAL MATERIAL

Senator HOLLINGS. All right. Mr. White, I am going to ask you if you don't mind remaining available. We appreciate your appearance, and also that of your colleagues, this afternoon.

We have some folks down from Pennsylvania. And I have got this rollcall to go to.

We appreciate it very much. The record will be open if you wish to add anything. If there are other questions, we will ask you to come back.

SUMMARY REPORT, WEST FRONT, 1956 TO 1973

Mr. WHITE. Thank you, Mr. Chairman. I have a summary report of the history of the west front from 1956 to 1973 which I would like to submit for the record.

Senator HOLLINGS. I wish it could be finally completed, as you say. The best idea is to fix it, restore it now, and then stop it. By a vote of 55 to 45. Would you approve of that?

Mr. WHITE. I would. Thank you, Mr. Chairman.

AIR-CONDITIONING COMPLAINT

Senator HOLLINGS. About the air-conditioning, which is another matter Senator Young was asking about. Do you have the mechanics of coming up to repair it somehow or other? The air-conditioning doesn't work as originally designed in the Dirksen Senate Office Building. What can be done about it?

Are you familiar with the breakdown of this air-conditioning unit in this building?

Mr. WHITE. I am not familiar with the specific problem to which he may be referring. We have had some problems here as a result of the air-conditioning system being designed for one circumstance, such as this room, which was then later divided into four or five rooms, with controls not available in each room.

We altered some of those instances and it may be that this is another one to which he is referring.

Senator HOLLINGS. But check it out. I would appreciate it very much. Thank you, sir.

Mr. WHITE. Thank you. I submit the following statements for insertion in the record.

[The information follows:]

EXTENSION OF THE CAPITOL PROJECT

Project Authorization

Public Law 242, 84th Congress, as amended by Public Law 406, 84th Congress, Public Law 87-14, 87th Congress, and Public Law 88-248, 88th Congress; also by Public Law 91-145, 91st Congress.

Amount appropriated for Project to date:

Legislative Appropriation Act, 1956	$ 5,000,000
Legislative Branch Appropriation Act, 1957	12,000,000
Second Supplemental Appropriation Act, 1959	4,000,000
Legislative Branch Appropriation Act, 1962	1,500,000
Legislative Branch Appropriation Act, 1963	500,000
Supplemental Appropriation Act, 1963	300,000
Legislative Branch Appropriation Act, 1964	700,000
Legislative Branch Appropriation Act, 1965	125,000
Supplemental Appropriation Act, 1966	300,000
Supplemental Appropriation Act, 1968	135,000
Legislative Branch Appropriation Act, 1970	2,275,000
Total Appropriated For Project To Date	$26,835,000

Total Appropriated	$ 26,835,000
Expended and Obligated to June 1, 1973	24,814,448
Available Balance - June 1, 1973	$ 2,020,552

APPROPRIATIONS, OBLIGATIONS AND BALANCES

Total Appropriated for Project, to date		$26,835,000
Total Obligated to June 1, 1973:		
Improvements effected 1956-1966		
Extension, reconstruction, and replacement of East Central Front of Capitol	$11,353,722	
Alterations to interior of section of building formerly constituting East Central Front, and related work	1,767,876	
Birdproofing entire building, except West Central Front	81,282	
Cleaning exterior stonework, Senate and House Wings	93,824	
Repairs, cleaning & painting Dome, and birdproofing peristyle (not included in item 3 above)	1,403,103	
Subway terminal, including 4 new elevators and escalators to serve traffic from terminal	2,434,000	
Improved lighting & rewiring throughout Capitol Building, including electronic clocks and legislative call system	2,901,600	
Architectural, engineering, and consultant services	1,763,069	
Topographic survey of Capitol site, test borings, surveys & studies, administration and miscellaneous	1,556,355	
Furniture & furnishings, and restaurant equipment for extended east portion of building	629,786	
Total improvements effected 1956-1966	23,984,617	
Surveys, studies, preliminary plans and estimates, and emergency repairs, West Central Front, 1964-1971		
Engineering study of condition of West Front - 1964		
Engineering services (consultant)	$ 30,000	
Exploratory work (test pits, soil borings, and cores of wall construction)	71,393	
Total	$101,393	
Emergency repairs - 1965		
Engineering services (consultant)	$ 3,500	
Shoring and bracing	26,573	
Total	$ 30,073	
Preliminary plans and estimates of cost for Extension of the West Central Front, in accordance with Plan 2 approved by the Commission in charge of project....1965-1967		
Architect-engineer fees	$240,000	
Advisory architects' fees	5,014	
Model of Capitol (as it would appear, extended pursuant to Plan 2)	21,024	
Total	$266,038	
Administrative and Miscellaneous Expenses	$ 51,015	
Total ... 1964-1967		$ 448,519
Emergency repairs ... 1968-1971		
Engineering services (consultant)	$ 11,500	
Engineering (surveyor) services, to measure and record movements of building	9,273	
Additional emergency shoring & bracing for old Senate & House Wings at basement level, and for unsupported architrave stones of West Central Portico not supported by emergency shoring in 1964 or 1965; also, repointing joints, filling cracks, and repainting sandstone masonry	71,063	
Administrative and Miscellaneous	35,868	
Contract - 2/4/70 - for repairs to temporary shoring	8,139	
Total - 1968-1971		$ 135,843
Feasibility Study, West Central Front Restoration 1970-1971		
Engineering services for studying and reporting on feasibility and cost of restoring west central front of Capitol	$182,600	
Exploratory work and compression tests	53,501	
Administrative and Miscellaneous Expenses	9,368	
Total - 1970-1971		$ 245,469
TOTAL WEST CENTRAL FRONT....1964-1971		$ 829,831
GRAND TOTAL OBLIGATED TO JUNE 1, 1973		(-) $24,814,448
UNOBLIGATED BALANCE, JUNE 1, 1973		$ 2,020,552

WEST FRONT OF CAPITOL SUMMARY REPORT - 1956 to 1973

Architect of the Capitol - June 1973

Legislative History and Chronology of Events Leading to Development of Plan 2 for Extending the West Front

AUTHORIZATION

Public Law 242, 84th Congress, approved August 5, 1955, is the original basic statute. It authorized the "extension, reconstruction, and replacement of the central portion" of the Capitol, based on a 1905 architectural plan to be carried forward in accordance with such modifications and additions as approved by the Commission for Extension of the U.S. Capitol. It created a joint congressional commission to direct the Architect of the Capitol in carrying out the project.

Public Law 406, 84th Congress, approved February 14, 1956, amended Public Law 242—a technical amendment.

Public Law 87–14, approved March 31, 1961, made the appropriation "Extension of the Capitol" available for furniture and furnishings.

Public Law 88–248, approved December 30, 1963, amended Public Law 242, as amended, by deleting from the basic act the authority "to obligate the additional sums herein authorized prior to the actual appropriation thereof" and by substituting in lieu thereof:

and, prior to any appropriations being provided for extension, reconstruction, and replacement of the west central portion of the U.S. Capitol, to obligate such sums as may be necessary for the employment of nongovernmental engineering and other necessary services and for test borings and other necessary incidental items required to make a survey, study and examination of the structural condition of such west central portion, to make reports of findings, and to make recommendations with respect to such remedial measures as may be deemed necessary including the feasibility of corrective measures in conjunction with the extension of such west central portion.

ENGINEERING STUDY

As a result of the changes made by Public Law 88–248 and pursuant to direction of the Commission, and in line with the thinking of the Appropriations Committees, the Architect of the Capitol entered into a contract, March 13, 1964, with the Thompson and Lichtner Co., Inc. of Brookline, Mass., for a fresh engineering survey of the conditions of the west central front, an outstanding firm with no previous connection with the project. Their report was received in November 1964 and has been widely published. A copy of the covering letter which summarizes the findings in the report follows:

The Thompson & Lichtner Co., Inc.
Brookline, Mass., November 1, 1964.

Hon. J. George Stewart,
Architect of the Capitol,
U.S. Capitol, Washington, D.C.

Dear Mr. Stewart: We present herewith in five volumes, a report on the structural condition of the west central portion of the U.S. Capitol, extension of the Capitol project, in fulfillment of contract No. ACbr–540 of March 13, 1964, which included under paragraph 4, submission of a report of findings to the Architect of the Capitol upon completion of examinations, analyses, and studies, together with recommendations with respect to such remedial measures as may be deemed necessary, including recommendations as to (1) whether the existing wall, if found deficient, can be repaired in its present condition, (2) whether the existing wall can be refaced with marble in its present condition, (3) whether remedial action requires extension of the west central front and its reconstruction in marble, or (4) whether any other means of preservation are deemed feasible and advisable.

Plans and specifications for exploratory work, including test pits, soil borings and cores of walls were prepared under date of May 15, 1964 with invitation for a proposal of June 10, 1964. The J. F. Fitzgerald Construction Co., Inc. of Canton, Mass., was awarded the contract No. ACbr–545 for this work on June 29, 1964.

Observations of the exploratory work, consultation and advice, examination, study, analyses and tests were performed by representatives of The Thompson & Lichtner Co., Inc. resident at the site or in Brookline, Mass.

The purpose of this study being primarily to determine the structural condition of the exterior west wall of the central or original portion of the Capitol, information was obtained on the quality of the facing sandstone, the backup fieldstone, the mortar used in laying the stone, the thickness, the workmanship, and the stresses in the wall. As the stability of the wall is dependent on the foundations and supporting soils, the report on the foundation investigation of the Capitol of May 1957 was examined in detail and such additional borings, test pits and tests were made as appeared necessary. The interior of the west portion of the capitol was examined to determine whether there was evidence of structural distress and, in particular, if such conditions were affecting the exterior walls. The use to which an old structure, such as the Capitol has been subjected, and the conditions under which it was constructed required study of its history in evaluating the structural condition, particularly since much of the construction is covered by ornamentation and cannot be examined.

The facing stone is a white to light gray sandstone obtained locally and known as Aquia Creek sandstone. The color of much of this stone is also light brown gray or buff, depending on the iron content. Pieces of stone were removed and cores cut from the walls at sufficient locations to evaluate the quality of the walls. These samples were examined in the field and laboratory. Analysis shows the stone is composed of quartz grains cemented together largely by silica and therefore it is inert relative to compounds usually found in the atmosphere. Tests for compressive strength and absorption show that it is relatively weak and absorptive compared to sandstone normally used for exposed building stone. Observations of the disintegration of unpainted areas of the stone, such as the Bulfinch gate posts on Constitution Avenue at 7th and 15th Streets, confirm the low quality as related to resistance to weathering. Spalled areas are found throughout the wall surfaces and in the ornamentation, particularly of the entablature at the top of the building. There were also numerous patched areas and areas of replacement of stone. Spalling in certain areas probably is partly the result of the burning of the Capitol by the British in 1814.

The major portion of the stone shows softening and discoloration to a depth of three-sixteenths of an inch and no other signs of weathering despite the inferior quality of the stone, because it has been covered with paint. Painting started about 1822 and the wall was painted at about 8-year intervals thereafter as evidenced by the thickness of paint on the stone at present. Although the painting has been effective as protection, it has affected the architectural detail and quality which is found objectionable by those interested in the appearance. The removal of the paint should involve the removal of the affected three-sixteenths of an inch of stone behind and this would give rise to a similar objection since such removal of the paint could not be made without changing the texture as well as the dimensions. The stone would then have to be repainted or treated with silicone at not over 5-year intervals to protect it from the weather.

Although the stone does not show evidence of major weathering because of the paint, there is a serious amount of cracking and dislocation of stones. The stones are found to have been carefully cut on the face and sides to uniform dimensions and plane, but rough cut in the back and the rear portion of the sides. The resulting ashlar dimensional sandstone masonry is of good line and surface and of excellent appearance. Voids of varying widths were found, however, behind almost all facing stone and the fieldstone or brick backup, evidencing movement of the two resulting from temperature and moisture, as well as settlement and load adjustment effects. The fact that the fieldstone is of granite gneiss means that it has a thermal coefficient of expansion of about 70% of that of the sandstone. The sandstone will have a higher or lower temperature than the backup and the differential movement in 100 feet could be one-fourth of an inch or more. There is no provision for expansion or contraction and, as the joints of the dimensional stone are very small, expansion could cause the poorly backed ashlar to bulge out and contraction would open up the joints causing cracks to appear. Water getting into the cracks and freezing would further open the cracks and cause heaving out of the wall. The situation is aggravated by the fact that in many locations voids of several inches in width are found in back of the ashlar which had not been filled in during the laying of the wall.

The areas of the wall at the basement floor level above the terraces on the old House and old Senate wings which had been veneered at a later date are in a dangerous condition. Bonding was done in those areas by the use of metal ties which have corroded and broken. Apparently the space between the veneer and the backup was not filled with mortar as called for by good practice. The walls are leaning and must be replaced shortly or they will fall.

The character of the cracking in the walls shows that an important factor is also settlement. Shrinkage cracks normally will appear at the edges of openings, such as windows and door frames, but would not cause cracking and dropping of lintels. Keystones will drop due to excessive loading or release of the support of the abutment stones of the arch. There must have been differential settlement of the foundations through the years, causing cracking of the walls, as investigation of the stresses due to loads does not indicate overloading of the arches or lintels as a cause.

The backup of the ashlar sandstone is brick masonry with lime mortar in the old Senate wing and elsewhere it is fieldstone or granite gneiss rubble with lime mortar. The stone is of good strength; the workmanship varies but, in general, is not of good quality containing many voids. The masons laid a reasonably good face in back of the sandstone and a poorer inside face, but were generally very careless about the interior of the wall which appeared to be constructed in some cases by dumping the stone in little or no mortar as a bed. The cores taken through this masonry and examination of the holes by means of a boroscope disclosed not only voids, but also cracked stone and brick, providing further evidence of settlement.

Cracking of the wall can also result from shrinkage of mortar and because of the low strength of lime mortar, adjustment of the stone to solid bearing during the early life of the wall. Laboratory tests show that the brick and stone were of acceptable strength. The lime mortar was poorly mixed in many cases, and in one case the lime shells from which the lime was made were found in the mortar. The mortar is of such quality that it can only be classified as generally weak.

The structure, except for the exterior walls, has not been subjected to weathering and is not in a hazardous condition. Certain areas of the exterior walls are now in a dangerous condition and the entire walls in a very few years will be in a similar condition unless proper corrective measures are taken.

The structure represents a high quality of engineering for the materials, manpower and construction facilities available at the time of construction. The use of the local sandstone was probably dictated by time limitations and cost. The poor workmanship on the walls was undoubtedly the lack of good mechanics and the quality of inspection.

The conclusions and recommendations are summarized in the following:

1. The workmanship on the sandstone ashlar masonry facing is generally good.
2. The workmanship on the fieldstone rubble masonry is generally inferior.
3. The workmanship on the brick masonry is generally acceptable.
4. The sandstone used for the exterior facing is an inferior material for use in a monumental structure.
5. The fieldstone used for the backup of the sandstone and for foundation walls is generally a good material.
6. The brick used for the backup of the sandstone and for interior floor and foundation arches and walls is generally a satisfactory material.
7. The mortar used is largely a lime mortar and is generally not of good quality for such mortar.
8. The masonry facings at the terrace level on the west side of both the Old Senate and Old House wings, which were not part of the original construction, are displaced and require prompt removal and replacement with proper bonding to the backup wall. The bottom course should be of granite.
9. The entablature at the front of the center wing is displaced and requires prompt removal and replacement.
10. The retaining walls of the terraces at both the Old Senate and Old House wings require reconstruction of the foundations to provide adequate frost protection.
11. The exterior walls of the west-central portion of the Capitol are distorted and cracked, and require corrective action for safety and durability.
12. Retention and repair of the existing walls as corrective action is not recommended as it would require the hazardous removal of much of the facing so as

to allow installation of ties to the backup wall, or the installation of ties through the face joints with resulting disfiguration of the sructure. There would still be walls and foundations of structurally inferior construction with the walls requiring continuing protective treatment.

13. Facing of the existing walls as corrective action with durable marble and granite, leaving the sandstone in place, is not recommended because it would require additions to the present foundations and there would still remain walls and foundations of structurally inferior construction without preserving the historic architecture.

14. Removal of the sandstone completely and replacement by high quality marble and granite as corrective action is not recommended because it would be a very costly and hazardous operation and there would still remain walls and foundations of structurally inferior construction.

15. Removal of the entire wall and foundation and replacement by reinforced concrete with a facing of high quality granite for the courses at grade and high quality marble above for the face stone is not recommended because of the hazard, cost, and interference with occupancy.

16. Retention of the wall as an interior wall of an extended building is recommended as the least hazardous and as causing the least interference with the occupancy of the present structure. A properly designed and constructed extension would also provide desirable lateral support for the West-Central Portion of the Capitol.

17. The attic roof slab in the House wing requires corrective action because of the extensive corrosion of the reinforcing steel.

18. Drawings should be prepared of the Capitol so that there is readily available information on the structural condition in relation to the many mechanical and electrical, and other installations which have resulted in much cutting and patching. These drawings should be kept current so that the safety of the structure as affected by changes in installations and usage can be readily checked.

19. Level readings of vertical movements and measurements of horizontal movements should be taken annually of all important elements of the Capitol so as to provide data as a basis for corrective action before cracking and failures occur.

20. Piezometer readings to check the ground water level should be made on a regular schedule and the data used to assist analysis of the settlement data.

Respectfully,

THOMPSON & LICHTNER CO., INC.,
MILES N. CLAIR, *President*.

PUBLIC HEARING BY COMMISSION

A public hearing was held by the Commission on June 24, 1965, with Dr. Miles N. Clair, president of the Thompson & Lichtner Co., Inc., testifying as to the dangerous conditions requiring immediate action and the plan for permanent corrective action.

DECISION TO DEVELOP PRELIMINARY PLANS AND COST ESTIMATES

At the close of the hearing, the Commission agreed unanimously, that the Architect of the Capitol be authorized and directed to submit to the Appropriations Committees of the House and Senate request for funds for preparation of preliminary plans and estimates of cost for the extension in marble of the west-central front of the Capitol, based on the findings in the Thompson & Lichtner report.

WOOD BRACES INSTALLED IN 1965

As a result of the Thompson & Lichtner study and recommendations, the most obviously dangerous portions of the west front were shored with heavy wood timbers in 1965 as a temporary expedient.

FUNDS FOR PRELIMINARY PLANS AND COST ESTIMATES

In September 1965, the Architect of the Capitol, pursuant to the direction of the Commission, appeared before the House Appropriations Committee and requested $300,000 for preliminary plans, cost estimates, and a model (see pp. 334 through 363 of pt. I of printed hearings on the Supplemental Appropriation Act, 1966). The $300,000 was included by the House in the bill.

In October 1965, the Architect of the Capitol appeared before the Senate Appropriations Committee and requested the $300,000 planning money (see pp. 379 to 404 of the printed Senate hearings on the Supplemental Appropriations for 1966). The Senate deleted the $300,000 from the bill.

The $300,000 was restored in conference between the House and Senate conferees. The bill carrying these funds was approved October 31, 1965, by the President.

ARCHITECTS DIRECTED TO PROCEED WITH PRELIMINARY PLANS

In December 1965, the Architect of the Capitol, upon direction of the Commission, ordered the associate and advisory architects for the extension of the Capitol project to proceed with the preliminary plans and estimates of cost. The first stage of their work was completed in May 1966, and a progress report and study model were furnished.

COMMISSION'S CONSIDERATION AND APPROVAL OF PLAN 2

The Commission in charge held a meeting June 17, 1966, for the purpose of considering the report of the architects. At this meeting the architects reviewed with the Commission the basic historic, architectural, and engineering information relating to the west front and demonstrated three basic plans by use of a study model and drawings. The Commission approved plan 2 and directed that this plan be completed and perfected; that the final scale model be prepared for exhibition to Members of Congress and the public; and that the Architect of the Capitol be directed to seek necessary funds for proceeding with the project.

MODEL PLACED ON DISPLAY

In November 1966, the scale model of the Capitol showing the west front extension as approved by the Commission, was placed on public display in Statuary Hall in the Capitol. In January 1967, the Speaker sent a letter to all Members of the Senate and House calling attention to the model and asking each Member to examine the model. The model has been on continuous display since 1966.

DELAY IN REQUESTING CONSTRUCTION FUNDS

During the Summer of 1966, when the legislative branch appropriation bill for 1967 was under consideration, although no funds were provided in the bill for the west front extension, the Senate amended the bill to provide:

"*Provided*, That no part of any appropriation contained in this Act shall be used for administrative or any other expenses in connection with the plans referred to as schemes 1, 2 and 3 for the Extension of the west Central Front of the Capitol."

This amendment was deleted by the Senate and House conferees on the bill and the following statement appears in the conference report dated August 15, 1966:

"There are no funds in the bill for the west front extension project, nor is there any authority to proceed with construction contracts, or even detailed plans and specifications. The work can proceed only if and when the Congress should appropriate the money for the work in a future bill.

"$300,000 was, however, appropriated by the Congress last year for preparation of preliminary plans and estimates of cost, including a model, and incidental expenses looking to extension of the west central front. Most of that fund is already contracted. While the associate architects engaged for this purpose completed the first stage study and plans earlier this year, from which schemes 1, 2, and 3 were developed, and for which a study model (of scheme 2) was made, more time is necessarily required for perfection of plans and drawings and preparation of a full scale model for the scheme (No. 2) selected by the special Extension Commission. At its meeting with the architects in June, the Commission directed the Architect to get the full-scale model ready for exhibition to Members of Congress and the public generally.

"A full-scale model showing the entire Capitol building—both East and West Fronts—should be of great, almost inestimable visual-aid value in helping Members, the press, and the public generally form sound opinions about the appearance of the building if extended and the effect of the particular proposals in scheme 2 on the architectural features of the present West Front. But the con-

ferees understand that the full-scale model will not be ready to place on display until about mid-November.

"In the circumstances, then, it would be premature, and illogical, to consider any further appropriations for the West Front project at this session."

COMPLETED PRELIMINARY PLANS SENT TO THE CONGRESS

In May 1967, the full report and recommendations of the architects relating to the authorized preliminary plans and estimates of cost, were completed and sent by the Architect of the Capitol to Speaker John W. McCormack, Chairman of the Commission for Extension of the United States Capitol and other members of the Commission. This report, with illustrations, was printed and sent by Speaker McCormack to all Members of the House and Senate with his letter of June 21, 1967.

ADDITIONAL WOOD BRACING IN 1968

Late in 1967 additional dangerous sagging and cracking in certain sections of the west side of the building were observed. With approval of the Commission, the Architect of the Capitol sought and the Congress granted $135,000 for additional temporary wood shoring and for repointing, filling cracks, and painting the west central front. This work was finished in the summer of 1968.

DELAY IN REQUESTING CONSTRUCTION FUNDS

The preliminary plans and estimates of cost for the extension of the west central front were completed and published in 1967. The Commission did not direct the Architect of the Capitol to request funds for the contract plans and construction from 1967 to 1969. It is understood that the Commission's reluctance was due to the conflict in Vietnam and the resulting heavy stresses on the national budget.

ACTION OF THE COMMISSION

Late in July 1969, Chairman McCormack after discussing the seriousness of further delay with fellow Commission members and members of the House Appropriations Committee, requested that other members of the Commission join him in approving planning funds for extending the west central front in accord with the previously approved plan 2. All members of the Commission agreed to direct the Architect of the Capitol to seek planning funds, in the amount of $2 million at this time. The opinion of the Commission was unanimous, and was reached during the first week of August 1969.

LETTER FROM CHAIRMAN M'CORMACK TO APPROPRIATIONS COMMITTEES

Upon receipt of unanimous approval of all members of the Commission, Chairman McCormack directed a letter on August 8, 1969, to Chairman Andrews of the Legislative Subcommittee, Committee on Appropriations, House of Representatives, pointing out the urgent need to proceed with planning the extension, advising of the Commission's decision, and expressing the hope that this request could be heard in connection with the then current hearings on the legislative branch appropriation bill, 1970.

After the Legislative Subcommittee indicated informally to the Speaker that a hearing would probably be scheduled on the item early in September after the recess, the Speaker sent similar letters of recommendation to Chairman Russell of the Senate Committee on Appropriations and Chairman Montoya of the Legislative Subcommittee.

FUNDS APPROPRIATED FOR WEST CENTRAL FRONT, FISCAL YEAR 1970, AND LEGISLATIVE PROVISIONS GOVERNING USE OF SUCH FUNDS

An appropriation of $2,275,000 for the west central front and legislation governing the use of such funds were provided in the Legislative Branch Appropriation Act, 1970, Public Law 91–145, approved December 12, 1969, as follows:

EXTENSION OF THE CAPITOL

For an additional amount for "Extension of the Capitol", $2,275,000, to be expended under the direction of the Commission for Extension of the United States

Capitol as authorized by law: Provided, That such portion of the foregoing appropriation as may be necessary shall be used for emergency shoring and repairs of, and related work on, the west central front of the Capitol: Provided further, That not to exceed $250,000 of the foregoing appropriation shall be used for the employment of independent nongovernmental engineering and other necessary services for studying and reporting (within 6 months after the date of the employment contract) on the feasibility and cost of restoring such west central front under such terms and conditions as the Commission may determine: Provided, however, That pending the completion and consideration of such study and report, no further work toward extension of such west central front shall be carried on: Provided further, That after submission of such study and report and consideration thereof by the Commission, the Commission shall direct the preparation of final plans for extending such west central front in accord with plan 2 (which said Commission has approved), unless such restoration study report establishes to the satisfaction of the Commission:

(1) That through restoration, such west central front can, without undue hazard to safety of the structure and persons, be made safe, sound, durable and beautiful for the foreseeable future;

(2) That restoration can be accomplished with no more vacation of west central front space in the building proper (excluding the terrace structure) than would be required by the proposed extension plan 2;

(3) That the method or methods of accomplishing restoration can be so described or specified as to form the basis for performance of the restoration work by competitive, lumpsum, fixed price construction bid or bids;

(4) That the cost of restoration would not exceed $15 million; and

(5) That the time schedule for accomplishing the restoration work will not exceed that heretofore projected for accomplishing the plan 2 extension work: Provided further, That after consideration of the resoration study report, if the Commission concludes that all five of the conditions hereinbefore specified are met, the Commission shall then make recommendations to the Congress on the question of whether to extend or restore the west central front of the Capitol.

Expenditures, 1970–1971, for emergency repairs to temporary shoring and other other miscellaneous related work, including measuring and recording movements of building

During the period, 1970–1971, $23,170 was expended for emergency repairs to the temporary shoring installed in 1965 and 1968 and other miscellaneous related work, including additional measurement and recording of movements of the west central wall.

Procedures followed by the Commission for Extension of the U.S. Capitol in selection of engineers-architects to make the feasibility study required by Public Law 91–145

The following procedures were followed by the Commission for Extension of the United States Capitol in making their selection of engineers-architects to make the study and report on the feasibility and cost of restoring the west central front required by Public Law 91–145.

December 16, 1969.—Four days after the President signed the act, the speaker, as chairman of the Commission in charge of this project, sent letters to all members of the Commission, outlining the action taken by the Congress through the Appropriations Committees and quoting pertinent provisions of the conference report on this matter. He proposed that the American Society of Civil Engineers, a professional engineering society, which had taken no position on either extension or restoration and who could offer "independent judgment on this proposition in the spirit of the conference report" be requested to review the material available and then suggest to the Commission the names of several engineers or engineering firms, with experience in restoration and reconstruction of old buildings such as the Capitol.

December 20, 1969.—Several members of the House Appropriations Subcommittee approached the Speaker and asked him to consider also asking the deans of engineering of several of the leading universities throughout the country to offer their opinions on well qualified firms to make the study. The Speaker agreed with this proposal and the other members of the Commission were contacted and asked to consider requesting the opinions of the deans, in addition to the American Society of Civil Engineers.

January 2, 1970.—The Speaker received concurrence from all Commission members in this procedure.

January 12, 1970.—The Speaker sent letters to the deans and the American Society of Civil Engineers, requesting their assistance.

Early in March, 1970.—The Speaker received replies from the American Society of Civil Engineers and all but a few of the deans (15 of the 19 deans responded to the Speaker).

March 9, 1970.—The Speaker sent requests to the firms or individuals recommended to undertake the study, requesting their brochures and other information which would show their capabilities to undertake the study; also requesting to be advised whether they had previously been associated with the project, or had any predisposition for or against the extension or restoration work. There were, of course, numerous overlappings of the recommendations of the American Society of Civil Engineers and the various deans of engineering. Several firms recommended, which had previously been associated with the project, were eliminated. Letters went out to 26 firms or individuals, in all.

April 20, 1970.—The Speaker sent letters to the Commission members enclosing a summary report on results of contacts with the American Society of Civil Engineers and the deans of 19 engineering schools, and a digest of information about the 19 firms voicing an interest in the feasibility study in response to request from the Speaker for brochures. In addition, a digest of information was included from four unsolicited firms.

CONTRACT NEGOTIATIONS

May 25, 1970.—The Commission for Extension of the U.S. Capitol met for the purpose of selecting a firm to make the feasibility study and cost of restoring the west central front of the Capitol, pursuant to the provisions contained in the Legislative Branch Appropriation Act, 1970. The Commission, after considering guidelines, criteria, and key provisions to be incorporated in a contract, directed the Architect of the Capitol (1) to enter into negotiations with the firm of Praeger-Kavanagh-Waterbury, engineers-architects of New York City, on the basis of such considerations, for undertaking the feasibility study ordered by the Congress, and (2) if thereafter a mutually satisfactory contract could be negotiated, to enter into a contract with that firm, subject to approval of the contract by the Chairman of the Commission.

June 22, 1970.—A draft of the proposed contract, negotiated by the Architect of the Capitol with the Praeger-Kavanagh-Waterbury firm, was forwarded by the Speaker to the Commission members for their review and comments. Changes suggested by Commission members were incorporated in the final draft of contract.

CONTRACT AWARDED FOR FEASIBILITY STUDY

July 1, 1970.—The Speaker announced that a contract had been signed with the firm of Praeger-Kavanagh-Waterbury, July 1, 1970, for making the feasibility study required by Public Law 91-145. The total contract cost was $182,600.

OTHER EXPENDITURES IN CONNECTION WITH FEASIBILITY STUDY

In addition to the amount of $182,600 expended for the engineers-architects contract, $45,779 was expended for exploratory work in and adjacent to the west central portion of the Capitol on the basis of drawings and specifications prepared by the Praeger-Kavanagh-Waterbury firm and performed under their supervision and direction; $7,722 for compression tests performed on the same basis; $9,368 for administrative and miscellaneous expenses.

COMPLETION AND DISTRIBUTION OF ENGINEERS-ARCHITECTS REPORT

January 2, 1971.—Upon completion of the feasibility study and report, the Acting Architect of the Capitol transmitted a copy of the Praeger-Kavanagh-Waterbury report, dated January 1971, to the Commission members. The report was also given to Members of Congress requesting it, to the Press, and to various architectural and engineering societies.

(The summary of the report follows:)

SUMMARY OF REPORT

Findings

Through survey, research and analysis, the following findings are submitted with regard to the five conditions established by Congress on the question of whether to extend or restore the west front of the Capitol, as defined in Public Law 91-145:

1. The West Central Front can be made safe, sound and durable for the forseeable future without impairing its inherent beauty and without hazard to safety of the structure and persons by cleaning the wall, strengthening it by grouting and restoring its appearance by repainting.

2. Such restoration can be accomplished without vacation of west central front office space or the terrace structure.

3. Restoration methods can be specified to form a basis for performance of the work by competitive lump sum construction bids.

4. The cost of restoration can be limited to $15,000,000.

5. The restoration work can be accomplished within the time projected for the Plan 2 extension work.

Evaluation of Structural Adequacy

A detailed inspection of the walls, evaluation of soils investigations and analysis of loadings and induced stresses indicate the following:

1. Soils beneath foundations of the west central front wall safely support the imposed loads. Anticipated settlement due to secondary consolidation of underlying clay strata is negligible and the wall will not be subjected to future excessive settlement.

2. Cracking of exterior walls is caused primarily by expansion and contraction due to temperature changes abetted by other environmental factors, such as moisture absorption and freeze-thaw weathering.

3. Foundation walls and substructures safely support imposed loads, but consideration of age and deterioration indicates that they should be strengthened.

4. Bearing walls safely support imposed loads, but temperature effects have disturbed their integrity and structural restoration is recommended.

5. Elements of the portico entablature have failed and must be repaired.

6. Many stones forming window lintels have cracked and must be repaired.

7. Numerous masonry elements have broken or deteriorated and should be replaced or repaired.

Restoration Program

It would be extremely difficult if not impossible to establish the exact value of the reserve structural capacity available in the west front walls. This value is highly indeterminate because of the variable conditions of construction and effects of time and environmental change on individual elements and sections of the wall. Therefore, it would be prudent to strengthen the walls and thereby insure their continued structural adequacy. The following restoration procedure will provide these results.

1. Strengthen foundation walls by filling voids in the interiors of the walls with cement grout and epoxy.

2. Solidify upper bearing walls by filling voids in the interiors of the walls with cement grout and epoxy.

3. Reinforce walls with steel rods anchored in grout holes.

4. Clean the entire wall surface and identify damaged stone areas. Repair faulty stone work by removing and replacing with new stones.

5. Repair balustrade and entablature by removing broken elements and replacing with new stone.

6. Repair portico by dismantling to the level of the column capitals, repairing spanning elements using post-tensioning techniques, and rebuilding.

7. Repair lintels using post-tensioning techniques.

8. Treat entire surface with stone preservative, and paint.

FEASIBILITY AND COST STUDY

INTRODUCTION

A. Background of Report

The United States Capitol (Frontispiece and Figure 1) is a unique structure with strong and direct ties to the foundation of our Republic. Throughout its long history it has been the subject of continued interest and concern. It has been changed extensively and enlarged as new conditions and usages required. It has been the subject of numerous inspections, reports and discussions. Most recent of the reports are those of Moran, Proctor, Mueser & Rutledge published in 1957, made in anticipation of "extension, reconstruction, and replacement of the central portion of the United States Capitol", and the Thompson & Lichtner report of 1964 with a critique by Locraft in 1966.

The Moran, Proctor, Mueser & Rutledge report was primarily a soils investigation, but it included a survey of the physical construction of the walls and an opinion on the lack of evidence of settlement. The Thompson & Lichtner report was a detailed examination of the West Central Front, including test cores of the walls, test pits and soil borings, as well as laboratory tests of materials. The Thompson & Lichtner study resulted in the general conclusion that the "exterior walls of the west central portion of the Capitol are distorted and cracked, and require corrective action for safety and durability." The report recommended that the west central exterior wall be retained "as an interior wall of an extended building" which would provide it with lateral support. Shoring of the west portico and the old terrace screen walls followed publication of that report.

As a result of the deliberations of the Congress concerning the extension of the west central portion of the Capitol, an additional study and report was authorized under Public Law 91-145.

B. Objectives of Report

Praeger Kavanagh Waterbury was retained to provide data, estimates, schedules, findings, and evaluations as necessary to enable the Commission for Extension of the Capitol to make a special determination with respect to its directive under Public Law 91-145:

> "***That after submission of such study and report and consideration thereof by the Commission, the Commission shall direct the preparation of final plans for extending such west central front in accord with Plan 2 (which said Commission has approved), unless such restoration study report establishes to the satisfaction of the Commission:
>
> "(1) That through restoration, such west central front can, without undue hazard to safety of the structure and persons, be made safe, sound, durable, and beautiful for the foreseeable future;
>
> "(2) That restoration can be accomplished with no more vacation of west central front space in the building proper (excluding the terrace structure) than would be required by the proposed extension Plan 2;
>
> "(3) That the method or methods of accomplishing restoration can be so described or specified as to form the basis for performance of the restoration work by competitive, lump sum, fixed price construction bid or bids;
>
> "(4) That the cost of restoration would not exceed $15,000,000; and
>
> "(5) That the time schedule for accomplishing the restoration work will not exceed that heretofore projected for accomplishing the Plan 2 extension work: *Provided further,* That after consideration of the restoration study report, if the Commission concludes that all five of the conditions hereinbefore specified are met, the Commission shall then make recommendations to the Congress on the question of whether to extend or restore the west central front of the Capitol."

In order to develop the information necessary to evaluate the feasibility of meeting these conditions a detailed study was made of the recorded history of the construction of the Capitol, structural analyses were prepared and site inspections and tests were made.

THE REPORT

A. Description of Structure

1. Structural System

The Capitol is a vaulted masonry structure with each of the three sections forming the west central front having a different structural arrangement, as indicated in Figures 2 through 6. The North Wing (Senate Side) consists of barrel and groined brick vaults supported on brick and sandstone walls (Figure 7). The Central Wing consists almost entirely of groined vaults supported on brick pilasters, which are presumed to be bonded into rubble-and-sandstone walls (Figure 8). The second and third floors of this wing, which are of brick groined vaulting, were not constructed until 1902 when the Library of Congress moved into its own building. The South Wing (House Side) consists of vaulted construction only at the basement and first floor levels (Figure 9). The upper stories, contiguous to Statuary Hall, are supported on steel beams, except at the corners where there is brick vaulting. A steel trussed arch spans over the "Liberty" statue in Statuary Hall supporting the dome above, and springs from a location about 25 ft. inside the face of the west wall.

A fundamental characteristic of an arch or vault is that it imposes a lateral thrust on the supporting structure. A groined vault is an intersection of barrel vaults which results in a combined or resultant thrust at its four corners (Figure 10). Most of the floor construction along the west front wall involves vaulting, but since the thrust from a barrel vault acts away from the curve of the vault, not all adjacent walls are subjected to a lateral force. Along Wall 6(1) there is no lateral thrust applied to the wall because of the orientation and width of the barrel vaults which are adjacent to it, and which keep interior vault thrusts from reaching it. This is also true of the two floors below the Portico on Wall 4. Wall 2 has no thrust applied to it at the upper stories where floors are supported by steel beams or at the basement and attic where barrel vaults are oriented normal to the wall. The pattern is not the same at each floor level, as can be seen by comparing the plans in Figures 2 to 6, where the directions and relative magnitudes of the maximum horizontal thrust forces are indicated. The critical points occur at the corners.

The foundations are rubble masonry walls with rubble infilling. In some cases they have been given a degree of continuity through the use of inverted arches. To a significant degree, the interior foundation walls adjoining and normal to the exterior walls, participate with the exterior walls in carrying load to the soil below. Walls 1, 2, 6 and 7, and sections of Walls 3 and 5, have been underpinned in the past.

(1) Wall designations are shown on Figures 2 to 6.

2. Physical Condition

A survey record of the major cracks and deterioration in the West Central Front is presented in Figures 12 through 17. Similar surveys by others, made in 1957 and 1960, and on a regular basis since then, are generally confirmed. All indicate the same cracking pattern with minor changes since 1957.

A review of reports published over the years indicates that evidence of deterioration was observed early in the life of the structure. The walls were painted in 1817 to arrest weathering. A report of dropped keystones was made in 1826, and reference to settlement, fractures and displacements was made in both the Mudd Report (1849) and Meig's Report (1856).

Exterior wall cracks occur typically within a vertical swath roughly located between the window jambs, in every bay. The preponderance of the open cracks is vertical, most of the horizontal cracks being hairline fractures connecting vertical ones. Substantial portions of the entablature, balustrade and second floor band course are spalled or eroded.

The areas most severely flawed are the presently shored screen wall sections at the two old terraces. These walls are a nonstructural veneer over the rubble foundation wall that would otherwise be exposed.

Elements of the portico entablature have failed structurally and are presently shored.

Many of the keystones over first floor windows have dropped, a condition which tends to grow over the years because of thermal expansion combined with wedging action.

B. Investigation

To analyze the structural problems an investigation has been made of the loads imposed on the structure by use and construction as well as the many environmental phenomena to which it is exposed.

1. Loads

Under the terms "loads", all external forces and environmental influences on the behavior and safety of the structure are considered. These include static loads, such as the dead load of the structure

itself and the relatively stationary applied load, as well as dynamic loads such as wind, moving occupancy, earthquake and sonic boom. Environmental loads include temperature effects that cause relative movements of structural elements which, if restrained, produce stresses. Environmental loads also include the effects of volume changes due to moisture absorption as well as the consequences of foundation settlements.

(a) **Static (Live plus Dead)** - Critical bays have been analyzed for dead and live loading through the full height of the building. The results indicate that the walls, as originally built, are stable and the masonry is subjected to compressive stresses of the order of 100 pounds per square inch with a maximum of 236 pounds per square inch. These stresses are relatively low for the materials involved. Horizontal and vertical shear stresses are in the 10 pounds per square inch range. Since the strength of the sandstone averages about 6,000 pounds per square inch and the fieldstone about 14,000 pounds per square inch, compression failure of the stone should not occur. The lime mortar has a compressive strength varying from 100 pounds per square inch to 2000 pounds per square inch and is therefore the critical material. Under the maximum stress indicated it is possible that there has been local failure of the mortar with subsequent redistribution of stress to the stronger materials.

A reasonable criterion for the design of masonry construction is that the section be proportioned so the resultant of the loads remains within the kern of the section so that tensile stresses do not occur. As can be seen in Figure 11, analysis indicates that the resultant is within the kern, but in some cases is close to the boundary.

(b) **Wind** - The Uniform Building Code(1) prescribes a design wind pressure of 15 pounds per square foot for the height zone from 0 to 30 feet above ground, 20 pounds per square foot for 30 to 49 feet, and 25 pounds per square foot above 50 feet. The Building Officials Conference of America Basic Building Code(1) prescribes 15 pounds per square foot for the height zone from 0 to 50 feet above ground and 20 pounds per square foot above 50 feet. These are generally accepted building codes, and the Uniform Building Code criterion, which is slightly more severe, was adopted as the basis for analysis.

The wind analysis indicates that stresses in the walls are negligible, generally less than 1 pound per square inch.

(c) **Earthquake** - Earthquakes produce impulse loads which can cause structural damage. Buildings, whose dynamic characteristics produce resonant response to the disturbance are particularly vulnerable.

Washington is in a geographic area which experiences infrequent seismic events of low intensity. The U.S. Coast and Geodetic Survey Seismic Probability Map of the United States places Washington in Zone 1, which is associated with minor damage.

The Earthquake History of the United States, Part I, prepared by the U.S. Coast and Geodetic Survey (1958), shows no major earthquakes in the Washington area, but records minor shocks on: February 4, 1828, March 9, 1828, April 29, 1852, August 31, 1861, January 2, 1885, and April 9, 1918. The only record of shock intensity observed in Washington was measured as 5M.M.(2) in 1918. The Earthquake History summarizes the seismic record as follows: "Although no earthquakes are listed as definitely occurring within the District of Columbia, several shocks of uncertain origin have been felt there."

For the analysis of earthquake effects on buildings in areas where seismographic records are not complete, the lateral force provisions of the Uniform Building Code, (3) which are based on the recommendations of the Structural Engineers Association of California, are widely accepted. These determine separate values of the lateral force for the building itself, and for elements of the building, such as an exterior wall. As applied to the Capitol these values are computed as follows:

a) For the building:

Total lateral force at the base is 1.25%W,

where W is the total dead load.

b) For the west front bearing wall the lateral force is 5.0% W_p,

where W_p is the weight of the wall element.

Criterion (b) controls the magnitude of force to be used on the walls, and an analysis was made of the stresses induced by this lateral force at the exterior and interior faces of a typical bay of the west wall. Earthquake forces are reversible and therefore additive, acting to augment lateral thrusts from the vaults.

The analysis demonstrates that earthquake stresses are relatively small as compared to dead and

(1) 1967 Ed., Sec. 7140

(2) The M.M. = Modified Mercali Scale, is a measure of ground shaking, a value of 5 representing a shock felt by most people, with breakage of dishes, windows and plaster.

(3) Ibid., Sec. 2314.

live load stresses, and are therefore of little consequence to the structural integrity of the west wall.

(d) **Sonic Boom** - Sonic boom is a pressure differential resulting from a shock wave induced, among other things, by aircraft flying at supersonic speeds. It is affected by controllable factors, such as speed, altitude and maneuvers of the aircraft, as well as by non-controllable factors, such as meteorological conditions, topography and ground level air turbulence.

The sonic boom curve is often called an N-wave and its peak pressure intensity, or "overpressure", is the pressure above normal ambient atmospheric pressure. The push-pull characteristics of the N-wave have been related to secondary structural damage to buildings on the flight path, and regulation of flight operations is necessary to limit overpressures from aircraft operating too close to the ground. The intensity of sonic booms at ground level resulting from aircraft at normal operating altitudes is seldom above 1 millibar (2.0 pounds per square foot), and rarely as high as 2.5 millibars (5.0 pounds per square foot). Structural damage caused by sonic booms of these intensities is usually limited to non-structural elements of buildings, and results from the interaction of the impulse-type loading and the resonant frequencies of the affected element. When the duration of loading exceeds the natural period of the structural element, amplifications of the static effect of the overpressure result. When the duration time is less than the natural period, smaller amplification may occur.

A simplified approach to the analysis of a structure under dynamic loading utilizes the concept of an equivalent static load which produces the same stresses and strains as would be caused by the dynamic loads. The ratio of the equivalent static load to the dynamic load is called the dynamic amplification factor and depends on the element's stiffness, natural frequency and damping, as well as the type and duration of applied loading. The dynamic amplification factor can be measured by experimental tests, such as those which are part of the National Sonic Boom Evaluation Project undertaken at Edwards Air Force Base. These tests furnish plots of amplification factor versus natural frequency, for each type of loading as related to types of planes at various Mach numbers and altitudes. Characteristic values lie between 2.0 and 3.0.

The fundamental natural frequency of the Capitol is in the order of 1 to 2 cycles per second, while that of the individual wall elements considered as plates is about 48 cycles per second. Though the building as a whole is little affected by dynamic amplification, an amplification factor of 2.0 is assumed. Wall elements are assumed to have a factor of 3.0. Even with these conservative values, and the rare occurrence of a free-field sonic boom intensity of 2.5 millibars (5.0 pounds per square foot), the corresponding lateral pressures of 10 or 15 pounds per square foot are lower than those associated with wind.

The effects of sonic boom associated with planes flying at supersonic speeds and present altitude restrictions will not adversely affect the west central front walls.

2. Foundations Analysis

Consideration has been given to the possibility that the observed cracking and displacements of the walls constituting the west front of the Capitol might be due to some foundation inadequacy.

For this purpose borings were made to confirm soils information previously obtained along the west front and to recover soil samples for laboratory test. The soil profile, inferred from the new borings and from those made in 1957, and the laboratory test data, are presented in Appendix A, Section 2.

Failure of a foundation generally may occur in two ways. One is a shear failure of the supporting soil, in which the soil under and around the foundation is ruptured and a relatively sudden collapse ensues.

The second mode of foundation failure is by excessive settlement as the soil supporting the foundation is deformed by the imposed loads. As long as deformations are not excessive, the building accommodates itself to the deformation without serious damage, though some cracking may occur. If the deformations are excessive, wide and long cracks result and the building tends to separate into pieces. The definition of "excessive" settlement is a function of the type of building, the rate of deformation, the degree of uniformity of settlement and other factors. Fixed numeric values are not applicable. For example, there are buildings in Mexico City which have settled upwards of five feet and remain in sound condition and continue in use. As a rule, designers endeavor to proportion foundations for a building of heavy masonry construction, not occupied by sensitive equipment,

so as to limit the settlement to about 2 to 4 inches.(1)

(a) Shear Failure of Soil - The ultimate bearing capacity of the several soil strata supporting the foundations for the west front have been calculated. The principal soil strata are:

(1) A layer of SAND and GRAVEL directly underlying the footings, extending about 20 ft. below the lowest footing level and underlain by

(2) a layer of stiff to very stiff red-brown CLAY, averaging about 40 feet in depth and, in turn, underlain by

(3) a layer of compact SAND, approximately 25 feet thick which is underlain by

(4) a hard gray CLAY, averaging about 30 feet in depth. This stratum is underlain by

(5) a compact SAND and silty CLAY of undetermined depth.

The calculated ultimate bearing capacities of these strata are indicated in the following table, together with the calculated pressures imposed by the foundations. The ratio of the two is the safety factor.

Designers normally proportion a foundation to achieve a factor of safety of from 1.5 to 3 against a bearing capacity failure. Table 1 indicates that a minimum factor of safety of about 2 exists under the present circumstances. The corresponding soil pressure is relatively high, but far less than that required to produce a bearing failure. Further, the computed pressure is conservative since the calculated value represents a maximum condition, occurs only locally and is based on the assumption that there is no contributing support from adjacent interior foundation walls.

Loss of strength of the CLAY soil due to long term strains is a secondary phenomenon occasionally encountered. However, calculations indicate that the shear stress intensity in the CLAY soil is too low to produce this effect.

Clearly, the wall has stood for the past 150 years. The computed factors of safety indicate that, barring some grossly changed condition, there is no danger of a bearing failure.

(b) Settlement Failure of Soil - For the soil profile which occurs beneath the foundations of the walls of the west front, settlement would occur in three stages. The first would consist of an almost immediate compression of the SAND and GRAVEL strata, followed by a somewhat longer-term (about 20 years), slow, progressive consolidation of the CLAY strata, conventionally known as primary consolidation. This would be followed by a longer term consolidation of the CLAY strata, known as secondary consolidation.

An empirical estimate of the compression of the SAND and GRAVEL, based upon the resistance to penetration of the sampling device, is in the order of one to two inches. Except for minor additional displacements due to alterations in the building which may have added more load, this displacement took place over one hundred fifty years ago.

The primary consolidation of the CLAY strata has been calculated from the data provided by laboratory tests. These computations indicate a total settlement of about one and one-half inches and this, too, occurred over one hundred years ago.

Secondary consolidation continues today at a very slow rate and is of limited magnitude. Calculations indicate that a total of about one-half inch has occurred in the past, and that a somewhat smaller amount will occur over the next one hundred fifty years.

Table No. 1

BEARING CAPACITY VS. IMPOSED PRESSURES

	Soil Stratum	Ultimate Bearing Capacity (tons per sq. ft.)	Imposed Pressure (tons per sq. ft.)	Factor of Safety
1.	SAND & GRAVEL	9.7	4.8	2.04
2.	Red-Brown CLAY	17.2	2.5	7
3.	SAND	>10	0.3	>10
4.	Gray CLAY	>10	0.2	>10
5.	SAND	>10	0.1	>10

> = Greater Than

(1) See *"Design of Foundations for Buildings"*, by S. M. Johnson and T.C. Kavanagh, pages 135 and 136.

It is estimated that the total settlement of the walls of the west front, to date has been about 3 to 4 inches. These settlements are on the high side of normal but they are not unreasonable or alarming. Future movements due to settlement will be very minor.

(c) Field Observations - Because of the complexities of the construction of the Capitol's foundations and the heterogeneity of the soil profile. the application of the theoretical analysis described above has been checked against field conditions, with the following results:

1) There is no indication that a bearing capacity failure has occurred. This is in consonance with the computations which indicate that there is a substantial margin of safety against such a failure.

2) It appears that the observed cracks in the walls of the West Front are not due to excessive settlement. Evaluation confirms the report by Moran, Proctor, Mueser & Rutledge, dated May 1957, Volume 1, page 81, which indicates that a thorough inspection of the walls of the west front led to the conclusion that cracking did not relate to foundation settlement. The pattern of cracking and the general conditions and deformations are not indicative of a foundation problem. This confirms the computations, which indicate that the existing walls should not have suffered seriously from settlement of the foundation.

3) Prior to this study a level survey was made which indicated that about 1/4-inch of settlement occurred over a period of about 2-1/2 years. This is inconsistent with the calculations, which indicate that whatever settlement of the foundation continues to occur is inconsequentially small. Accordingly, an independent check of the level points utilized by the previous survey was made. This most recent survey indicates that there has been no detectable settlement over the past two years.

3. Causes of Damage

(a) Environmental Changes - The structural integrity of a building may be affected each time there is a change in the original structural arrangement or an environmental condition change. The extent to which past changes have caused a present threat to the safety of the structure must be evaluated. Table 4 is a list of such events which deserve special consideration.

The history of the Capitol is one of continuous change. Before it was occupied, faulty construction in the North Wing foundations had to be repaired by Dr. William Thornton, the designer of the Capitol. Parts of the South Wing foundations were torn down and rebuilt under Latrobe's direction. As soon as the South Wing was completed, the North Wing was practically dismantled and reconstructed to accommodate the Supreme Court and Library of Congress, in addition to the Senate. Roof leaks were reported in the North Wing before it was ten years old. A number of arch failures occurred, with subsequent reconstruction.

The British burned the Capitol in 1814, subjecting its materials to severe extremes of temperature. The construction which followed involved a complete structural change from timber to masonry vaulting for all floors, except the roof.

Around 1830, the Bullfinch Terraces were built and the North and South Wings were underpinned. More underpinning was done when the "new" Senate and House Extensions were built in the 1850's. Parts of the Central Wing walls were underpinned to make room for construction of heating furnaces. Underpinning may have resulted in some loss of vertical support with accompanying strain in materials which produces cracks.

The floor of Statuary Hall was once used as a mixing chamber for a hot air heating system, which caused volumetric expansion and contraction of an unusual nature. Hot air heating was replaced by steam, gas was installed, followed by electricity and, finally, the building was air-conditioned. In 1874 the first elevator was installed. Each change required new cuts into the structure and consequent readjustment of structural elements: see Plate 3.

In 1851 there was a fire in the Library of Congress, which had been moved from the North Wing to the Central Wing, and in 1898 another fire occurred, following a gas explosion in the North Wing.

When the Library of Congress moved into its own building, two new floors were installed in the Central Wing. About the same time, the timber Lantern Domes over both wings were removed and replaced by steel construction.

The sequence of construction is a significant determinant of differential settlement. The North and South Wings were built about 30 years before the Central Section was completed and the present cast iron dome replaced a wooden dome in 1863, thirty-three years later. As a result, the supporting soil strata under the three parts of the building were subjected to different loading intensities, hence different soil consolidation and settlement patterns. Evidence of articulation at the intersections of the three wings is probably in part due to differential settlement.

The building has adjusted itself to these changes or has been repaired to accommodate them as they occurred. This study indicates there is no observable threat to the structure due to past changes.

(b) Quality of Construction and Materials - In 1795, Dr. Thornton reported poor masonry work on the North Wing. A remedy was applied, but the suspicion has persisted that the Capitol foundations are of inferior quality. The notion was reinforced in 1804 when work on the South Wing had to be reconstructed. Assertions that these walls are merely two minor walls with the area between filled with loose rubble and mortar were contradicted by Dr. Thornton who referred to good bond stones intermingled throughout.(1)

Arch failures during construction were fairly common in those days and Thornton took occasion to remark on Latrobe's poor luck in this field.(2) Several failures were reported in the history of the Capitol's construction, and in each case repairs were made. One may wonder if, based on this history, other arches might be on the verge of failure. This study indicates that such fears are unfounded.

The Capitol in its present form is over 100 years old and most of the vaulting is over 150 years old. During that period the building has been subjected to high winds, shocks of seismic origin, an explosion, and numerous structural incursions to accommodate new facilities.

Wherever it can be seen, the brick vaulting is solid and firm with good mortar bond. There are many examples where vaulting has been cut and remains firm. Bricks exposed at the edge of openings in vaulting made for air-conditioning ducts, are supported solely by mortar bond and are not easily removed (Plate 3). Observed arches and vaulting have adjusted to change or were properly repaired to form a safe and strong structural element.

Interior damage to exterior walls is shown on Figures 16-17 but the evidence of damage is inconclusive because of the high standard of maintenance. Nevertheless, there are signs of water intrusion. Except for rooms H227 and S231, all interior wall cracks are minor, probably limited to the plaster.

In Room H227 a series of vertical cracks appear at a point corresponding to the junction between the South Wing and the Central Wing. Since the Central Wing was abutted to the South Wing, some 20 years after the latter was built, these cracks may be the result of an imperfectly bonded joint. Some plans of the building in this area suggest that there are flues in the walls and these could be responsible for the damage.

In Room S231 the concentration of expansion and contraction activity which is typical at the corners of a building is evidenced by vertical cracks on the interior surface.

Cores of the upper walls show voided areas which may have resulted from the reported construction technique of infilling the walls with loose batches of stone and mortar. Condensation may keep lime mortar soft and some may leach out, causing voids or enlarging existing ones (see Figure 22). Grouting done under the Exploratory Work conducted as part of this report indicates that the foundation wall cores have an overall void ratio of about 5% and as high as 20% locally. The void ratio of the upper wall varies from 5% to 10%.

It is suspected that a serious error in construction occurred because masons at the time did not cut and lay exterior sandstone with careful observance to the orientation of the bedding planes of the stone. Sandstone, though porous, will weather well if permitted to drain properly. If the stone is laid without regard to grain, there will be stones in which water will be trapped long enough to freeze and cause surface deterioration. The pattern of deterioration observed is consistent with this possibility since many stones are in good condition. Full confirmation of this theory cannot be obtained unless the entire surfaces of the walls are cleaned of paint and the sandstone is examined.

Painting the surface of stone is a reasonable method of preventing the intrusion of water, but there is a danger that it can become a cause of deterioration by permitting intrusion of water at some points and causing entrapment at others. Painting records are not available, but this aspect of building maintenance apparently was neglected between the years 1830 and 1850, according to Mudd,(3) who states his understanding that the Capitol had not been painted for 17 years.

Painting can have other deleterious effects. Components of the paint may penetrate the pores of the stone and react chemically with it. It will generally stain the stone, and attempts to remove the paint can cause further unsightliness as well as inadvertent removal of stone particles.

While painting has discolored the stone it appears to have provided protection more often than it has caused damage. Sandstone which has been painted has weathered better than much of the nearby marble which is not as old.

(1) Glenn Brown, *"History of the Capitol"*, page 37.
(2) Ibid., pages 42-43
(3) Mudd Report, (1849), *"Documentary History of the Capitol"*.

(c) Temperature - Most of the cracking and deterioration of the west wall can be explained by the effects of weathering and temperature. Structures adjust to temperature change through volumetric expansion and contraction. This process can be complex, taking account of building configurations, inside-outside temperature differential, the ability of the materials to transmit the imposed forces and the effects of water intrusion followed by expansion when it freezes.

The ways in which a masonry wall can be cracked by temperature changes are depicted in Figure 18, which demonstrates the fundamental action of expansion and contraction. With a rise in temperature, the wall lengthens. When the temperature drops, it tends to shorten. Because masonry is weak in tension it does not recover its original length if there is any restraint to this shortening. Instead, it fails at the section where the least amount of material is available - at door and window openings.

The manner in which this is compounded by structural configuration is demonstrated in Figure 18(b). When two parallel walls are linked by a third wall, the movements just described tend to distort the linking wall and cracks form at the locations shown.

These effects are compounded because of the restraint provided by floors and walls, shown in Figures 18(c) and (d). If the inside temperature is different from the outside, a warping effect results and the structure assumes the shapes indicated in the sketch. Since expansion and contraction occur vertically, as well as horizontally, the actual pattern is complex, but cracks tend to form as shown.

Generally, this effect would not be large enough to cause cracks, but it is continually reversible and becomes a determining factor when additive to one or more of the previously described forces. Once the stone has cracked, the wall does not return to its original position and a natural process of growth sets in. If the crack is filled with dirt, or patching mortar, or if a dropped keystone closes the gap, the wall becomes still longer upon expansion and the crack opens again when contraction occurs.

In the case of the Capitol walls, the described action is compounded by the great thickness of the wall and its 3-layer construction. The inner part of the wall is thermally stable while the exterior is exposed to the temperature extremes. The existence of a void behind the sandstone suggests that the sandstone may have some behavior independent of its backup wall. To the degree that its internal geometry will permit, the exterior wall responds to temperature, and forms its own expansion joints by cracking in the manner shown in Figures 12-15.

(d) Settlement - Differential settlement of the foundations of a structure produces a characteristic cracking pattern in the supported masonry walls. These usually take one of the forms illustrated in Figure 19:

(1) If settlement acts to tilt or rotate one portion of the wall with respect to another, cracks will develop, as indicated in Figure 19(a), and the size of opening increases as it travels up the wall in vertical cracks or joints.

(2) More commonly, one portion of the wall drops with respect to an adjacent part and the openings occur in horizontal joints (Figure 19(b)).

Close inspection discloses relatively few crack patterns that could be related to foundation behavior. By themselves cracks are not evidence of settlement, and in the case at hand are explainable by weathering and temperature phenomena.

4. Exploratory Program(1)

As part of this study, plans and specifications were prepared for "Exploratory Work In and Adjacent to the West Central Portion of the United States Capitol", and a contract to carry out the work was awarded to Layne-New York Co., Inc. The purpose of the work was to determine the practicality and limitations of some of the restoration methods under consideration and their costs, as well as confirmation of data developed in earlier studies and reports. Determinations were sought for the following specific items:

(a) Drilling and Grouting - The primary purpose of the exploratory program was to determine the practicality and effectiveness of grouting the walls, using different techniques and materials. Underlying this work was the unknown degree to which the walls actually are voided, so an effort was made to determine the void ratio as well as the degree to which voids can be filled.

In 1964 some 63 cores were drilled in the west front wall. These were well distributed, were described and photographed in the Thompson & Lichtner report, and the cores are presently stored in the basement of the Rayburn Building. For the exploratory program, Layne-New York Co., Inc. drilled an additional 45 cores in much greater concentration in two test areas of wall. Because dry drilling tends to pulverize the core and wet drilling tends to wash out lime mortar and sand, good clean cores are seldom obtained and judgment is required to establish a void ratio. Additional information

(1) See Appendix A for field reports, and data developed from this work.

provided by the drilling process is obtained when there is a sudden change in the drilling pressure or the drill "falls through" a void.

When the wall was grouted, a careful record of the volume injected was kept as another indication of the existence and extent of voids. This record does not detect voids that are not filled, nor is there any way to determine exactly how far the grout traveled in the channels it found. Therefore, the indication is limited. It proves that voids exist, but it cannot prove that they do not exist or the degree to which they are filled.

At Wall A(1) there were 4 inclined grout holes and 14 test holes which were drilled after the grout was injected. In the test holes, a determination of the extent of voids, as compared to the extent of grout in the cores, was made to evaluate both the void ratio and the effectiveness of grouting. Logs of all drilling and grouting were kept, and a profile was recorded for the test cores.(2)

Of the 14 test cores taken in Wall A, 12 contained evidence of grout filled voids. The other 2 contained none, but also showed few voids. If a core contains a void not filled by grout, some conclusion can be drawn about the effectiveness of grouting. However, if there are no voids which might have been filled, no conclusion can be drawn except as to the degree to which it tends to indicate a solid wall.

In Wall B, one vertical grout hole and 8 horizontal grout holes were drilled. The holes were grouted and 18 test cores were taken.

Wall B turned out to be not typical (3) of the rest of the west wall since it did not have the extent of loose rubble infilling discovered in other areas in the 1964 investigation. The masonry units were large and the proportion of joints was, therefore, small. Out of the 18 test cores, 9 contained evidence of grout.

Wall A was grouted with Monomer, Epoxy, Neat Cement and Sand Cement in four different grout holes spaced about 7 feet apart. Altogether over 420 gallons, or 56 cubic feet of material was placed in the wall. This indicated that a considerable volume of voids existed and was filled: and it implied a void ratio of about 10%, if a normal distribution of voids existed around the grout holes. A normal distribution apparently does not exist, however, since over 50% of the total grout was placed in one of 4 holes and it traveled as far as 6 ft. in one direction and 12 ft. in another. Test holes also pierced many areas in which no grout was found and few voids were observed. The inference is that there are large voids, several inches in diameter, located in clusters, rather than a general distribution of fine voids. There are channels or seams through which grout can travel a great distance but these do not necessarily interconnect the larger voids.

The void ratio in the foundation wall, based on examination of the cores, is estimated to be 5% generally and 20% locally.

In Wall B, only cement grouts were used, and about 315 gallons of grout material were placed in the pier. Apparently, the only void in this wall was detected by the driller when the drill "fell through" consistently at about a depth of 2 to 3 feet from the face of the wall. The indicated volume would be equivalent to about a 5% void ratio. A 2-1/2 inch continuous seam would also produce a 5% void ratio. What appeared to be this seam was observed as a 1/4 inch crack when the wood paneling was removed to expose the wall near the window jambs.

In Wall B, 1 inch diameter horizontal grout holes, using about 20 pounds per square inch pressure, were as effective as was the larger vertical hole. With both grouting procedures, the conclusion was reached that the wall at this location is very solid. From examination of the 1964 cores, it is estimated that the void ratio for the upper walls is generally less than 10% and most of it is in the vertical plane, immediately behind the sandstone face. These can be best filled by grouting through horizontal or slightly tilted grout holes drilled through the face.

Of the four grouts tested, three proved superior: neat cement, sand cement and epoxy.

Monomer, an acrylic plastic, is a promising material with good laboratory test results, but the test program indicated a lack of field experience with the material, which restricts its applicability in a major structure. While the material soaks into the grouted wall quite effectively, its rate of cure was indeterminate. It also gave off an objectionable penetrating odor that cannot be tolerated in a building which is to be occupied during construction. It also is flammable and has a low flash point in the liquid state.

Sand cement grout was used with two different gradations of sand, and was pumped both with and without pressure through 1 inch diameter holes and 3 inch diameter holes. With 3 inch diameter holes and well graded sand, it proved adequate. Since its prime virtue over neat cement grout is economy, it is not suggested for use in the foundation walls, where it would be less likely to seek out and flow through small channels which interconnect the voids. In the upper walls, it is

(1) A rubble foundation wall. See Appendix A, Section 6 for contract plans which show exact locations of grout holes and test cores.

(2) Ibid., Section 1.

(3) Including the fact that one of the face stones was granite rather than sandstone.

recommended for use in conjunction with epoxy. To avoid damage to pumps and obtain good flow characteristics, the sand gradation must be rigidly adhered to.(1) The best mix for neat cement grout was 1.5:1(2) and for sand cement grout 1.5:1:2(3).

Grouts of the suggested mix ratios did not generally bleed through the wall joints. When they did, a self-sealing characteristic was evident. Bleeding quickly stopped and is easily retained by slight obstructions to flow.

Epoxy is very strong in tension, compression and bond. It is also effective in permeating a finely voided material, but relatively expensive. It should be used as an adjunct to sand cement for grouting the upper walls, where good bond is a desirable characteristic. After the wall has been grouted with sand cement to fill the large void behind the sandstone, a second stage grouting of the same areas with epoxy would result in a strong wall.

Solidification of the wall will affect its thermal properties. Air spaces at voids in the rubble core offer practically no resistance to the transmission of water vapor but are effective insulation against transmission of heat. When the voids are filled with grout the transmission rate of water vapor is decreased and that of heat is increased. The result is a 10% net increase in heat loss or gain for a solidified wall.

Condensation in the wall will not occur during the summer. During the winter there are conditions under which condensation occurs for both the existing wall and a solidified wall. Grouting will not produce much change in this effect (see Figure 22).

(b) **Soils and Settlement** - Three soil borings were made and one-dimensional consolidation tests were performed on three undisturbed samples. In addition, three unconfined compression tests, and three sets of liquid and plastic limit determinations were made by Woodward-Moorhouse & Associates, Inc. Laboratory results are given in Appendix A, Section 2, and a general discussion is included in Part B2 of this report.

(c) **Paint and Paint Removal** - Efforts to remove old paint, which has a thickness of 90 to 115 mils, from the surface of the west central front wall were not encouraging. The methylene chloride base remover specified, was at least as effective as other removers which were tried, but none succeeded in producing a completely clean stone surface. Application of a hydro-silica jet, using 600 to 700 pounds per square inch pressure, did remove the remaining paint but it also removed a portion of the stone surface. The jet treatment was too harsh for use on carved stone. On flat areas, it would be effective but would require a follow-up rubbing and sanding to restore the surface to a reasonable plane. The removal of soft decomposed stone forms a sound base for bonding of applied protective coats, so plain water jetting should not be rejected as a removal technique unless extreme erosion occurs.

(1) See Specification, Appendix A, Section 6.
(2) Water: Cement, by volume.
(3) Water: Cement: Sand, by volume.

Several manufacturers and paint consultants were contacted and the consulting service of Mr. Arnold J. Eickhoff was retained. There was general agreement that chemical removal would have limited success. Other techniques suggested include flame, hydro-silica jet followed by sand blast using walnut shells, and mechanical removal using pneumatic tools.

Paint removal resulting in a perfectly clean exposed sandstone does not appear to be practical. Removal to permit inspection of sandstone and effective use of stone preservative can be obtained using conventional hand labor and chemical remover.

Present painting practice requires the use of paint meeting Federal Specification TT-P-102a. This is a paint particularly adapted to exterior use on wood. Use of a stone preservative or conditioner as a base coat for a latex binder paint should be considered. Laboratory tests of paint samples indicate that latex binder paints were used in recent paint applications on the west front wall (see Appendix A, Section 5).

(d) **Stone Preservative** - The existing stone is soft and porous. Its life could be effectively extended if it could be hardened and/or water-proofed. Two commercially available products were applied to test portions of the wall and smaller specimens which were sent to the National Bureau of Standards for testing. Their report is included as Section 3 of Appendix A. Complete protection of the stone surfaces should combine caulking of cracks and joints with plastic material, followed by application of stone preservative and two coats of paint.

(e) **Source of Sandstone** - As an adjunct to the exploratory work, two field trips were made to the Aquia Creek area in Stafford County, Virginia, from which the original sandstone reportedly had been obtained. One of these trips is documented by Mr. Thomas W. Fluhr, Engineering Geologist, in Appendix C. Old quarries were discovered, but the findings were no more successful than similar efforts undertaken by Latrobe between 1805 and 1819. If good stone is there, it is well beneath the surface and expensive exploratory work would be required to discover it, with no guarantee of results. An even more expensive quarrying operation would then be required to uncover it. That would also be a gamble because it has been stated that blasting has been used

in the area for the extraction of gravel. Such blasting may have shattered what otherwise might be acceptable sandstone.

What stone was visible on the surface during these inspections at the quarries had considerable quartz pebbles or was badly decomposed. An area visited on the second trip to the Aquia Creek area was possibly quarried in the 1930's, judging by the vegetation over the cut; see Plate 4. Here the volume cut was relatively small and the quality apparently ran out.

C. Conclusions

The many cracks and surface flaws do not significantly impair the ability of the west central front wall to continue to support the loads imposed on it. There are voids in the walls which do affect its strength.

Materials are of a quality and strength in excess of that required for safety, with the exception of the lime mortar cementing agent which ranges from fair to poor. The poor material is generally in the central core of the wall, which can be assumed 50% efficient without causing overstress in the remaining portions of the wall.

Because there have been so many environmental changes during the course of the Capitol's history, there is no way of being certain that the building has all the characteristics of the original structure or those assumed in the computed structural analysis. Therefore a structural restoration program is required. Also, maintenance policy should require that all future installations of mechanical equipment, devices, chases, etc., be preceded by a structural analysis of affected elements.

If the wall voids were filled, exterior cracking would be inhibited by transfer of stress to interior portions of the wall. Generally, however, cracking will continue to occur as the wall adjusts to temperature change. A series of control joints must be provided to insure that these cracks occur at preselected points. Control joints must be caulked with plastic materials, which will stop the intrusion of water. With these measures future cracking should occur at a much reduced rate.

The following are specific conclusions and restoration procedures which apply to the different parts of the building, considered from the standpoints first of structural restoration, and then of architectural restoration and preservation.

1. Structural

(a) Soils(1) - Laboratory tests of soils beneath the Capitol indicate that the imposed loads are carried safely with a very small amount of anticipated future settlement.

In the past, settlement has occurred and since the three wings of the Old Capitol were built at different periods of time, there undoubtedly was differential settlement. The cracked vertical joints at the intersections of the three wings may be the results of this effect. Present settlement is negligible.

Neither underpinning of foundation walls nor chemical injection of soils is necessary.

(b) Foundation Walls - Foundation wall masonry is laid in lime mortar bedding of varying strength in a low range. The interiors of the walls were reportedly not laid in regular courses but filled with mortar dropped on the stones. Drilling conducted in the field test program indicates that this condition might exist locally rather than generally.

It is desirable to solidify the interior of the foundation walls to remove discontinuities and provide a relatively monolithic condition. The walls should be pointed. Then grouting can be accomplished with cement grout followed by epoxy. Use of epoxy grout would provide cohesive strength to existing mortar.

Experience in the exploratory program indicates that for foundation walls a first stage cement grout should be injected under pressure. Holes should be 2 to 3 inches in diameter, slightly off vertical, and spaced at about 3 feet on centers. Second stage grouting with epoxy should be in 2 to 3 inch round holes located between the first stage holes. To obtain a positive tie, steel rods would be inserted in the holes immediately upon completion of each grouting operation.

(c) Screen Walls - The screen walls at the lower old terraces are out of line and at some points could buckle despite present shoring. Although this veneer is non-structural it does provide protection against the weather for the rubble foundation wall behind it. Because this protection is important, and because the wall is unsightly, the screen wall should be rebuilt.

Earlier investigations showed that the veneer is generally six inches thick, with a three to four inch air space behind it. Rusted remains of ties were found, indicating that some attempt to bond the veneer to the wall behind it had been made.

To restore the screen wall it should be removed and the stones cleaned and trimmed. Broken stones should be repaired or replaced. Before replacing the screen wall, the rubble wall should be grouted (see Figure 20). Using the original stones, the wall should then be replaced plumb and true with bonding ties located at each course and

(1) See Appendix A for computations and soils data.

doweled into the rubble wall and the space between veneer and rubble wall should be filled with cement mortar as each course is laid. The wall should be treated with preservative and painted, in consonance with the main walls.

(d) **Terrace Walls** - The old terrace walls, located about 20 feet forward of the screen walls, are gravity retaining walls founded on stone bases about two feet below the adjacent ground. Cracks in the terrace floor slab indicate that these walls have moved an inch or two forward of their original position.

To restore the walls, they should be dismantled and rebuilt on a concrete footing founded below the frost line. The stones should be repaired, cleaned and treated with preservative.

(e) **Upper Wall Repairs**(1) - Cracks in the walls are generally due to thermal effects. This has been aggravated by the freezing of intruded water and other environmental effects.

Unless expansion joints are provided, cracking will continue. Studies made to develop an expansion joint detail did not succeed in eliminating the possibility that difficulties would be increased rather than relieved. However, cracks can be minimized and progressive growth can be inhibited by solidifying the walls with grout and providing caulked control joints between window heads and sills as indicated on Figure 21, at the locations shown on Figure 3.

To strengthen the wall it should be grouted. This should be done in two stages; an injection of sand cement grout under pressure through 2 inch diameter horizontal holes to fill the largest voids, followed by an injection of epoxy grout through 2 inch diameter inclined holes. Holes would be spaced at about 3 feet, on a grid, but would be located after paint removal to arrange, to the extent possible, that they occur in stones scheduled for repair.

To tie the wall together and to add strength, 1/2-inch diameter steel reinforcing rods should be inserted in grout holes immediately upon completion of the grouting operation in each hole. When interior walls abut the west wall at pilaster lines, ties should be extended into them (Figure 20).

The building corners are the location of the most severe stone damage. Corners can be stabilized by cross ties, as shown on Figure 20. An alternate method for accomplishing this would require the vacation of corner office space during construction. Under this alternate, existing flooring and sand fill would be removed and a structural slab, tied into the walls, would be poured. This would stiffen the corners to make them strong buttressing elements.

Surface deterioration is due to weathering and freeze-thaw of entrapped moisture. Though unsightly it is of minor structural importance. Some stones are so far eroded that they should be replaced but others, less seriously deteriorated, may be tolerated as an expected sign of age. Future damage by intrusion of moisture or paint can be controlled by the application of a stone preservative and joint sealant, a procedure which should be applied at regular intervals.

Faulty face stone can be removed by saw cutting, line drilling and chipping, then replaced with new stone. Carved stone, unless basically faulty, can be repaired in place. Entablature elements can be removed by cutting and chipping, as shown on Figure 20. To avoid removal of elements above it, and subsequent danger to vaulting below, entablature pieces should only be removed back to the approximate facestone line and replacement pieces installed using reinforcing anchors with epoxy cement.

(f) **Portico Repairs** - Spanning members in the Portico have failed and must be repaired. The entire balustrade and entablature over the Portico should be removed down to the column capitals.(2) Broken lintels may be pieced together and made strong by using post-tensioning techniques. All members should be cleaned, treated with preservative and replaced with a new reinforced concrete backup wall (Figure 21).

Columns and their bases can be replaced by sister elements from the East Face stored stone. East Face members are monolithic and are in better condition than the West Portico columns which are made up of varying length drums. East Face column bases are also in better condition and should replace those in the West Portico.

(g) **Window Lintel Repairs** - Broken lintels should be removed, repaired using post-tensioning methods, cleaned, treated with preservative and replaced (see Figure 21). Where eroded edges make this impractical, new stone must be used.

(h) **Window Keystone Repairs** - Many window keystones have dropped. Old mortar repair material at the top of the stone should be removed by saw cutting and chipping. Adjacent stones should be removed to the extent necessary to gain access to the sides of the keystone (Figure 21). Then the keystone should be jacked into its original position and

(1) Damaged areas are shown on Figs. 12-15, and repair details are shown on Figs. 20-21.

(2) In this case, removal of upper elements will not endanger vaulting below.

supported there on steel stubs inserted in the sides. Access holes would then be closed with new stones.

2. Architectural

"Restoration, used architecturally, means putting back as nearly as possible into the form it (a building) held at a particular date or period in time."(1)

The initial construction of the North Wing was completed in 1800, the South Wing in 1808 and both had an exposed sandstone finish until the structure was damaged by fire in 1814. During repairs subsequent to the fire all exposed stonework was painted. The Central (Portico) Wing was not completed until 1829 and it is assumed that the stonework was painted as part of the construction process to match the adjacent wings. The entire west central front has remained painted ever since and has been repainted many times. There may be some question whether true restoration in this case should result in an exposed sandstone surface or a painted surface. Both approaches are treated in the following discussion and are included in the cost estimate as Schemes 1 and 2, for painted sandstone, and exposed sandstone, respectively.

As a practical matter, Scheme 1 seems most attractive. Those portions of stone which were uncovered during the exploratory work proved to be badly stained and a good portion of it was of relatively poor quality. There is the possibility that a greater portion of stone will need replacement than survey of the painted surfaces would indicate, in which case the supply of East Face stone could be insufficient. Scheme 1 is preferable for these reasons and because, in this case, a painted finish seems to most faithfully fulfill accepted standards for restoration.

(a) Scheme 1 - Painted Sandstone - If a painted stone surface finish were elected, the color quality of stone used for repairs would not be important. Repair methods would follow procedures outlined below for exposed stone finish, but replacement stone would not have to be Aquia Creek sandstone.(2) Equivalent surface texture could be achieved by prefabricating stones to the required dimensions. Carved stonework elements could be replaced in part by doweling in new parts when deterioration was limited, or a whole block would be used in more severe cases. Details of Figure 20 would apply.

(1) Orin M. Bullock, Jr., A.I.A., *"The Restoration Manual"*, (1966)

(2) The use of East Face stone is not prevented by the fact that a painted finish is used. Its limited supply is simply removed as a factor.

(3) Painting restores the surface to a condition it enjoyed for 150 years as did the White House, recently restored in similar fashion.

(4) This material can be cut from East Front stone presently stored at two sites: The Capitol Power Plant Yard and Rock Creek Park.

Upon completion of repairs the joints would be sealed and the whole wall surface would be treated with preservative and painted. (3)

(b) Scheme 2 - Exposed Sandstone - Paint would be removed from the existing surfaces by chemical and/or mechanical means.

A detailed inspection would then determine what stones are visually and structurally unacceptable. These would be removed by sawing, line drilling, and chipping to a depth of about 6 inches. A "new" stone(4) would then be cut to precise dimensions and inserted in the space on an epoxy mortar base and anchored with ties into the backup wall against epoxy mortar backing. The process would be repeated stone by stone, avoiding the removal of adjacent stones at the same time, or a quantity that would imperil the structural integrity of the wall.

When all faulty stone was replaced, joints would be struck flush and treated with plastic sealant. The entire surface would then be treated with preservative, a treatment which would have to be repeated at about ten-year intervals as standard maintenance.

The stored stone from the East Face (Plate 2) is generally 12" to 24" in depth. Its back portions could, therefore, be cut for face stone inserts, leaving the carved forward portion with ample depth to be used as replacement for deteriorated West Face carved work. That supply would, therefore, provide 3 to 4 times the square footage of wall that its cubage would imply.

Deteriorated balusters would be replaced in whole. Broken cornice elements would be replaced as shown in Figure 20, and the entire top surface of the entablature would be capped with flashing in fashion similar to that used on the Senate and House Buildings.

It is not suggested that stone elements, such as cornice members or column caps, should be replaced simply because a leading edge or some of the decorative carving has eroded. The Capitol is 150 years old and should give an impression of venerable age, not a crisp newness that denies its historical background.

Effective grouting will require relatively close spacing of drill holes vertically and horizontally in the upper walls. This would increase the need for the replacement stone required to obtain an unflawed surface, possibly in excess of that available in the East Face storage piles. For Scheme 2 this would mean either some proportion of artificial replacement stone, or toleration of a pock-marked appearance on a fairly regular grid. Under Scheme 1 this would be of no concern, since patch marks would be painted over.

3. Other Restoration Methods

Other approaches to restoring the West Wall were considered and abandoned upon evaluation. In particular, the following deserve mention:

(a) Marble Facestone - Thomas U. Walter, Architect of the United States Capitol Extension and designer of the Capitol Dome, described this proposal in 1850: "I may venture further to suggest that it would by no means be impracticable to remove all the facing of the present building and substitute marble, without interfering at all with the stability of the structure. If, therefore, the work is commenced by facing the new part with marble, the day will no doubt come when we shall have a marble Capitol, upon which time can work but little change."(1) Procedures would follow a pattern similar to that for Scheme 2, except that replacement would be marble and replacement would be entire. This would be accomplished by using a checkerboard pattern of removal and replacement stone by stone. Upon completion, the building would look exactly like the existing building, except that it would have a marble surface and would look new. Details would be similar to those in Figure 20.

The concept is considered to be reconstruction rather than restoration and, it is estimated that it would cost $31,053,000.

(b) Marble Veneer - To reduce the cost of the preceding scheme an externally placed marble veneer was evaluated. This concept would involve application directly to the existing surface of the wall following removal of projecting elements. Dimensional problems are produced which violate the principles of restoration, and the additional weight of 5,000 lbs. per foot of wall creates foundation problems. This procedure is judged a poor bargain at a high cost.

(c) Buttress Wall - In this concept a new wall would be constructed in front of and bonded to the existing wall to reinforce it. It would rest on its own foundation and be constructed of reinforced concrete faced with sandstone or marble to replicate the wall behind it.

The technique was set aside because it imposes dimensional changes to the architectural elevations which would not be simple to conceal, because it is neither "restoration" of the structure nor preservation of an historical monument, and because, structurally, an adequate, less expensive solution is available.

(1) *Documentary History of the Capitol.*

(2) For wall designations see Figures 2 to 6.

(3) See page 1 of this report - Commission condition No. 2.

(d) Replacement Wall - The existing wall could be dismantled and replaced by a new wall incorporating reinforced concrete construction faced with sandstone or marble to the exact dimensions of the existing building. Again, this would mean the obliteration of the historical monument and replacement by a replica. It would also necessitate abandonment of offices along the wall for an extended period of time.

The most telling objection to this concept, however, is the complicated construction methods and tight control that would be necessary to accomplish the actual construction. A complex shoring system put in place as dismantling proceeded would require an intricate sequence of operations to prevent collapse of the work immediately involved and damage to interior spaces. Complicated construction means expensive construction. This and the hazard justify setting aside the technique.

D. Implementation

1. Structural Repairs

If structural repairs are made, they should be carried out as a continuous operation proceeding from Wall 1 to Wall 7, (2) as indicated on the Projected Work Schedule Table 2. Walls 1 and 2 would be completed before proceeding to Wall 3, etc., so that the architectural restoration work could follow as soon as structural repair was accomplished, and a regular sequence of progress maintained. Walls 1 and 2 are chosen for initial work because fewer offices are in the South Wing adjacent to the west front wall. This would permit practical methods and procedures to be developed by the contractors and would achieve a smooth running operation before the work proceeded to the busy areas.

It is not anticipated that any rooms would have to be vacated, unless it was decided to adopt the poured slab technique for corner offices as previously described. This technique is unacceptable because its use disqualifies restoration. (3) Economy and certain structurally desirable characteristics accrue to the poured slab method of tying in the corners, but a structurally adequate alternative is available.

Working access to the walls would be via temporary ramps and bridges from a work and storage area in the southwest Capitol lawn (see Figure 1). The public would thus have unobstructed access to the Capitol and its terraces at all times.

2. Architectural Restoration

Concurrent with structural repair operations a careful inspection must be conducted to establish the extent of necessary restoration and the proper sequence of operations. All dimensions necessary for shop drawings and models would be made and when

structural repairs were finished the stonework operation would begin.

The experience gained by the test removal of paint, performed as part of this study, indicates that it will not be possible to completely remove the paint and paint stain without some damage to the stone. If, however, a degree of removal which results in an acceptable surface can be accomplished, restoration Scheme 2 could be adopted. Contractual agreements for the work could be written to permit a change to Scheme 2 if in the judgment of the responsible authorities the results of cleaning provide an acceptable finish.

3. Work Scheduling

It is estimated that, with proper timing and phasing, the work can be accomplished in about three years with no single wall section being scaffolded for more than one year. The Projected Work Schedule, Table 2, indicates the general sequence and timing for the various operations.

The schedule shown is only one of many possible variations. Separate work operations can proceed concurrently and more than one wall can be operated upon at one time. This would be a matter of manpower and coordination; the final contract should include a network schedule. The schedule shown is presented as a reasonable approach.

A lead time of at least 6 months would be required for the preparation of plans and specifications, advertisements, and awarding of contract.

E. Cost Estimate

Table 3 is a tabulation of estimated quantities and costs for Schemes 1 and 2, summarized as follows:

Scheme 1 – Painted Sandstone $13,700,000
Scheme 2 – Exposed Sandstone $14,500,000

Included are amounts for replacement of all windows, repair of existing roof slabs and old terrace walls, bird proofing, delays, funds for emergency repairs, and a contingency of 15%. Unit costs include an escalation factor. A liberal amount is included to cover full-sized trial method experiments which will be necessary to establish the best procedures during the early stages of the work, as well as retention of stone artists and experts to measure and make models for special carving and repair work.

The third Commission condition stipulates that "restoration can be so described or specified as to form the basis for performance of the restoration work by competitive, lump sum, fixed price construction bid or bids". A cost plus contract with an "upset price" seems more realistic and could be obtained on a competitive basis.

ACTION TAKEN BY COMMISSION ON ENGINEERS-ARCHITECTS REPORT

March 8, 1972.—The Commission for Extension of the U.S. Capitol met and considered the Praeger-Kavanagh-Waterbury report and, after establishing to its satisfaction that the conditions specified in Public Law 91–145, relating to restoration, could not be met, directed the Architect of the Capitol to proceed with the preparation of final plans for extending the west central front in accord with plan 2 heretofore approved by the Commission.

LEGISLATIVE APPROPRIATION BILL, 1973 IN THE HOUSE OF REPRESENTATIVES

March 23, 1972.—The bill passed the House on that day. There were no funds requested or granted in the bill for the west front project.

Chairman Casey in his opening remarks explaining the bill, stated as follows:

WEST CENTRAL FRONT OF CAPITOL

There are no funds in the bill for the west front project. The Members of the House are aware of the action of the Commission for Extension of the United States Capitol on March 8, 1972, in directing the Architect of the Capitol to proceed with the preparation of final plans for extending the west central front.

In reviewing the history preceding this action, I would refer back to Public Law 91–145, approved December 12, 1969. This law, the Legislative Branch Appropriation Act, 1970, appropriated $2,275,000 for the extension of the Capitol including $250,000 for the employment of independent nongovernmental engineering and other services on the feasibility and cost of restoring the west central front. The law provided, and I quote:

"*Provided further*, That after submission of such study and report and consideration thereof by the Commission, the Commission shall direct the preparation of final plans for extending such west central front in accord with Plan 2 (which said Commission has approved), unless such restoration study report establishes to the satisfaction of the Commission:

"(1) That through restoration, such west central front can, without undue hazard to safety of the structure and persons, be made safe, sound, durable, and beautiful for the foreseeable future;

"(2) That restoration can be accomplished with no more vacation of west central front space in the building proper (excluding the terrace structure) than would be required by the proposed extension Plan 2;

"(3) That the method or methods of accomplishing restoration can be so described or specified as to form the basis for performance of the restoration work by competitive, lump sum, fixed price construction bid or bids;

"(4) That the cost of restoration would not exceed $15,000,000; and

"(5) That the time schedule for accomplishing the restoration work will not exceed that heretofore projected for accomplishing the Plan 2 extension work: *Provided further*, That after consideration of the restoration study report, if the Commission concludes that all five of the conditions hereinbefore specified are met, the Commission shall then make recommendations to the Congress on the question of whether to extend or restore the west central front of the Capitol."

On July 1, 1970, Speaker McCormack, Chairman of the Commission for Extension of the U.S. Capitol, announced the employment of Praeger-Kavanagh-Waterbury, engineers-architects of New York, to make a study of the feasibility of restoring the west central front of the U.S. Capitol. The consulting firm submitted its report on December 30, 1970. The Commission met on March 8 and I quote from a portion of the resolution adopted unanimously by its members:

"Whereas, the restoration feasibility and cost study and report of the Praeger-Kavanagh-Waterbury, Consulting Engineers-Architects, made pursuant to Public Law 91–145, was considered by the Commission at its meeting of March 8, 1972, in Room EF–100 of the Capitol; and

"Whereas, the Commission established to its satisfaction that all five of the conditions specified in Public Law 91–145, relating to restoration, cannot be met; Now, therefore, be it resolved

"That the Architect of the Capitol is hereby directed to proceed with the preparation of final plans for extending the west central front in accord with Plan 2 heretofore approved by the Commission."

No additional money is needed at this time. The money for the preparation of final plans for extending the west central front was appropriated in Public Law 91-145. There is no need for construction funds at this time. They could not be utilized.

Action of Congress subsequent to issuance of order by the Commission for Extension of the U.S. Capitol directing the Architect of the Capitol to proceed with preparation of final plans for extending the west central front of the Capitol in accordance with plan 2 heretofore approved by the Commission.

AMENDMENT ADOPTED BY THE SENATE LIMITING USE OF WEST FRONT FUNDS

March 24, 1972.—The Senate Committee on Appropriations added the following amendment to the legislative branch appropriation bill, 1973, as passed by the House, March 23, 1972:

EXTENSION OF THE CAPITOL

"Funds available under this appropriation may be used for the preparation of preliminary plans for the extension of the west central front: Provided, however, That no funds may be used for the preparation of the final plans or initiation of construction of said project until specifically approved and appropriated therefor by the Congress."

March 28, 1972.—The Senate approved adoption of the amendment, March 28, 1972.

March 28, 1972.—The following amendment offered by Senator Mansfield and Senator Scott during the debate on the legislative branch appropriation bill, 1973, as a substitute for the committee amendment, was rejected by the Senate, March 28, 1972, on a roll-call vote of 40 to 35:

"Funds available under this appropriation may be used for the preparation of plans for the extension of the West Central Front: Provided however, That no funds may be used for construction of said project until specifically approved and appropriated therefor by the Congress."

Several meetings were held by the Senate and House conferees on the bill, but no agreement was reached on the Senate's amendment relating to the extension of the west front.

June 28, 1972.—During consideration of the conference report, the House, by a voice vote, agreed to recede from its disagreement to the Senate amendment; and by a roll-call vote (197 to 181) agreed to concur in the Senate amendment.

Effect of this Action.—This amendment had the effect of preventing the Architect of the Capitol from carrying out the order of the Commission to proceed with the preparation of final plans. Preliminary plans permitted under the language in the amendment were completed several years ago, approved by the Commission, and circulated to all Members of the House and Senate in 1967 by the chairman of the Commission.

RECENT ACTION OF THE COMMISSION

February 28, 1973.—The Commission met and again considered the extension project. The unanimous conclusion was that the extension project should proceed without further delay, primarily because (1) the extension offers the best solution for insuring the future stability, appearance, and usefulness of the Capitol and (2) the urgent need for space in the Capitol for legislative purposes is growing daily.

In order to obtain the specific approval of funding from the Congress for the extension project, as envisioned in the Senate amendment cited hereinbefore, the Architect of the Capitol was directed to present to the Committees on Appropriations a request for $58 million ($60 million less $2 million already appropriated) for the fiscal year 1974.

HEARINGS HELD IN RECENT YEARS RELATING TO THE WEST CENTRAL FRONT OF THE CAPITOL

June 24, 1965: Public hearing by the Commission for extension of the U.S. Capitol, relating primarily to the report of the Thompson & Lichtner Co., Inc.

September 8, 1965: House hearings on the supplemental appropriation bill, 1966, $300,000 for the preliminary plans and estimates of cost for the extension of

the west central front, in accordance with request of the Commission. (Pages 334 through 363 of part I of printed hearings.)

October 12, 1965: Senate hearings on the supplemental appropriation bill, 1966, pages 379–404, $300,000 for the preliminary plans and estimates of cost for the extension of the west central front, in accordance with request of the Commission.

April 29, 1966: House hearings on the legislative branch appropriation bill, 1967, pages 55 to 59; report of the Architect of the Capitol on the status of the project. No funds in bill for project.

June 17, 1966: Commission meeting for the purpose of considering the three plans developed for extension of the west front; Commission approved plan 2; directed that the final scale model be prepared for exhibition to Members of Congress and the public; and directed the Architect of the Capitol to seek necessary funds for proceeding with the project.

June 17, 1966: Senate hearings on the legislative branch appropriation bill, 1967, pages 151 to 167: although there were no funds in the bill for the extension project, the Senate inserted a proviso in the bill forbidding the use of funds in the bill for "administrative or any other expenses in connection with the plans referred to as schemes 1, 2, and 3 for the extension of the west central front of the Capital." The proviso was deleted by the Senate and House conferees.

May 10, 1967: House hearings on the legislative branch appropriation bill, 1968, pages 10–31, 35–36, and 753–797: Testimony of the Architect of the Capitol relating to status of project; testimony of Congressman Stratton, Congressman Scheuer, and representatives of the American Institute of Architects, relating primarily to their desire for a study of repairing and restoring the west front; comments of the Architect of the Capitol on the AIA report.

June 2, 1967: Senate hearings on the legislative branch appropriation bill, 1968, pages 231–232: brief statements relating to status of project.

December 7, 1967: House hearings on the supplemental appropriation bill, 1968, pages 796–809: $135,000 for emergency protective work to the west front; discussion of status of project.

December 13, 1967: Senate hearings on the supplemental appropriation bill, 1968, pages 115–119: $135,000 for emergency protective work to the west front; discussion of status of work.

March 26, 1968: House hearings on the legislative branch appropriation bill, 1969, pages 205, 230–233, report on emergency work and status.

April 28, 1968: Senate hearings on the legislative branch appropriation bill, 1969, pages 220–233: statements by Senator Bartlett and the Architect of the Capitol: summary of work to date.

June 18, 1969: House hearings on the legislative branch appropriation bill, 1970, pages 223–225: status report.

July 30, 1969: Senate hearings on the legislative branch appropriation bill, 1970, pages 364–370: status report.

September 8, 1969: House hearings on the legislative branch appropriation bill, 1970, special hearings (separate volume) on request of the Commission and the Architect of the Capitol for $2 million for final plans for the extension of the west front in accordance with plan 2 approved by the Commission.

September 23, 1969: Continuation of Senate hearings on the legislative branch appropriation bill, 1970, pages 497–761: relating to the request of the Commission and the Architect of the Capitol for $2 million for final plans for the extension of the west front in accordance with plan 2 approved by the Commission.

March 4–5, 1970: House hearings on the legislative branch appropriation bill, 1971, pages 411–412; 436–461; 493–498: Status of work, conditions of this old wall, outline of procedures being utilized to select the engineering firm to make the restoration feasibility study of the west front.

March 17, 1970: Senate hearings on the legislative branch appropriation bill, 1971, pages 143–149: Report on procedures to select engineering firm to make the restoration study.

September 24, 1970: House hearings on the supplemental appropriation bill, 1971, pages 412–415: up-to-date statement relating to the restoration study.

November 24, 1970: Senate hearings on the supplemental appropriation bill, 1971, page 600: up-to-date statement relating to the restoration study.

April 29, 1971: House hearings on the legislative branch appropriation bill, 1972, pages 159–162: status report.

June 10, 1971: Senate hearings on the legislative branch appropriation bill, 1972, pages 392–394: status report.

November 2, 1971: Senate hearings on the supplemental appropriation bill, 1972, pages 893-901; 990-998: conclusions of the Architect of the Capitol relating to repair and restoration of the west front; statement of American Institute of Architects.

February 16, 1972: House hearings on the legislative branch appropriation bill, 1973, pages 355-357; 377-392: report of the Architect of the Capitol.

March 1, 1972: Senate hearings on the legislative branch appropriation bill, 1973, pages 311-315: report of the Architect of the Capitol.

March 8, 1972: Commission for extension of the U.S. Capitol met, considered the restoration feasibility study and, after establishing to its satisfaction that the conditions specified in Public Law 91-145, relating to restoration, could not be met, directed the architect to proceed with the final plans for the extension in accordance with plan 2 already approved by the Commission.

June 21, 1972: Senate hearings on the supplemental appropriation bill, 1973, pages 31-32: brief comments on need for space.

February 28, 1973: Commission met, again considered the project, and concluded that the project should proceed without further delay, primarily because (1) the extension offers the best solution of insuring the future stability, appearance, and usefulness of the Capitol and (2) the urgent need for space in the Capitol for legislative purposes. Directed the Architect of the Capitol to present to the Committees on Appropriations a request for $58 million ($60 million less $2 million already appropriated) for the fiscal year 1974, in order to obtain the specific approval of funding from the Congress for the extension project.

Current Status of Project - June 1973

As stated in the foregoing sections of this report, the Commission for Extension of the United States Capitol again met and considered the West Front Extension project at a meeting, February 28, 1973, and agreed, unanimously, that the extension project should proceed without delay, primarily because (1) the extension offers the best solution for insuring the future stability, appearance, and usefulness of the Capitol and (2) the urgent need for space in the Capitol for legislative purposes is growing daily.

In compliance with a Directive from the Commission, a Budget Estimate, in the amount of $58,000,000, to carry out the West Front Extension was transmitted to Congress by the Architect of the Capitol through the usual budget channels, March 6, 1973.

Hearings on this item were held by the Legislative Subcommittee of the House Committee on Appropriations, March 1, 1973, immediately following the Commission's action of February 28th. The House Committee, in reporting the 1974 Legislative Branch Appropriation Bill, included the full amount of $58,000,000, requested, in that Bill and recommended approval of the item by the House.

The item was approved by the House, April 17-18, 1973, and is included in the 1974 Bill as passed by the House, April 18, 1973.

It is now presented for the consideration of the Senate Committee on Appropriations.

NONDEPARTMENTAL WITNESSES

STATEMENT OF RUSSELL P. WESTERHOFF, NATIONAL SOCIETY OF PROFESSIONAL ENGINEERS

ACCOMPANIED BY MILTON F. LUNCH, GENERAL COUNSEL

ENGINEERING VIEWS

Senator HOLLINGS. The subcommittee will please come to order.

We have as our next witness Mr. Russell P. Westerhoff, Ridgewood, N.J. He represents the National Society of Professional Engineers.

Mr. Westerhoff, we welcome you to the subcommittee, and we would be glad to have you present your associate for the record, and hear from you at this time.

Mr. WESTERHOFF. My associate is Mr. Milton F. Lunch, general counsel of the National Society of Professional Engineers.

Senator HOLLINGS. All right, sir. You may proceed.

Mr. WESTERHOFF. Thank you, Mr. Chairman.

Mr. Chairman, I am Russell P. Westerhoff of Ridgewood, N.J., and appear on behalf of the National Society of Professional Engineers, a nonprofit organization consisting of nearly 70,000 engineers who are engaged in virtually every aspect of engineering practice.

Our society was founded in 1934 as an organization dedicated to advancing the social and professional environment of the professional engineer and to serve the public welfare through the offering of engineering views and services in matters of public policy in which engineering background and expertise may be pertinent.

In that sense we welcomed the invitation earlier this year to engage in a review of the question before your committee by studying the available material over the years regarding the west central front of the Capitol, and offering our judgment from an engineering point of view as to the most desirable and effective solution to the problem.

To accomplish that review and prepare our comments in the short time available, the president of the society appointed a task force and designated me as chairman. By way of personal background, I have been associated with the consulting engineering firm of Ford, Bacon, and Davis, Inc., of New York City, for 45 years, most recently serving as president and chairman of the board of the firm.

The other members of the task force are James A. Romano, senior vice president of the consulting engineering firm of Gannett, Fleming, Corddry, and Carpenter, Harrisburg, Pa.: Donald C. Peters, president, Mellon-Stuart Co., contracting engineers, Pittsburgh, Pa.; and J. Raymond Carroll, a partner in the engineering firm of Carroll-Henneman and Associates, Inc., Champaign, Ill., and a visiting lecturer, departments of mechanical engineering and architecture, University of Illinois. Biographies of each member of the task force are appended to our report, which has been provided to each member of this committee and other Members of the Senate.

The report to which I just referred was prepared by the members of the task force following careful review of available pertinent material and extensive discussion at several meetings. It reflects our attempt to be completely objective in evaluating the advantages and disadvantages of the alternatives which must be considered by the Congress in arriving at what is believed to be the most viable, prac-

tical, and economic solution to a problem which lends itself to some emotional feelings.

We have dealt in the report with the estimated relative costs of restoration versus extension, recognizing that in neither case can there be "hard and fast" cost figures in light of the several variables and unknowns at this time.

We also attempted to fully appreciate the importance of the historical and aesthetic aspects of the question from the standpoint of the total effect of one course of action or another. We also tried to be cognizant of the importance of space needs for the Congress and the relative cost of providing such additional space as may be needed, whether achieved through the extension approach or by separate facilities unrelated to the west wall problem.

The report we have submitted speaks for itself on these points, and others we considered of major importance, and I request that the task force report be appended to this statement and made a part of the record, rather than repeating its major findings and conclusions in this statement.

SUMMARY OF REPORT

It may be helpful to the committee, however, if I should summarize here the basic points of our study. One, there is at least reasonable doubt that restoration can be accomplished within the $15 million limitation previously imposed by Congress.

Two, there is some question whether restoration of the west wall will accomplish the urgent necessity of correcting the structural defects and assure the integrity of the wall.

Three, restoration of the west wall will not provide any additional space, whereas extension will stabilize and reinforce the present wall while also providing additional space, recognizing that the cost of such additional space will be relatively high.

It should be added, however, that a major part of this high space cost will result from the monumental nature of the structure and will also reflect provision for needed service facilities, which do not now exist and which will not be provided by restoration.

Four, the historical and aesthetic aspects of the question are probably the most difficult because they are both very important and tend to have some emotional overtones. We recognize the appeal of retaining the last vestige of the original building walls, but we believe that this concern puts the emphasis in the wrong place.

The historical and cultural values of the Capitol reside in the entire building and what it represents in our system of Government. The Capitol is an operating building, not a historic monument. It has been altered, expanded, and modernized over the years to fulfill its function.

The proposed extension will not diminish, but will enhance, the overall appearance and quality of the Capitol and permits those who work in it and those who visit it to enjoy both a historic and efficient facility.

Applying these principles resulting from our study, our task force concluded that on balance, the proposed extension, with such modification as may be desired by Congress to reflect changes in concept and planned use since the extension plans were prepared, provides a superior answer to the problem.

I should like to close, Mr. Chairman, with one further observation. All of the studies agree that corrective action on the west wall should be undertaken without delay. The present condition is dangerous and may conceivably get worse. It is not possible to know whether the present condition of the wall may be dormant for years to come, or whether some further serious deterioration may occur today or tomorrow.

In any event, we hope that Congress will arrive at a definitive conclusion this year so that one of our most treasured historical national buildings will not be endangered.

I will be pleased to respond to such questions as the members of the committee may have. Thank you.

CONDITION OF WALL

Senator HOLLINGS. Yes, Mr. Westerhoff, what is the danger?

Mr. WESTERHOFF. I didn't understand your question.

Senator HOLLINGS. You say the present condition is dangerous and that we want some action taken on it.

Mr. WESTERHOFF. I think the reports that have been made by the engineering firms indicate that the wall is not a solid wall. It has voids in it and has cracks in it. It expands and contracts from the temperatures, and moisture gets into the cracks, and things will fall out from that.

Senator HOLLINGS. You got this from reading reports. How many did you read?

Mr. WESTERHOFF. We read the feasibility and cost study, "Restoration of the West Central Front," January 1971; "Report and Recommendation, Extension of the Capitol Project, Washington D.C."; "Extension and Reconstruction of the West Central Portion of the U.S. Capitol, 1967"; summary of the Engineering study by Thompson and Lichtner Co., November 1, 1964; hearings on the legislative branch appropriation for 1974; subcommittee on the Committee on Appropriations, House of Representatives, 93d Congress, first session; West Front of the Capitol; "We, The People"; the story of the U.S. Capitol Historical Society; Memorandum to members of the Commission for the extension of the U.S. Capitol, March 6, 1972, by the Architect of the Capitol; statement of the Commission for Extension of the U.S. Capitol, "West Central Front of the Capitol, February 28, 1973." That was prepared by the Architect of the Capitol. And then some miscellaneous newspapers and magazines and editorials on the west central front.

Senator HOLLINGS. Now, what engineering studies did you do yourself?

Mr. WESTERHOFF. We did not make any studies personally. We just reviewed the reports of Thompson Lichtner and——

Senator HOLLINGS. Reports and memorandums of the Architect of the Capitol?

Mr. WESTERHOFF. Yes.

Senator HOLLINGS. But you didn't come and look and test and see for yourself?

Mr. WESTERHOFF. No, we couldn't make any test. We didn't agree when we started out——

Senator HOLLINGS. So you are testifying at this committee hearing to no more than what I could attest to. You can read reports and conclusions, is that correct?

Mr. WESTERHOFF. That is right. Our judgment is based on our experience.

Senator HOLLINGS. And what did you find dangerous? Let us go back to the original question.

Mr. WESTERHOFF. Well, the cracks in the wall are not good for the building in general because they are going to expand, they are going to contract, some will get larger. These are cracks, and over the doors and windows pieces of stone probably could fall down. We don't say the whole wall is going to collapse. We don't know that it would. It is a possibility.

Senator HOLLINGS. You are an engineer, but at this present moment you don't know whether the wall will collapse or not?

Mr. WESTERHOFF. There might be something at some times just strong enough to make something happen to that wall.

Senator HOLLINGS. It could also happen to this wall in the building we are sitting in.

Mr. WESTERHOFF. I think it is a more substantial structure.

Senator HOLLINGS. You really believe that?

Mr. WESTERHOFF. Yes.

Senator HOLLINGS. Well, they tried to blow up the Capitol, and the blast was quite near that wall you say may tumble. Did this have any probative value at all to your study? You will recall the blast did not damage the west wall at all.

Mr. WESTERHOFF. I have no recollection of any information on that.

THOMPSON-LITCHNER REPORT

Senator HOLLINGS. You don't have any recollection or information? In the Thompson-Litchner report of 1964, what did it say about restoration?

Mr. WESTERHOFF. Well, I think that conclusion in their report was that they felt that it would be better to extend the building and support the wall with an independent structure rather than to try to repair it.

Senator HOLLINGS. In fact, in that particular report, it didn't deal with restoration at all. It only dealt with extension.

Mr. WESTERHOFF. Yes. I have to go back and look at my notes. I think it did make some reference to all the new schemes of treating the wall, but the one that they recommended was to build a new structure to support the wall.

Senator HOLLINGS. Senator Cotton, do you have any questions?

Senator COTTON. I refer to the bottom of page 3 of your statement.

Mr. WESTERHOFF. Yes.

Senator COTTON. Mr. Westerhoff, you say: "It should be added, however, that a major part of this high space cost will result from the monumental nature of the structure and will also reflect provision for needed service facilities which do not now exist and which will not be provided by restoration."

I am not quite clear just what you meant by that.

Mr. WESTERHOFF. Well, it would have marble and granite exterior to the building. I think in the revised estimate the marble runs $10

million or more. We also refer to service facilities for bringing in food and supplies and taking out the garbage and rubbage and things like that, which now evidently come out of the building through the east side, right where people can see it.

USE OF EXTENSION FOR PUBLIC FACILITIES

Senator COTTON. You apparently envisioned bringing in food and all that sort of thing. And the extension being used for public facilities, like restaurants. Many others have some very fixed ideas on this matter, and so do I.

It has been my contention that the added space should not be used for restaurants or for things of that sort at all, because it simply complicates and crowds the facilities with more people storming through, and in the corridors, and more difficulty for the Members doing their job.

I am not now arguing the merits, but if the extension took place, my own opinion is that it should be confined strictly to added office space, which is really desperately needed by Members in the performance of their jobs. And that added office space would cost more, you are telling us than if it was provided somewhere else?

Mr. WESTERHOFF. That is right.

Senator COTTON. But at least the total cost if any added space was used simply for offices would be less than if they used it for restaurants or other service facilities, wouldn't it?

Mr. WESTERHOFF. Yes, but I wasn't implying that we would have new restaurants. It is not our part to decide what the space would be used for. You do have restaurants in the building now, I think. So you would still have the problem of supplies to the existing restaurants and taking out the garbage or bringing in supplies for the building, or taking out rubbage, waste and such things.

Senator COTTON. Yes, but my point is, and you are testifying as an engineer, assuming that the front was extended and added space was provided, the ultimate total cost would be less if it is simply divided into offices than it would be if it were used for assembly rooms, restaurants, or other such facilities. There would be a difference in the cost and the cost would be less for the offices, would it not?

Mr. WESTERHOFF. I would imagine so, yes.

Senator COTTON. Substantially? But that is a very inexact word.

Mr. WESTERHOFF. It is hard to say, but it certainly would be less.

Senator COTTON. Thank you. That is all I have.

REMOVAL OF ENTIRE WEST WALL

Senator HOLLINGS. What if we remove the entire west wall? What would happen to the dome?

Mr. WESTERHOFF. Well, it isn't an impossible operation, except that it probably would be very costly and time consuming. I would assume that you couldn't do it without moving people out of the area adjacent to the wall. It would take a lot of support and bracing. I don't know what the cost would be.

Senator HOLLINGS. I am not talking about the inconvenience to the offices. I am talking to a professional engineer and I am asking what would happen to the dome if we just remove the west wall?

Mr. WESTERHOFF. You would have to support it temporarily. You couldn't take the wall down without temporary support.

Senator HOLLINGS. Where did you find that? In what report?

Mr. WESTERHOFF. You don't find that in any report. That is something you would have to do based on engineering experience.

Senator HOLLINGS. You say you studied the west wall. You just studied the reports. Did you come to Washington and study that wall?

Mr. WESTERHOFF. We studied the reports.

Senator HOLLINGS. You studied the reports and came up with non-engineering conclusions. You don't have to be an engineer for the $15 million, do you?

Mr. WESTERHOFF. Well, an engineer and contractor might be worthwhile having that background and experience, yes.

Senator HOLLINGS. Well, that figure you have in that updated filling. What figure did you begin with in that report?

Mr. WESTERHOFF. Mr. Chairman, we weren't saying $15 million was right or wrong. We felt that you could not take competitive lump-sum bids for $15 million.

Senator HOLLINGS. You could take competitive lump-sum bids for how much?

Mr. WESTERHOFF. I don't know. We feel that there are some unknowns in the construction for restoring of that wall. The contractor would not want to quote a lump-sum on that basis.

Senator HOLLINGS. Could you do it, as recommended and used earlier on the White House restoration, on a cost-plus basis?

Mr. WESTEHOFF. I think you might be able to get probably a cost-plus basis, but then the question would be, do you want to update your structure to cost plus, where you pay the contractor all it takes to do the job?

Senator HOLLINGS. How much would that take?

Mr. WESTERHOFF. I don't know. We don't have any detail of how the estimate would work. We would have to work out the estimate and check it.

PRAEGER REPORT

Senator HOLLINGS. Well, if you didn't check the estimate, I don't see what the doubt is as to the restoration then. Did you find anything unprofessional in the Praeger report?

Mr. WESTERHOFF. No, sir.

Senator HOLLINGS. So you as an engineer have no criticism of the Praeger report?

Mr. WESTERHOFF. But an engineer will look at things and not necessarily get the same reaction, the same answer to the problem. Yet you can solve the problem.

Senator HOLLINGS. But you didn't look at the wall in question, did you? And you didn't find anything specifically in the report that you didn't agree with or didn't like?

Mr. WESTERHOFF. No, sir.

Senator HOLLINGS. How about the sum question? The restoration of the wall will correct the defects on the integrity of the wall. When Mr. Praeger said that, he was saying something that he couldn't be sure of, is that what you are saying?

Mr. WESTERHOFF. I think he would probably have to admit it, too, that he knows he drilled a lot of holes in the wall. And he put grout

in and he took samples of the grout. It is pretty hard to know what the results are from that grouting operation.

Senator HOLLINGS. Well, he made his study as to feasibility and found it feasible and he found that all of the five requirements could be met. And subsequent to that, a task force of the American Institute of Architects, visited the Capitol, went over it in detail, but you disagreed because you just don't know.

Mr. WESTERHOFF. No; there are a lot of unknowns about the condition of the wall, whether you actually correct all those conditions when you try to restore them.

Senator HOLLINGS. Now, of course, you didn't have to take any kind of report to determine point 3. Restoration of the west wall will not provide any additional space.

Mr. WESTERHOFF. No.

Senator HOLLINGS. You didn't need to be an engineer to determine that.

Mr. WESTERHOFF. That is right.

Senator HOLLINGS. Then point 4 is the historical and esthetic aspects of the questions. You don't have to be an engineer to attest to that.

Mr. WESTERHOFF. No, sir.

Senator HOLLINGS. Because everyone's taste would differ as to what is aesthetically desirable.

Mr. WESTERHOFF. That is correct.

Senator HOLLINGS. But you find present conditions dangerous.

Mr. WESTERHOFF. Yes, sir.

Senator HOLLINGS. Would you elaborate one more time to that? Why is it dangerous other than the fact you say there were some cracks. Are they dangerous cracks about to crumble?

PURPOSE OF SHORING

Mr. WESTERHOFF. Well, there must have been something serious when it was decided to put some shoring in, temporary shoring. I think the shoring is still in position.

Senator HOLLINGS. The shoring is for the exterior sandstone that was falling off.

Mr. WESTERHOFF. It might hold the sandstone from falling when it actually pushes against it, but I think the main idea is to lend support to the wall.

Senator HOLLINGS. Well, now, the shoring—suppose the shoring was removed. Do you think, as you say, that the shoring is necessary to support the wall and if it were removed the wall would fall?

Mr. WESTERHOFF. Well, I don't know whether it would or wouldn't. But you could take it away and you may have some movement. It was put there for a purpose. I wouldn't imagine you would want to remove it until you took some steps to try to correct it.

Senator HOLLINGS. And finally, you stated on page 2, that in neither case can there be hard and fast cost figures in the light of several variables and unknowns at this time.

Mr. WESTERHOFF. Yes. What is your question, Mr. Chairman? Would you repeat your question, please?

Senator HOLLINGS. Your statement is to the effect that in neither case can there be hard and fast cost figures in light of the several variables and unknown at this time.

Mr. WESTERHOFF. Well, certainly for the restoration there are a lot of unknowns and even for extension, who you make the final design work and drawing for construction bids.

Senator HOLLINGS. When you make the final design drawings and construction bids.

Mr. WESTERHOFF. You might find out it is going to cost you more than $60 million. We don't know what is going to be put in those final drawings. As of now, based on the preliminary drawings and estimate they have made, they appear to be reasonable figures. They appear to have a factor in there to take care of escalation during the period of time they propose to build the new building.

Senator HOLLINGS. I have no further questions. Senator Cotton, do you have any?

Senator COTTON. Well, if you start digging into a wall, I don't mean just burrowing holes in it but actually going into a wall that has been in existence over 100 years, no one knows quite what you are going to find and quite how much they have got to do; is that not right?

Mr. WESTERHOFF. That is right. It is complicated, too, because the wall has been painted and sometimes you don't know the condition of the wall under the paint.

Senator COTTON. Well, the burrowing would show some of that.

Mr. WESTERHOFF. I think the whole restoration program, one part of it was to remove all of the paint. Until you do that, you don't know what the condition of the exterior stone is.

Senator HOLLINGS. Wouldn't you as an engineer, Mr. Westerhoff, feel better about testifying if you had come to the Capitol and had done some of your own work, rather than just reading reports, not knowing if they are complete or accurate?

Mr. WESTERHOFF. I think it would have been redoing some of the work.

Senator HOLLINGS. Then you could have testified professionally as an engineer.

Mr. WESTERHOFF. I certainly could. But, on the other hand, it would take quite an expenditure of money to get in there and do the work.

Senator HOLLINGS. Yes, but you come here from the National Society of Professional Engineers, founded in 1934, for the advancement of the professional environment of the professional engineer. What do you think the effect on the reputation of professional engineer is, when you come up and not having been to the building, not having even seen it, not having done any testing, rather just having read some reports, you make professional findings, and other findings like esthetics that are not even related to the profession. You didn't even know they tried to blow it up. That may have moved parts that had not been shaken before but even those five sticks of dynamite didn't disturb the wall. Some of these other things would have enhanced the professionalism of a professional engineer, rather than just coming as a nice gentleman and saying, "I have read some reports recently. There are a lot of unknowns."

Judgments on the esthetics and these other things are not really within the function of a professional engineer. Don't you have a creed or constitution? I would like to have a copy of it.

Mr. WESTERHOFF. Yes, sir.

Senator HOLLINGS. I think we can put in an amendment for a bill of rights to professional engineers, the functions and responsibilities

and interests, rather than having the lead man of the Ford, Bacon & Davis, which we have the greatest respect for because they did a lot of things in my State and over the whole world, but coming and talking about the sum question and about the restoration would provide additional space. That doesn't help professional engineering in this country.

Mr. LUNCH. Mr. Chairman, may I comment on that?

Senator HOLLINGS. I would like to hear your comment.

Mr. LUNCH. I am on the staff of the National Society of Professional Engineers, and I am not qualified as an engineer——

Senator HOLLINGS. Excuse me.

Mr. LUNCH. I would like to comment, Mr. Chairman. I don't think our committee could come up here and start drilling into the wall and taking samples and doing physical things without some contract arrangement.

Senator HOLLINGS. Isn't that the way Mr. Praeger and Mr. Kavanaugh did it?

Mr. LUNCH. We weren't asked to do that. We weren't told that we would be able to do that. The American Institute of Architects didn't do drilling into the wall or take samples or make a technical study of the type of the Praeger report. The Praeger and Kavanaugh people who did that were contracted to do that very thing, which was proper and fine. We weren't in a position to do that.

Senator HOLLINGS. Now, you really don't know anything professionally as an engineer about this building?

Mr. WESTERHOFF. Except what the reports have shown.

Senator HOLLINGS. What the other reports have shown. We could read them here.

Senator COTTON. What it comes to is that they felt that if they had messed with the wall they would probably be put in jail.

Mr. LUNCH. I think we would probably be in trouble, Senator.

Senator HOLLINGS. Well, we appreciate your reading the reports. Is there anything else you would like to add this afternoon?

Mr. WESTERHOFF. No, sir. Thank you very much.

Mr. LUNCH. No, sir. Thank you for your time.

Senator HOLLINGS. Thank you.

SUBCOMMITTEE RECESS

The subcommitee will be in recess until 11 in the morning. Thank you very much.

[Whereupon, at 5:20 p.m., Monday, June 18, the subcommittee was recessed, to reconvene at 11 a.m., Tuesday, June 19.]

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1974

TUESDAY, JUNE 19, 1973

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

The subcommittee met, at 11 a.m., in room 1318, Everett McKinley Dirksen Office Building, Hon. Ernest F. Hollings [chairman] presiding.

Present: Senator Hollings.

THE CAPITOL: WEST FRONT EXTENSION

NONDEPARTMENTAL WITNESSES

STATEMENT OF KENNETH S. EISENBERG, PRESIDENT, UNIVERSAL RESTORATION, INC.

ACCOMPANIED BY A. E. SENDGIKOSKI, VICE PRESIDENT, UNIVERSAL RESTORATION, INC.

PRESERVATION OF HISTORIC STRUCTURES

Senator HOLLINGS. The subcommittee will please come to order.

We welcome as our first witness Mr. Kenneth S. Eisenberg, the president of Universal Restoration, Inc.

Mr. Eisenberg, please introduce your associate and tell us something about yourself and your interest and expertise in your field.

Mr. EISENBERG. Mr. Chairman, I would like to introduce Mr. A. E. Sendgikoski, who is the vice president of our firm.

Universal has been engaged in the preservation and restoration of historic structures for approximately 50 years. My own personal background has been that of a consultant. I have worked with architect Patterson, who is in charge of the restoration program in Venice. We have restored the Renwick Gallery of Art across from the White House in Washington, D.C. We have participated in the restoration of the row houses around the perimeter of Lafayette Square Park. We participated in work on the Pioneer Courthouse in Portland, Oreg. for the General Services Administration. We served as consultant to the Department of the Interior, the National Park Service, on such projects as the Lincoln Memorial, Ellis Island, and a variety of other structures.

In addition to that, we have functioned as consultants for the preservation of a mosque in Istanbul, the Rome Center for Preservation, and for the Danish Royal Academy of Art on several structures in Copenhagen. We are currently involved in an extensive program of

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consultation and restoration and preservation in the United States and overseas.

Our interest is the development of preservation and restoration technology. We are not a manufacturer or a supplier of any particular product. We have no axe to grind with anyone or anything except to determine those materials, processes, and techniques that are best suited to contemporary restoration and preservation taking into account, of course, the problems of environment that exist today that did not exist 5 or 10 years ago.

Senator HOLLINGS. Very good, sir. Tell us, do you have a prepared statement?

Mr. EISENBERG. No, sir; I just returned from Europe and your office asked me to testify concerning the preservation and restoration problems on the west front of the Capitol. I did not have time to prepare a statement, but I have several comments that I would like to make about it going back to the Praeger report.

PRAEGER REPORT

I have several comments concerning the Praeger report, the condition of the west front and the extent of preservation and restoration considered to date.

Senator HOLLINGS. Very well, proceed and tell us generally what you know about the United States Capitol and what participation you have had in this through the Praeger report or otherwise.

Mr. EISENBERG. On several occasions prior to the final preparation of the Praeger report, I had the opportunity to talk with Captain Praeger in New York City. I had the opportunity to look at the condition of the west front.

During the preparation of the Praeger report, our firm was retained by the Lane Co. of New York, which was contracted by Captain Praeger to do certain exploratory work. We, in fact, participated in an operation designed to determine the efficiency of the removal of the existing paint on the sandstone of the west front.

Senator HOLLINGS. Give us a point in time. What year was this and approximately what months were you doing this viewing actually out on the grounds from a restoration standpoint?

Mr. EISENBERG. The last time that we were specifically at the site for that purpose was in November of 1970. I might add that subsequent to our involvement in the preparation of the Praeger report in 1970, we had the opportunity to examine the condition not only of the west front. One of the things that has caused me considerable concern is the proposed use of marble as a building material on the west front.

We as a firm have obtained a sizable portion of our revenue during the past 3 years in correcting problems in marble structures less than 5 years old. We find that the use of that material is particularly susceptible to the effects of air pollution. Sulfur oxides and other contaminants in the atmosphere are a continuous source of material degradation.

I would like to quote from Mr. Charles Bruno, who was with the Washington Air Pollution Control Center and is now with the Environmental Protection Agency, who has stated to me that two of the areas that contain the highest concentration of sulfur oxide are the D.C. General Hospital and, secondly, the Capitol in that order.

Accordingly, if this is so, the degradation of the marble attributable to attack by these materials which are converted into acids would accelerate the deterioration of the marble and, accordingly, would build in huge maintenance problems in short periods of time.

EFFECT OF AIR POLLUTION ON CONDITION OF BUILDINGS

We have examined the condition of not only the Capitol for our own purposes but of the buildings surrounding the area. There is extensive evidence in much of the material that we have observed of this type of degradation due to air pollution.

Approximately 1 mile from the Capitol is the Power Plant which provides the heat to the Capitol and surrounding buildings. Fossil fuels are burned in that plant which generate large quantities of sulfur dioxide. This creates concentrations of that material close to the Capitol and, as is evident today, has affected the stability of the marble.

Thus, we question in our capacity as restoration people the advisability of using such material for any long-term purposes.

Senator HOLLINGS. Tell a lay person like myself if it was that destructive to the marble, it would likely destroy sandstone, wouldn't it?

Mr. EISENBERG. It has an adverse effect on sandstone. This was quite evident in the restoration of the Renwick Gallery that we participated in in 1967. However, there are techniques available for the preservation of sandstone that have not been discussed in any of the literature that we have reviewed relative to the extension that would provide greater durability to that material and perhaps less maintenance costs.

Senator HOLLINGS. Would that new procedure cost less than for the maintenance of the marble?

Mr. EISENBERG. There are many methods. I just returned from Europe to review some. Dr. K. La Gauri of the University of Louisville has worked extensively on the problem and is concerned at the moment with methods of treating marble against the effects of the environment. He has also worked on the problem of dealing with sandstone, which he contends can be more economically treated and made more stable for longer periods of time with a variety of new techniques that are available today that were, perhaps, not available 5 years ago.

Senator HOLLINGS. Elaborate generally on that because you opened a new field of interest to me. As you know, the ordinary reaction would be to say, "Look, the marble is more durable than sandstone, let us get on with the marble." Then you would be paying to repaint it every two years?

MATERIAL MAINTENANCE

Mr. EISENBERG. Unquestionably, there is going to be maintenance regardless of the material chosen. We had the good fortune about a year ago to be named as consultant for the State of Ohio for the erection of a $110 million office building construction. We functioned as a consultant in determining the material to be used for the exterior skin of the structure.

There were several materials under consideration: marble, limestone, and granite. After a detailed analysis of the environment and the area, it was our opinion at that time that marble would be the least

desirable and that granite would be the most desirable because it would be more resistant to the effects of the environment.

I do not want to leave the impression with the chairman of the committee that there are any known materials or techniques today that are forever. There are no magic elixirs. There are no magic materials. There are no permanent means of building today that can be left unattended without some reasonable degree of maintenance during the life of the structure.

However, one must weigh economy and one must weigh practicality.

Senator HOLLINGS. One must also weigh beauty. Isn't it a generally conceded fact that marble is more beautiful than granite?

Mr. EISENBERG. I don't think it would be correct to state that one material is necessarily more beautiful than another. It would be totally dependent on the design and the architectural concept of the structure involved.

Senator HOLLINGS. Are there different shades or colors of granites? Perhaps I have only been looking at tombstones. Are there different shades of granite?

Mr. EISENBERG. Yes; they are totally different materials. There is a vast array of different qualities and shades and colors and textures of marble. The same is true of granites and sandstones. Sandstones can range anywhere from pale gray pebbly material to rich red-tan material. This depends on the constituents of the material itself. I would not deem it appropriate to make an esthetic judgment as to the desirability of either material. I think those are judgments most capably made by the architect involved.

We are primarily concerned with making judgments in two areas: One, in the area of preservation, which we interpret as meaning the retention of as much of the existing materials as possible to remain as durable for as long a period of time as is possible, and, second, our less desirable concern is restoration, which involves some recreation where it is necessary to bring in new elements and attach them to the old to the extent necessary to reestablish their original appearance. Preservation has always been the more preferable approach.

Senator HOLLINGS. Before you get into that general area, since we were talking in general terms of marble, sandstone, and granite, is sandstone available of the type that is presently on the west front?

Mr. EISENBERG. It is available, however, I would like to comment on something relevant to that. Very little has been discussed concerning very accepted techniques of using substitute materials for the actual stone that performs better, that are almost indistingiushable from natural materials, that provide better economics answers and, in many instances provide more esthetic flexibility.

The workability of these materials improves and enhances the overall esthetics. In addition, the use of these materials—there are a great many of them and I prefer not to use any trademarks.

The National Park Service has, for example, used a fiberglass system in rebuilding the lantern on the First National Bank in Philadelphia, certainly a very notable American landmark in our history. That has now been exposed to weathering agents for 10 years without any significant change and with relatively no maintenance. None of these materials have been considered in any of the reference data that we have read up through the Praeger report.

Therefore, there is a vast array of materials that should be considered as alternates to the use of stone. For example, in the restoration of the Renwick Gallery, rather than endanger the structure by removing large blocks of stone, as has been suggested for the U.S. Capitol, a technique has been devised which I am prepared to show the committee in a series of slides in which only the surface portion of deterioration was removed.

The original stone was ground into particles. These particles are reconstituted and replaced and are almost indistinguishable from the original material.

I would like to reference the 1967 figures. The conventional restoration approaches as obtained in quotations for the exterior of two elevations of the Renwick Gallery ran between $2 million and $2.5 million.

We proposed a restoration and preservation system that was slightly under $800,000 and that was commented upon with great enthusiasm by some of the leading preservationists and restorationists throughout the world. These systems have not been studied.

Senator HOLLINGS. What are the names? I know you don't want to give the trademark names of materials, but I would like to have a clearer idea of the kinds of materials that could be used.

Mr. EISENBERG. I have been rather careful because I don't want to assume the posture of a salesman for any particular product or material. There are a number of polymers available today by major manufacturers in the United States.

Our firm uses one that is manufactured in Copenhagen, Denmark, which was used on the Renwick Gallery, which has certain characteristics desirable for the reconstitution of sandstone. We also used it in New York and we find it quite satisfactory.

We have also used it for the recreation of a building for the Danish Royal Academy of Art, which was an early 18th century structure. I would be pleased to make available to the committee and the Senator a variety of materials that could be considered as alternates to the use of natural stone.

Senator HOLLINGS. Give me an example. Would you include fiberglass or plastics?

FIBERGLASS

Mr. EISENBERG. Fiberglass is one. I have some samples with me that I might show the Senator that will illustrate the capability of some of these new techniques. These are totally resistant to the effects of the environment and are almost indistinguishable from the original.

Senator HOLLINGS. What is this large piece that I am looking at?

Mr. EISENBERG. The large piece of egg and dart motif is fiberglass that is composed of a fireproof resin that will not support combustion, that weighs 4 to 5 pounds a cubic foot as opposed to approximately 50 pounds per cubic foot per natural stone. Thus, the outer facing that the Senator can see on the fiberglass specimen is the original stone ground into a special resin. In this case, it was Dekosit® resin manufactured in Copenhagen. The texture and the tone can be recreated with great authenticity.

The small samples that the Senator has are illustrations of sandstone restoration in which pieces of the original sandstone has been scraped away. It is almost impossible to distinguish where the new material has been added.

Senator HOLLINGS. What you are saying, Mr. Eisenberg, is that studies of this kind certainly should be made before any material is finally and firmly decided on with respect to the restoration or extension of an exterior front?

Mr. EISENBERG. It is my professional opinion that there are a vast group of areas that have yet to be even talked about. I was appalled at the estimates in the Praeger report in the sense that I think they are much too conservative on the high side.

I listened to the testimony yesterday of the proposed cost of restoration which was guesstimated at $30 million. I would say this to the committee: If our firm were awarded a lump-sum contract today not for $30 million, not for $15 million, but for $10 million to $12 million on a lump-sum fund, we would bond it and complete it.

We think the figures shown in the Praeger report are exceptionally high. For example, we saw the cost of the removal of paint at $10 square foot, when the price realistically is 50 cents. We saw, for example, the removal and replacement of the keystone at $4,000 each. We think more realistically it would be $600. We saw many other items that we would be most happy to discuss in further detail.

I have great respect and esteem for Captain Praeger. I think the technical matter contained in his report is beyond question. I think the techniques are traditional, classic techniques of restoration and preservation. I can say that they speak for themselves in terms of credibility.

However, I must also feel it necessary to tell this committee that there are today specialists such as ourselves who have worked with and developed research and development programs, techniques of restoration and preservation that make use of new technologies that have been developed that are more durable, less expensive, and more appropriate to the type of preservation and restoration so deserving at the west front.

I might add to that, for the record, that I am totally opposed to the extension of the west front. I think it is, from the standpoint of a preservationist, able to be accomplished well within the framework proposed by the Congress.

Senator HOLLINGS. Let us have you elaborate on what you would guarantee for $10 million or $12 million. It would be a preservation and restoration job?

Mr. EISENBERG. That is correct.

Senator HOLLINGS. By that, would I assume that some of the stone standing there would remain standing and some of the weakened or cracked or deteriorated stone would be replaced and in its stead would be placed some new materials as you have described them?

Mr. EISENBERG. That is correct, sir. The concept would employ the retention of as much of the existing material as possible, the replacement of deteriorated elements in some instances where it was possible with some of the original stone or with new materials such as those on exhibit if that were practical. That could certainly be done within that $10 million to $12 million budget with no trouble at all.

Senator HOLLINGS. Did you say your firm was only on a consulting basis?

Mr. EISENBERG. No, we actually do the work. We are a contracting firm.

I am prepared to show you how these techniques work and the results. I have a slide demonstration. I also have some slides taken during the performance of our experiments on the walls at the Capitol while the Praeger report was in preparation.

I have some comments as to the condition of the stone observed.

ASSOCIATES IN FIELD

Senator HOLLINGS. I want to see those. Can you name for the committee some of your associates, other consultants in similar capacities as yourselves in this field? What is the name of your firm?

Mr. EISENBERG. Universal Restoration, Inc.

Senator HOLLINGS. What are the names of other similar restoration and preservation firms?

Mr. EISENBERG. There are a number of firms in the United States. Nicholson and Galloway in New York City is a highly recognized restoration and preservation firm. I would say that the Rockwell-Newman Co., in New Jersey is one of the leading experts in the field who we consider a very competent competitor.

I believe there are two or three other firms in the United States whose names elude me for the moment. However, there are about six or seven firms, to my knowledge, who would have the capability to deal with the restoration.

This is not the province of a general contractor. General contractors usually come to firms such as ours for advice. I heard yesterday the name of Turner Construction. We have performed work for them as a consultant and a contractor.

The matter of the Capitol was discussed with a representative of Turner who we advised that we would be more than happy to provide a lump-sum, fixed-price cost for the restoration and preservation of the wall.

Senator HOLLINGS. When did you tell that to Turner?

Mr. EISENBERG. This was at a luncheon about a year ago.

Senator HOLLINGS. Have you since been consulted by Turner?

Mr. EISENBERG. No; the last consulting we did with Turner was about a year ago or a year and a half ago.

Senator HOLLINGS. What about the matter of weatherproofing, and the matter of the outside wall being cold and the inside wall being warm, and the contention that if you go in there to try to repair it, the inside is going to start cracking and water is going to start coming in. Tell me something about that.

Mr. EISENBERG. I cannot accept that. I have looked at the problem and I have discussed it in detail with my associates. I have discussed it with other preservationists in the United States and overseas, and we consider it poppycock. I would like to be quoted on that.

We feel that the appropriate method of commencing restoration would be to remove the existing paint which has, of course, contributed to the problem. After the fire, when the British burned the Capitol and the building was painted for the first time, many coats of

paint were applied and they have built up an almost impenetrable film which entraps moisture behind it and has contributed to the deterioration.

I realize that is contrary to what has been said. However, it is our opinion that by entrapping condensation in the stone it does abet the freeze-thaw problem and contributes to some of the deterioration.

It would be our opinion that the paint should be removed; at that point an examination of the stone should be conducted. Deteriorated elements of the stone should be removed only to the extent necessary and replaced with new stone where appropriate with new materials applied—such as the fiberglass techniques I have placed in evidence—where appropriate.

At that point, the wall then would be subject to an evaluation. Classically, there is a dispute as to whether it should be bare sandstone as the original architects designed and specified or as the time of the burning and it should be painted. Both would have an advantage. There are material systems that could stabilize and treat the existing sandstone without altering its appearance or character after the paint has been removed that will provide an excellent weatherproofing property.

There are at least 12 materials on the market that I can think that are for that purpose. Only two were studied and the two that were studied, we think, were not up to the standard that we consider to be adequate.

Senator HOLLINGS. Once the job were completed, and the wall has been preserved and restored, and let us say there has been a replacement of 10 or 15 percent of the original stone with a new material, could it then be that within a year or 2 the old, original, preserved sandstone would then crack and we would be faced with a constant process of replacing the old stone with the new plastic material to put it another way, how durable, how lasting, how constantly beautiful would the west front remain after the $10 million or $12 million guaranteed job you have discussed were completed?

Mr. EISENBERG. During the initial 5-year period, the sandstone because of thermal movement would open a few new cracks which would then be repaired and stabilized during this period. They would be of a minor nature.

I would assume that after the 5-year period had elapsed, a very inexpensive, economical program of maintenance that might amount to not more than a few thousand dollars every few years for some minor repainting of the joints would be instituted. This would include after and at approximately 5- to 15-year intervals, a reapplication of the preservative because in the state of the art today there are no materials or no paints that we know of that are forever. None of the preservative compounds that we have examined have a life expectancy of more than 5 years. We look forward to a reasonable program of maintenance.

We like to advise our clients this way: The stabilization and preservation of the stone will last almost indefinitely. However, if minor repairs are not accomplished, then the effects of the restoration program will have been lost.

However, what I refer to is not the expenditure of this type of money every 5 years. What I refer to is a program of minimal maintenance

that every commercial structure has built into their budget. That would certainly be most appropriate.

These are very small quantities of money. It would be a fact that perhaps every 5 years if the decision to paint is made it would be necessary to apply a new coat of paint.

If it were decided to leave the stone in its natural state, perhaps every 5 years a new coat of preservative might be applied. In terms of actual dollars, there is approximately 70,000 square feet within this area. Assuming that at maximum cost—which is not even being very realistic, we are being on the high side—of $1 a foot, maybe every 5 years or so the Congress might be faced with a maintenance bill of anywhere from $50,000 to $70,000.

If marble is used, it is my professional opinion that every 5 years an extensive repainting, resealing, and perhaps environmental preservation would be required, that would bring the maintenance cost up to perhaps five times that.

Therefore, we are talking about two types of maintenance regardless of what you intend to finally accomplish, whether it be extension or restoration, maintenance cannot be avoided.

It is not in the nature of construction as we know it today to build something forever without any maintenance requirements. Therefore, whether it be new construction or restoration, there will be a requirement for a reasonably economically priced amount of maintenance that could possibly be accomplished well within the sphere of the Architect of the Capitol.

I have much esteem and respect for Mr. White. I know his people have the capability. This could possibly be accomplished within the capabilities of your own organization.

Senator HOLLINGS. Mr. Eisenberg, what about the study of materials? You were talking in general terms and we were trying to bring it down to the new types of materials. Would we be buying another year's delay to look into materials or can we determine within a 3- to 4-month period what materials are available and make a decision with respect to restoration on agreed upon terms?

Mr. EISENBERG. I think that could be done within a period of 60 days or less. These materials are known to restorationists throughout the world. Unfortunately, the United States has not developed yet—and hopefully we will see it here someday, hopefully, as soon as possible—a counterpart for a clearinghouse of these technologies. There is a Roman Center for Preservation.

Our problems in the United States are entirely different from those in the European structures. It would be the hope of our organization to see sometime in the very near future such an organization as the U.S. Preservation and Restoration Association or Center.

To answer your question directly, the information is available. It is available through established sources. Were determinations made, it could be done for all practical purposes almost instantaneously.

Senator HOLLINGS. Architects and engineers have and would verify substantially what you are testifying to today?

Mr. EISENBERG. I believe that such well-known firms as John Carl Warnecke or as John Stahl Bennett, Inc., of Boston, who has done the Boston Waterfront redevelopment or Kivet & Myers who have done many of the buildings of the Federal Reserve Board as well as many other national and international projects.

Kivet & Myers specified our materials as a replacement for the stone cornices of the Federal Reserve Building in Kansas City. Upon investigation, they found the cornices were not deteriorated to the extent they thought they were and the project did not proceed. However, the material was specified. It was looked at very carefully.

I would say that within the National Park Service—which, I know, is distinguished from the Office of the Architect—have used these materials in their own programs and they have information on them.

I again reference the lantern of the First National Bank in Philadelphia. That was restored with these new materials.

Senator HOLLINGS. You have architects and engineers within your firm, do you?

Mr. EISENBERG. Yes; we do, sir.

Senator HOLLINGS. Are you an architect or an engineer?

Mr. EISENBERG. No, sir; I am not. Our firm employs architects and engineers who do these particular types of studies.

Senator HOLLINGS. What about the question of danger, the contention that the Capitol is about to fall down? Will you comment on the lateral support that was testified to yesterday? Is that absolutely necessary?

Mr. EISENBERG. I am not a professional engineer. I would not like to testify as a professional engineer.

I have spent 20 years of my life as a restorationist. I have had first-hand knowledge and exposure. I have worked with my hands and I have worked with my brain in preservation projects of varied dimension and complexity.

With that qualification, I will state that it is my opinion that the danger is far overstated. I observed, for example, the original shoring that was placed in the building and, at the risk of being offensive, it is my opinion that it was more theatrical than structural.

The foundation of that statement is that we had a very large telephoto lens and through that telephoto lens we observed that the top of the shoring did not quite reach the top of where it was supposed to reach. Therefore, from that observation which was several years ago, the shoring, were it necessary, would have at least had to be touching something. Since it was not quite touching, I had to draw the conclusion that it was there as a stage set.

SLIDE PRESENTATION

Senator HOLLINGS. Can you now go to your slide presentation, please?

Mr. EISENBERG. I am going to ask Mr. Sendgikoski to assist me. Mr. Sendgikoski is also available for questions. Mr. Sendgikoski has had experience in heavy construction. Although I hate to mention it, he built a large portion of the Watergate.

[Slide.]

Mr. EISENBERG. This was the Renwick Gallery in 1967. It had suffered the effects of neglect, air pollution, water penetration.

[Slide.]

Mr. EISENBERG. The ornamental features were Seneca sandstone which is almost the same as that which is on the Capitol.

[Slide.]

Mr. EISENBERG. Very little attention was paid to the bedding planes of the stone and the grain of the stone so that some stones weathered very well and some completely lost their detail. The cause of this was the failure of the stonemasons at the time to pay attention to the graining characteristics of the stone. The effects of water penetration and deterioration are visible in this slide.

[Slide.]

Mr. EISENBERG. The architect James Renwick, Jr., made a slight variation for the American adaptation. He substituted ears of corn which also appear at the Capitol.

The type of deterioration observed here and that which we have observed during our cleaning efforts at the Capitol are almost identical.

[Slide.]

Mr. EISENBERG. What we observed on Pennsylvania Avenue was a mass of rubble.

[Slide.]

Mr. EISENBERG. The white areas shown on the cheek block to the left were Portland cement patches. They were rather unfortunately placed and were a built-in self-destruct mechanism in view of the very hard cement against the very soft sandstone, which contributed to the exfoliation of the exterior layers and the breakdown of the stone.

In the next slide, you will see a recreation of the stone and a recreating of the sandstone block in its entirety from the original stone by merely substituting a bonding material.

[Slide.]

Mr. EISENBERG. This is what can be done so again, the need to find the original stone, the expense of cutting and carving can be reduced because this material can be worked in a soft plastic state. When it hardens, it hardens to all of the characteristics of stone.

[Slide.]

Mr. EISENBERG. The deterioration and erosion of the garland in the following slides will show a technique of restoration in which it is not necessary to remove this entire element as has been proposed, but merely to add on to it.

[Slide.]

Mr. EISENBERG. Stainless steel armatures are added.

[Slide.]

Mr. EISENBERG. The material is added on.

[Slide.]

Mr. EISENBERG. In complete detail, the marks of the stonecarver can be recreated authentically. All of the details of the new stone are indistinguishable from the Seneca sandstone.

[Slide.]

Mr. EISENBERG. This process gives all the hallmarks of the stonemason's craft and they can be recreated in effective restoration.

Again, I would like to call attention to the fact that had this been done conventionally with the natural stone methods proposed, the price would have been approximately $2 million higher than the cost of our restoration.

[Slide.]

Mr. EISENBERG. Again, rather than jeopardize the decorative features of the stone, they were left in place. New stainless steel reenforcing armatures were applied.

[Slide.]

Mr. EISENBERG. As much of the original material as possible was left in place because the prime concept of a restoration is the retention of as much of the original material as possible because that is its historic significance.

[Slide.]

Mr. EISENBERG. We have here the regenerated capitals that Mr. Renwick intended.

[Slide.]

Mr. EISENBERG. This condition is not unlike that at the Capitol beneath the paint.

[Slide.]

Mr. EISENBERG. A closeup of the effects of air pollution, is shown here. As it attacks the stone, the stone has literally been dissolved. This, of course, is very similar to a good part of the condition that exists here at the Capitol.

[Slide.]

Mr. EISENBERG. Original natural stone has been retained. This is exactly the condition of the west front. There is a good portion of that stone that is fine. That will be left intact.

[Slide.]

Mr. EISENBERG. Wooden template is used. Workmen skilled in the trade of working with this material have built up the material in a wooden form.

[Slide.]

Mr. EISENBERG. In this completed row, both original and restored stones are present. This shows that these are indistinguishable from each other.

[Slide.]

Mr. EISENBERG. The condition of the stone shown here is, again, almost identical to that shown in the report, going back to the Lichter report, and certainly is evidenced in the Praeger report. The Renwick Gallery was almost a duplicate of the problems existing on the west front.

[Slide.]

Mr. EISENBERG. These again are simple techniques of working in place.

[Slide.]

Mr. EISENBERG. This is the completed area of the building.

[Slide.]

Mr. EISENBERG. This was a keystone. I might comment for the record that in the Praeger report replacement of a keystone such as this is listed at $4,000 each. I bring this to your attention because the following series of slides will show that we restored this keystone in the following manner in 1967 for about $500 in the following fashion.

[Slide.]

Mr. EISENBERG. In closeup detail, these are available for your inspection. We believe that these techniques of restoration have not even been considered. They were totally omitted in the Lichter report.

In the Praeger report, they have been touched upon but they certainly have not been examined. The information is available. Such a restoration program can get underway tomorrow with the available technology.

[Slides.]

Mr. EISENBERG. One of the ways that cost was saved is that rubber molds were made. The material can be cast with detailing such as the

tongue and teeth, which are captured in the mold. This can be done not at $8,000 a piece, but at a mere fraction.

[Slide.]

Mr. EISENBERG. This illustrates some of the problems that are solvable. Rather than remove huge sections of stone and endanger all of the adjacent brickwork, we restored a right and left front block. We made silicone molds.

[Slide.]

Mr. EISENBERG. The silicone molds were precast and assembly units were formed.

[Slide.]

Mr. EISENBERG. Anchors were drilled into the remaining stone which is the original.

[Slide.]

Mr. EISENBERG. The black material shows an adhesive compound which is secured.

[Slide.]

Mr. EISENBERG. The finished detail was accomplished by the use of Dekosit® resin. As you can see, the appearance of natural stone is the same as that of the original.

[Slide.]

Mr. EISENBERG. This section of stone was total rubble and was recreated without having to shore as had originally been expected. The fears expressed at the Capitol were the fears that were expressed at the Renwick. I sat in committee meeting after committee meeting with assurances to the Smithsonian Institution and to GSA and with John Carl Warnecke They were convinced that this was the only way it could be practically restored.

[Slide.]

Mr. EISENBERG. This shows the stone on the left which has been restored. We had a training program at the site taking advantage in building up some local talents. They could bring it up to a certain point and then the finishing work was done by a few skilled artisans.

[Slide.]

Mr. EISENBERG. The two stones have been totally restored. There has been duplication of the line cut of the sandstone so that the carving marks of the original are duplicated.

[Slide.]

Mr. EISENBERG. This is most appropriate in view of the problem of removing and replacing huge 6-inch blocks. These were copied from the Louvre by James Renwick. The entire building was inspired by his visit to the Louvre.

Had it been necessary to accomplish this by conventional restoration techniques, it would have been necessary to jeopardize all of the original stone. We merely cut about two and a half to three inches of the face of the stone that had deteriorated.

These white marks running vertically were cut with power saws. Stone masons then chipped off the remaining material and left the sound, remaining sandstone in tact.

Some of the points were restored with the material in place.

[Slide.]

Mr. EISENBERG. Molds were made from the restored stones using silicone rubber reinforced with plaster of paris to supply rigidity.

[Slide.]

Mr. EISENBERG. The small vermiculated rustication quoins on the lower right are the restored quoins. The remaining three quoins are original.

[Slide.]

Mr. EISENBERG. This is a shot showing both restored vermiculation quoins.

[Slide.]

Mr. EISENBERG. In some areas where it was necessary to totally remove architectural detailing because it was so deteriorated, the original stone was cut away to solid surface.

[Slide.]

Mr. EISENBERG. We replaced the deteriorated elements with precast assemblies of light-weight material which were durable and resistant to the effects of weathering and normal deterioration.

[Slide.]

Mr. EISENBERG. The building has had some problems to date because the Smithsonian has not maintained it in accordance with our specifications. The acids from the bird droppings have effected some of it. However, this is contrary to our recommendations.

Were the building properly maintained, the small amount of erosion of the surface would not be there.

[Slide.]

Mr. EISENBERG. Here again is a technique of retaining much of the material.

[Slide.]

Mr. EISENBERG. This shot shows the completed detail. Of course, the building is available for your inspection on Pennsylvania Avenue.

In addition to the stone restoration problem, there were approximately 14,000 to 15,000 pieces the size of one's fist. They were impregnated with epoxy, mounted on lead-coated copper.

[Slide.]

Mr. EISENBERG. Then they were reinstalled in their original form on the roof. Most people walking down Pennsylvania Avenue are unaware of this, but the original material placed there by Renwick has been preserved and is not faked.

[Slide.]

Mr. EISENBERG. All of this is original material treated and properly preserved and restored.

[Slide.]

Mr. EISENBERG. "Dedicated to Art" was removed when the building was used by the Quartermaster during the Civil War. As you can see the stainless steel armatures were used for the process of restoration. You see the material being put in place. The original bronze relief was allowed to remain. It was cleaned with water without very much treatment.

The finished detail of the restoration was also cleaned only where necessary to bring the building back to a period of time.

It was significant that the "Dedicated to Art" inscription be placed because this was an essential ornament of the exterior detailing.

[Slide.]

Mr. EISENBERG. This lion over the front entrance functioned as a keystone. It was recreated from an early Matthew Brady photograph and at a cost far less than $4,000.

[Slide.]

Mr. EISENBERG. This is a total overall view of the exterior of the Renwick Gallery exterior. The same techniques were applied to the exterior of the perimeter of the row houses around Lafayette Square.

[Slide.]

Mr. EISENBERG. The Castle Clinton monument in New York City is shown here.

[Slide.]

Mr. EISENBERG. This will show the capability of the process in retaining as much as posible of the new material. All of this has been with new techniques that I think should be considered for restoration of the Capitol.

[Slide.]

Mr. EISENBERG. The stone here was sandstone, a different type of sandstone entirely from the area here. It is very rich in iron and that is what causes the color. This has come from Connecticut and the adjacent stone from New Jersey.

[Slide.]

Mr. EISENBERG. This is a restored section showing provision for movement, which has been built in in this control joint. One of the things that we propose to do at the United States Capitol to accommodate any movement of the stone is to use this technique and it can be done in such a manner as to be cosmetically very acceptable without a showing of artificiality.

This slide is particularly relevant in that this condition of stone movement existed here and, of course, exists at the Capitol.

[Slide.]

Mr. EISENBERG. This was a very early or mid-18th century structure for the Danish Royal Academy of Art, in Copenhagen. These are conditions that were all restored. These problems are solvable. They do not possess the great structural concerns that have so often been expressed.

[Slide.]

Mr. EISENBERG. Again, original materials are retained to the greatest extent possible.

I would like to show some of the cleaning slides if the Senator has the time that were done at the Capitol to show you some of the condition of the stone as it relates to some of the techniques.

Senator HOLLINGS. How long would it take to restore the west front?

Mr. EISENBERG. Approximately 1 year.

Senator HOLLINGS. Would the west front be structurally just as strong after you had restored it as it is now?

Mr. EISENBERG. It is my professional statement that it would be much stronger.

Senator HOLLINGS. Have you ever made a presentation of this kind to the Architect of the Capitol?

Mr. EISENBERG. No, sir; I have not.

Senator HOLLINGS. All right, let us look at the other slides.

Mr. EISENBERG. Dr. White is familiar with our work. I am sure he is aware of our firm. I don't believe he has seen these slides.

I am going to ask Mr. Sendgikoski, who performed the work for Lane under the direction of Captain Praeger to comment on the techniques that were used. I am going to ask him to briefly comment about the times and so on which have been overstated in the report. The area described was about what?

Mr. SENDGIKOSKI. Twenty-one square feet.

Mr. EISENBERG. The Praeger Report said the cleaning time took two and a half hours. That included the time to get it set up and plugged in and to get the hoses going under normal production. Perhaps this is where the figures were awry. Under normal cleaning time, the time would be a fraction of what was stated in the report.

[Slide.]

Mr. EISENBERG. This is a specially designed water cleaning system with a controlled nozzle flow. It can remove the accumulations of paint that have been built up over the years without too much damage. In some areas, it can cause some edging of the surface. However, these can be restored back very easily.

Mr. SENDGIKOSKI. I might mention that as you are looking at this area, they used a paint remover and the paint remover did not remove all of the paint. This is the first area where we were allowed to try our technique.

[Slide.]

Mr. EISENBERG. I am rather interested in these stones here. I think you probably have some clearer photographs.

Senator HOLLINGS. How does that compare with the model that is on and the spalling of the stone and the area where the paint remover had acted.

[Slide.]

Mr. EISENBERG. There are some slides that will show that after the stone is cleaned, you can get back to a sandstone that has a rather attractive appearance with just a minor amount of sandpapering, it can be brought back to its original appearance.

Senator HOLLINGS. How does that compare with the model that is on the north end of the Capitol, the Senate wing, north end, in talking about the Lee Massachusetts marble? I find a difference. I do not think that the East Front was a good preservation job. They had two different types of marble.

Mr. EISENBERG. I totally agree. I think it is a matter of architectural prerogative that I would prefer not to intrude upon.

I can express a personal opinion. There will be a substantial difference because they are two different materials. It might be that the most desirable course would be to repaint rather than to allow the original to be exposed. However, there is a total break in thought between many preservationists as to whether it might be of extreme interest because it was originally stone and because it would have some historic value.

This is not within our province to decide and I would not attempt to get into that area.

Senator HOLLINGS. Which would be the better finish? In other words, which would blend the best with the north and south ends of the Capitol?

Mr. EISENBERG. I would like to respond to that question rather obliquely by referring to a restoration program in the Forum in Rome in which the columns of the Forum have been restored in a most intriguing manner.

Original stone was rebuilt in conjunction with brick purposefully to distinguish between the original material and the later sections. The carving styles and the profiles and the design of the columns were

retained exactly as they were originally built. However, the original materials stand out with distinction as opposed to those of what might be later periods so that people visiting the site are intrigued by the fact that part of the original material is very clearly available for inspection and part of the new material is very clearly defined as new material so that in replying to your question, it is a question of artistic judgment as to one, whether uniformity of appearance is more pleasant to the eye or whether the distinguishment of added materials might be more intriguing to the visitor who might wish to see what the original looked like. It would not be offensive to a professional eye to have a distinguishment.

Senator HOLLINGS. Generally, the restoration jobs that you have shown in these slides have all been where the restored and original parts all blended right in?

Mr. EISENBERG. That is correct.

Senator HOLLINGS. How do you do that with the Capitol?

Mr. EISENBERG. I don't know if that would be appropriate for the Capitol. Again, I defer that judgment to the Architect and the Congress. The capability exists to blend it in. The tools are available. The judgment must be made as to which the Congress decides is most desirable to have.

There are two distinct schools of thought. One would prefer the uniformity of appearance. That capability exists technically. Whether or not it should be, again, is an esthetic decision and the client—the "client" being the U.S. Congress—must bear the weight of the decision.

The tools are available for both possibilities. It could be clearly distinguished or blended in.

[Slide.]

Mr. EISENBERG. This is the slide I was particularly interested in. This may answer your question more clearly.

The stone here is original stone. As you can see, it has an intriguing vein after the paint has been removed. After it dries, it will probably be rather attractive so that these remaining things are easily taken off without destroying much of the surface of the stone. This could be displayed in its original form if it was so desired.

Senator HOLLINGS. You say the original front was a dark color?

Mr. EISENBERG. No; this color is somewhat darker because when the picture was taken, it was saturated with water. The color would be more to those tones, much lighter.

Senator HOLLINGS. It would still be dark in comparison to the white dome?

Mr. EISENBERG. Yes, sir; it would.

Senator HOLLINGS. There is not much question in my mind and if you could get a majority around this town to vote for a dark front and a white dome, they would not be around long enough for the first group of visitors coming into town to run them out of town.

Mr. EISENBERG. Regardless of what is done, at one point the stone must be returned to this state. That is required to establish and preserve it. The materials that are there now must be removed.

At that point, after it has been exposed, the decision could be made. The decision need not be made now.

The cost of blending it in or applying a coating to it to match the rest of the structure would not be significantly different. However, the

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decision need not be made now. It could be made after the stone has reached this stage of preparation, which would be essential regardless of what the ultimate, end treatment might be.

Senator HOLLINGS. There is another problem that concerns me about the strength of the west front and the idea that stones must be replaced on the front. I heard yesterday the different view where large stones would be cut and pared down to be made thinner, if you remember the testimony by the architect. Are the stones falling off?

Mr. EISENBERG. In my opinion, they are not all about to fall off. I think there are stones that will require repair. There are stones that will require strengthening. There are stones that should be treated with a variety of techniques to improve their structural characteristics. However, I am not as conservative in my approach as to the imminent danger of all of these stones falling down. I do not believe that is happening.

Senator HOLLINGS. You may proceed, sir.

[Slide.]

Mr. EISENBERG. This is a rather accurate photograph of what the original stone looked like. Some of these ridges have been caused in part by the paint remover on the surface and some of the removal techniques. It is a rather simple procedure to buff some of them down. That was in effect done. This clearly illustrates what the original stone of the Capitol looked like.

A surface cosmetic treatment can be applied in a wide range of stones and colors that can produce almost any cosmetic color desired. Certainly there are stones that will require replacement and repair.

[Slide.]

Mr. EISENBERG. This type of thing where there is a separation of the surface stone due to weathering from the interior of the stone would be a part of the restoration technique. I do believe that many of the ornamentations will require reinforcements. Unquestionably, that is part of a restoration and preservation program.

Senator HOLLINGS. What about that part of the report that was to have hundreds of holes drilled all the way through the wall? Do you remember that part of the Praeger report? What is your observation of it?

Mr. EISENBERG. That bothers me to some degree. I believe the Praeger report was extremely conservative. It was exceptionally well done and Captain Praeger took the approach of providing for every possible contingency. I thought that the measure of grouting and the installation of reinforcing rods within these holes was a measure extraordinaire and would be desirable.

I do not think the cost would be that excessive. I do not think it would in any way disturb or harm the structure and it might be a good built-in assurance. I am not totally convinced that it is absolutely a positive requirement because the whole flavor of this report is ultra-conservative.

However, in view of the reasonable cost factors involved and in view of the elaborateness of the program proposed, it would be a desirable element to include.

Senator HOLLINGS. Would you comment on the high pressure techniques of grouting? Is there a danger of it coming through on the other side of the wall?

Mr. EISENBERG. I believe there are techniques of grouting available today that could provide increased stability and structural characteristics to the wall that would not require the high pressure grouting systems recommended. There have been a number of innovations in that technology for providing grout systems under lower pressures.

Dr. Gauri at the University of Louisville has developed a system for impregnating this type of stone and improving its strength upward anywhere from 60 to 80 percent, so that the very high pressure grouting systems would not be absolutely necessary and perhaps not desirable. There are alternatives.

Senator HOLLINGS. What about the relative cost? Would this new advanced system be more costly?

Mr. EISENBERG. I would say they may be slightly more costly. However, again one must look at the overall restoration. I heard figures yesterday ranging from $17 million to $30 million. The $30 million figure I consider to be absolutely outrageous. The $17 million figure I consider unrealistic.

Senator HOLLINGS. Unrealistically high?

Mr. EISENBERG. Unrealistically high, so I would assume even with the increased costs, new sophisticated techniques that would provide better qualities of structural characteristics to the wall that even if these costs were in excess of the earlier cost of pressure grouting, the overall cost of and the end result would be substantially less than that.

Senator HOLLINGS. Can you comment on the alleged unknowns with respect to the restoration work and the unknowns within that west wall?

Mr. EISENBERG. May I refer to the Praeger report for a moment?

Senator HOLLINGS. Yes, sir.

Mr. EISENBERG. I have reference to table No. 3 of the Praeger report, in which there is a 15-percent contingency depending upon which scheme is proposed, either that for pointing or for allowing the untreated walls to remain and the contingency stated is $1,552,000 if the walls are permitted to remain exposed and $1,460,000 if they are to be painted.

In my professional opinion, $1,500,000 provides for an awful lot of unknowns. It is not very realistic to consider that many unknowns in this project. It is an important project. It is a large project, but there are many knowns.

The knowns certainly exceed the unknowns. If I may refer to table number three and that contingency which brings the total cost of restoration slightly under $14,543,000.

Even at that figure without the escalation figure referred to yesterday, there is more than enough in that area to cover any possible unknown.

I have discussed this matter with our staff and with various other preservationists because the question of unknowns always is thrown out. There is inevitably an undisclosed site condition, but, the detailing is so extensive here that it would be highly unlikely that there would be an unknown of such magnitude as to approach such a large contingency factor.

Senator HOLLINGS. This has been a very informative and comprehensive presentation. It has been an eye opener to me.

I have to be at a meeting in just 3 minutes. Would it be your desire to come back later? I have a list of questions which we might submit to you to be answered.

Is there something you would like to add?

Mr. EISENBERG. I would like to state the following for the record: That if it is the desire of the Congress to restore and preserve the building, that such an event can be accomplished with a lump-sum, fixed-priced proposal, that the cost of that lump-sum, fixed-price proposal would not exceed the figures stated in the Praeger report and that realistically, they would probably be substantially lower.

I believe there are technologies available that need to be examined which have not been examined for use in the restoration. I believe that a result commensurate with the standards desired by the Congress can be accomplished by incorporating those technologies.

I personally am not in favor of extension. I feel this is an essential element of a very important historic monument and although it has been stated in earlier testimony that it is a functional building—a statement with which I agree—it is also an important part of our history.

As a preservationist and a restorationist, it is my professional feeling that the west front should be restored and saved. I state unequivocally that the technology for so doing exists within the state of the art today.

Senator HOLLINGS. We thank you very much, sir. We may like you to make another appearance, if you don't mind, when I can get more of the membership of this subcommittee present.

Mr. EISENBERG. Senator, I have a rather difficult schedule for the next 3 days. I am programed for consultations in the Midwest. I would be available at any time for this subcommittee next week or later this afternoon, perhaps, if this would be useful.

However, from Wednesday through Friday I would not be physically able to contact the people who have arranged to meet me in the Midwest.

Senator HOLLINGS. It would be some time next week or the following week.

Mr. EISENBERG. I would be pleased to extend the total cooperation of our staff and our organization in any technical cooperation we might be able to provide.

Senator HOLLINGS. Thank you, very much.

SUBCOMMITTEE RECESS

The subcommittee will be in recess.

[Whereupon, at 12:35 p.m., Tuesday, June 19, the subcommittee was recessed, to reconvene at 9:30 a.m., Wednesday, June 20.]

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1974

WEDNESDAY, JUNE 20, 1973

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

The subcommittee met, at 9:30 a.m., in room 1224, Everett McKinley Dirksen Office Building, Hon. Ernest F. Hollings [chairman] presiding.

Present: Senators Hollings, Schweiker, and Case.

OFFICE OF TECHNOLOGY ASSESSMENT

STATEMENT OF HON. EDWARD M. KENNEDY, U.S. SENATOR FROM MASSACHUSETTS AND CHAIRMAN, TECHNOLOGY ASSESSMENT BOARD

ACCOMPANIED BY:
HON. PETER H. DOMINICK, U.S. SENATOR FROM COLORADO
HON. JOHN W. DAVIS, U.S. REPRESENTATIVE FROM GEORGIA
HON. CHARLES A. MOSHER, U.S. REPRESENTATIVE FROM OHIO

CONFRONTATION WITH OPPOSITION

Senator HOLLINGS. Good morning, gentlemen. The subcommittee will please come to order.

We are glad to welcome to the subcommittee the distinguished chairman of the Office of Technology Assessment, and its principal author, Senator Edward Kennedy, and Congressman Davis.

Gentlemen, I might make an opening comment about this particular budget. Previously, I had thought we should be polite and courteous about this matter, but now I think we are just going to have to confront those who really are not in favor of the Office of Technology Assessment.

I noticed in the debate they were very specific in stating that the chairman on the House side agreed it would be fine for the Senate to initiate the budgetary action, and then contend we are going to hire a bunch of scientists and a bunch of engineers, and create one of those big octupuses that would gobble up the Government.

In contradiction to that, I met recently with other members of the Agriculture Subcommittee to mark up the fiscal year 1974 bill, in which there was a Water Quality Commission, authorized by the Congress. This Water Quality Study Commission was set up to see that that one singular act of Congress was enforced, to let contracts to various experts in the field.

We gave them $7.5 million without a long debate or harangue. We didn't mind adopting $7.5 million for just 1 year's operation.

For my own experience on the Office of Technology Assessment, I do not want to see the legislative branch again adopt a view of the timidity and inadequacy in the tools it gives itself. We didn't ask for what we need and we don't get it. Now with OTA we will get what the Congress has overvoted to the executive branch, and the burden is on us. I think we ought to ask for a full amount. That is my own personal opinion.

We tried it the other way to satisfy some of these fears and I hate to continue to ask for a limited amount, just try to compromise the responsibilities that we have under this act. I don't want to do that. I know you don't want to do that.

With that feeling I welcome you to the committee.

Senator KENNEDY. The Technology Assessment Board has requested $3,980,000 as the rock bottom figure necessary to do the job which Congress has mandated for the Office of Technology Assessment. However, I believe we could very effectively utilize the full $5 million authorized to the Office under its enabling act. I shall be happy to furnish the subcommittee with additional backup material which indicates the way we would allocate and utilize the full $5 million if it were appropriated in fiscal year 1974.

[The additional information follows:]

OFFICE OF TECHNOLOGY ASSESSMENT
CONGRESS OF THE UNITED STATES

(in thousands of dollars)

Estimated Budget For Fiscal Year 1974*

Technology Assessment Contracts	$ 2,500
Staff Compensation	1,186
Public Member & Consultant Compensation	300
Personnel Benefits	129
Travel	356
Rental	240
Equipment (including delivery cost)	100
Printing and Reproduction	54
Communications	20
Supplies and Materials	15
Other miscellaneous and contingent expenses	100
Total	$ 5,000

* This is the way we would propose to allocate the funds if the full authorization of $5,000,000 were appropriated in fiscal year 1974. We would expect to increase technology assessment contracts by $750,000 (so that we could let 3 more moderate sized TA contracts) and to increase condultant fees and travel by $270,000 to bolster our Advisory Panel activity.

Senator HOLLINGS. I know that Senator Schweiker here and I might review it up right to that point. I just think that we had all kinds of flak when we first started out. Now we have the number and the amount and directorship and the like.

I think we just made a bad mistake proposing to get responsibilities like that off the ground in such a limited fashion. Frankly, it is like it is being done improperly.

Senator KENNEDY. Thank you very much, Mr. Chairman. I appreciate your comments, and the excellent way in which you set the framework in which our presentation this morning should be viewed.

I will be joined by members of the Board itself, from both sides of the aisle, from both Houses of Congress. Let me just say as Chairman of the Board I express a warm sense of appreciation to you and Senators Case and Schweiker who, as members of the Appropriations Committee, have seen the real value of this particular opportunity and have struggled so valiantly to impress fellow conferees from the House of the value of this proposal so that we would be able to get started and serve the Congress.

OFFICE READY TO PROCEED

As my testimony points out, we are ready to begin. The Board members have met and established their rules. We are ready to go to work. There is a tremendous demand for the kinds of efforts that this Office can undertake. We are extremely hopeful that we will be able to obtain the necessary funding and resources to do the job.

I don't think I have to review for the members of this committee the history of the Technology Assessment Act, including the overwhelming vote of 256 to 118 in the House of Representatives and its unanimous adoption by the Senate of the United States.

As you know, this Office has been established to serve the needs of the Congress. I don't have to reiterate to this committee that the Technology Assessment Board is a balanced board between the House and Senate, between the members of the two great parties in the House and Senate, between the different regions of the country, and between different political points of view.

Any decision would have to be approved by an absolute majority of seven Board members which assures, therefore, that there would be a sense of bipartisanship consensus in any important or significant decision that was taken.

I don't think, looking at the members of the committee here this morning, that I have to remind them of the value of such a Board, particularly when the Congress has been addressing itself to matters of very significant public policy involving technology—whether it be in pollution control, food and drug additives, SST, the Space Shuttle, or any of a variety of technology-related issues.

I think all of us in the Congress recognize the difficulty of obtaining reliable, clear evidence on technology issues. We frequently encounter technical experts on both sides of the issues in conflict. In most cases, the congressional committees do not have the resources available to clarify these differences. The Congress is left in a quandary, and obviously this Board (with its technical staff, its advisery council,

and its contract research resources) could be of enormous value and assistance in serving the committees of the Congress.

I don't think I have to reiterate the tremendous groundswell of interest in the Office of Technology Assessment—among scientific and technical organizations, community and industrial organizations, various environmental groups and others across the length and breadth of this country. We have received innumerable inquiries, ideas, and offers of help. They recognize the tremendous value of this Office to the Congress and the Nation.

In the development of our budget plan and the illustrative table of organization we are submitting, we have received very extraordinary help from the General Accounting Office, from the Congressional Research Service, from the National Science Foundation, the National Academy of Engineering, and the National Academy of Sciences. We have worked closely with these various groups, and they well understand the nature of our mandate from the Congress. We have relied upon their experience, expertise, and suggestions as to what an adquate staffing pattern would be, compensation schedule consistent with comparable positions in other agencies. We have relied heavily in them, and that has been the basis for the development of the budget that we have submitted.

BARE BONES REQUEST

Th $3.9 million budget request is not for the full authorization, as this chairman has pointed out, of some $5 million. We feel that the $3.9 million is the absolute bare bones budget, as the chairman and the rest of my colleagues here well know.

We extensively discussed this budget. There was a feeling among the Board members that (based on the expert assistance we received) if they were able to agree upon this, there was a very good likelihood that we would not be subjected to the routine cuts and slashes which so often take place.

This is really the absolute bare bones minimum budget, based upon, as we have said, the Academies of Science and Engineering, the National Science Foundation, the Congressional Research Service, and the General Accounting Office. We have drawn on their extensive experience with such matters to construct a minimum budget to carry out our congressional mandate in our first year of operation.

We would like to ask consent to be able to file a complete statement of explanation and also various additional materials, including information we have received from the organizations I have mentioned and others, which have served as the basis for the development of the budget which provide considerable detail and justification for our particular budget request.

[The statement follows:]

STATEMENT OF SENATOR EDWARD M. KENNEDY, CHAIRMAN, TECHNOLOGICAL ASSESSMENT BOARD

Mr. Chairman, on behalf of the Technology Assessment Board, I want to thank you and the other members of The Legislative Appropriations Subcommittee for affording us the opportunity to testify today in support of a fiscal year 1974 appropriation for the office of technology assessment.

This Office was created by the technology assessment act of 1972 (P. L. 92–484) which was signed into law on October 13, 1972. The establishment of this office represented only the third time in history that Congress has created an

agency under its own control to assist the Congress in its own decision making. The Library of Congress and the General Accounting Office (GAO) are the only two other instances.

In keeping with the historic significance of this step, the congressional vote to establish the Office was overwhelming. The House vote was 276 to 118, and the Senate passed the bill by a unanimous voice vote.

The Office is controlled by a Joint Congressional Board, consisting of six Senators and six House members, along with a non-voting director of the office appointed by the congressional board members. The board is completely non-partisan, with six Democrats and six Republicans. The members who have been appointed by the Speaker of the House and the President Pro Tempore of the Senate reflect all regions of the nation and all political points of view. The statutory requirement for an absolute majority of the board to approve any recommendation to the Congress assures the non-partisan, objective character of its recommendations.

The purpose of the Office is to provide Congress with its own technical expertise in evaluating legislative proposals involving significant technical components. Over the past two decades the executive branch's capability in science and technology has grown by leaps and bounds, while the ability of Congress to evaluate such programs has stumbled along at a snail's pace.

Thus in recent years we have witnessed great controversies over the technical facts involved in programs such as the ABM, the SST, the Space Shuttle, the use of chemical pesticides, and food and drug additives, and more recently the impact on human health of automotive air pollution. In such cases, the Congress has not had a reliable source of technical expertise on which it could draw to provide an independent technical appraisal of the various alternatives under consideration.

OTA has been established to meet that need. The Office is intended to serve the various committees of the House and Senate, upon the request of their respective chairmen of their ranking minority members acting through their chairmen. It is a technical service organization for the Congress.

Even though we are not yet in operation, there have been many informal inquiries regarding significant studies which OTA could do for the various committees. Along with this evidence of continuous congressional interest in the Office, there has been a groundswell of interest in OTA throughout the Nation. Many scientific and technical organizations, industrial organizations and firms, and environmental and citizens groups have expressed their interest in the new Office or offered to assist it in carrying out its mission. And several thousand professionals have indicated their desire to join the staff of OTA.

Preliminary planning for the Office has been conducted since early January when I was elected as Chairman of the Board. There were preliminary, separate meetings of the House and of the Senate Board members in February and March. The first organizing meeting of the full Board was held on April 10th, at which time the Board unanimously adopted a set of rules and approved a budget plan for the Office.

In all of the planning which has been conducted, we have been greatly assisted by the General Accounting Office (GAO), the Science Policy Division of the Congressional Research Service (CRS), the National Science Foundation (NSF), the National Academy of Sciences (NAS), and the National Academy of Engineering (NAE).

As a result of this extensive planning effort, the Office is in a position to begin immediate operations upon receipt of its appropriation. At the same time it should be recognized that there is a considerable lead time involved in obtaining results from technology assessment studies, most of which take many months or even years to complete. If the 93rd Congress is to benefit in its legislative decisions from its new analytical arm, it is imperative that the Office get underway as soon as possible.

At its organizing meeting the Technology Assessment Board voted unanimously to request an appropriation of $3,980,000 for fiscal year 1974. The Board viewed this amount as the rock bottom figure necessary to do the job which Congress has mandated for the Office of Technology Assessment.

The Technology Assessment Act (P.L. 92–484) authorized up to $5,000,000 for the Office of Technology Assessment through the end of fiscal year 1974. Thereafter the Office was authorized such sums as may be appropriated. I am convinced that the Office could very effectively utilize the full $5,000,000 authorized for fiscal year 1974. However, it was the opinion of the Technology Assessment Board that we should request only that rock bottom amount absolutely essential

to get the Office under way and begin meeting the very real congressional needs for its services.

The Board arrived at its request of $3,980,000 on the basis of information and advice provided by the General Accounting Office (GAO), the Congressional Research Service (CRS) of the Library of Congress, the National Science Foundation (NSF), the National Academy of Sciences (NAS), and the National Academy of Engineering (NAE). The joint experience of these organizations is enormous in the procurement of research, the Operation of Scientific Advisory Panels, and the Management of Technical Analysis Activities which are similar to those which would be carried out by the Office of Technology Assessment.

Accordingly we believe that our budget estimates are reliable and accurately reflect the activities which we could effectively undertake throughout fiscal year 1974.

The background material which I shall provide for the record includes the detailed information we received from these organizations.

Mr. Chairman, I believe an overwhelming majority of Senators and House Members want to strengthen the Congress to meet its responsibilities in the 1970's and the decades ahead. The Office Technology Assessment is an important innovation created by the Congress to move toward that goal.

Our Congressional Board has now been organized, we've developed our initial plans, and we're ready to begin. We urge the subcommittee to help provide us with the necessary resources to get started.

STAFF LEVEL

Senator HOLLINGS. Senator, what level of staff do you anticipate at the development of the Office in the fiscal year 1974 if you are allocated $3,980,000?

Senator KENNEDY. We intend to build our staff very carefully and to keep the staff as small as possible, consistent with job requirements which have to be met. We plan to build up over the course of the fiscal year in three phases. In the first phase which would end about the end of October, we might build to a level of 16 professionals and 15 clerical. The second phase which would terminate about the end of February might bring us to a level of about 28 professionals and 19 clerical. The third phase concluding at the end of June might bring us to a total of 43 professionals and 25 clerical personnel.

I use the word "might" because we don't intend to hire until we find the right person for the job. To meet the congressional needs we can't settle for anything less than the very highest quality of staff. So we might have fewer permanent staff at the end of next fiscal year than is outlined here. But of course we have to plan and provide the funds on the basis that we will be successful in finding people of the highest caliber. Of course the several thousand job applications we have already received—many from individuals currently employed in excellent positions—indicate that we will find the talent which Congress needs in this Office.

That is a very, very modest proposal actually. In consulting with the various expert groups whose advice we have sought, we have indicated that we want a very barebones budget, a barebones staff; yet one which is able to begin to meet the very real congressional needs in this area.

I think all we have to do is look at some of the different agencies for comparison. For example, the National Science Foundation RANN program, they have $70 million that will be obligated this year.

PROPOSED USE OF BUDGET

Senator HOLLINGS. How do you propose to use your $1,750,000 budget for technology assessment contracts?

Senator KENNEDY. It will be primarily on the basis, Mr. Chairman, of the requests that will come from particular chairmen or ranking members of various congressional committees that express a need for such studies.

We estimate that the $1,750,000 would provide for about five contracts, two at $500,000 each and three at $250,000 each, which would take a year to 2 years to complete. The funds in the budget for Advisory Council and consultant compensation and travel reimbursement would provide for upward of a dozen advisory panel studies. And the funds for staff compensation would allow for perhaps about 20 short term in-house assessment studies.

As I say, primarily we will respond to questions coming from the committees. Also the Board has the authority to anticipate future areas of committee interest by initiating studies on its own and its Advisory Council's suggestion.

Senator HOLLINGS. Your letters and full statement will be included in the record, and the record will remain open for any further conclusions.

I want to welcome Congressman Mosher. You were not here, Mr. Mosher, when I made my opening statement; namely, my view of the fundamental idea of having a Technology Assessment Board.

I hate to be accused of being political and then try to negotiate and compromise, which in and of itself is political. I want to confront this issue head on, ask for the whole amount and get it going. Even the whole authorization is a minimal amount, actually.

WATER QUALITY STUDY COMMISSION

I drew a parallel just a moment ago in the fact that the Congress, at the time they approved of this Office of Technology Assessment also approved a Water Quality Study Commission, which was authorized $15 million for a 2-year period. We had a markup yesterday which included the whole first half, $7.5 million. That is twice the amount requested for OTA, and it has only a single responsibility, while OTA has a vast and comprehensive task in front of it. I was dismayed in the supplemental appropriation conference that there was not one single House vote in support of the appropriation to get this Office of Technology Assessment moving. I couldn't get one word of encouragement or one word of support.

Mr. MOSHER. Mr. Chairman, I am sorry that I am tardy. I am pleased that you have done me the favor of repeating your comments. I share your dismay. I share your philosophy. I think there is an urgency about this that is very real, and I know I speak for certainly the Republican members of the board on the House side.

Mr. DAVIS. I can speak for all the Democrats.

Mr. MOSHER. We will very vigorously do our part to attempt to persuade the appropriation members of the House.

Senator HOLLINGS. Very good. We will hear now from Mr. Davis.

Mr. DAVIS. Mr. Chairman, I can do no better than to join myself

with the remarks that you have made this morning, and that Senator Kennedy has made this morning.

PREPARED STATEMENT OF REPRESENTATIVE OLIN TEAGUE

I would like to introduce in the record a statement of my colleague in the House, Olin Teague, who is having to preside over a Democratic caucus. Otherwise he would be here this morning. I would ask permission to insert his statement.

Senator HOLLINGS. His statement will be included in the record.

[The statement follows:]

Mr. Chairman, I appreciate the opportunity to submit to you and the members of your committee this brief statement in support of funding for the Office of Technology Assessment in the Legislative Appropriations Act of fiscal 1974.

As you are aware, this new office—which is only the third independent service institution established by the Congress for its own use since the beginning of our government—was conceived and developed in the Committee on Science and Astronautics of the House, which it is my privilege to chair. The concept of the Office was six years in the making, and those of us who were most closely involved with its passage in the last Congress on the House side have been and are deeply appreciative of the understanding and support which has been given to it by the Senate.

The policy making Technology Assessment Board, composed entirely of members of the House and Senate, was unable to organize and adopt budget recommendations prior to the time the House acted on the legislation before you. Since then, however, the Board has formally organized and on April 10 authorized its current chairman, Senator Kennedy, to present to you recommendations for inclusion in the bill of some $3.9 million for fiscal 1974. As one of the House members of the Board, I wish to add my support for the recommendations which you have heard. While reserving the right to differ on some of the details of those recommendations, I nonetheless urge that your committee act in accord with the general outlines of the estimated budget which has been presented.

Mr. Chairman, the case for the Office of Technology Assessment has long since been made, so I do not intend to dwell on the rationale for it. I do want to urge you to make sure that the Office receives funding at the earliest possible date so that this much needed endeavor can get underway with a minimum of delay.

BILLS RUN THROUGH HOUSE

Mr. DAVIS. I would simple say here that I have been in the Congress for 12½ years. I have spent far longer time listening to scientists and engineers than I did in law school listening to speeches.

I am impressed with the Office of Technology Assessment, both in its impact on technology and on society. I couldn't be more enthusiastic about this bill, and like the chairman has stated, I have seen bills run through the House, like one not too long ago that was run through to commemorate the former fair they had up in Washington. We proposed $12.5 million to preserve that commemorative site up there.

I thought at the time, well, why can't we do a little toward technology assessment, which has a far greater impact on our society than those things that slip through the House and Senate apparently with such ease. And I wish to say that I hope we haven't been delinquent in our efforts in the House. I hope the chairman realizes that we have spent 6 years in the vineyards laboring on this general idea. I would like nothing more than to see it come to fruition.

Senator HOLLINGS. I realize you have been working long and hard on this thing. With that in mind, Congressman, how would OTA tackle a particular request from a committee?

Mr. DAVIS. Most of the studies would be undertaken outside the House, I think is the term for it. We would rely on the advice of our advisory board of the National Academy of Sciences and the National Academy of Engineers. We would try to determine the most expert place, or find the center of excellence as far as conducting the study is concerned. We would grant them the money to generate the information that we need to take legislative action.

Senator HOLLINGS. Would a committee request be required before OTA would act?

Mr. DAVIS. Not necessarily.

Senator HOLLINGS. Could the office in its own initiative take up a matter?

Mr. DAVIS. It could come from either source. Either the request would be generated by the committee chairman or ranking member could generate to the Technology Assessment Board itself.

Senator HOLLINGS. Very good, sir. Mr. Mosher, would you have a statement you wish to add now?

Mr. MOSHER. I will only reiterate that I join completely in support of the testimony of Senator Kennedy, our OTA chairman, and my colleague, Mr. Davis. We are completely in support of this appropriation request.

SALARY LIMIT PROVISO

In fact, we think it is a bare bones request and is urgently needed. I hate to inject any sort of difficult subject into our discussion here. I think I speak also for all of the House Members in a very real hope that the Senate Appropriations Committee would not attach a proviso that would limit the salary of the Executive Director of the OTA to a figure below that figure established by the authorizing legislation.

Senator HOLLINGS. Why?

Mr. MOSHER. Because I think it is important that the OTA be distinguished as something very different from a congressional subcommittee or from a joint congressional committee. I think that the staffing of the OTA Board, and particularly the prestige of the Director, is extremely important. It is more analogous to the Library of Congress or the GAO.

It is an arm of the Congress with a degree of autonomy and independence that is not true of a congressional committee. I believe the Executive Director needs the prestige that goes with the salary level in Washington in order to have the clout, the leverage, that we envisage as necessary in directing and in the leadership that we expect of him in this capacity.

Mr. DAVIS. May I join my colleague.

Senator HOLLINGS. As you do so, we want to welcome Senator Peter Dominick. Please come forward and have a seat with the group.

You may proceed, Congressman Davis.

Dr. DAVIS. I simply want to say I join fully in the comments made by my colleague, Mr. Mosher. And I do think, especially in light of the evolution of the science and technology, that we should attach at least a little more importance to the Office of the Director of Technology Assessment than we do to the Doorkeeper of the House, for example.

Senator HOLLINGS. Very good, sir.

Senator Dominick, do you have a statement?

Senator DOMINICK. Yes, sir. I just ask that my statement be put in the record, if you will.

[The statement follows:]

STATEMENT BY SENATOR PETER H. DOMINICK, BEFORE THE LEGISLATIVE APPROPRIATIONS SUBCOMMITTEE, JUNE 19, 1973

Mr. Chairman, since coming to Congress in 1969, I have witnessed an incredible growth in the number and complexity of problems facing the Congress. The spectrum of issues clamoring for our attention ranges from energy to health, from the space shuttle to law enforcement and from poverty to ocean development.

The depth and complexity of these issues places a heavy burden on individual legislators. A very large part of this job is the constant search for information upon which a sound judgment can be made.

The recently created Office of Technology Assessment, unique in its relationship with Congress, holds the promise of significant assistance in that search for information. OTA will be much more than just a research service in suggesting alternatives with attendant impacts. There is presently a desperate need in the Congress for this type of assistance.

Earlier this month, I had the privilege of appearing before this subcommittee in support of OTA's FY 1973 supplemental request. My understanding is that OTA's request will unfortunately not be realized.

The Office of Technology Assessment has, through unanimous action by its Congressional Board of Directors, adopted the budget pending before you for FY 1974 in the amount of $3.98 billion. In light of OTA's authorization, this request represents a modest beginning and is a commitment to sound and orderly growth based on performance.

Mr. Chairman, three things are necessary to make OTA operative, two of which we have today. There is certainly a need for OTA and its services and we have a functioning Congressional Board of Directors anxious to undertake the work of OTA. My hope is that the Congress will quickly provide the funds to make this tool available to all members.

Senator DOMINICK. I just want to comment, in listing to my distinguished House colleagues and Senator Kennedy, I understand that OTA didn't get any money in the second supplemental this year. So it would certainly seem to me if we are going to fulfill the functions which both the House and the Senate passed overwhelmingly and gave to OTA, that we are going to have to get enough money to start, even though it is a modest amount, really, the job that we have been given.

We agreed on, I think, $3.98 million but, frankly, we could go to $5 million and still be within our authorization, and still be in a better position to perform our functions. We have a full year ahead of us and an enormous scope of duties, and I would hate to see us not have the funds by which we could perform the functions which Congress gave us to perform.

Senator HOLLINGS. Before you came, I was recounting a hearing I conducted at which Governor Rockefeller appeared for the Water Quality Study Commission which was created by the Congress a few years ago with a 2-year, $15 million authorization. I listened to the contracts that were outlined just on this one particular subject, that would be let to consultants and engineers and others all over the country, all of them very valid.

There was just one particular facet of technology and the subcommittee, at markup proposed to give them $7.5 million for the first year.

Here with OTA we sort of tiptoe around with a $3.9 million request. I rather agree with you, that we ought to appropriate the $5 million and get going.

EXPERTISE OF OTHER GROUPS

Senator DOMINICK. Mr. Chairman, I am certainly gratified to hear your comments. I will say that we have one advantage that perhaps others don't have. We can use the expertise of other groups, the National Science Foundation or the Academy of Science, and be able to get this input on the questions we decide to take up.

Right now we are drawing up the legislation for the Alaskan pipeline, or will be very shortly, I hope. One of the things we are going to be talking about in the process of that debate is whether you ought to negotiate with Canada, and what the impact would be if you brought it down the Mckenzie Valley route.

This is something we could dive into if we were underway. We are not going to be able to do it in time for this situation obviously. But there is one example where we could have provided very useful information to the Senate and the House.

Senator HOLLINGS. Senator Schweiker?

Senator SCHWEIKER. Thank you very much, Mr. Chairman. I want to strongly associate myself with your opening statement. I wholeheartedly concur. I think you will be having reinforcements right behind you, Mr. Chairman.

STAFFING PROJECTION

I just want to ask one more question for the record, Senator Kennedy, on your projection on staffing you envision. You say 68 people as your projection or as a theoretical staffing estimate in these terms?

Senator KENNEDY. Maybe if I could just give the phasing. The first phase is to be completed hopefully by October 31, 1973, brings it to 16 professional and 15 clerical.

The second phase brings it to 28 professional and 19 clerical by February 28, 1974.

The third phase would be 43 professional and 23 clerical by June 30, 1974.

Senator SCHWEIKER. Right now the third phase, which is the 68, is the one I was referring to.

Senator KENNEDY. Yes; that refers to the final 68, which we might grow to over the course of fiscal year 1974.

Senator SCHWEIKER. If you project that on an annual basis, what is the OTA budget base, or is that your $3.9 million total?

Senator KENNEDY. The 43 professionals are needed to carry out the program we have developed for our first fiscal year, which would require $3.9 million. If we were to receive the full $5 million, none of that increase would go for increased staff. Instead an additional $750,000 would go for contract assessments and an additional $270,000 for advisory panel studies.

Senator SCHWEIKER. So your $3.9 million really would be more for your third phase staff level?

Senator KENNEDY. Yes; it would.

Senator SCHWEIKER. Is that correct?

Senator KENNEDY. Yes.

Senator SCHWEIKER. Any increase beyond that primarily would be used to contracting research development, and contracts?

Senator KENNEDY. Yes; that is true.

Senator SCHWEIKER. I just wanted the record to be clear on that. That was my understanding. That is all I have.

OFFICE QUARTERS

Senator HOLLINGS. Senator Kennedy, I wondered about office space. In the supplemental, I recall there was some proviso about the rental, and a security guard. In addition, there was a proviso for cars.

What about cars and guards? Where would we go and where would we do business?

Senator KENNEDY. Let me say that the wording of our initial appropriations request was based on the advice of the General Accounting Office which is noted for its attention to the economical use of funds. So in our request for a supplemental appropriation, we asked for the authority to rent a shuttle vehicle so if our technical staff were located downtown, they could have ready, economical access to the Congress. And we also asked for the authority to compensate security guards, in the event we had proprietary technical information in our possession, or information confidential to various congressional committees.

To some extent it depends on where we are going to have our office space. If we were going to have them in the new Senate Office Building or over in the House, obviously there wouldn't be any need for such authority.

Recently we have been given a few rooms in the Congressional Hotel, and a small room in the Russell Office Building. These will prove very helpful in meeting the direct needs of the Technology Assessment Board.

But there still will be a need to rent space for the technical staff of the office. The GAO has searched the Capitol Hill area for us and indicates that we will have to rent space downtown. I leave it comarrangements that are made for the movement of our technical staff and consultants is cheaper through their use of taxis or through a shuttle vehicle. I leave that completely up to the committee, and its experience with those matters. Our current request to this committee does not include any provision for such authority.

I think we should feel our way along on this particular issue. After we are in business for a while, if it seemed to warrant that, then we ought to come back to the committee and make such a request.

Senator HOLLINGS. Very good, sir. We appreciate your appearance and the record will remain open.

Senator KENNEDY. I would just like to supply additional materials here, including detailed responses to questions that you have indicated would like clarified for the record.

Senator HOLLINGS. Thank you very much.

[The questions and answers follow:]

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QUESTIONS TO AND RESPONSES FROM THE
TECHNOLOGY ASSESSMENT BOARD

1. Q: What issues do you intend to study?

A: OTA is a service organization for the Congress. It is specifically designed to make available to the committees of the Congress technical expertise to help them in dealing with complex technology related issues. So the issues which OTA studies must be carefully selected to meet the needs of the Congress. Accordingly, to make detailed determinations on which specific issues will be addressed requires extensive, close consultation with the various committees of the Congress: to identify their needs and to determine how OTA can best serve them. Such consultation entails preliminary staff work which cannot be undertaken until we have our initial staff on board. So it would be premature to make definite decisions at this point. But we can identify some broad areas in which OTA is likely to have a continuing interest. These would include such areas as solar energy, ocean resources, biomedical technology, and solid waste disposal recycling.

2. Q: How would OTA tackle a particular issue or meet a specific committee request?

A: Let's say the Chairman of the House Science Committee or the Senate Labor Committee -- both of which have jurisdiction over the National Science Foundation -- asked OTA to look into NSF's solar energy research program. The TA Board might turn to its Advisory Council and ask them for help in setting up a specific Advisory Panel on Solar Energy. The Panel would meet and delineate the assessment task. It would set up specific requirements for a contract or for several contracts to be let by OTA. Competitive bidding would be held to select a contractor, which could be a think tank, a university, or an industrial firm, and the research would get underway. The contract might take a year to complete and might cost about $250,000. While the contract was being carried out, the Advisory Panel would periodically meet and provide a continuing critique of the contract research. The OTA staff would also closely monitor the contractor's performance. When the final report was in, it would be evaluated by the Advisory Panel on Solar Energy and by the more generally constituted Advisory Council. The Technology Assessment Board would review the results and decide what dissemination to make of them and what, if any, recommendations to make to the Congress.

3. Q: What is the role of the Advisory Council?

A: The Council is set up by the Technology Assessment Act. It includes the Comptroller General and the Director of the Congressional Research Service as ex officio members, and 10 public members. They would be highly distinguished citizens from all parts of the country representing science, engineering, the social sciences, law, medicine, and public administration, industry, academia, labor, environmentalists, and citizens groups. We expect that the Council will be of the highest caliber -- chairmen of the board of major corporations, presidents of universities, leading scientists, etc. The Council would advise the Congressional Board on issues to be studied and the overall activities of the Office, and would aid in the evaluation of studies which have been undertaken.

4. Q: What is the role of the Advisory Panels?

A: The Advisory Panels would be much more specialized than the statutory Advisory Council. There would be at least two kinds of panels: continuing panels in a particular area like energy or ocean resources; and ad hoc panels set up for a specific period of time to look into a particular problem (like the use of computers in medical diagnosis, or the utilization of earth resources satellites). Non-governmental panel members would receive consultant fees for the time they were on duty, as well as necessary travel expenses. Panels would help in the formulation of contract research to be performed; help evaluate the results of such studies; and explore problems which weren't far enough along for the conduct of specific contract research. Thus, for example, in an area like genetic engineering a panel could serve to pool the best judgment of doctors, scientists, lawyers, ethicists, and others with relevant inputs to the problem under consideration.

5. Q: What is the role of the OTA staff in the assessment activities of the Office?

A: The OTA staff would help in the delineation of the contract research requirements; selection of the contractor; monitoring the contracts closely; evaluating the results; and putting them in a form most useful to the Congress. The staff would also provide technical staff support for the Advisory Panels, the Advisory Council, and the Congressional Technology Assessment Board. In addition, the staff would do some limited inhouse technology assessment studies, which would consist of analyzing already available material -- as opposed to the original research which would be done by contractors. Inhouse study would enable OTA to maintain better quality control over contracts. This is what Werner von Braun did at Huntsville in the space program. His own staff demonstrated the performance standards which had to be met by contractors, so that the contractors couldn't claim the standards were unreasonable.

6. Q: What level of staff do you expect to develop with the requested fiscal year 1974 appropriation of $3,980,000?

A: The OTA is conceived of as an organization which would enable Congress to draw on the best technical talent of the Nation, and in such combinations as the requirements of the particular problems under consideration demand. This talent would be drawn through the Advisory Council and Panels, individual consultants, and contract research organizations. The inhouse staff is intended to fulfill a supporting and monitoring function .

So we intend to keep the inhouse staff as small as possible and still be able to do the job set by Congress. Based on the information we have received from the outside groups we have consulted (the National Academy of Sciences, National Academy of Engineering, National Science Foundation, Congressional Research Service, and General Accounting Office), we believe we should carefully build to a level of about 43 professionals and 25 clerical personnel by June 30, 1974 -- provided that we find the top quality people we need for our staff. If we are not successful in finding high quality personnel for our staff, then we shall build more slowly. But the several thousand job applications we have received to date -- many from professionals who are currently employed in excellent positions -- indicate that we shall be successful in recruiting high quality staff for OTA.

We would plan to build to that level in a careful, phased development. The attached organization charts illustrate our possible staff buildup over fiscal year 1974. The first phase to be completed by October 31, 1973 may bring the Office to the level of 16 professionals and 15 clerical personnel. The second phase might build up the staff to 28 professionals and 19 clerical by February 28, 1974. And the third phase might bring the staff to a total of 43 professionals and 25 clerical by June 30, 1974.

7. Q: How did you arrive at these particular staffing estimates?

A: The core of the OTA organization is the Assistant Director for Technical Operations and his staff. It is the 42 people in that area which determines the overall size of OTA, because theother organizational components include minimum numbers of managerial and supporting personnel.

The determination of 42 for Technology Assessment Operations is based on the recommendations of the National Academies of Sciences and Engineering and the Congressional Research Service. The NAS showed the need for at least 5 major technical groupings, each of which would probably need about 4 top level technical people. The NAE advised: "Initially, upwards of 20-25 senior professional people... should be recruited and dispersed among six or seven broad problem - oriented categories." And the Congressional Research Service stated that: "it is essential that OTA recruit a highly skilled, multi-disciplinary "core team" of 25-30 professionals at an early date."

The projected staffing for the end of FY 1974 calls for the Assistant Director for Operations and 20 other top level (GS 14-17) technical personnel. To maximize their effectiveness, these 20 top technical staff need 10 research assistants. And the total of 31 technical personnel need 11 clerical personnel. This brings the technical area to 42.

CRS has also undertaken an analysis which shows that a technical staff of this size is required to implement the requested budget of $1,750,000 for contracts and provide necessary support for the Advisory Council and Panel studies, and Board hearings, and perform such inhouse studies as are anticipated over the course of FY 1974.

If the budget request of $3,980,000 is received, it is estimated in FY 1974 that OTA might let as many as 5 major contracts, sponsor 12 Advisory Panel studies, hold 8 major sets of hearings, and carry out 20 inhouse studies. The CRS analysis shows that this workload would effectively utilize the projected technical staff.

The other components of the Office have been planned at the bare minimum levels necessary to carry out their positions. Thus the public information function will be carried out by an Assistant Director for Public Affairs and one secretary.

The General Counsel must handle all the complex questions of patent rights, proprietary information, obtaining information from Executive Agencies, issuance of subpenas, etc. He has one assistant and one secretary.

The Assistant Director for Administration must develop OTA's procurement policies, which have to be highly innovative in order to get contractor results which will

be of real value to Congress. He has a minimal staff of 3, because GAO is expected to provide the additional administrative support which is required in FY 1974.

The Advisory Council has a minimum staff of one Executive Secretary and one clerical.

The Board staff is also minimal with one professional staff member each appointed by the Chairman, Vice Chairman, the ranking minority Senator, and the ranking minority House Member, plus a Clerk for the Board and four secretaries.

The Director and Deputy Director have one special assistant between them and each of them has a secretary.

So building from the minimum technical staff as recommended, the Office needs a total of 43 professional and 25 clerical personnel to discharge its statutory responsibilities.

8. Q: How did you arrive at your estimates for staff compensation?

A: The Act provides a salary of $40,000 and $38,000 respectively for the Director and Deputy Director. However, we have entered them into the budget at $36,000 so that they would not be out of line with other Congressional employees (in accordance with the wishes of the Democratic Policy Committee of the Senate). The Assistant Directors, General Counsel, Technical Assessment Specialists, and other positions are all set in accordance with the salary structure for similar positions in comparable agencies like NSF, NASA, CRS, etc. The level of the professional staff to the Board is established consistent with similar positions on Congressional committees.

9. Q: How do you intend to use the $1,750,000 for technology assessment contracts?

A: Full-fledged technology assessments are extremely expensive affairs. Some major studies which have been done to date (e.g. transportation in the northeast corridor or the TransAlaskan pipeline) have cost millions of dollars for each study. It is unlikely that any major assessment could be completed for under $500,000. Moderate sized assessments would probably range at several hundred thousand dollars apiece.

So for the requested $1,750,000 we could hope to do about two major assessments at about $500,000 each and about three moderate sized assessments at an average of $250,000 each, for a total of about five studies initiated during fiscal year 1974. The two larger studies would probably take about 18 months to two years to complete and the smaller studies about a year.

(See the additional material in the record for detailed data with respect to technology assessments which have been carried out in the past.)

10. Q: What is the basis for the other cost estimates included in the OTA budget request?

A: See attached analysis sheets which have been developed by the GAO for detailed assumptions and data used in preparing the budget estimates.

STATEMENT OF HON. CLIFFORD P. CASE, U.S. SENATOR FROM NEW JERSEY

SUPPORT FOR OFFICE

Senator HOLLINGS. The subcommittee is very pleased to have the distinguished Senator from New Jersey, Senator Case, with us. He is a member of the Office of Technology Assessment. Do you want to supplement your views to those of your colleagues that have appeared earlier? We would be glad to hear from you.

Senator CASE. I would like to voice my strong support for what has been said about the importance of this particular new structure.

The Office of Technology Assessment offers a great opportunity for the Congress to fulfill its obligations and responsibilities. Without it, I don't see how we can adequately meet these responsibilities and I hope not only for acceptance in the Senate, but also realization by the House of its importance.

Senator HOLLINGS. Very good, Senator. We appreciate it.

Senator CASE. You are most generous.

Senator HOLLINGS. Your supplement views are very, very valuable to us. At one time, if you remember in our markup there seemed to be a difference that perhaps there was going to be a Democratic committee used politically. I think they have cleared the air on that, Senator Case.

On the other hand, we have to use the fronts and approaches now if we are going for the entire amount to get the job done in this case. Your appearing in support of Senator Dominick and Senator Kennedy and Mr. Mosher and Mr. Davis, and also Mr. Teague, from Texas, is appreciated.

It is a well-rounded request and a well-rounded group. I think it will get a well-rounded figure in this budget.

Senator CASE. Saving your presence, sir, I can't imagine a finer group of men in the whole Senate, leaving out the question of the Senator from New Jersey.

Senator HOLLINGS. Senator Schweiker, do you have any questions?

Senator SCHWEIKER. No, sir.

Senator HOLLINGS. Thank you very much.

[Additional material will be inserted, in appendix, into the record at this point. Further materials will be retained in the subcommittee files.]

RULES OF PROCEDURE

Rule 1. The rules of the Senate and the House of Representatives, insofar as they are applicable, shall govern the Board.

Rule 2. The meetings of the Board shall be held at such times and in such places as the Chairman may designate, or as a majority of the Board may request in writing, with adequate advance notice provided to all Members of the Board.

Rule 3. The Chairman shall preside over meetings of the Board. In his absence, the Vice Chairman or other Board Member as the Chairman may designate shall preside.

Rule 4. Hearings before the Board may be convened by the Chairman or by a majority of the voting Members of the Board: Provided. That the Board shall not require by subpena or otherwise the attendance of any witness, the administering of any oath or affirmation, or the production of any book, paper, or document unless a majority of all the voting Members of the Board assent. The Chairman may designate any Member of the Board to preside over a particular hearing.

Rule 5. No recommendation shall be reported from the Board to either House of Congress, to any committee thereof, or to any government agency or official unless a majority of the Board is present and a majority of all the voting Members of the Board assent: Provided. That any Member of the Board may make a recommendation supplementary to or dissenting from the majority recommendation.

Rule 6. The Board shall not appoint any person as Director of the Office of Technology Assessment, nor shall the Board remove any person from said position, unless a majority of all the voting Members of the Board assent: Provided. A vote to remove the Director shall not be taken in less than 20 calendar days after a written motion for such a vote, signed by at least three Members of the Board, shall have been provided to each Member of the Board.

Rule 7. The Board shall not appoint any person as a member of the Technology Assessment Advisory Council unless a majority of all the voting Members of the Board assent.

Rule 8. Proposals for adopting, eliminating, amending, or modifying rules of the Board shall be sent to all Members of the Board at least two weeks before final action is taken thereon, unless said action is taken by unanimous consent of all Board Members. No rules of the Board shall be adopted, eliminated, amended, or modified in any way unless a majority of all the voting Members of the Board assent.

Rule 9. Except as otherwise provided by any other Rule of the Technology Assessment Board, six of the voting Members of the Board actually present shall constitute a quorum, provided that such Members shall include at least one Member of each party and at least one Member of each House.

Rule 10. Proxy voting shall be permitted on all matters before the Board, provided that the absent Member has been informed of the matter on which he is being recorded and has affirmatively requested that he be so recorded; but provided

further that no proxy shall be used at the first Board meeting of each Congress, or for the purpose of establishing or maintaining a quorum.

Rule 11. The vote on any matter before the Board shall be conducted as a rollcall vote when so requested by any Member of the Board. The result of each rollcall vote in any meeting of the Board shall be made available for inspection by the public at reasonable times in the Board offices. The information shall include a description of the motion or other proposition voted on, the name of each Member voting for and each Member voting against such motion or proposition, and the name of each Member present but not voting.

Rule 12. The Director shall appoint with the approval of the Board a Deputy Director, a General Counsel, and such Assistant Directors and additional staff as may be necessary. In addition, the Director shall appoint an Executive Secretary to the Technology Assessment Advisory Council upon the recommendation of the Chairman of the Council and with the approval of the Board. In each Congress, the Director shall appoint an immediate staff to the Board, including a professional staff member designated by the Chairman; a professional staff member designated by the Vice Chairman; a professional staff member designated by the ranking Senator of the party other than that of the Chairman in each odd-numbered Congress, and other than that of the Vice Chairman in each even-numbered Congress; a professional staff member designated by the ranking House Member of the party other than that of the Vice Chairman in each odd-numbered Congress, and other than that of the Chairman in each

even-numbered Congress; and such other personnel as the Board may deem necessary.

Rule 13. In order to supplement the Advisory Council and provide the Board with expert advice in special assessment areas or with respect to special assessment problems, Advisory Panels may be established and qualified individuals may be appointed as consultants by the Chairman or the Director with the approval of the Board, or by a majority vote of the Board.

Rule 14. There shall be kept a complete record of all Board proceedings and action. The Clerk of the Board or an alternate Member of the Board staff designated by the Chairman shall act as recording secretary of all proceedings before the Board and shall prepare and circulate to all Members of the Board the minutes of such proceedings. Minutes circulated will be considered approved unless objection is registered prior to the next Board meeting. The records of the Board shall be open to all Members of the Board.

Rule 15. The order of business before the Board and any interpretation of the Rules of Procedure shall be decided by the Chairman, subject always to a vote on an appeal of his decision by a majority of the voting Members of the Board.

United States Senate

WASHINGTON, D.C. 20510

June 4, 1973

The Honorable Roy L. Ash, Director
Office of Management and Budget
Executive Office of the President
Washington, D. C.

Dear Mr. Ash:

I have the pleasure to transmit to you, for appropriate action as an amendment to the Budget of the United States, the 1974 budget estimates for the Office of Technology Assessment.

Public Law 92-484, dated October 13, 1972, established a Congressional Office of Technology Assessment to equip the Congress "with new and effective means for securing competent, unbiased information concerning the physical, biological, economic, social, and political effects" of technological applications; and to serve as an aid "in the legislative assessment of matters pending before the Congress, particularly in those instances where the Federal Government may be called upon to consider support for, or management or regulation of, technological applications."

The Act authorized appropriation to the Office of Technology Assessment of not to exceed $5,000,000 for its initial operation through fiscal year 1974.

Sincerely,

Edward M. Kennedy

Edward M. Kennedy, Chairman
Technology Assessment Board

(To be inserted immediately following the paragraph headed "Statements of Appropriations" and immediately before "ARCHITECT OF THE CAPITOL" on page 15 of the Appendix to the Budget of the United States, Fiscal Year 1974)

OFFICE OF TECHNOLOGY ASSESSMENT

SALARIES AND EXPENSES

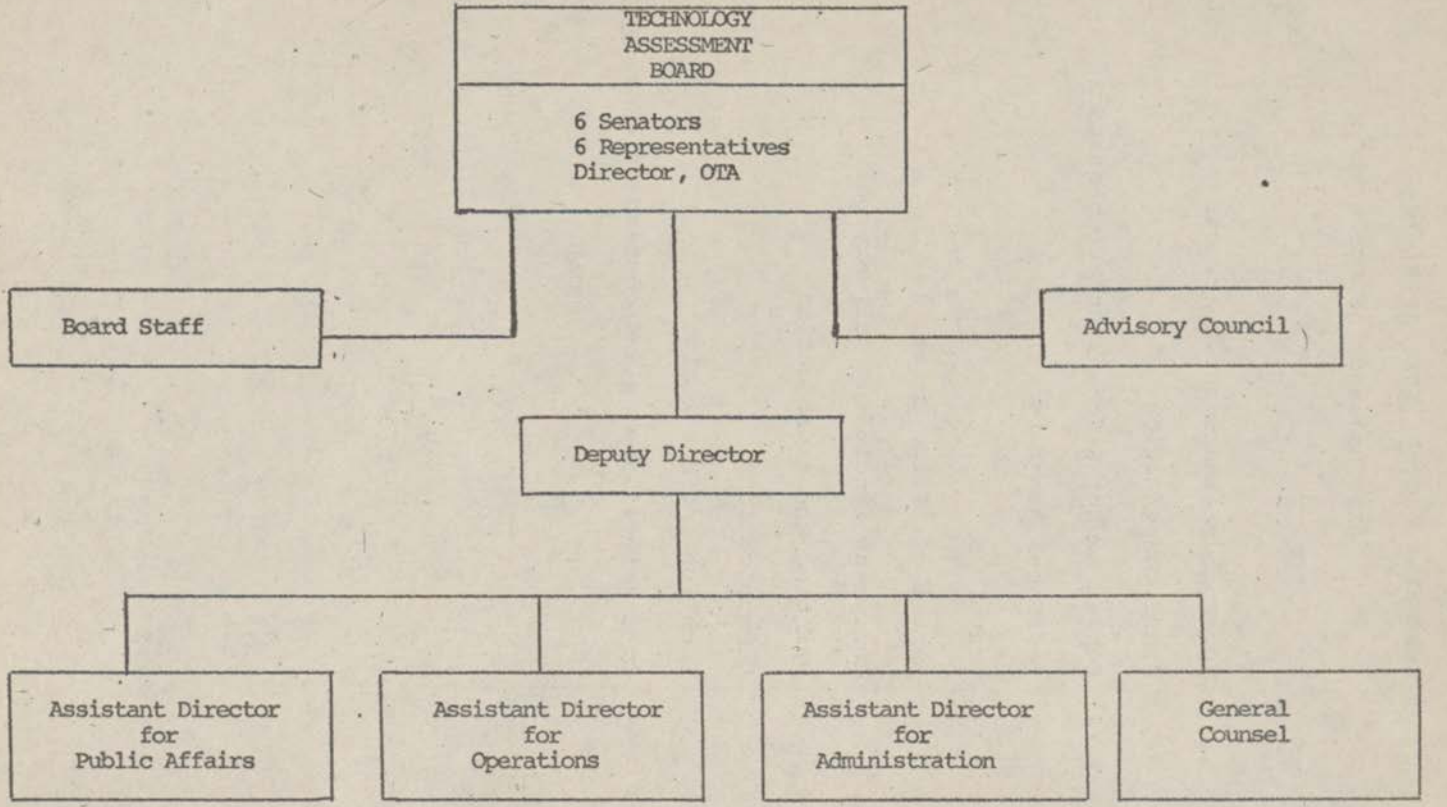
For salaries and expenses necessary to carry out the provisions of the Technology Assessment Act of 1972 (Public Law 92-484), including rental of space in the District of Columbia; $3,980,000: Provided, That no employee of the Office of Technology Assessment shall be paid compensation from such amount at a rate in excess of the rate for level V of the Executive Schedule under section 5316 of title 5, United States Code.

Estimated Budget for Fiscal Year 1973

(In Thousands of Dollars)

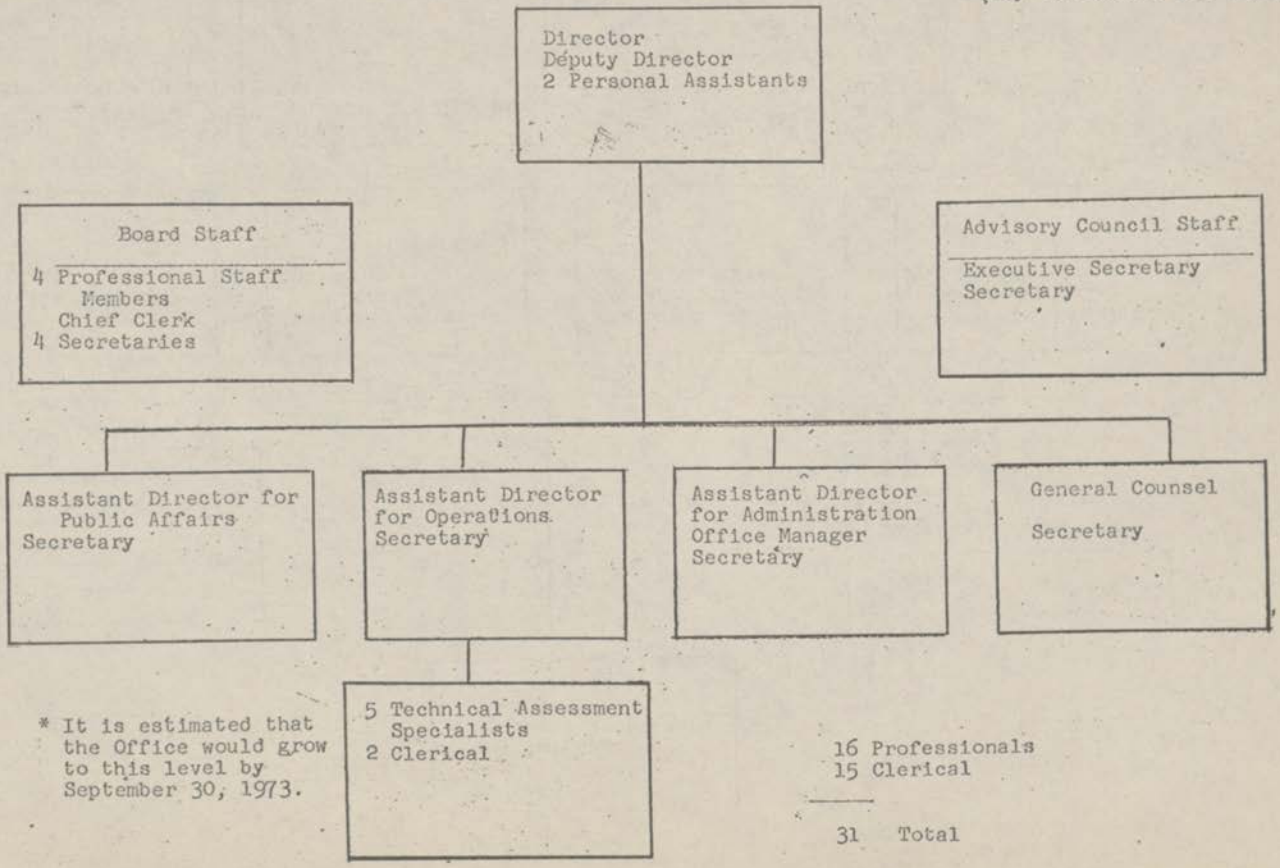
Object Class	Item	Amount
25	Technology Assessment Contracts	$1,750
11	Staff Compensation	1,186
11	Public Member & Consultant Compensation	146
12	Personnel Benefits	129
21	Travel	240
23	Rental of Office Space	240
31	Equipment (including delivery cost)	100
24	Printing and Reproduction	54
23	Communications	20
26	Supplies and Materials	15
25	Other miscellaneous and contingent expenses	100
	TOTAL	$3,980

ORGANIZATION CHART



PERSONNEL POSITIONS *

First Phase
(May to October 31, 1973)



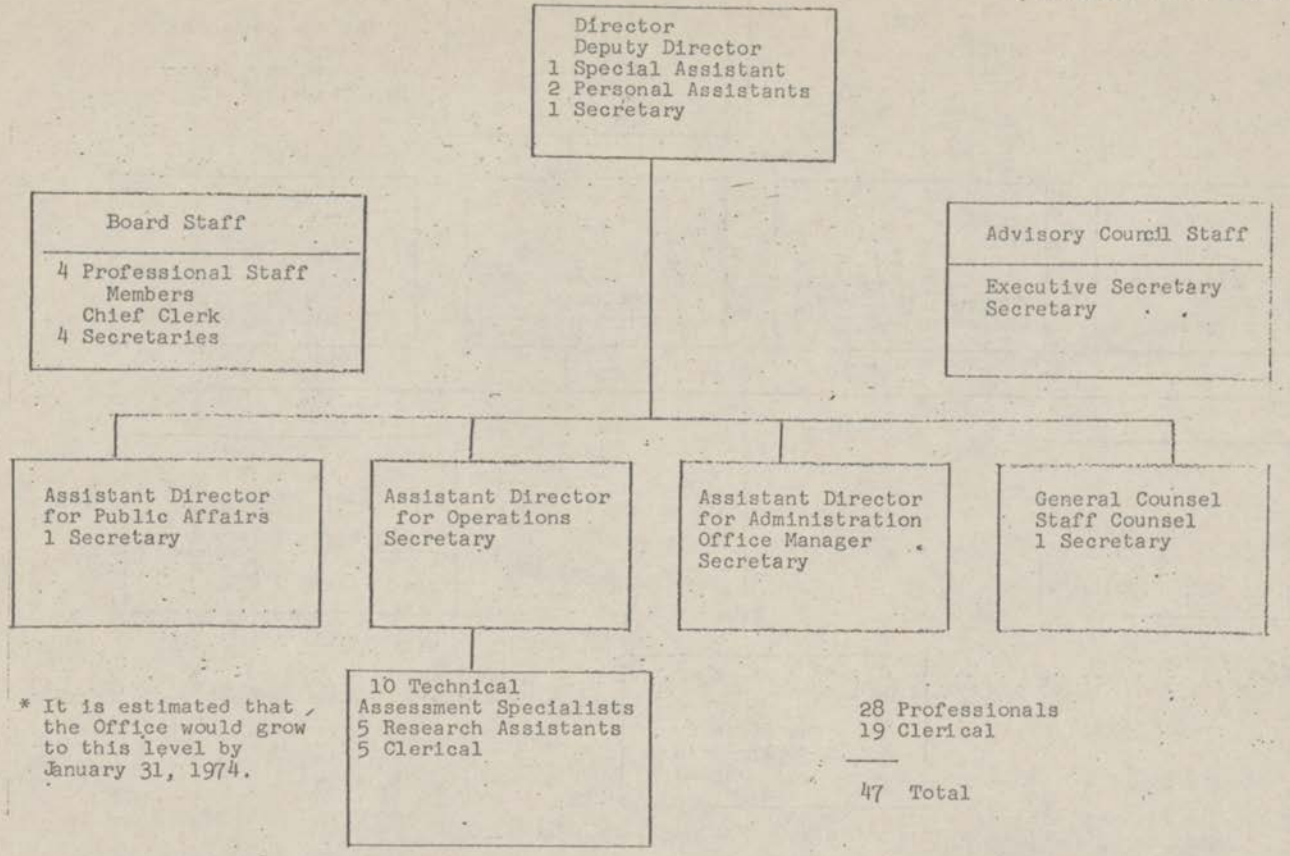
* It is estimated that the Office would grow to this level by September 30, 1973.

16 Professionals
15 Clerical

31 Total

PERSONNEL POSITIONS *

Second Phase
(November to February 28, 74)



* It is estimated that the Office would grow to this level by January 31, 1974.

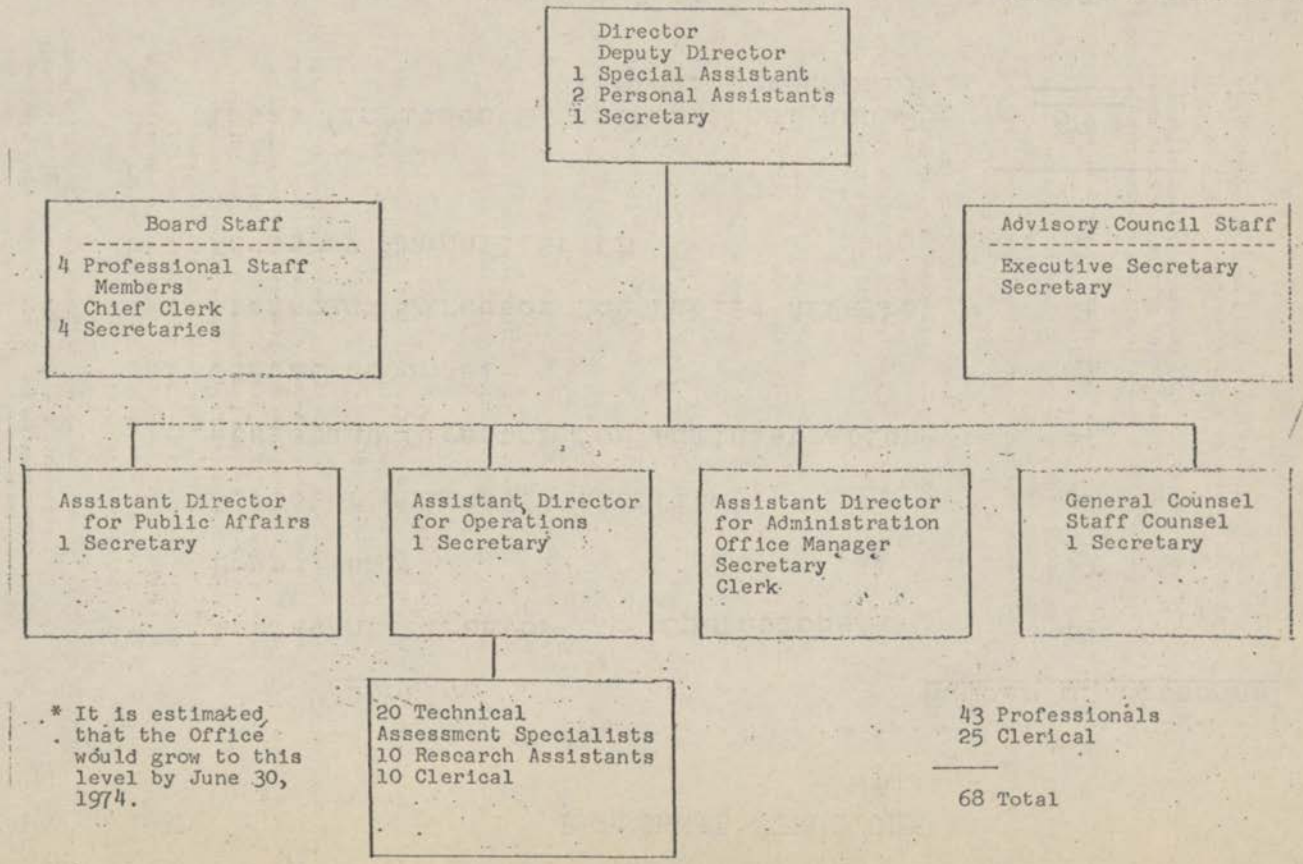
28 Professionals
19 Clerical

47 Total

97-170 O - 73 - 53

PERSONNEL POSITIONS *

Third Phase
(March to June 30, 1974)



* It is estimated that the Office would grow to this level by June 30, 1974.

43 Professionals
25 Clerical

68 Total

PERSONNEL STRUCTURE *

Function	Number of Personnel
Assistant Director for Operations	42
Board Staff	9
Director's immediate office	6
Assistant Director for Administration	4
General Counsel	3
Assistant Director for Public Affairs	2
Advisory Council Staff	2
Total (includes 43 professional and 25 clerical personnel)	68

* This is the estimated strength as of June 30, 1974.

DETAILED BUDGET DATA
PREPARED BY GAO

OFFICE OF TECHNOLOGY ASSESSMENT

Estimated Budget For Fiscal Year 1974

(In thousands of dollars)

Technology Assessment Contracts	$1,750
Staff Compensation	1,186
Public Member & Consultant Compensation	146
Personnel Benefits	129
Travel	240
Rental of Office Space	240
Equipment (including delivery cost)	100
Printing and Reproduction	54
Communications	20
Supplies and Materials	15
Other miscellaneous and contingent expenses	100
Total	$3,980

Cost Distribution by Office and Major Objects

Fiscal 1974

Office	Total	Pay & Benefits	Travel	Other
Board	291,000	218,000	35,000	38,000
Council	333,000	118,000	138,000	77,000
Director	167,000	157,000	8,000	2,000
Public Affairs	89,000	53,000	1,500	34,500
Operations	847,000	759,000	57,000	31,000
Administrative	418,000	74,000	0	344,000
General Counsel	85,000	82,000	0	3,000
Total - distributed	2,230,000	1,461,000	239,500	529,500
Technology Assessment Contracts	1,750,000	0	0	1,750,000
Total	3,980,000	1,461,000	239,500	2,279,500

Board Expenses . . . . . $ 291,000

Assumptions:
1. Board hearings will last 2 days.
2. Eight board hearings will be held during fiscal year 1973-1974, six in Washington and two elsewhere.
3. During six of the hearings, the board will require the services of 4 experts or consultants per day.

Compensation 198,628

	Annual Rate	Lapses
4 Professional staff	$ 34,500 avg	0
1 chief clerk	17,952	0
4 secretaries	12,512 avg	3,468
9 staff	$206,000	13,872

Experts and Consultants 6,500
($138/day x 4 per day x 2 day/hearing x 6 hearings)

Benefits 19,372
(about 10% of compensation for staff)
(about 6% for experts and consultants)

Travel 35,000
(15 2-day staff trips @ $330 ea; $250 round trip + $40/day)
(80 3-day trips to hearings @ $370 ea; $250 round trip + $40/day)
(13 members and 3 staff to 2 hearings ea; 18 witnesses to 6 hearings)

Rental and arrangements	1,000
Other services:	
Transcription service ($750/day x 16 hearing days)	12,000
Background papers	15,000
Other expenses (about 5% of compensation)	10,000
Advisory Council	$ 333,000

Assumptions:
1. All members will attend all council hearings.
2. Eight council hearings of which two would be outside Washington.
3. Hearings require 2 days for witnesses and consultants, 3 days for members and staff.
4. There will be 10 panels or subcouncils.
5. Each panel will be chaired by a council member and will hold four 2-day hearings.
6. Each panel meeting will be attended, on the average, by 2 council members and 9 other experts or witnesses.

Compensation 109,872

	Annual Rate
1 executive secretary	$ 34,000
1 secretary	13,872
2 staff	$ 47,872

Public members 44,160
(8 hearings @ 3 days, 4 hearings @ 2 days = 32 days)
($138/day x 32 days x 10 members)

Experts and Consultants 17,840
($138/day x 32 days x 4)

Benefits 8,128
(about 10% of compensation)
(about 5% of compensation for members, experts and consultants)

Travel 138,000
(7 trips @ $400 each for staff)
(16 trips each council hearing x 8 hearings = 128 trips)
(7 trips each panel hearing x 40 hearings = 280 trips)
($250 round trip + $80 (2 x $40/day) subsistence
= $330/trip x 408 trips)

Other services:	
Transcription ($750/day x 32 days)	24,000
Exhibits, papers, presentations ($500/day x 32 days)	16,000
Other, including technical conferences	37,000
Office of the Director	$167,000
Compensation	142,478

	Annual Rate	Lapses
1 director	$ 36,000	0
1 deputy	36,000	0

	Annual Rate	Lapses
1 special assistant	30,464	10,053
1 personal assistant	19,856	0
1 personal assistant	16,592	0
1 secretary	13,872	9,253
6 staff	$152,784	10,306

Benefits (at 10% of salary) 14,522

Travel 8,000
(20 3-day trips @ $250 round trips, $40/day subsistence)

Other services 2,000

Public Affairs . . . . . $ 89,000

Compensation 48,784

	Annual Rate
1 assistant director	$ 36,000
1 secretary	12,784
2	$ 48,784

Benefits 4,216
(about 10% of compensation)

Travel 1,500
(4 3-day trips @ $370/trip)

Publications 32,000
(4 publications @ $8,000 ea)

Other 2,500
(at about 5% of compensation)

Operations $847,000

Assumptions:
Consultants and experts will require two days preparation for each day of testimony before Board or Council.

Compensation 690,556

	Annual Rate	Lapses
Office of Assistant Director:		
1 assistant director	$ 36,000	0
1 secretary	12,784	0
2	$ 48,784	
Operations Staff:		
5 chief assessment specialists	34,000 ea	1,000 ea
5 supervisory assessment spec.	33,184 ea	10,451 ea
5 senior assessment specialists	31,008 ea	13,005 ea
5 assessment specialists	23,664 ea	12,504 ea
5 research associates	13,872 ea	6,578 ea
5 research assistants	11,968 ea	4,350 ea
8 secretaries	11,968 ea	5,584 ea
2 secretaries	10,880 ea	3,800 ea
40 staff	904,768	291,712

Experts and Consultants 77,500
1. (preparations for Board and Council testimony: $138/day x 372 days)
2. (presentation of findings to legislative authorities, including preparation: $138/day x 186 days)

Benefits 68,444
(about 10% of compensation for staff)
(about 6% of compensation for experts and consultants)

Travel 57,000
(20 travelers x 3 3-day trips x $370/trip for staff)
(25 trips @ $250 plus 810 days @ $35 for experts and consultants)

Other costs: 31,000
(about 5% of compensation)

Administration $418,000

Compensation 67,640

	Annual Rate	Lapses
1 assistant director	$ 36,000	0
1 office manager	16,048	0
1 secretary	12,784	0
1 clerks	8,432	5,624
4 staff	$ 73,264	5,624

Benefits 6,360
(about 10% of compensation)

Rental of Office space 240,000
(30,000 square feet @ $8/square feet)

Equipment 100,000

Other objects 4,000
(about 5% of compensation)

General Counsel $85,000

Compensation 74,500

	Annual Rate	Lapses
1 general counsel	$ 36,000	0
1 staff counsel	28,560	940
1 secretary	10,880	0
3	75,440	940

Benefits 7,500
(about 10% of compensation

Other 3,000
(about 5% of compensation)

POSITIONS AND ESTIMATED SALARIES *

Director	$ 36,000
Deputy Director	36,000
Assistant Director for Operations	36,000
Assistant Director for Public Affairs	36,000
Assistant Director for Administration	36,000
General Counsel	36,000
Executive Secretary to Advisory Council	34,000
4 Professional Staff to Board	138,000
5 Chief Assessment Specialists	170,000
5 Supervisory Assessment Specialists	165,920
5 Senior Assessment Specialists	155,040
Special Assistant to Director	30,464
Staff Counsel	28,560
5 Assessment Specialists	23,664
Personal Assistant to Director	19,856
Board Chief Clerk	17,952
Personal Assistant To Deputy Director	16,592
Office Manager	16,048
4 Administrative Secretaries	55,488
5 Research Associates	69,360
4 Secretaries	51,136
8 Secretaries	95,744
5 Research Assistants	59,840
3 Secretaries	32,640
1 Clerical	9,520
1 Clerical	8,432

*Annual Salary Rates estimated as of June 30, 1974

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Congressional Research Service

WASHINGTON, D.C. 20540

February 28, 1973

TO: Honorable Edward M. Kennedy
Attn: Ellis Mottur

FROM: Walter A. Hahn 3/2/73
Senior Specialist, Science and Technology

SUBJ: The work of the OTA Technical/Analytical Staff

We wrestled with your question as to how much OTA staff effort is properly devoted to in-house assessment activity. As we see it, there is no fixed level that is meaningful but there are strong arguments that this activity must go on at all times if only for indoctrination, training and quality control purposes. We conclude that one medium-size assessment (6 man/years or $300,000) or several smaller ones totaling about the same level can and should be under way by the OTA staff on a continuing basis.

To arrive at this continuing level of 20% of total professional staff time allocated to performance of in-house TA's, it was necessary to look at the utilization of the rest of staff time as well. The results of this process are in the attached paper.

We hope you will find this relative allocation process useful in supporting the budget request. We feel it is both more informative and more realistic than attempting to assign an arbitrary absolute amount of time and resources.

As with earlier memoranda, this paper represents the bare-bones of the idea. If useful, we can prepare a more complete and detailed version.

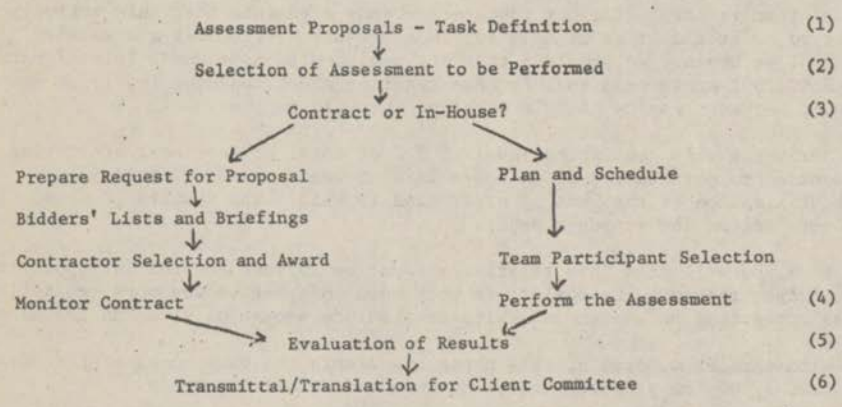
OTA - THE WORK OF THE TECHNICAL/ANALYTICAL STAFF

The work of the 25-30 member core technical/analytical staff of the Office will fall into four general categories:

1. Management of the overall assessment function
2. Performance of selected assessments (in-house)
3. Professional staff support to Board and Advisory Council activities
4. Methodological, contextual and forecasting research, and professional and team development

While the activities are listed in priority order, it is essential that a minimum level of effort be conducted in all four categories all of the time.

Managing The Assessment Function. The sequence of the Office activities is as follows:



There are, of course, many sub-activities under each of the above headings. Some of the details are described in the Senate Staff Study (Nov. 1, 1972, pp. 52-56). The numbers in parentheses above refer to the steps listed in that Staff Study. The key point is that there are major professional activities that cannot be delegated to contractors. They must be carried on for both the main contract and smaller in-house efforts and they will consume a minimum of one-half of the professional time available.

(In-House) Performance of Selected Assessments. While it is clear that most assessments, and certainly all major assessments, will be performed under contract, there are three reasons why a selected few assessments must be performed by OTA staff in-house. A few early assessments

should be performed as a learning exercise for the OTA team. They must learn to work together and must develop a collective sense as to what is a good technology assessment. Regardless of the level of each member's individual skills, developing an acceptable "OTA assessment" criteria can only be accomplished by doing several of them. Additionally, it is likely that several candidate assessments will be more tuned to the skills of the recruited OTA team and therefore they would be the best "contractor" available. It is also conceivable that a congressional staff with objective and interest-free characteristics may be the only suitable mechanism available for certain topics which involve special private or executive branch organizational interests. Third, but of continuing importance, is that the performance of in-house assessments will establish a realistic and demonstrable level of quality control for contractor efforts. A well-known analogy is the in-house work of the Marshall Space Flight Center under Werner von Braun. He was able to demonstrate to contractors the standards to be met; since these standards were achievable they could not be dismissed as unrealistic. Up to 20% of total professional staff time can be devoted to in-house assessments.

Professional Staff Support to the Board and Advisory Council. One of the key concepts underlying the creation of OTA is the development of an additional source of competent, unbiased, and in this instance, analytical, information to the Congress. Thus it is mandatory that Board Members have direct access to the technical and analytical experts on the Office staff. The process can be considered analogous to the direct access to the Senior Specialists of the CRS by Members of Congress. Similarly, the response to requests for information and advice should be on the same basis -- that of the individual professional expertise of the staff specialist.

A working relationship must also be established between the professional staff of the Office and the Advisory Council but it will be different in nature than that with the Board. OTA staff can be made available for supplying technical information and consultation on methodological matters but presumably will not serve in an advisory role to the Advisory Council members. While direct contact and good relations are essential, this relation-

ship must be more at arm's length to assure that the advisors (of the Council) are not unduly influenced by the staff of the advised. Approximately 15% of total professional staff time might be allocated to this category.

Methodological Research, Forecasting, and Professional Development. Three related but different sub-functions must be conducted by OTA staff in support of the three previously described activities. First, OTA staff must plan, sponsor, and monitor a systematic program of research and development advancing the state of the TA art. The National Science Foundation will also play a key role in implementing this program and will pursue additional avenues of its own interest. But OTA cannot leave such research all to chance or to executive branch or private initiatives. The staff must define requirements where possible, state research objectives, follow the work outside of the Office, and systematically integrate the results into ongoing and projected assessment activities. Additionally the OTA staff must accumulate both the procedural and substantive knowledge gained from its contracted and in-house assessments.

Second, OTA staff must know the social, environmental, economic, technical, and if possible political context in which the assessments will be used for policy-making and action. This awareness will require the staff to perform and to contract for (or in some instances, just purchase) technological forecasts, social surveys, economic projections, futures scenarios, and the host of other necessary present and future-oriented frame-of-reference materials. In addition to the substantive effort per se, maintaining this "contextual file" will require a rather sophisticated information system and staff. But without this information, the assessment results will be of less utility or possibly misleading.

The third sub-activity is in part redundant with the two above but merits explicit mention -- professional self-development of the staff. OTA staff will enjoy an enviable environment to learn and to grow. But management must allocate adequate time, opportunity, and resources to implement this educational development. Participation in specialized courses, seminars, and professional meetings should be encouraged and some time for study and writing must be allocated.

The remaining 15% of total staff time is allotted to these three sub-activities.

In summary, it is essential that OTA recruit a highly skilled, multi-disciplinary "core team" of 25-30 professionals at an early date. The major focus of the team's work will involve managing the larger contract assessment program, but for training and quality-control reasons selected assessments must be performed in-house. The professional staff additionally will be available for Board and Advisory Council consultation, advisory services, and for advancing the state of knowledge both of the assessment process and of the environment (social, physical, economic, etc.) in which the assessments will be used.

OTA -- PROFESSIONAL STAFFING REQUIREMENTS

In the design for manning the Office of Technology Assessment, the core unit for Assessment Operations is proposed to be strongly staffed with an Assistant Director (GS-17) and a Special Assistant (GS-) heading it up, and an organization that includes 5 Chief Assessment Specialists (GS-16), 5 Supervisory Assessment Specialists (GS-15), 5 Senior Assessment Specialists (GS-14), and 5 Assessment Specialists (GS-13). Considerations that led to this number and level of staffing were as follows:

1. What number of analytical/assessment personnel is required by O.T.A. and why?

From the outset, the idea should be abandoned that OTA should or could staff up to perform any significant fraction of assessments TAB will authorize. Characteristically, from seven to 15 disciplines and sub-disciplines are likely to be required in any single assessment. The kinds required would be entirely different for an assessment of a Plowshare Project, evaluation of a new auto effluent control system, or analysis of the radiation hazard of a fast breeder reactor. For example:

Plowshare	Effluent Control	Reactor Radiation
Seismologist	Mechanical engineer	Radiologist
Mining geologist	Air pollution contr. eng.	Physician
Mining engineer	Meteorologist	Reactor design engr.
Photo-interpreter	Analytical chemist	Nuclear physicist
Economist	Gas chemist	Analytical chemist
Meteorologist	Solid state scientist	Nuclear safety engr.
Nuclear physicist	Urban public health spec.	Statistician
Operations res. analyst	Statistician	

Nor is it possible to recruit a staff of selected experts in anticipation of the particular collection of assessments that are likely to be accepted by TAB over some future period. A complex problem of developing and applying criteria will be necessary and it will be difficult to foresee the outcome.

Accordingly, the concept is that a core team of widely qualified senior people will be needed, to provide a bridge to the kinds of narrower specialists needed for particular assignments. Although there are literally hundreds of special sub-disciplines of science and technology, a comparatively small number of broader specialties will suffice for this core group.

The two lead people will require broad competence in administration management of scientific/technological enterprises. They will need a working knowledge of the applied sciences and engineering, and of the concepts of economics, mathematics, systems engineering, and operations research. While they need not be specialists in any of these, they need a reasonable working knowledge in most of them. Skilled generalists of this description are found in private industry as project managers of large undertakings, and in corresponding activities in Government service.

The 20/30 specialists in the office, in grades stepping down from 16 to 13, are arbitrarily divided among the four grades for planning purposes. This spread enables allowance to be made for differences in experience, professional competence, seniority, and additional useful skills. It gives some flexibility in recruitment of highly qualified people. But at best, recruitment will be a difficult task. To a greater degree than elsewhere in public service, OTA will need to be carefully selective of its recruits and the kinds of people it will be seeking are always in demand in industry and Government, in good years and bad.

Even though a somewhat smaller core team might appear feasible, there are strong reasons for moving as quickly as possible to recruit a fully rounded, well-balanced, and highly qualified basic professional staff for O.T.A. The initial learning experience ought to be shared by as many as possible of the permanent staff. At least one and preferably several actual

assessments conducted entirely in-house ought to be included in this initial training and staff-development program, to perfect skills that will be needed for the future. Experience has shown that learning to work together effectively in multi-disciplinary tasks, with differing disciplinary attitudes and technical terms, is a slow and difficult process. The more complete the team that can be assembled to undergo this initial experience - contributing their unique skills cooperatively to the joint study of a common problem, and learning to respect each others disciplines - the stronger the core professional group that will be available to manage the wide array of different assessment tasks envisioned for the future. Additionally, while the team is learning to work together, the talents of this broad range of individual skills and backgrounds are available to advice Board members and for participation in hearing and panel activities as needed.

Accordingly, the following special skills are offered as recommended for the initial core professional team for the OTA:

Physical Scientists (6)

Chemist, physical/general
Chemist, organic
Physicist, general
Physicist, radiation
Meteorologist
Geologist/geo-physicist

Behavioral Scientists (6)

Anthropologist
Econometrician
Economist
Public administration specialist
Social psychologist
Sociologist/survey research analyst

Life Scientists (4)

Biologist/botanist
Environmental ecologist
Physician
Physiologist

Engineers (10)

Civil
Electronics
Human factors
Materials
Mechanical
Safety
Standards
Systems
Test and measurement
Water quality

Other Professional (4)

Attorney at law
Operations research analyst/mathematician
Public information specialist
Technical data and data bank management specialist

Supporting operational specialists, also at a senior level, will also be required in editorial services and contract management.

2. What is the appropriate grade level and spread for this analytical/ assessment core group?

It is important to stress that these people must be not only qualified specialists in their professions. They must command respect from those in their discipline and particularly from those in related sub-disciplines. They must have a wide acquaintanceship in the professional community. These requirements imply a considerable level of maturity. Maturity combined with proven competence signifies high grade level. Persons with these qualifications are unlikely to be attracted by either short term assignments or junior-level positions. Moreover, it must be recognized that for a professional scientist, and even for some kinds of senior technologist, to embark on a new activity in the assessment of technology means that he will be cutting himself off from continuity in his profession. It is extremely difficult for a physicist, for example, to leave research for administration and then return. He cannot keep up with the rapidly advancing literature, and when he falls behind he cannot catch up again. Unwise and hasty recruitment invites the risk of real personal tragedies of this kind, especially with younger people who are not yet firmly established in their profession.

Accordingly, the level from GS-13 through GS-16, and probably with emphasis on the higher end of the scale, is judged a practical necessity.

3. What are the intellectual demands of these functions?

In varying degrees but generally to a high degree, the assessment specialists in the four grade levels under consideration here will be called upon for an unprecedented spectrum of intellectual responses. In the design of research studies on specific assessments, they must be perceptive of opportunities, risks, and options, and able to assess them objectively. They will need to operate as technical professionals in their own field, applying the skills of their discipline. They will also need to be prepared to work with those in other disciplines. They will need to draw consultative assistance from their technical peers, to distinguish valid information, and to weigh the relative importance of many different information inputs. They will need to

make critical analytical examinations of contract studies, probably of differing degrees of quality and penetration. They will also need to perform objectively and judiciously in a highly political environment and to communicate technical considerations understandably to political decision makers. This array of analytical, management, and communication skills is rarely found outside of the upper ranks of business, academic, and governmental management.

4. What professional qualifications will they require, and why?

To command the respect of the Congress, they will need to possess the respect of their professional peers. To deal on equal terms with highly competent contractor personnel, they must have high professional stature. To keep reasonably free from error in a highly critical activity, on which the public health, welfare, and safety depend, will require sound professional judgment. While the assessment specialist cannot expect to continue as an outstanding leader in his discipline, he will need to maintain a broad familiarity with the literature and with the leaders of his field. By preference, his experience within his discipline should have emphasized integrative research or development, rather than narrow specialization; thus emphasizing the ramifications of the subject rather than its detailed application. He should, of course, have developed an appreciation of the past and present social impacts of his discipline, and be prepared as an officer of OTA to appreciate the impacts of related disciplines and technologies.

5. What degree of supervision will be exercised over their operations?

Inherently, such a small organization as OTA is conceived to become must operate on a staff rather than a line basis. The individual specialists will need at times to operate as a team, but also at times as individual field representatives to contractors or in other kinds of information gathering. A very high degree of independent judgment will be required of each staff member at this level. The relationship within OTA will be that of colleagues, rather than of a hierarchy.

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6. What level of professional contacts will they have in their work?

Close, cooperative relationships will be required within the staff of OTA, with personal preferences subordinated to the task at hand. There will be a requirement for conferences with Members of Congress, to explain the results of specific assessment studies and analyses. There will be negotiations with leaders of research groups. There will be consultations with peers, with others in the same discipline or in other disciplines; with leaders in communities, institutions, industry, and other public groups.

7. What is the importance of their work product in terms of public policy and public costs and benefits?

In the past two decades, Members of Congress have sought professional technical advice on such weighty issues as

--Whether to subject all the school children of America to the risk of polio, in connection with a new and questioned innoculation technology;

--Whether to expose the world to the radiation hazard from continued testing of nuclear weapons or to expose the Nation to an indeterminate risk of loss of military weapons superiority;

--Whether to expose the public to the hazards of insufficiently tested drugs, or to deny the public speedy if risky access to promising new remedies;

--Whether to invest in an enormously expensive program of manned lunar exploration or in a more protracted, less expensive, and probably less rewarding unmanned exploration.

The kinds of technology assessment that would in all probability be managed for the Congress by this small team would contribute to the confidence and assurance of the political decision makers in technical fields involving questions of public health and safety, defense and welfare, and projects in the billions of dollars.

OTA-KEY FUNCTIONAL POSITION DESCRIPTIONS

Director. Operating within the authority of the Technology Assessment Act of 1972 and under the policies and regulations of the TA Board, the Director is the chief executive officer of the Office. While holding overall responsibility, authority and accountability for all affairs of the Office, the Director will personally emphasize and focus upon the following areas: relations with the Board, the Advisory Council, Member of Congress in both their committee and individual roles, and public institutions and individuals. In the vernacular of the organization and management specialist, the Director is "Mr. Outside". In this role his internal OTA office relationships will be most intense (but not limited to) with the Deputy Director, the Assistant Director for Public Affairs, the Executive Director of the Advisory Council, and the professional staff of the Board.

Deputy Director. As specified in the Act, the Deputy is the Acting Director during the absence or incapacity of the Director or in the event of a vacancy in the office of Director. The Deputy Director must also be aware of all current affairs of OTA. He too will emphasize -- in this case as "Mr. Inside" — selected functions, viz.; the conduct and evaluation of assessments performed by contract and by OTA staff, and the legal, procurement, administrative and supporting activity (eg GAO, CRS, NSF and contractors) affairs of the Office. Complementing the Director's emphasis on private institutional and individual relationships, the Deputy will focus upon executive branch, independent regulatory, and State and local interfaces. Within the office his major but not exclusive contacts will be with the Assistant Director for Assessment Operations, the Assistant Director for Procurement Policy and Administration, and the General Counsel. Additionally, the Deputy will see that modern, effective practices and appropriate advanced research and development are pursued in the operational,analytical, legal, and administrative affairs of the Office.

General Counsel. This official serves as the principal legal advisor to the Office, including the Board, Advisory Council, and the office of the Director. The General Counsel will review all policy, procurement, administrative and regulatory issuances and activities of the Office. He is responsible for all

titles and deeds, patents and similar matters including prosecution and defense in litigation. In addition, he is concerned with interpretation and proposed changes in the laws affecting the Office. The General Counsel has the additional duty of advising and contributing to matters of law in the substantive performance of the technology assessments performed by and for the Office.

Assistant Director For Assessment Operations. As the senior technical official of the Office, the Assistant Director for Assessment Operations is the leader of the multi-disciplinary assessment team. Under his guidance the requests of OTA "clients" for assessments are transformed to contracting activities, including soliciting proposals, selecting contractors, monitoring performance, and evaluating assessment results. Under his direction, selected assessments may also be performed by the in-house team. His key personal activity is the design, recruitment, development and motivation of assessment team members and their supporting staff. Operationally the work includes preparation of assessment work statements and bidder lists, contractor selection and monitoring, evaluation and transformation of results for client use, and follow-up and reporting as required. Maintenance of team conceptual and methodological skills, and development of an appropriate data base of forecasts, trends, observations and ongoing and completed assessments performed outside of OTA are essential. This Assistant Director will serve as the focal point for technical interfaces with CRS, GAO, NSF, and assessment activities throughout the Federal Government, on an international level, and in academic and industrial organizations.

Assistant Director For Procurement Policy And Administration. The procurement function for OTA centered in this position will require a high degree of innovative skill combined with equal care for the rights and responsibilities of the government and its contractors. The term "policy" is explicitly used to convey the broad and unprecedented nature of this task. In addition to the design and initiation of an especially tailored-to-OTA-needs procurement system, the incumbent will supervise the implementation and operation of the system in the performance of the work of the Office. External contacts will be directly with contractors and consultants and with OTA "agents", such as GAO, CRS, NSF or other intermediaries. Internally, under policy guidance of the Deputy Director,

the incumbent will interact directly and constantly with the Assistant Director for Assessment Operations and with the General Counsel. All three positions are explicitly entwined both in terms of requirements, services, and expertise.

Assistant Director For Public Affairs. This position is not the normal agency public information officer, though these usual functions are a part of this Assistant Director's responsibilities. The key focus, however, is on public participation. Unless those persons in society who are directly and indirectly affected -- through costs, benefits, risks or responsibilities -- can make informed inputs to the assessment process and thoroughly understand the nature and impact of its results, the process is incomplete. To devise means for this two-way information exchange will involve use of all conventional media and considerable innovative effort to devise new means of positive interaction between assessor-analysts and interested-official parties. Development of these means as well as the usual functions of informing the public of OTA's activities, and informing OTA of the public's interests, is the difficult task of this Assistant Director. Close liaison with the Director and direct contact with the Assistant Director for Assessment Operations are essential.

Executive Director, TA Advisory Council. As the full-time operating staff officer for the Council, the Executive Secretary receives substantive and tactical guidance from the Chairman of the Council. He relays policy guidance and provides services to the Council as prescribed by the Director. These services include: preparing meeting agendas, facilities and travel arrangements; securing special materials and services (including consultants); operating Council-initiated panels, task forces, and study groups; and keeping records, preparing reports and otherwise transmitting the results of Council efforts to the Board, the Director and staff, and as appropriate and authorized, to the Congress, other agencies, and the public.

TA Board Staff. These four staff members will directly serve the members of the Board with respect to Board meetings, hearings and other activities. They will keep Board members informed of activities and progress of the Office and the Council and will relay information about related activities in other Committees and outside of the Congress as appropriate.

Procurement Specialist. Reporting to the Assistant Director for Procurement Policy and Administration, the Procurement Specialist exercises leadership and day-to-day management for all procurement functions of the Office. Dual forces place large demands on the incumbent of this position -- the new and evolving mechanisms for assessing technology and the contract nature of the major portion of OTA's work. Just as the Assistant Director must innovate at the policy level, the Specialist must innovate at the implementation level. Included in his tasks are: developing and monitoring qualified bidders' lists, developing clear and flexible specifications, creating new and specialized contractual documents, issuing and supervising performance on contract monitoring guidelines, and developing evaluation criteria with respect to the "business" aspects of contract performance. Additionally the Specialist must recruit and possibly train the core contract staff of the office and develop policies and procedures for working with other contracting specialists, "agents" from other organizations who may furnish specialized or field services. His relationships beyond the procurement directorate are with the staff of the General Counsel, the substantive professionals on the TA team, and with the financial and auditing personnel of OTA.

Public Information Officer. Reporting to the Assistant Director for Public Affairs, the Public Information Officer will be the focus for all contacts with the media, and with his counterparts in the congressional offices and in both public and private institutions. Technology assessment has received world-wide attention, and the "gut issue" nature of the work of the Office requires more than usual tact, skill, and background experience of the incumbent. The task is complicated by the bipartisan and joint committee locus of OTA as an element of the Congress. Of critical importance to the successful accomplishment of OTA's mission for the Congress is the presence of a well and objectively informed public. The people must have ready access to OTA's ongoing activities and through the Office of Public Information must be alerted and kept aware of the potential of the OTA to assist their elected representatives.

LETTER FROM CLARENCE H. LINDER

NATIONAL ACADEMY OF ENGINEERING 2101 CONSTITUTION AVENUE, N.W., WASHINGTON, D.C. 20418

Office of the President

March 2, 1973

Honorable Edward M. Kennedy
Chairman
Office of Technology Assessment
United States Senate
Washington, D.C. 20510

My Dear Senator Kennedy:

I am pleased to respond to your request that the National Academy of Engineering provide some preliminary suggestions which may be useful to you and the other members of the Technology Assessment Board (TAB) in approaching the difficult task of organizing the new Office of Technology Assessment (OTA). Specifically, you have asked for recommendations of criteria which might aid in the selection of (1) the director and deputy director of OTA, (2) the ten appointed members of the advisory council, (3) senior, policy-level personnel, and (4) priority problems to be addressed.

As your needs demand an early response, there has been no opportunity to convene a special panel of the Academy to respond. Fortunately, however, many of the questions raised have been the subject, in part, of three significant efforts of the NAE's Committee on Public Engineering Policy (COPEP): A Study of Technology Assessment (1969), undertaken for the House Committee on Science and Astronautics; Perspectives on Benefit-Risk Decision Making (1972), the report of a colloquium which considered this method of analysis as one aspect of the technology assessment and decision making process; and Priorities for Research Applicable to National Needs (publication expected in May 1973), in which COPEP and the Academy have endeavored to confront the process of selecting priorities from among competing areas of national need, as one element of advice to the RANN program of the National Science Foundation. Much of what is recommended herein, therefore, has resulted from prior Academy studies.

General Considerations

For at least the near term, it is assumed that the OTA will be selecting, managing and commissioning, but not performing major assessments. In this light it is well to stress at the outset, the point made in the above mentioned TA study: that the NAE can envision no permanent organization which would be broad enough to provide the adequate expertise required to execute full-scale technology assessments in the variety of fields which the Congress and the TAB may require. Rather, the implementation of each assessment should be performed "by carefully chosen, single-purpose, and specially qualified ad hoc task forces that will be disbanded upon completion of their assignments." Ideally, such groups should complete their tasks within one year.

Accordingly, one can essay the goals and activities of the OTA and its Board to be, first, to decide when a subject warrants a technology assessment and, then, "to prepare statements of work to be performed, to subcontract for and to manage and organize the assessment teams, to provide fiscal controls, to maintain schedules, to monitor the preparation of the findings, and to arrange for suitable presentations of the findings to the Congress," and to the public.

An important criterion that underlies most of the recommendations which follow is that the balance, excellence and independence of the people who are assembled will be the essential element necessary for success. An important role of technology assessment in government policy making is to contribute to the broadening of public awareness and debate as well as to illuminate both the questions of values and of technology. Once the decision is reached to conduct an assessment, its management and conduct must be, insofar as possible, free from bias, prejudgments or political and institutional influence. In discussing "Who decides?" the Benefit-Risk report stressed a recognition, first, "of the role of political processes involving wide public discussion in resolving the inevitable conflicts in values;" and, second, "the vital role of decision theorists and experts in tehchnology and economics in studying a range of alternatives in a way in which the value choices were made explicit."

Possible Roles and Qualifications for the Director and Deputy Director of OTA

It is recognized that the Director of OTA will have two roles: the policy and decision making responsibilities of a member of the TAB; and the managing and implementing responsibilities of the Office. Unlike the traditional staff director, therefore, the Director must combine a breadth of background in public affairs and the recognized stature which will permit him to function as a peer on the Board and in relation to the advisory council. His twin responsibilities will be shared, in part, with a deputy, although the latter does not serve as a member of the TAB. Beyond the above criterion, therefore, these two officials should be chosen to complement one another so as to achieve a balanced mixture of the following considerations:

* One of the two should have a background in a technological or related field, e.g., science, engineering, mathematics, economics.

* Some experience in, or knowledge of, systems analysis, problem structuring, decision theory and analysis which would be especially valuable.

* One of the two should have a knowledge of or an appreciation for environmental and social impacts.

* One of the two should have experience in managing at least a moderate sized organization (50-100 professional people).

* Since the assessments will require a reputation for integrity equivalent to judicial impartiality, it would be well to avoid individuals who have clear, future career interests and to develop the kinds of conflicts of interest and divestiture of investment procedures typically required of Cabinet officers, members of regulatory commissions, and judges.

Criteria for Selecting Advisory Council Members

The ideal public advisory body should comprise broad-guaged generalists who will combine technical and social value insights at the highest possible intellectual level so as to assure the widest and most divergent spectrum of advice. It is therefore important to seek a balance of the following:

* Disciplines, e.g., natural and biological sciences, engineering, economics, social sciences, law, humanists, technological and scientific management, governmental budget making, and programmatic decision-making, including those at the state and local levels of government.

* Values and interests, e.g., individuals who are recognized for highly valuing such "public concerns" as environmental protection; conservation of energy, natural resources and materials; consumer interests; civil rights, liberties and privacy; the health of the economy; the functioning of institutions providing human, community and governmental services; and the provision of other social amenities.

* Age, sex, ethnic background, and geographical distribution and representation.

Criteria for Selecting Priorities for Problem Areas

The very first question confronted in COPEP's Technology Assessment report was: What issues are most important? In selecting topics for assessments, it was recommended that the following criteria be applied:

1. Does the technology application have significant economic or social impact on the national level? The cost (in money and manpower) of performing an effective technology assessment requires that only those issues with high potential for significant social impact be considered for full-scale assessment.

2. Is the assessment needed to resolve a highly visible problem? Certain problem areas gain public attention and develop strong political pressures. Alleviation of today's difficulties may be an essential step toward coping with tomorrow's problems.

3. Is the assessment concerned with rapidly changing technology (the so-called "hot areas")? Fast-moving technology creates new applications that often

receive quick acceptance, thus arguing for assessment well in advance of widespread public adoption.

These criteria should be used by Congress to establish priorities in committing subjects to full-scale assessment. Clearly, the evaluations and judgments associated with determining priorities are highly subjective. Nevertheless, it should be possible to estimate the relative importance to our national welfare of broad categories of problems proposed for assessment.

It should be stressed that the conduct of a full technology assessment requires the effort of a substantial number of people. Its cost will be measured in hundreds of thousands of dollars. Selectivity is therefore very critical. Another way of describing the above mentioned criteria is to question the imminence of the technology or technology-intensive problem; its importance, including the importance of likely or possible impacts or consequences; and the opportunity for, or estimated necessity of, governmental action, e.g., promotion, regulation, prohibition, subsidy.

Some Observations on Professional Staffing of OTA

Since it is impossible to anticipate the specific subjects of future assessments, and since the professional staff will undoubtedly participate in the selection process, the premium must be placed on seeking broad generalists of excellence and balanced interests and disciplines. The criteria for selecting professional staff members should be essentially the same as those recommended, above, for the advisory council. Further, it is to be hoped that there would also be a premium on organizational flexibility. It is too soon, if ever appropriate, to devise rigid departments or assignments in managing the OTA. There should be an opportunity to move the permanent professional staff from one assessment to the next, on an ad hoc basis.

Nonetheless, some general organizational categories may be desirable. Initially, upwards of 20-25 senior professional people, representing a mixture of disciplines, areas of interest and values -- of the calibre of a governmental or industrial division director or deputy -- should be recruited and dispersed among six or seven broad, problem-oriented categories. In its study for RANN, COPEP confronted the problems of defining such categories, as follows: Human Resources (e.g., health, education, crime, food and nutrition); Community Development (e.g., urban problems, communications, and transportation); Economic Growth and Environmental Quality; Natural Hazards and Disasters; and Conservation of Energy, Materials and Land. To such a classification there should be added the considerations of international relations, defense, and space. The President's proposed Cabinet level reorganization divided the categories differently. It should be stressed, however, that it makes less difference how the problem-oriented categories are defined than how flexibility of approach and personnel deployment are preserved.

It is hoped the foregoing, preliminary thoughts will be of some assistance. Needless to say the National Academy of Engineering stands ready to be of continuing assistance to the OTA and its Board. In closing, permit me to quote from the last paragraph of COPEP's Technology Assessment study, which sums up the NAE's view of the goals and opportunities of this important new venture:

> Technology assessment consists of a mixture of warning signals and visions of opportunity. Warning signals arise when the analysis predicts trends leading toward adverse consequences. Similarly, the analysis can point to actions that give promise of substantial improvements in the national quality of life. It is most important that assessment participants pursue with equal fervor the development of both the creative possibilities of technology and the defensive needs of society. Preoccupation with emerging problem areas, particularly those that seem to require regulatory legislation, can easily stifle innovative technical and social contributions. By contrast, the creative use of the technology assessment process would provide a meeting ground between public and private interest to work out mutually desirable courses of action.

Sincerely,

Clarence H. Linder
President

LETTER FROM PHILIP HANDLER

NATIONAL ACADEMY OF SCIENCES

March 2, 1973

The Honorable Edward M. Kennedy
United States Senate
Washington, D.C. 20510

Dear Senator Kennedy:

Your letter of February 15 suggested that the experience of the National Academy of Sciences in reorganizing the National Research Council (NRC) could be useful to the Technology Assessment Board in developing the structure and staffing pattern for the Office of Technology Assessment (OTA). While I would not wish to overdraw these analogies, OTA does have a program mission that parallels, in many respects, that of the NRC, i.e., assurance of the wise application, by the Government, of science and technology to problems of national concern.

The NRC is the "working arm" of the National Academy and in this role enables the broad community of United States scientists and engineers to associate their efforts with those of the more limited membership of the Academy in service to science and the nation. The principal functions of the NRC include the following:

1. To identify national problems to whose solution or management our collective scientific resources are particularly appropriate; to delineate how these problems may be approached and, when necessary, establish priorities among them.

2. To promote the continuing vigor of American science and to review the progress of major branches of sciences, engineering and medicine.

3. To respond to requests for advisory studies or other assistance on matters of science and technology that are received from the Federal Government or other duly constituted public or eleemosynary bodies.

4. To identify and recruit advisory bodies of able and imaginative individuals with a desirable mixture of disciplinary and institutional backgrounds.

The reorganization of the NRC sought to achieve a number of objectives related to the performance of these program functions. A major purpose was to enable the NRC to be more rapidly and effectively responsive to emerging

demands by government upon science and technology as the nation turns its emphasis from space and military matters to problems of major domestic concern. Another purpose was to provide an institutional means whereby greater initiatives can be taken on our part to address these emerging issues in the context of our own institutional priorities as well.

The reorganization also should strengthen our internal ability to provide comprehensive management oversight needed for assembling the knowledge, skills and insights of the scientific disciplines required for analysis of the increasingly complex problems of our society. In the context of the reorganization, it is our hope that we shall be able to better identify and deploy the affiliated resources of the nation's scientific, medical and technical communities to support Federal needs.

Increasingly in the future, advisory requests to the NRC will require skills and understandings which reside in a wide variety of scientific disciplines. Thus, we concluded that the old divisional structure of the NRC, organized along disciplinary lines, was inadequate for this task. While the proposed plan of organization will continue to provide a mechanism for supporting and advancing the scientific disciplines, new institutional arrangements have been created for managing interdisciplinary, problem-oriented programs.

Under the proposed plan of organization, the scientific disciplines will be served by three Assemblies; those of the Physical and Mathematical Sciences, Life Sciences, and Behavioral and Social Sciences, respectively. Each of these Assemblies will have major responsibility for the welfare of its component disciplines and for facilitating their contributions to our national life. Each Assembly will initiate and provide oversight for the conduct of disciplinary studies, provide a means for liaison and communication with scientific and technical societies, and on their own initiative conduct planning studies and prepare special reports on problems of national scope.

The second organizational category comprises a series of major constituent units entitled Commissions. The NRC Commissions are constituted as multidisciplinary bodies to be concerned with major continuing aspects of American life. Five Commissions are to be established: Natural Resources, Human Resources, Peace and National Security, Societal Technologies, and International Affairs.

The Commission areas of program concern relate to how science and technology can best be utilized in (1) the search for a more optimal use of our natural resources (including energy), reflecting economic need and utilization in the context of maintaining a harmonious relationship between man and his environment; (2) efforts to improve the quality of the nation's human resources and

to employ them more effectively in supporting our national well-being; (3) the design and uses of systems of technology for serving social and community needs; (4) the search for peace and national security; and (5) serving the substantial international activities in all of these areas.

In applying the test of relevancy, we discovered that the ongoing programs of the National Research Council were, in most instances, comfortably divisible under these groupings. These problem-oriented Commissions, working closely with the discipline-oriented Assemblies which represent sources of needed skills, should provide an effective structure more capable of responding to the commitments accepted by the Academy and its Council.

Should the Federal Government structure the collective management of its own affairs in a somewhat similar manner, accomplishment of the Academy's mission as set forth in its Congressional Charter of providing scientific advisory services to the Government could be greatly facilitated.

Before deciding upon this organizational structure for the NRC, we also reviewed several alternative schemes of organization. For example, an institutional arrangement was considered in which the largest component units would each encompass more specific societal programs such as transportation, agriculture, the environment, energy, etc. This approach was rejected because such an open-ended approach could lead to the continual creation of new transitional organizational units that lacked permanency in terms of program priorities. Their proliferation could seriously impair the creation of an effective span of management control and would tend to diffuse our resources of staff and funds. Such an approach also would fail to recognize and account for the diverse interactions of these aspects of the national life. We also could have retained the traditional disciplinary divisional breakdown which has characterized the past organizational structure of the NRC. However, our experience indicates that this approach can lead to the establishment of numerous ad hoc units to address interdisciplinary problems that do not suitably fit within the more permanent disciplinary units. Inherent in this arrangement is the tendency for particular studies to be dominated by one or another discipline. It also should be noted that organizational units established by particular disciplines do not necessarily parallel major program purposes.

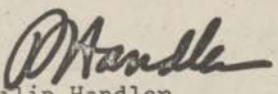
My own review of the statutory duties prescribed for the Office of Technology Assessment -- to identify existing or probable inputs of technology or technological progress -- leads me to the conclusion that your organizational issues, in part, may parallel the questions we faced in our reorganization effort. For your own purposes it may be useful to apply similar organizational tests for facilitating policy direction by the Board over the work of

OTA. Such tests may also provide a practical and logical institutional means for organizing the Office's program activities.

The OTA, like the NRC, probably should be organized in a manner which will permit it to address any aspect of Federal scientific and technological activities. The adopted approach also should have built-in organizational flexibility that will promote the appropriate professional balance of scientific resources needed to comprehend the problems to be answered. Finally, one may ask whether it would not be useful to reflect in OTA's organizational structure the major purposes and goals around which the organization of the Executive Branch may expect to be structured.

I hope that these brief observations will be of use to you and to the Board. I appreciate this opportunity to provide these comments and will very shortly provide you with a further response encompassing answers to other questions raised in your letter regarding the criteria for appointment to the Director, comments on the composition of the Advisory Council established by PL 92-484, and suggestions on issues which might be appropriately examined by OTA after its establishment.

Sincerely yours,



Philip Handler
President

ENCLOSURE #1

SOME PRELIMINARY TECHNOLOGY
ASSESSMENT PROJECT ANALYSES

Note: Caution should be exercised in interpreting these statements. They reflect our staff experience but lack the investigation and analysis necessary to develop the sort of firm figures on which contract negotiations would need to be based. The items presented are not definitive, but are intended to be illustrative of the methodology and content of task analysis. No imputation of priority or completeness of coverage is intended. The following is a summary listing of the assessment projects discussed:

LIST OF STATEMENTS

Title	Size Team/	Cost ($000)	Time (Months)
Large Tankers	1.5	75	7
Biological Pest Control	6	100	4
Supersonic Transport	7	120	3
Solar Energy	9	150	4
Magnetohydrodynamic Power from Coal	3	150	10
Tax as an Instrument of Env. Qual.	3	150	16
Food Irradiation	9	150	4
Space Shuttle	12	150	3
Coal Gasification	3	150	12
Wastepaper Recycling	4	200	15
Seabed Mineral Extraction	8	200	6
Fish Farming	4	200	15
Geothermal Steam Energy	5	250	12
Fire Research Program	5	250	5
Air Bag	12	300	6
Cable Television	7	350	16
Off-Shore Petroleum Extraction	7	350	14
Earth Resources Tech. Satel.	8	400	26
Genetic Engineering	9	450	24
Safeguards	12	600	16
Breeder Reactor	15/20	1000	24

1. Title: Large Tankers

2. Explanation: The average size of tankers now in use for transporting petroleum on the world's oceans is about 30,000 deadweight tons. However, there is a trend toward the construction of much larger tankers. The Japanese pioneered very large crude carriers (VLCC) with their Idemitsu Maru which has 206,000 deadweight tons. The major development now is for VLCCs in the 300,000 to 350,000 deadweight ton range.

3. Emergence: Until the Six Day War (June 1967), there was a surplus of petroleum tankers on the world market. The closing of the Suez Canal required the use of the surplus carriers to transport petroleum on the longer route around Africa. At the same time, increased demand for petroleum increased the demand for tankers. This stimulated the development of large and very large tankers.

4. Timeliness: Possible energy shortages in the United States indicate that increased petroleum imports may be required. At the same time, a number of recent maritime accidents have caused extensive pollution of coastal areas, including economic loss and the destruction of wildlife. Recent investigations of ocean pollution have indicated that the world's oceans are considerably more polluted than was generally thought to be the case.

5. Importance: With the emergence of very large tankers, pollution accidents and the loss of petroleum resources would be many times more extensive than is the case with today's average-sized tankers. On the other hand, large tankers may be a more cost-effective method of transporting the increased amounts of petroleum which the Nation may require.

6. Questions: What is the likely role of VLCCs in the near future?
What impact will VLCCs have on petroleum prices?
What part of the world fleet of VLCCs will the United States have?
What are the implications of VLCCs on the Nation's relative position in international trade?
What are the implications of VLCCs in international law?
What terminal facilities are required for VLCCs?
What effect would the construction of the VLCCs and their terminal facilities have on the U.S. maritime industry?
What impact would the development of VLCCs and terminal facilities have on the development of other national sources of energy?
What would be the impact ofaccidents of VLCCs on the oceans' ecology and the Nation's coastal areas?
Would the increased size of tankers, and a consequent decrease in the number of trips necessary, decrease the potential for accidents as has been alleged?

7. Disciplines: Maritime transportation economist, ocean pollution specialist, petroleum industry economist, energy industry economist.

8. Team Size: The research team required would have perhaps the following approximate composition: management (1/4), analytical (2), data collection and management -- research assistants (1/2), part-time consultants (1-2), secretarial (1). Some telescoping would be possible. Total team size (professional only) might be -- in full-time equivalents -- 1-1/2.

9. Time Phasing: From TAB decision point, 1 month for OTA staff planning of work statement; 2 months contract proposal solicitation and contract negotiation to award; 2 weeks contractor pre-planning; 3 months data collection; 3 months data analysis (overlapping 1 month with data collection); 1 month data fill-in, first report, and review-consultation, running concurrently; 2 week final review and consultation, and final report, running concurrently. Post-delivery briefings 1-2 months.

10. Research Cost: $75,000 (1-1/2 man-years of full-time professional time plus 100% overhead and support personnel, plus 50% for travel, per diem, and fee costs). (Includes report production.)

11. Cost Distribution: The costs of the program, by months, would perhaps be for a 10-month study program as follows: 3 % per month for the first 3 months and 13% per month for the last 7 months.

12. Priority Evaluation: Considerations by which the project would be judged include:
    (a) time-related cost-effectiveness of the assessment by itself; judged as to its effect on the development of U.S.-owned VLCCs;
    (b) evaluation of large tankers in competition with other candidates for for assessment, relative to resources available to TAB/OTA; and
    (c) evaluation of the effect of large tankers on the price of petroleum and other sources of energy in the United States, the American shipbuilding industry, the position of the United States in international trade, and likely maritime accidents and ocean and coastal pollution.

1. Title: Biological Pest Control.

2. Explanation: A non-chemical approach to hold down procreativity of pests by biological interference.

3. Emergence: Long recognized in concept, the approach was validated by the screw worm demonstration project: sterile males released in the Florida cattle country eradicated this insect.

4. Timeliness: Heavy reliance of U.S. agriculture on chemical pesticides has permitted extreme simplification of crops, providing huge targets for pests -- limitless food and no predators Regulations inhibiting use of effective but long-lasting chlorinated hydrocarbon pesticides expose these crops. The danger of spreading blights in food crops is real.

5. Importance: Agriculture is a basic U.S. industry. Many foreign countries as well as U.S. citizens depend on the food it produces. It earns a large trade surplus. Thus life and economic health are involved in U.S. farm productivity. These advantages are in jeopardy if pests are not subject to control.

6. Questions: What classes of pest are amenable to biological control?
What controls have been developed and what further ones show promise?
What level of research is maintained and what level is feasible?
What present pests wreak most distruction?
Is a correlation maintained between most costly pests and direction of research?
What level of effort in research and application testing would be optimal?
What research targets are projected for the future?
What crops are most vulnerable to pests?
Is international research cooperation provided for in this field?
What is the attitude of agriculturists toward this approach?
Can agricultural chemical manufacturers successfully engage in this technology?

7. Disciplines: Entomologist, biologist, botanist, agricultural economist, mycologist, plant geneticist, plant ecologist, climatographer, zoologist, organic chemist, agricultural administrator, industrial biologist.

8. Team Size: The objective is to assess the level of effort in biological pest control research relative to national need. It does not propose to design such a program, only to collect data and analyze it in order to present findings responsive to the questions raised above. Accordingly, the research team required would be minimal: management (1), analytical (3), data collection and management-research assistants (2), part-time consultants (12), secretarial (1-2). Some telescoping would be possible Total team size (professional staff only) might be -- in full-time equivalents -- six.

9. Time Phasing: From TAB decision point, two weeks for OTA staff planning of work statement; 6 weeks contract proposal solicitation and contract negotiation to award; two months project planning and basic data collection; two months analysis (overlapping one month with data collection); three weeks final report; one week review. Post-delivery briefings and evaluation of follow-on proposal for research at contractor option.

10. Research Costs: $100,000.00 (two man-years of full-time professional time plus 100% overhead and support personnel, plus 50% for travel, per diem, and fee.) Total includes report production.

11. Cost Distribution: These would be almost flat for four months, with a light first month and essentially equal thereafter.

12. Priority Evaluation: Primary factor is professional judgment as to seriousness of threat and potential value of the option in question. If confirmed, the topic would command attention in view of the national and international dependence on food produced by U.S. agriculture.

1. Title: Supersonic Transportation: Vehicle and Service.

2. Explanation: Airline history associates greater vehicle speed with rapid increases in vehicle cost, increased passenger loading, higher vehicle productivity, reduced cost per passanger mile. Conversion from piston power to jet power doubled vehicle speed, raised vehicle cost by about one order of magnitude, greatly increased passenger loadings, allowed passenger miles to increase by a factor of 4 with no increase in number of aircraft required, decreased cost per passenger mile.

An SST, properly sized and with acceptable noise output, has been recognized as a means of increasing leadings and productivity on long existing overseas routes as well as opening new overseas routes now too arduous for crew and passengers.

3. Emergence: Europe and Russia are now producing SST's. There is a growing concern on the one hand that the U.S. is about to lose its dominant position in the world aerospace market and thus its last really viable export account and on the other that the SST's will be too noisy and to pollution prone to become acceptable.

4. Timeliness: From 5 to 7 years will be required to develop an SST, once it is begun. Prior to that time, Russian and perhaps European (Concordes) SST's will be in commercial service. If an analysis is made which favors the construction of a U.S. S.S.T., marketing advantages would be enhanced by an early start.

5. Importance: The decision has an impact on the following areas of interest: a) Aerospace employment (estimated to be about 150,000), b) Competitive status of the industry in the late 1970's and 1980's, c) balance of trade, d) airline route development, industrial relationships and tourism to areas of the world now awkward to reach by air. This includes most destinctions of the Weast Coast.

6. Questions: 1) What is the environmental impact? (This question will be answered in a comprehensive manner by the D.O.T. Climatic Impact Assessment Program (CIAP), a study scheduled for completion in 1974.

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2) What is the economic impact of not building an SST as opposed to building one?

7. Disciplines: Environmental (Upper Atmosphere) Physics, Economics of International Trade, Economics of Airline Operation, Aircraft Propulsion Engineering, Aircraft Acoustical Engineering, Aircraft Design and Cost Protection.

8. Team Size: The research team required would have perhaps the following approximate composition: management (1), analytical (3), data collection and management - research assistant (2), part-time consultants (20), secretarial (1). Some telescoping would be possible. Total team size (professional only) might be - in full-time equivalents - 9.

9. Time Phasing: From TAB decision point, 1 month for OTA staff planning of work statement; 2 months contract proposal solicitation and contract negotiation to award; 2 weeks contractor pre-planning; 2 months data collection; 3 months data analysis (overlapping 1 month with data collection); 1 month data fill-in, first report, and review and consultation, and final report, running concurrently. Post-delivery briefings 1-2 months.

10. Research Cost: $150,000(3 man-years of full-time professional time plus 100% overhead and support personnel, plus 25% for travel, per diem, and fee costs). (Includes report production.)

11. Cost Distribution: The costs of the program by months, would perhaps be for a 4 month study program as follows: (in percent) 20, 25, 25, 30.

12. Priority Evaluation: Cost/effectiveness of the technology itself, transfer of the technology to other socially useful areas, international economic considerations, environmental questions, and alternative opportunities for aircraft development serving comparable purposes or yielding comparable benefits.

NOTE: This study would be essentially anticipatory. There has been an abundant technical literature evaluating the SST. In addition, a $12 million study ("Climatic Impact Assessment Program") is in progress under the sponsorship of the Department of Transportation. The technology assessment study outlined here would serve to review completed findings and to identify for the Congress those unresolved questions with which the D.O.T. study would be presumed to deal.

1. Title: Solar Energy.

2. Explanation: The many virtues of solar energy make it a major contender in the race to find a supplement/substitute for vanishing reserves of fossil fuels. It is pollution-free, it is available in quantities sufficient to meet any future energy requirement, it is non-depletable, and it is not subject to international import restrictions. Two separate approaches to solar energy utilization exists: (1) Large scale applications which convert direct solar energy or one of its derivatives (wind, tides or ocean thermal gradients) into a usable energy form such as electricity or hydrogen to add to the national energy networks, (2) Small scale applications which use solar energy to provide space condi-

tioning for houses and commercial buildings. A related proposal is to use organic or bioconversion processes to convert solar energy into solid or gaseous fuels.

3. Emergence: The concern that our traditional power sources will fail to meet growing demands for energy, particularly electricity, has prompted unprecidented attention to the problems of meeting future energy requirements. Solar energy is one of a limited number of large scale potential options which has been uniquely ignored in terms of funding for advanced research and development.

4. Timeliness: R&D funding for solar energy applications is primarily through NSF. Debate, if any, will be during the NSF Fiscal 1974 budget hearings.

5. Importance: Large scale application of solar energy is now technically feasible, although not yet demonstrated, and should be considered as a possible energy option. The successful application of solar energy on a small scale has been demonstrated and should be exploited. Research has shown that almost 70 percent of all buildings in the U.S. could obtain nearly all their heating requirements from the sun.

6. Questions: Will solar energy conversion schemes ever be able to compete economically with other energy options?
There are so many candidate technical concepts, which is best to pursue?
Will the losses be to great in converting solar energy-produced d.c. current to usable a.c. current?
Will the technical barriers of current storage, d.c. current distribution, and materials development be possible to overcome?
Will large scale systems be too delicate to withstand exposure to wind, dust, heat, rain, etc.?
Will the visual pollution caused by large scale land-based schemes be acceptable?
Household solar energy conversion schemes require much more attention than conventional power systems and have a major impact on the buildings architecture. Will this be acceptable?

7. Disciplines: Mechanical engineers, electronics engineer, materials engineer, chemical engineer, biologist, architect, power engineer, airconditioning engineer, economist, meteorologist, lawer, a patent attorney.

8. Team Size: The research team required would have perhaps the following approximate composition: management (1), analytical (4), data collection and management-research assistants (2), part-time consultants (10), secretarial (1). Some telescoping would be possible. Total team size (professional only) might be - in full-time equivalents (7).

9. Time Phasing: From TAB decision point, 1 month for CTA staff planning of work statement; 2 months contract proposal solicitation and contract negotiation to award; 2 weeks contractor per-planning; 2 months data collection; 3 months data analysis (overlapping 1 month with data collection); 1 month data fill-in, first report, and review-consultation, running concurrently; 2 weeks final review and consultation, and final report, running concurrently. Post-delivery briefings 1-2 months.

10. Research Cost: $120,000 (2 man-years of full-time professional time plus 100% overhead and support personnel).

11. Cost Distribution: The costs of the program, by months, would perhaps be for a 3 month study program as follows: (in percent) 30, 30, 40.

12. Priority Evaluation: Considerations by which projects would be judged include:
    (a) time-related cost/effectiveness of the various projects and the state of the technologies required for their implementation.
    (b) evaluation of each scheme in competition with other candidates for assessment, relative to resources available to TAB/OTA.
    (c) evaluate each scheme in relation to other candidates for Federal funds, in view of the critical depletion of our energy reserves.

1. Title: Magnetohydrodynamics (MHD) Power from Coal

2. Explanation: MHD power generation is a process whereby heat from combustion gases is converted directly into electricity. This is achieved through the motion of hot, partially-ionized gases flowing down a duct lined with electrodes and surrounded by coils producing a magnetic field across the duct: the motion generates a current in the gases that is collected at the electrodes.

3. Emergence: Growing concern over the possibility that the Nation's future energy needs will exceed available supplies, thereby creating an energy crisis.

4. Timeliness: Shortages of both oil and natural gas already exist in some parts of the United States, and prospects are that further shortages may develop.

5. Importance: Coal represents about 75 percent of the Nation's total fossil fuel reserves, yet supplies only about 20 percent of current fossil fuel consumption. MHD power from coal would help conserve existing gas and oil supplies and would help reduce the Nation's growing dependence upon importation of fuels from abroad.

6. Questions: What is the state-of-the-art with regard to MHD power?
What are the major technological problems?
How do the various approaches to MHD power compare?
Which processes for MHD power from coal require the least technological development?
What engineering data could demonstration plants provide?
What is the relative time scale for building commercial plants?
What are the comparative economies of the various processes?
What are the prospects for combining MHD power from coal with other energy sources to utilize waste heat from these sources?
What are the major environmental effects of MHD power from coal?
Can coal production be combined synergetically with solid waste disposal to economic advantage? Or char from coal gasification?
What would be the effect of large-scale use of coal for MHD power be upon the Nation's railroads?
How effective would be the creation of a Synthetic Hydrocarbon Fuel Corporation (as called for in HR 220)?

7. Disciplines: Plasma physics, materials engineering, mechanical engineering, chemical engineering, chemistry, economics, and statistics.

8. Team size: The research team might be composed as follows: management/plasma physicist (1); analysts in materials, mechanical, and chemical engineering (3, half-time); part-time consultants in other fields (5-8); plus secretarial staff (1). Some telescoping would be possible. Total professional full-time equivalents: 3.

9. Time Phasing: From TAB decision point, 1 month for OTA staff planning of work statement; 6 weeks contract proposal solicitation and contract negotiation to award; 2 weeks contractor preplanning; 4 months data collection; 5 months data analysis (overlapping 2 months data collection); interim report, 6 months after TA initiation, final report, 4 months later; post-delivery briefings by contractor, 1 month; final analysis of contractor's findings and delivery to requesting office, 1 month.

10. Research cost: $150,000 (3 man-years of full-time professional time, plus 100% overhead and support personnel, plus 50% travel, per diem, and fee costs. Includes report production costs.)

11. Cost distribution: the cost for a 12-month program, including a 9-month contract, might be distributed as follows (in percent per month): 7, 1, 4, 7, 7, 14, 15, 14, 7, 7, 10, 7.

12. Priority Evaluation: Considerations by which the project would be judged include:
    (a) time-related cost/effectiveness of the assessment by itself: judged according to the requirements for new energy sources, the relative merits of the kinds of sources under development, and the time frame for such development.
    (b) evaluation of MHD power from coal in competition with other candidates for assessment, relative to resources available to TAB/OTA;
    (c) evaluation of MHD power from coal in relation to other candidates for Federal funds, in view of the rapidly increasing need for energy (doubling every 10 years), limited supplies of fossil fuels, and future time scale for development of alternative sources of power.

1. Title: Tax as an Instrument of Environmental Quality

2. Explanation: Tax measures have been used frequently throughout American history to provide incentives and disincentivies for various types of private enterprise.

3. Emergence: In the field of natural resource development, special tax benefits, like oil and mineral depletion allowances, have been used to encourage the exploration and processing of resources. There is a trend today to consider the use of tax incentives and disincentives to encourage the waste management and resource recovery (recycling) industries and to discourage the use of throwaway materials and products and the virgin materials industries.

4. Timeliness: The Resource Recovery Act of 1970 (P.L.-512, approved October 26, 1970), expresses the intent of Congress to consider solid waste management and resource recovery as two aspects of the same problem. This Act will expire on June 30, 1973. The problems of resource shortages, solid waste management, and pollution are not being rapidly solved and in some cases are increasing in severity.

5. Importance: Litter and solid waste accumulation; existing and impending shortages in material and energy resources; air, water, and noise pollution all contribute to the Nation's environmental degradation. Most of these symptoms are caused by profligate resource usages whose costs have typically been borne by the public as "social costs." Consider-

able public interest has developed to require producers of pollution and wasters of resources to pay some or all of the costs of the pollution or waste they cause.

6. Questions: To what aspects of environmental quality are tax provisions presently applicable?
What other aspects of environmental quality are amenable to regulation through taxing procedures?
What impact would tax incentives and disincentives have on the affected industries?
What impact would such tax incentives and disincentives have on environmental quality?
Are there more cost-effective instruments of environmental policy than tax measures?
What would be the most cost-effective mix of tax and non-tax measures as instruments of environmental quality?
What is the likelihood of favorable legislative action on a comprehensive tax measure as an instrument of environmental policy?
How would such comprehensive tax measures be changed by tax reform and is such reform likely?

7. Disciplines: Specialist in material resources, specialist in energy resources, resource economist, transportation rate specialist, specialists in water, air, and noise pollution, solid waste management specialist, tax specialist in extractive industries, tax lawyer, public policy analyst.

8. Team Size: The research team required would have perhaps the following approximate composition: management (1/2), analytical (2), data collection and management -- research assistants (1-2), part-time consultants (11-12), secretarial (1). Some telescoping would be possible. Total team size (professional only) might be -- in full-time equivalents-- 3.

9. Time Phasing: From TAB decision point, 1 month for OTA staff planning of work statement; 2 months contract proposal solicitation and contract negotiation to award; 2 weeks contractor pre-planning; 6 months data collection; 6 months data analysis (overlapping 3 months with data collection); 3 months policy analysis (overlapping 1 month with data analysis); 1 month data fill-in, first report, and review-consultation, running concurrently; 2 week final review and consultation, and final report, running concurrently. Post-delivery briefings 1-2 months.

10. Research Cost: $150,000 (3 man-years of full-time professional time plus 100% overhead and support personnel, plus 50% for travel, per diem, and fee costs). (Includes report production.)

11. Cost Distribution: The costs of the program, by months, would perhaps be for a 16 month study program as follows: 3% per month for the first 3 months and 7% per month for the last 13 months.

12. Priority Evaluation: Considerations by which the project would be judged include:
(a) time-related cost-effectiveness of the assessment by itself; judged as to its effect on resource and waste management and pollution control and as an instrument of raising revenues;
(b) evaluation of tax as an instrument of environmental quality in competition with other candidates for assessment, relative to resources available to TAB/OTA; and
(c) evaluation of tax as an instrument of environmental quality in view of the potential behefits of resource and waste management and pollution control in conserving the Nation's material and energy resources and urban land now used for waste disposal and accumulation, in benefitting the Nation's balance of trade through less reliance on imports of some resources, and in abating water, air, and noise pollution and litter.

1. Title: Food Irradiation.

2. Explanation: High level gamma radiation (intense X-rays) sterilizes foods, prevents germination, and enables indefinite safe storage.

3. Emergence: Proposed originally for Army quartermaster use, the technology has received periodic consideration for use in developing countries, chronic famine areas, and as an adjunct of an "ever-normal granary" concept. Most recently it has been under study in West Germany and reported at the Lake Garda conference on technology assessment.

4. Timeliness: Crop failures in USSR and famine prospects in India have drawn down U.S. wheat carry-over. Globally, the food margin is narrow. Prevention of waste could become critical in 1974 or 1975.

5. Importance: The two largest losses of crops are pests and rot; sterilization could reduce a loss ranging from 5 to 25 percent.

6. Questions: How well established is irradiation technology?
What evaluation has FDA made of irradiated foods and what questions remain?
What do the economic data indicate as to cost/effectiveness?
What is the level of hazard of the radiation source -- in use, in transportation, and in standby?
What special precautions are needed for subsequent handling of treated foodstuffs?
What alternative sterilization processes are available and how do they compare with irradiation?
What social and attitudinal obstacles has irradiation incountered? How valid are they?
What limits are there as to applicability?
Is irradiation feasible in the field or only in large installations -- i.e., is there important economy of scale?
Is irradiation technology useful for other purposes in addition to food preservation?
What are the risks of accident to the radiation source?

7. Disciplines: Radiation safety engineer, nutritionist, grain storage technologist, physician, public opinion specialist, sociologist, food chemist, botanist, transportation safety engineer, industrial technologist.

8. Team Size: The purpose of the research under this title would be essentially to answer the questions of technological merit and feasibility, and to outline a course of action to determine probable acceptability if warranted. Primarily, the study would involve analysis of data already available in USDA, Army, and West German laboratories. The composition of the research team might be something like management (1), research analysts (3), research assistants (3), part-time consultants (5), secretarial (2-3). With telescoping, total team size might be -- in full-time equivalents -- nine.

9. Time Phasing: From TAB decision point, three weeks for OTA staff planning of work statement; six weeks proposal solicitation and contract negotiation; two weeks contractor pre-planning and conferences; six weeks concurrent research in U.S., Germany, and Rome (FAO); also concurrently, small subcontract of opinion sampling in U.S., one month data analysis and preliminary report; one month consultation and review to final report. Post delivery briefings, one month.

10. Research Cost: $150,000.00 (three man-years at $50,000/year; includes report preparation, travel, per diem, and fee; some over-run possible because of heavy foreign travel requirement.)

11. Cost Distribution: The costs of the program, by months, for a four-month study, might be distributed about as follows. (in percent):
15, 30, 30, 25.

12. Priority evaluation: Considerations by which this project would be judged include: (a) assessment of the value to the U.S. of a technology mainly valuable in developing countries or to extend global food availability; (b) relative importance of expanding production vs. conserving product; and (c) concern over food supply vs. other national concerns.

1. Title: The Space Shuttle.

2. Explanation: NASA's Space Shuttle program is intended to develop a new space transportation system based on the concept of reusability. The system is expected to cost $5.5 billion to develop and to be operational by 1978. The Space Shuttle would employ a reusable orbiter vehicle which, after carrying out its mission in space, would reenter the earth's atmosphere and be flown back to its base like an airplane. This reusability factor would lead to considerable cost savings in carrying out space missions. The orbiter would have the capability of retrieving an orbiting satellite and returning it to earth for repair or replacement. Studies performed for NASA indicate that, for a wide range of manned and unmanned space missions, the Space Shuttle would offer important advantages over existing systems in terms of both cost savings and additional capabilities.

The Space Shuttle has come under strong attack from critics in Congress and elsewhere. The opponents of the program, for the most part, base their opposition on doubts as to the need for a future space program of sufficient size to justify the development costs of the Shuttle. They postulate a limited, low-cost space program for the 1980's, consisting of unmanned scientific satellites launched by non-reusable rockes. Shuttle proponents, on the other hand, visualize a more ambitious space program, including manned missions. Therefore, the debate over the Shuttle is intertwined with the more general debate over the usefulness of conducting a space program of a size comparable to that we have had in the past.

3. Emergence: President Nixon gave the go-ahead for the Space Shuttle in January, 1972. NASA had begun its detailed planning for this project in 1969.

4. Timeliness: Debate over the Shuttle is expected to begin in earnest with the FY 1974 NASA authorization and appropriation hearings to be held in early 1973.

5. Importance: Both supporters and opponents of the Space Shuttle agree that the future of the space program will, to

a great degree, be shaped by the existence or non-existence of the Shuttle. Manned space flights in particular would virtually come to an end if the decision were made to cancel the Shuttle.

6. Questions: (1) Will the Space Shuttle be a more cost-effective way to perform space missions than expendable rockets, when the costs of its development are taken into account?
(2) Is the retrieval and refurbishment of damaged or malfunctioning satellites a useful goal, or would it be more desirable to replace such satellites with newer models launched from Earth?
(3) Is the Space Shuttle really designed largely for military use, and if so should the Department of Defense not contribute to the cost of its development?
(4) Are the economic studies prepared for NASA on the Space Shuttle reliable?
(5) Is there a real need for a large-scale space program of any kind in the 1980's, whether the Shuttle or some other form of space transportation is used?

7. Disciplines: Physical scientists, engineers, biologists, economists.

8. Team Size: The research team required would have perhaps the following approximate composition: engineering (3), analytical (34), data collection and management - research assistants (2-4), part-time consultants (20), secretarial (1). Some telescoping would be possible. Total team size (professional only) might be - in full-time equivalents - 12.

9. Time Phasing: From TAB decision point, 1 month for OTA staff planning of work statement; 2 months contract proposal solicitation and contract negotiations to award; 2 weeks contractor pre-planning; 2 months data collection; 3 months data analysis (overlapping with data collection); 1 month data fill-in, first report, and review-consultation, running concurrently; 2 weeks final review and consultation, and final report, running concurrently. Post-delivery briefings 1-2 months.

10. Research Cost: $150,000.00 (3 man-years of full-time professional plus 100% overhead and support personnel, plus 50% for travel, per diem, and fee coster). (Includes report production.)

11. Cost Distribution: The costs of the program, by months, would perhaps be for a 3 month study program as follows: (in percent) 30, 30, 40.

12. Priority Evaluation: Considerations by which the project would be judged include:
(a) cost/effectiveness of the Shuttle by itself, judged by comparison with alternative means of performing space missions (i.e. expendable rockets).
(b) evaluation of the Space Shuttle competition with other candidates for assesment, relative to resources available to TAB/OTA, and

(c) evaluation of the Space Shuttle and the space program generally in relation to other candidates for Federal funds, in view of the scientific and technological benefits to be anticipated from the continuation of a large-scale space program.

1. Title: Coal gasification.

2. Explanation: Coal gasification is a process for conversion of coal into a methane-rich gas by reaction of coal with hydrogen at pressures of 70-80 atmospheres and temperatures of 1200°-1600°F.

3. Emergence: Growing concern over the possibility that the Nation's future energy needs will exceed available supplies, thereby creating an energy crisis.

4. Timeliness: Shortages of both oil and natural gas already exist in some parts of the United States, and prospects are that further shortages may develop. Current domestic natural gas reserves are equivalent to only 12.5 years at the 1970 utilization rate of about 60 billion cubic feet per day, a rate expected to increase to about 90 billion cubic feet per day by 1980.

5. Importance: Coal represents about 75 percent of the Nation's total fossil fuel reserves, yet supplies only about 20 percent of current fossil fuel consumption. Coal gasification would help conserve existing gas and oil supplies and would help reduce the Nation's growing dependence upon importation of fuels from abroad.

6. Questions: What is the state-of-the-art with regard to coal gasification?
What are the major technological problems as yet unsolved?
How do the various gasification processes (hygas, CO_2 acceptor, bigas, agglomerated ash, synthane, lurgi, and atgas) currently under development compare?
Which processes require the least additional development?
What engineering data could demonstration plants provide?
What is the relative time scale for building commercial plants?
What are the comparative economies of the various processes?
What are the prospects for combining coal gasification with other energy sources to utilize waste heat from these sources?
What are the major environmental effects of coal gasification?
Can coal production be combined synergetically with solid waste disposal to economic advantage?
What would be the effect of large-scale use of coal upon the Nation's railroads?
How effective would be the creation of a Synthetic Hydrocarbon Fuel Corporation (as called for in HR 220)?

7. Disciplines: Mechanical engineering, materials engineering, civil engineering, chemical engineering, chemistry, physics, economics, and statistics.

8. Team size: The research team might be composed as follows: management/chemical engineer (1), analysts in mechanical, materials, and civil engineering (3, half-time), part-time consultants in other fields (5-8), plus secretarial staff (1). Some telescoping would be possible. Total professional full-time equivalents: 3.

9. Time Phasing: From TAB decision point, 1 month for OTA staff planning of work statement; 6 weeks contract proposal solicitation and contract

negotiation to award; 2 weeks contractor preplanning; 4 months data collection; 5 months data analysis (overlapping two months with data collection); interim report, 6 months after TA initiation, final report, 4 months later; post-delivery briefings by contractor, 1 month; final analysis of contractor's findings and delivery to requesting office, 1 month.

10. Research cost: $150,000 (3 man-years of full-time professional time plus 100 % overhead and support personnel, plus 50% travel, per diem, and fee costs. Includes report production costs.)

11. Cost distribution: the cost for a 12-month program, including a 9-month contract, might be distributed as follows (in percent per month): 7, 1, 4, 7, 7, 14, 15, 14, 7, 7, 10, 7.

12. Priority Evaluation: Considerations by which the project would be judged include:

(a) time-related cost/effectiveness of the assessment by itself: judged according to the requirements for new energy sources, the relative merits of the kinds of sources under development, and the time frame for such development.

(b) evaluation of coal gasification in competition with other candidates for assessment, relative to resources available to TAB/OTA; and

(c) evaluation of coal gasification in relation to other candidates for Federal funds, in view of the rapidily increasing need for energy (doubling every 10 years), limited supplies of fossil fuels, and future time scale for alternative sources of power.

1. Title: Wastepaper Recycling.

2. Explanation: Wastepaper recycling is the cyclical conversion of wastepaper into one form of paper after another, thereby achieving a closed system having the least possible waste. More broadly, wastepaper recycling includes the conversion of wastepaper into other, completely different forms and materials, as well as consumption of the fiber itself.

3. Emergence: It is increasingly being recognized that waste materials represent valuable resources which should be used rather than disposed of at ever-increasing cost. Recycling is a positive, forward step in improved materials management.

4. Timeliness: Over 3.5 billion tons of solid waste are produced in the United States each year. Although only 6 percent of this is collected and disposed of, at a cost of over $4.5 billion a year, municipal dumps, incinerators, and sanitary landfills are unable to keep pace with production.

5. Importance: Use of paper and paper products in the United States is expected to double by 1985 to 100 million tons per year. It is doubtful that this increase can be met by use of virgin pulp alone. Recycling can help meet projected future needs, while simultaneously alleviating solid waste disposal problems and conserving natural forest areas.

6. Questions: What is the state-of-the-art with regard to wastepaper recycling?
Is wastepaper recycling technology limited?
What, if any, are the major technological problems?
What kind and quality of data are needed for analysis?

Is recycling a municipal or Federal problem, or both?
To what extent does the general public understand and support wastepaper recycling activities?
What would be the impact of various Federal approaches (economic, political, and technological) to wastepaper recycling.
What would be the impact of such approaches upon the virgin pulp and paper industry?
What are the relative advantages and disadvantages of recycling wastepaper vis-a-vis channelling it into non-paper uses?
How realistic are projections for future paper needs?

7. Disciplines: Systems analysis, materials engineering, mechanical engineering, chemical engineering, chemistry, physics, economics, law, consumer analysis.

8. Team Size: The research team required might be composed as follows: management/systems analyst (1); analysts in materials engineering, economics, law, and consumer affairs (4, half-time); part-time consultants in other fields (6-12); plus secretarial staff (1). Some telescoping would be possible. Total full-time professional equivalents: 4.

9. Time Phasing: From TAB decision point, one month for OTA staff planning of work statement; 6 weeks contract proposal solicitation and contract negotiation to award; 2 weeks contractor preplanning; 6 months data collection; 8 months data analysis (overlapping 4 months data collection); initial report, 5 months after TA initiation, second report at 8 months, third report at 11 months, final report at 13 months; post-delivery briefings by contractor, 1 month; final analysis of contractor's findings and delivery to requesting office, 1 month.

10. Research Cost: $200,000 (4 man-years of full-time professional time, plus 100 percent overhead and support personnel, plus 50 percent travel, per diem, and fee costs. Includes report production costs.)

11. Cost Distribution: The cost for a 15-month program, including a 12-month research contract, might be distributed as follows (in percent per month): 5, 1, 3, 3, 6, 7, 10, 13, 13, 10, 7, 6, 3, 8, 5.

12. Priority Evaluation: Considerations by which the project would be judged include the following:
(a) time-related cost/effectiveness of the assessment by itself: judged according to the impact increased recycling would have upon the Nation;
(b) evaluation of wastepaper recycling in competition with other candidates for assessment, relative to resources available to TAB/OTA: AND
(c) evaluation of wastepaper recycling in relation to other candidates for Federal funds, in view of the increasing need for paper, the seriousness of waste disposal problems, and the need for better management of the Nation's materials resources.

1. Title: Seabed Mineral Extraction.

2. Explanation: Ocean mineral resources are becoming increasingly important for providing man with essential mineral resources. The ocean floor is literally covered with manganese and phosphorite nodules that contain valuable metals, such as copper, nickel, and cobalt, as well as manganese oxide.

3. Emergence: The manganese nodules are attracting attention throughout the world, and several nations have been active in developing the technology for their harvesting and processing.

4. Timeliness: In the United States, at least two companies have succeeded in developing the technology for extracting and processing hard minerals off the ocean floor. The most promising areas are in very deep water, occurring mostly in international waters beyond national jurisdiction. As the international community of nations deliberates the formulation of laws of the sea to update the 1958 Geneva Conventions, attention has been focused on these manganese nodules and their implications for international law. In the U.S. Congress, bills were introduced in the 92d Congress, and again in the 93d, to assert U.S. jurisdiction over these resources.

5. Importance: In prospect is a major addition to global mineral supply but at costs to the marine environment. Ownership may be decided alternatively by treaty or by right of first capture.

6. Questions: Is there a need throughout the world for the metal and mineral constituents of these nodules?
What is the implication of U.S. legislation on world affairs and the law of the sea?
What is the effect of this technology, and future technology, on the marine environment?
What are the economic aspects of commercial operations throughout the world?
Are the tradeoffs in environmental degradation, international friction, and other hazards, worth this undertaking?

7. Disciplines: Mining engineer or geologist; marine ecologist; marine resources lawyer; international maritime lawyer; mining economist; fisheries expert; mechanical engineer; metallurgist.

8. Team Size: Manager (1); mining geologist (1); mining economist (1); part-time maritime lawyer (1); part-time marine resources lawyer (1); systems analyst (1); research assistants (2-4); clerical help (3); extractive metallurgist (1). Total team: 8.

9. Time Phasing: After contract placement and pre-planning (one month) four tasks would proceed in tandem: technology readiness, resources survey, international law status, and appraisal of foreign activities (two months); then, extended analysis, with assistance from Brookings team of Dr. Fabian (two months); finally, report preparation, review, and submittal (one month).

10. Research Cost: $200,000.00

11. Cost Distribution: Distributed by months over 6-month period (in percent) as follows: 10, 25, 25, 15, 15, 10.

12. Priority Evaluation: Two considerations predominate: irreversibility of a widespread technology, and the thorny issue of seabed sovereignty. Also important is the question of preserving the marine environment. Urgency is more salient than intrinsic importance.

1. Title: Fish Farming

2. Explanation: Fish farming is the full control of the life cycle of a sea animal for food: hatching of eggs, raising of young in ponds or other enclosures, feeding the juvinile and older stages until ready for marketing, harvesting, and maintenance of a breed stock for succeeding generations.

3. Emergence: The abandonment of hunting for food on land in favor of farming was a major step in man's civilized development. Similarly, the emergence of sea farming is another natural step in that development.

4. Timeliness: The expanding world population, now doubling every 35 years, necessitates continued search for sources of high-quality protein for food. Absence of suitable quantities of land-raised food animals in many underdeveloped countries, and increasing costs of raising and marketing food animals in developed countries, has stimulated greater interest in sea farming as an inexpensive, productive source of such protein.

5. Importance: The current world-wide aquatic harvest is about $10 billion per year at the fisherman's level, largely achieved through hunting. This yield could be greatly increased through application of existing farming techniques. While a well-managed pasture can produce only about 0.9 ton of beef per hectare, sea farming has produced up to 560 tons of meat per hectare (with Spanish mussels).

6. Questions:
What is the current state-of-the-art with regard to fish farming?
What sea species are readily adaptable to fish farming?
How readily can currently-used techniques be upgraded to wide-scale commercial use?
Do entirely new techniques require development for optimum exploitation of the seas?
What is the state-of-the-art with regard to fish meal?
To what extent do international considerations now affect fish farming and its further application?
What current difficulties exist in applying biological successes in fish farming to commercial operations?
What is the effect of environmental pollution upon fish farming and its future prospects (oil, mercury, DDT, etc)?
What technological developments in fish canning, freezing, and other forms of preservation and storage may affect the long-term prospects for increased fish farming?

7. Disciplines: Marine engineering, coastal engineering, agricultural engineering, biology, economics, food processing, oceanography, international law, and statistics.

8. Team size: The research team required would have perhaps the following composition: management/marine engineer (1); analysts in oceanography, biology, economics, and food processing (4, half-time); part-time consultants in other fields (7-10); plus secretarial staff (1). Some telescoping would be possible. Total professional full-time equivalents: 4.

9. Time Phasing: From TAB decision point, one month for OTA staff planning of work statement; 6 weeks contract proposal solicitation and contract negotiation to award; 2 weeks contractor preplanning; 6 months data collection; 8 months data analysis (overlapping 4 months data collection); initial report, 5 months after TA initiation, second report at 8 months, third report at 11 months, final report at 13 months; post-delivery briefings by contractor, 1 month; final analysis of contractor's findings and delivery to requesting office, 1 month.

10. Research Cost: $200,000 (4 man-years of full time professional time, plus 100 percent overhead and support personnel, plust 50 percent travel, per diem, and fee costs. Includes report production costs.)

11. Cost distribution: The cost for a 15-month program, including a 12-month research contract, might be distributed as follows (in percent per month): 5, 1, 3, 3, 6, 7, 10, 13, 13, 10, 7, 6, 3, 8, 5.

12. Priority Evaluation: Considerations by which the project would be judged include the following:
(a) time-related cost/effectiveness of the assessment by itself: judged according to the impact increased fish farming would have upon the Nation and the rest of the world;
(b) evaluation of fish farming in competition with other candidates for assessment, relative to resources available to the TAB/OAT; and
(c) evaluation of fish farming in relation to other candidates for Federal funds, in view of the increasing need for high-quality protein for feeding domestic livestock and people.

1. Title: Geothermal Steam Energy

2. Explanation: Utilizing the natural heat of the earth (as from geysers, fumaroles, etc.) to generate steam or hot water which will be used to turn turbines and generate electricity.

3. Emergence: As the energy crisis looms high over the horizon of future growth in U.S. requirements for fuels, unconventional sources of energy have to be utilized in order to achieve a certain percentage of self sufficiency. Geothermal steam has been used for years by other nations, but only to a very limited extent in the United States.

4. Timeliness: Because of the need for alternate sources of energy, geothermal steam is looked upon as a good prospect for free, natural energy. The trend is toward increased activity in prospecting, developing technology for power generation, and more extensive use as a supplement.

5. Importance: Although geothermal energy will not be able to replace a significant part of the Nation's total requirements, it is looked upon as very efficient and economical in local areas where the Earth's steam is readily available. Some speculate that it can eventually account for a high percentage of the energy requirements.

6. Questions: What is the state of the art in the technology available for drilling?
What is the state of the art in the technology of harnessing the steam and building the generators?
What is the environmental effect of this technology in terms of residual salts and byproducts that have to be discharged into the atmosphere and in the fields?
What is the noise level generated by the steam wells, and how will it affect the proximity of the customers to the source of power?
What is the cost effectiveness of power-plant siting in relation to the distance of power transmission?

7. Disciplines: Geologist, mechanical engineer, hydrodynamicist, hydrologist, thermodynamicist, biologist, electrical engineer, geophysicist, economist, urban planner.

8. Team Size: Management (1); analytical (3); research assistants (3-6); part-time consultants (3-6); secretarial and clerical help (3). Total team size (professional only) might be five full-time professional equivalents.

9. Time Phasing: From TAB decision point, 1 month for OTA staff planning of work statement; 2 months contract proposal solicitation and contract negotiation to award; 2 weeks contractor preplanning; 4 months data collection;

4 months data analysis (overlapping 3 months with data collection); 1 month data fill-in; first report, and review-consultation, running concurrently; 2 week final review and consultation, and final report, running concurrently. Post-delivery briefings 1-2 months.

10. Research Cost: $250,000 (5 man-years of full-time professional time plus 100 percent overhead and support personnel, plus 50 percent for travel, per diem, and fee costs; includes report production costs).

11. Cost Distribution: The cost for a 12-month program, including a 9-month research contract, might be distributed as follows (in percent per month): 4, 1, 4, 8, 12, 13, 13, 13, 12, 8, 8, 4.

12. Priority Evaluation: Considerations by which the project would be judged include the following:
    (a) time-related cost/effectiveness of the assessment by itself; judged as to its effect on meeting requirements for new energy sources, the relative merits of of the kinds of energy sources under development, and the relative time frame for such development;
    (b) evaluation of geothermal steam energy in competition with other candidates for assessment, relative to resources available to TAB/OTA; and
    (c) evaluation of geothermal steam energy in relation to other candidates for Federal funds, in view of the rapidly increasing need for clean energy sources, the limited supplies remaining of fossil fuels, and the future time scale for development of alternative sources of power.

1. Title: Fire Research Program.

2. Explanation: A comprehensive research program of fire prevention and control to reduce the high loss of life and property and the number of injuries in the U.S.

3. Emergence: The fire problem is one of this Nation's most critical problems. Programs currently in operation have not been sufficient to meet the needs demanded by this problem as indicated by the growing concern in the increase in the number of fires in high-rise buildings and in nursing homes.

4. Timeliness: The establishment of the National Commission on Fire Prevention and Control and legislative proposals indicate the interest in developing a fire research program that will result in decreasing our fire losses.

5. Importance: Statistics indicate the need for a research program that will lead to decreasing the number of deaths and injuries and property losses due to fire.

6. Questions: How is the fire problem defined? How should the fire problem be approached? What is current state-of-the-art in fire prevention and control? Where should the fire research program be conducted? How can loss of life in homes from fire be prevented? What is involved in the ignition process? What kinds of detectors should be developed? How does fire grow? How is fire extinguished? What hazards are encountered; e.g., from smoke, toxic gases, etc., and how should these hazards be handled? How should building codes be changed or improved? What kinds of data are needed? What improvements are needed in fire service? What special problems are

encountered in fires in high-rise buildings? What special problems are encountered in fires in nursing homes?

7. Disciplines: Fire science engineer, safety engineer, materials engineer, mechanical engineer, electronics engineer, architect, physicist, chemist, physician, lawyer, statistician, computer specialist.

8. Team Size: 10-12 part-time consultants plus appropriate support personnel (analysts, research assistants, secretaries, etc.) of the OTA.

9. Time Phasing: 1 month for planning of work statement by OTA staff; 2 months for contract proposal solicitation and negotiation to award; 2 weeks for contractor preplanning; 2 months for data collection; 3 months for data analysis; 1 month for securing additional data, preparing first report, and review-consultation; 2 weeks for final review and final report. (It should be noted that some of the functions overlap, i.e., data collection and data analysis, etc.)

10. Research Cost: $250,000 (5 man-years of full-time professional assistance and 100% overhead and support personnel + 50% for travel, per diem, fee costs, and report reproduction).

11. Cost Distribution: For a 5-month study program the cost would be expended as follows: 10%, 1st phase (planning of work statement); 10%, 2nd phase; 30%, 3rd phase; 30%, 4th phase; 20%, 5th phase.

12. Priority Evaluation: Time-related cost/effectiveness of the fire research program by itself ; evaluation of the fire research program in competition with other programs for assessment, relative to resources available to TAB/OTA; and evaluation of the fire research program in relation to other programs competing for Federal funds.

1. Title: air bag.

2. Explanation: An innovation to reduce injury to auto passengers from accidents. Sharp deceleration triggers release of gas to fill a soft, collapsible bag instantly, cushioning the passenger against shock of sudden impact.

3. Emergence: Growing concern over large number of fatal accidents on U.S. highways as auto traffic and numbers of vehicles in use continues to rise.

4. Timeliness: Creation of Federal agency to promote auto safety, agitation for safer environment, reports of successful tests with the air bag, and agitation for its compulsory incorporation in passenger compartments of new vehicles, all motivate interest in this innovation.

5. Importance: A significant fraction (1/3? 1/2?) of auto fatalities numbering on the order of 50,000 a year might be prevented by the successful use of the air bag.

6. Questions: What is the state of the art in the design of air bags?
Is there need for further technological improvement?
What is the effective life span of the bag, trigger, and mechanism?
Is the bag compatible with a wide variety of different vehicles?
Is the problem of impact on parked cars solved?
What evaluation data are there on the materials in the system?
What evaluation data are there on effects of climate and weather?

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What are the consequences for driver behavior?
What are the consequences of having some cars equipped, others not?
Will qualified maintenance personnel need to be licensed?
What data are there on statistical reliability?
Can or should older vehicles be retrofitted with the bag?
What will be the impact of the bag on auto insurance systems?

7. Disciplines: Mechanical engineer, electronics engineer, materials engineer, traffic engineer, quality control engineer, maintenance engineer, experimental psychologist, social psychologist, statistician, economist, lawyer, physician.

8. Team Size: The research team required would have perhaps the following approximate composition: management (2), analytical (4-6), data collection and management - research assistants (2-4), part-time consultants (12-15), secretarial (1-3). Some telescoping would be possible. Total team size (professional only) might be - in full-time equivalents - 12.

9. Time Phasing: From TAB decision point, 1 month for OTA staff planning of work statement; 2 months contract proposal solicitation and contract negotiation to award; 2 weeks contractor preplanning; 2 months data collection; 3 months data analysis (overlapping 1 month with data collection); 1 month data fill-in, first report, and review-consultation, running concurrently; 2 weeks final review and consultation, and final report, running concurrently. Post-delivery briefings 1-2 months.

10. Research Cost: $300,000.00 (six man-years of full-time professional time plus 100% overhead and support personnel, plus 50% for travel, per diem, and fee costs). (Includes report production.)

11. Cost Distribuion: The costs of the program, by months, would perhaps be for a six-month study program as follows: (in percent) 9, 9, 18, 18, 22, 22.

12. Priority Evaluation: Considerations by which the project would be judged include:
(a) time-related cost/effectiveness of the assessment by itself: jduged as to whether operational decision-time in the use of the air bag is near enough at hand to warrant the study;
(b) evaluation of the air bag in competition with other candidates for assessment, relative to resources available to TAB/OTA; and
(c) evaluation of air bag study in relation to other candidates for Federal funds, in view of the social costs of auto accidents (50,000 deaths, 2 million injuries, and $10-20 billion annually).

1. Title: Cable Television (CATV)

2. Explanation: A method of relaying television and radio signals from a large local antenna to viewers via coaxial cable. Viewers subscribe to the service for a monthly fee of, currently, $5 to $10. CATV provides for the "importation" of television programs from distant cities under rules promulgated by the FCC and permits "closed-circuit" programming within the CATV system.

3. Emergence: From its beginnings as "mom and pop" operations for bringing television signals to subscribers in valleys where distant television signals could not penetrate, CATV has emerged into big business with some companies owning and operating a large number of individual CATV systems (each system generally serving a small community or part of a city as in the case of New York City).

4. Timeliness: CATV development has been constrained more by legal, regulatory, and social factors than by technological or economic factors. Until these constraints are comprehensively evaluated, CATV development is likely to be relatively slow.

5. Importance: Proponents of CATV assert that it can be expanded to the "wired-city" or "information-utility" concept in which many forms of entertainment, information, and data can be transmitted to and from households, stores, government agencies, etc. Opponents fear the effects of CATV on broadcasting and other telecommunications services, the rise of pay television, etc.

6. Questions: What is the present FCC policy regarding CATV? What is the present state-of-the-art of CATV systems and components?
What are the legal and regulatory problems constraining CATV development?
What is the relationship of CATV in broadcasting?
What is the relationship of CATV to telephone companies?
How is CATV likely to affect pay television?
Are the "wired-city" or "information-utility" concepts economically, socially, and institutionally feasible?
What are the relationships of CATV ownership to other media ownership?
Have the problems of CATV and copyright protection been adequately resolved?
Is the complex of conflicting business, legal, and societal interests regarding CATV likely to be resolved in the near future?
What are the political implications of CATV's closed-circuit public and community access channels?

7. Disciplines: CATV systems engineer, economist, lawyer, social science survey analyst, public policy analyst.

8. Team Size: The research team required would have perhaps the following approximate composition: management (1/2), analytical (5), data collection and management -- research assistants (1-2), secretarial (1). Some telescoping would be possible. Total team size (professional only) might be -- in full-time equivalents -- 7.

9. Time Phasing: From TAB decision point, 1 month for OTA staff planning of work statement; 2 months contract proposal solicitation and contract negotiation to award; 2 weeks contractor pre-planning; 2 months data collection; 4 months data analysis (overlapping 1 month with data collection); 6 months policy analysis; 1 month data fill-in, first report, and review-consultation, running concurrently; 2 week final review and consultation, and final report, running concurrently. Post-delivery briefings 1-2 months.

10. Research Cost: $350,000 (7 man-years of full-time professional time plus 100% overhead and support personnel, plus 50% for travel, per diem, and fee costs). (Includes report production.)

11. Cost Distribution: The costs of the program, by months, would perhaps be for a 16-month study program as follows: 3% per month for the first 3 months and 7% per month for the last 13 months.

12. Priority Evaluation: Considerations by which the project would be judged include:
    (a) Time-related cost-effectiveness of the assessment by itself: judged as to its effect on broadcasting, CATV, and related telecommunications development;
    (b) evaluation of the CATV development in competition with other candidates for assessment, relative to resources available to TAB/OTA; and
    (c) evaluation of the CATV study in view of the potential benefits of a comprehensive telecommunications system for educational, governmental, business, and social uses, a partial substitute for mass transportation and capital construction for equivalent uses, a means of greater public participation in educational and political processes.

1. Title: Offshore Petroleum Extraction.

2. Explanation: Drilling and production of oil and gas offshore in territorial waters and on the outer continental shelf.

3. Emergence: Offshore oil now supplies more than 17% of the demand, and is expected to triple in the next decade. The industry is penetrating deeper into the offshore areas, and new technology is needed to cope with the new environment.

4. Timeliness: Petroleum development offshore is mostly in the coastal zone which is the most delicate and vulnerable part of the marine environment. A few accidents have taken place which have focused attention on oil pollution throughout the world. Concern for this environment has assumed international dimensions, and the United Nations has called for a Conference on the Law of the Sea to update the 1958 Geneva Conventions. Offshore oil plays a very significant role in the formulation of the new laws, and figure prominently in the energy crisis over the coming ten or fifteen years.

5. Importance: The energy crisis has reached the point where a balance has to be achieved between our environmental goals and our need for fossil fuels.

6. Questions: Is the inventory of hydrocarbons on land at a level to justify the rush into the marine areas?
Are operation at sea cheaper and less hazardous than on land?
What is the need offshore petroleum throughout the world?
What effects would these operations have on the living resources of the ocean?
How compatible is the offshore petroluem industry with other users of the coastal zone?
What is the total price we have to pay in terms of costs, hazards, and environmental degradation as a fair tradeoff for our need for energy?

7. Disciplines: Petroleum geologist, mechanical engineer, marine ecologist, marine resources lawyer, fisheries expert, coastal-zone management expert, petroleum economist.

8. Team Size: Manager (1); petroleum geologist (1); part-time marine resources lawyer (1); part-time economist (1); systems analyst (1); research assistants (3-6); clerical help (3). Total team size (professional only) might be -- in full-time equivalents — 7.

9. Time Phasing: From TAB decision point, 1 month for OTA staff planning of work statement; 2 months contract proposal solicitation

and contract negotiation to award; 2 weeks contractor pre-planning; 6 months data collection; 6 months data analysis (overlapping 3 months with data collection); 1 month data fill-in, first report, and review-consultation, running concurrently; 2 week final review and consultation, and final report, running concurrently. Post-delivery briefings 1-2 months.

10. Research Cost: $350,000 (7 man-years of full-time professional time plus 100% overhead and support personnel, plus 50% for travel, per diem, and fee costs). (Includes report production.)

11. Cost Distribution: The costs of the program, by months, would perhaps be for a 14-month study program as follows: 4% per month for the first 3 months and 8% per month for the last 11 months.

12. Priority Evaluation: Considerations by which the project would be judged include:
(a) time-related cost-effectiveness of the assessment by itself: judged as to its effect on ecology and U.S. Petroleum reserves.
(b) evaluation of offshore developments in competition resources available to TAB/OTA; and
(c) evaluation of offshore petroleum extraction in view of the potential need for new reserves of petroleum to offset the alleged energy crisis and the related dangers of coastal ecological degradation and petroleum pollution.

1. Title: Earth Resources Technology Satellite (ERTS)

2. Explanation: A method of evaluating the existence, magnitude, and condition of earth resources by means of scientific monitoring equipment placed in a satellite in earth orbit.

3. Emergence: Satellites have been used for many years for telecommunications (Intelsats), weather monitoring, military uses, scientific experiments outside of the earth's atmosphere, etc. Recently, satellites have been used to monitor "earth resources," a term which includes anything on the earth's surface that is of economic or cultural interest.

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4. Timeliness: The use of earth resources technology satellites is rather recent. ERTS 1 was launched by NASA on July 23, 1972, supported by the Departments of Agriculture, Commerce, and Interior, the Environmental Protection Administration, and the Army Corps of Engineers. ERTS 2 is scheduled for launch in November 1973. The National Oceanic and Atmospheric Administration sponsored NOAA 2, which was launched October 15, 1972, for oceanographic research. Significant benefits are expected in many fields, like agriculture, geography, geology, geodesy, forestry, hydrology, and oceanography, if the technology is developed and supported adequately.

5. Importance: Earth resources technology satellites can be used to detect precious metals, forest and crop diseases, ocean oil and algae pollution, trends in urban sprawl, revise maps, conduct timber inventories, chart drainage patterns and map flood plains, detect geological faults and fractures, monitor glaciers, and monitor biological productivity of the deep ocean; in short to provide valuable information on many of the Nation's

existing and emerging urban, resource management, and pollution problems.

6. Questions: What is the state-of-the-art of earth resources technology satellite development?
What are the existing uses for earth resources technology satellites?
How successful have each of these uses been?
What are the emerging uses for near future?
How is the information on resources, pollution, and urban sprawl, for example, made available to the public and to local governments?
Is this information transferral system effective?
Are existing institutions adequate to cope with the information potentially available from earth resources technology satellites?
What is the most effective mix of scientists, engineers, planners, information specialists, and systems analysts to take advantage of the potentially available information?
Are any new industries likely to develop based upon resource management, pollution control, urban planning, etc. conducted on a regional or national scale?
What is the potential for international cooperation in the use of earth resource technology satellites?

7. Disciplines: Geologist, geodesist, geographer, agriculturalist, forester, biologist, hydrologist, oceanographer, vulcanologist, city planner, information management specialist, Corps of Engineers waterways specialist, pollution specialist, meteorologist, topologist, systems analyst, public policy analyst.

8. Team Size: The research team required would have perhaps the following approximate composition: management (1), analytical (17), data collection and management — research assistants (2-3), secretarial (2). Some telescoping would be possible. Total team size (professional only) might be -- in full-time equivalents -- 8.

9. Time Phasing: From TAB decision point, 2 months for OTA staff planning of work statement; 2 months contract proposal solicitation and contract negotiation to award; 2 weeks contractor pre-planning; 12 months data collection; 12 months data analysis (overlapping 6 months with data collection); 6 months policy analysis (overlapping 3 months with data analysis); 1 month data fill-in, first report, and review-consultation, running concurrently; 2 week final review and consultation, and final report, running concurrently. Post-delivery briefings 1-2 months.

10. Research Cost: $400,000 (8 man-years of full-time professional time plus 100% overhead and support personnel, plus 50% for travel, per diem, and fee costs.) (Includes report production.)

11. Cost Distribution: The costs of the program, by months, would perhaps be for a 26-month study program as follows: 3% per month for the first 4 months and 4% per month for the last 22 months.

12. Priority Evaluation: Considerations by which the project would be judged include:
(a) time-related cost-effectiveness of the assessment by itself: judged as to its effect on resource management, pollution control, urban planning, and related opportunities;
(b) evaluation of the earth resources technology satellite development in competition with other

candidates for assessment, relative to resources available to TAB/OTA; and

(c) evaluation of the earth resources technology satellite study in view of the potential benefits of a comprehensive information system for resource management, pollution control, urban planning, and other uses, as a partial substitute for existing methods of research and monitoring, and the likelihood of discovering major new material and energy resources and information for conserving existing resources.

1. Title: Genetic Engineering

2. Explanation: New developments in the science of human heredity and reproductive physiology promise to profoundly influence biomedical capabilities for the teratment of genetic disease and reproductive deficiencies. At the same time, these developments are cited as offering a potential for significant social abuse; there is a need for careful study to arrive at socially acceptable policies for applying these new developments.

3. Emergence: The technological capability to alter the course of human evolution is relatively close at hand. The ethical and moral issues produced by conflicting legislation related to the genetic disease, sickle cell anemia, illustrates quite dramatically the undesirable social impact which can occur when new capabilities in genetics are applied without careful examination of all social implications.

4. Timeliness: The on-going Congressional concern with human rights and informed consent as associated with human experimentation; the emphasis by scientific societies on the research associated with genetics engineering; the legislative proposals to begin study of the social, moral, legal and ethical issues associated with these new developments in biomedical research; and the emergence of major Institutes devoted to the study of these issues all indicate a readiness to accept the assessment of these developments.

5. Importance: About 5% of all new-borns have some congenital defects. A significant proportion of these defects are due to genetic factors. Another estimate suggests that more than 2% of the population suffers from some genetic disease or defect. Institutional care of genetic defectives may run as high as $250,000 per year per person. No one really knows all of the costs associated with such care. New techniques are now available to permit early prenatal evaluation and abortion where serious defects are identified; with these techniques, however, society is accepting new responsibilities which may have a significant impact on the very nature of society.

6. Questions: What are the legal implications of the new research in human reproductive physiology?
How can society insure that the new developments do not infringe upon such basic rights as freedom from coercion, protection of individual freedom and privacy, and maintenance of the confidentiality of medical information?
What legislative actions may be required to avoid social and political abuse of the new developments which will permit intervention in human heredity?
What is the real potential for the dehumanization of mankind?
What will be the social consequences of free access to the technologies for controlling sex ratios; simple abortion of defective fetuses; sperm banks; expanded artificial insemination capabilities; and in-vitro fertilization?

What information is needed to evaluate the long range effect of new developments in genetic engineering as these developments may affect National health policies?
What will be the effect on family structure as responsibilities for productive decisions are shared more fully by social organizations--such as in genetic counseling and genetic screening?
The new techniques in genetic diagnosis will make it possible for a mother to determine whether a child should be born. What will be the impact on society when this capability is available simultaneously with new developments in contraceptive techniques and legalized abortion?
What changes in existing laws will be required in order for society to function legally in the context of these new developments? What new laws will be required?
What are the cost to society for caring for and maintaining genetically defective individuals?
What are the costs for treating genetic disease?
What will be the major benefits to be anticipated by the progress in genetic engineering?
What will be the ethical and psychological impact of these new developments?

7. Disciplines: OTA will be required to provide for competency in the following areas in order to monitor examination of these problems: molecular biology, genetics, theology, law, sociology, biochemistry, economics, health care administration, reproductive physiology, population statistics, demograph.

8. Team Size: These problems would probably best be handled by an outside contractor since the disciplines are so varied. Since the issue should be examined in the context of several sub-problems, there should probably be at least two management or project leaders supported by at least two specialists plus administrative staff. Total in-house staff would be 4-6 professionals. After initiation of the contracts, these professionals could probably monitor the contracts on a half-time basis.

9. Time Phasing: Experience with related types of studies suggest that 2-3 years would be required for the examination of each core problem. Since each core could be under examination at the same time, a total of 2-3 years would be required to assess the entire problem. About 2-3 months would be required to construct the core problems; prepare the specifications for the contracts and then about two more months to secure and evaluate proposals. Work could be initiated within 5-6 months after authorization to begin the study.
The entire issue of genetic engineering could probably be included within the scope of three core sub-problems.
Legal implications of genetic engineering developments
Reproductive physiology - and genetic therapy (social, moral, and ethical aspects)
Medical Genetics (social, moral, and ethical aspects)

10. Research Cost: Each sub-problem would require a minimum of $75,000 per year for a two year period, for an estimated total cost for the entire project of about $450,000 (Experience with similar studies indicates that costs for less comprehensive studies have been about $200K for a three year study). If more than one sub-problem is awarded to a contractor some consolidation of analysis may be possible. Consolidation should be encouraged if contractual capability permits.

11. Cost Distribution: Costs of the contract would probably be awarded on a quarterly or other contractual arrangement of mutual convenience.

12. Priority Evaluation: Certain portions of this topic for assessment are more urgent than others due to the status of research. Medical genetics probably requires the highest priority since issues are already being confronted without an adequate policy. No good figures are available on cost/benefits--Such data should evolve from the studies.

1. Title: Safeguards

2. Explanation: Commercial use of nuclear power requires and also produces nuclear materials that can be used more or less directly as the nuclear explosive for atom bombs. At issue is whether these materials can be sufficiently controlled and protected from theft to make nuclear power acceptable to society. Safeguards are systems to detect and announce unauthorized diversion of such materials. Needed too would be organizations to assure physical security of nuclear materials and also to anticipate and intercept attempts at theft, and to recover stolen materials, and to prosecute the thieves.

3. Emergence: The AEC's plans to demonstrate breeder reactor technology on a commercial scale have revived expressions of concern first voiced in the United Nations during the late 1940's about the risk of diversion of nuclear explosive materials to the manufacture of atom bombs by smaller nations. More recently there have been expressed fears that organized crime might steal nuclear explosives for criminal acts. With the prospects that by the 1990's nuclear power will supply half of the electricity generated in the United States, coupled with the expected widespread deployment of the breeder reactor, the issue of safeguards has moved from academic speculation to real life decision making.

4. Timeliness: As indicated above, the rapid growth forecast for nuclear power during the next three decades means that large amounts of plutonium and possibly uranium-233 will be moving about in industry and in interstate commerce, which is expected to increase the risks for theft and diversion. At the moment there appears to be no black market for these materials. Once one does appear, it would be difficult to ascertain whether or not a small country threatening nuclear attack upon another does or does not have a workable bomb. Likewise, a threat from organized crime to explode a nuclear bomb in a city would be much more credible were a black market to exist. It appears that the next 10-15 years will be critical for establishing effective national and international safeguards systems.

5. Importance: The importance of effective safeguards, assuming the use of nuclear power grows as now forecast, is indicated above. The existence of atom bombs in the hands of smaller nations that lack the industrial ability to make nuclear explosives, or in the hands of organized crime, would appear to pose dangers to world peace and to domestic security. Even unsubstantiated threats of use of nuclear bombs by such parties could well produce internal disorder (riots, panic flight, etc.) of serious consequence.

6. Questions: What is the present state of international and national safeguards systems?
--To what extent do they extend to physical protection and to police functions (interception, apprehension of criminals)?
--What are the technological limits for safeguards systems? What kinds of diversions might escape detection?
--How feasible is it to make crude bombs from diverted materials?
--To what extent would it be possible to denature nuclear materials -- as proposed by the Baruch Plan in the later 1940's -- to make them useless for weapons while still retaining their nuclear fuel value?

--What are the implications of a national security force and inspectorate for the constitutional reservation of the police powers to the States?
--To what degree would national systems for safeguards, physical security and protection tend to become a national police force, or an independent para-military organization?
--What are the implications for the Federal and state governments of a commitment to place the U.S. nuclear industry under international safeguards of the International Atomic Energy Agency?
--What are the implications of an effective safeguards system for use of nuclear energy by private enterprise?
--What improvements in sampling, analysis, statistical interpretation and non-destructive measurement are needed to make safeguards effective?

7. Disciplines: Nuclear engineer, chemical engineer, industrial engineer, statistican, police (crime detection and prevention), regulation, national security, lawyer, economist, nuclear materials specialist, international specialist.

8. Team Size: The research team would have about the following composition: management (2), analytical (4-6), data collection, literature search, research assistance (2-4), part time consultants (5-10), secretarial (3-4). Total team size (professional only) might be equivalent to full time equivalent of 12.

9. Time Phasing: From TAB decision point, 1 month for OTS staff planning of work; 3 months to obtain a contractor and complete negotiations; 2 weeks of contractor preplanning, 3 months of data collection, 3 months of analysis, 1 month of initial review and initial drafting; 2 months of consulting with leading proponents and critics of safeguards in the United States and in Europe; one month final revision and review, post-delivery briefings 2 months.

10. Research Cost: 12 man years at $50,000 per man year, or $600,000 including overhead and support personnel, fee, and domestic travel but excluding foreign travel and computer systems work and time.

11. Cost Distribution: The cost of the program by 16 calendar months would be distributed perhaps as follows, by quarters: 12, 16, 20, 20, 20, 12 percent.

12. Priority Evaluation:

By itself: The safeguards issue is currently a sleeper in that it is not receiving much attention. However, large scale commercial use of nuclear power, particularly use of the breeder, can quickly project it into prominence. Opponents of the breeder are beginning to cite the risk of diversion as reason to slow down or stop the breeder program.

In comparison with other assessments. The safeguards issue affects the national security of the United States, world peace, and possibly internal security and safety. It is closely tied to possible assessment of breeder technology, and potentially to issues of organized crime--both national and international, and to new technologies in law enforcement.

In relation to other uses of OTA resources. The safeguards issue is not a clear and present danger in the sense of water pollution, or air pollution from automobiles or displacement of workers by further mechanisation and automation. On the other hand, this line of reasoning can lead to indefinite postponement of an assessment until the time runs out.

1. Title: The Breeder Reactor

2. Explanation: If nuclear energy is to be a substantial, long term, primary resource for generation of electricity, ways must be found to convert atoms of uranium-238 and thorium into useful nuclear fuel. The breeder reactor is the device that does so. National policy is to demonstrate one particular breeder type, the Liquid Metal Fast Breeder Reactor (LMFBR), in commercial use. Success of the LMFBR in essence will increase the total amount of energy recoverable from uranium resources by at least a factor of 50.

3. Emergence: Over the past few years opponents of nuclear power have vigorously challenged the wisdom of proceeding with development, demonstration and commercial application of the breeder. They have raised issues of national security, environmental effects, and public health and safety.

4. Timeliness: The Atomic Energy Commission is just beginning the organization of a project to design, build and operate an LMFBR in cooperation with the electricity industry. It should be in operation in the early 1980's. The project will cost several hundred million dollars and if successful would probably generate a powerful momentum towards expanded use of the breeder. In a sense, 1973 is a point of no return in development and application of this breeder technology.

5. Importance: Official estimates of the Federal Power Commission look for nuclear power to provide half of the electricity generated in the 1990's although less than five percent of electricity is generated from nuclear power today. If breeding is not feasible, then the prospects for nuclear power are limited and either alternative sources of energy would have to be found, or the use of electricity substantially reduced below current projections. Conversely, if dangers from widespread use of breeders are unacceptable to society, it would be logical to slow or stop the demonstration of the breeder and look instead for another source of energy.

6. Questions: Major questions concerning the breeder concern national security, energy resources, environmental effects and public health and safety. Typical questions pertinent to an assessment of breeder technology include:

National security questions

-To what extent it will be possible to prevent diversion of plutonium produced by breeders to illicit manufacture of atom bombs by nations or by organized crime.

-To what extent breeder technology will relieve U.S. dependence upon imported fuels.

-To what extent construction of large breeder power plants will increase the vulnerability of the U.S. electricity system to hostile acts or disorder.

Environmental questions

-To what extent would successful demonstration and deployment of the breeder accelerate the waste heat problem both on the micro-scale at breeder sites and on regional water and weather?

-How is the controversial issue of long term (perpetual) storage of radioactive wastes to be factored into an assessment of the breeder?

-To what extent should environmental effects of all the various steps in the nuclear fuel cycle be included?

-What consideration should be given to prospects of accidents in transportation of radioactive wastes from nuclear fuel, accidents that could cause release of such materials to the environment?

-To what extent can deployment of the breeder reduce environmental effects of other sources of energy for generation of electricity, such as the combustion of fossil fuels?

Energy resource questions

-To what extent will breeding technology actually extend the use of uranium reserves?

-What emphasis should be given to demonstrating breeder technologies for converting thorium into useful nuclear fuel?

-What long term effect would the breeder have upon pricing of energy resources?

Public health and safety questions

-To what extent is development of the demonstration breeder based upon established nuclear technologies and to what extent is the project based upon expectations that certain nuclear technologies will in fact be established when needed?

-What are the prospects that needed technologies will be established both for technical feasibility and for safety when needed? To what extent can pressures be expected to use undemonstrated technologies because of time-lags?

-Considering the persistent opposition to nuclear power from some groups, how will the public be convinced of the credibility of assertions about safety of breeder reactors?

-Because the risks from breeder reactors and their radioactive wastes can never be reduced to zero, who is to balance the prospects of expected risks against benefits, and what criteria will be used?

-To what extent is it possible to obtain an unbiased, disinterested assessment of the risks of a major nuclear accident that could cause release of radioactive wastes?

-How can probabilities for operator error be balanced against probabilities for equipment failure in deciding how much judgment to allow nuclear power plant operators?

Other assessment questions

-To what extent will widespread use of breeders, which require large capital investments, cause further undesirable economic concentration within the electricity industry?

-To what extent should policy seek to reverse the trend towards larger single units, a trend which is justified because of the economies of scale?

7. Disciplines: Nuclear engineer, mechanical engineer, chemical engineer, quality control engineer, experimental psychologist, energy economist, biophysicist, biochemist, ecologist, political scientist, marine biologist, lawyer.

8. Team Size; The research team required for a minimum study would have the following approximate composition: management (2), analytical (4-6), research assistants (2-4), professional staff (4-6) consultants (10-15), secretarial (3-6). Total team size, professionals only, might be the equivalent of 15-20.

9. Time Phasing: From TAB decision point, 1.5 months for planning work statement; 3 months to contract for extramural assistance; 1 month for the contractor to get going; 6 months for data collection; 4 months for analysis; 3 months for review and consulting with leading proponents and critics of the breeder; 2 weeks revision; 1 month final review; 2-4 months post-delivery briefings.

10. Research Cost: Assuming an average effort of ten professionals for 20 months at $50,000 per professional man year, the cost would be $1 million including overhead and travel and report reproduction, but not including computer services and time, or in-house costs of the OTA.

11. Cost Distribution. The cost of the program for a two year study program (overall time) would probably be distributed as follows, in percent of cost by quarters: 8, 10, 12, 14, 16, 16, 12, 12.

12. Priority Evaluation:

By itself. Public policy to promote the widespread use of nuclear energy, particularly the breeder, is reaching a point of no-return. At issue is not whether nuclear power technology is dangerous, but whether the dangers can be sufficiently controlled to be acceptable to the public in the long term. Concentration of scarce resources upon the breeder without a reasonably extensive backup effort for other energy sources exposes the nation to the risk of either consequences of a failure of the breeder, or unanticipated consequences of its widespread deployment.

So intrinsicly, an assessment of the breeder in terms of national energy policy, security, environmental quality and public health and safety is certainly an important undertaking.

In comparison with other assessments. Assessment of the breeder ties in closely with assessment of safeguards (measures to prevent diversion of nuclear explosives to nations or groups that do not now have atomic weapons), and to national energy policy. It is also related to issues of U.S. foreign trade and balance of payments.

In relation to other uses of OTA resources. Assessment of the breeder presents several conflicting considerations. On the one hand, if such an assessment is to be made, it should be completed within the next few years before the U.S. commitment to the breeder becomes so firm that change may not be possible. On the other hand, because of the controversy already surrounding the subject and the vested interests involved, the assessment would have to be skillfully conducted both by the OTA and the assessing organization. Acquiring that skill will take some time, so an assessment of the breeder would not be a good initial project. Rather it would appear wise to defer it until OTA's competence has been demonstrated.

ENCLOSURE #2

This attachment contains a list of the technical considerations from which the Technology Assessment Board might be able to draw some thoughts in the establishment of criteria for the selection of candidates for assessment. It is appreciated that the criteria that the Board will require need to be both broader in scope and simpler in concept than those presented here. Timing, real-world needs and interests, social and political forces, and availability of resources will all need to be factored in. However, it is hoped that the 27 technical factors listed here will be helpful.

TECHNICAL CONSIDERATIONS WITH BEARING ON
CRITERIA FOR EVALUATING TECHNOLOGIES TO ASSESS

I. Criteria Related to the Nature of the Technology to be Assessed
   1. Is the technology an anticipatory, emerging, or existing technology (Example: anticipatory, nuclear fusion power generation; emerging, genetic engineering; existing cable television (CATV))?
   2. Do adequate data of the secondary effects exist?
   3. If not, what would be the time and costs to develop adequate data?
   4. Would data be found or developed in Federal, Federal-supported, or private organizations?
   5. Are the data "hard" or "soft" (Example: measurement of radiation levels vs. measurement of political attitudes over time; this has implications for the quality of, and the time required for collecting, adequate data)?
   6. Will the technology assessment process rely mainly on historical data/information or on technology forecasting/futures research?
   7. Is the technology associated with a mission-oriented agency or private organization or is it diffused throughout government or industry (Example: space or computer technology vs. recycling technology)?
   8. Is the underlying technology primarily a response to an existing or emerging problem or to an existing or emerging opportunity?

II. Criteria Related to the Nature of the Technology's Impact on Society
   9. Is the impact (secondary order effects) mainly:
      -Political (Example: a telecommunications technology relaying East Coast voting results to the West Coast may influence voting patterns on the West Coast)
      -Economic (Example: productivity technology may affect the Nation's balance of trade)
      -Social (Example: birth control technology may affect family structures)
      -Environmental (Example: industrial process technology may cause pollution)
      -Technological (Example: electrical appliance development may compound the energy crisis)
      -Physical (Example: atomic energy technology may cause sickness and death from low level radiation)
   10. How widespread is the impact in terms of population?
   11. How widespread is the impact in terms of geography?

12. Will the impact be long-lived or short-lived if unabated?
13. Is there a danger of unknown or long-delayed effects (Example: low level radiation)?
14. Will the impact be severe; is a quick result needed?
15. Will the impact be irreversible; is a quick result needed?
16. What are the costs to society in terms of quantitative measures ($) or qualitative indicators?
17. What are the benefits to society in terms of quantitative measures ($) or qualitative indicators?

III. Criteria Related to the Nature of the Technology Assessment Process Itself

18. What OTA human resources would be required, for how long (how many man-years required)?
19. What scientific and technological disciplines would be required?
20. What portion of the OTA budget would be required to conduct the technology assessment?
21. Would the OTA require outside assistance from:
    -CRS
    -GAO
    -NSF
    -NAS/NAE/NRC
    -Universities
    -Others
    If so, are the required outside resources available?
22. What is the Congressional policy in the general area under study?
23. What is the source or impetus for the technology assessment; Congressional committees, the Technology Assessment Board, the Director/Technology Assessment Board; Technology Assessment Advisory Council?

IV. Criteria Related to the Nature of the Impact of the Technology Assessment Process (as Opposed to the Impact of the Technology Itself)

24. On what proponents/opponents of the technology would the results of the technology assessment impact most heavily; on Federal executive or administrative agencies (Example: atomic energy development), state or local governments (Example: solid waste management), interest groups (Example: firearm control), private business (Example: industrial pollution controls), or the public (Example: auto exhaust pollution controls)?
25. Are any groups other than OTA conducting similar technology assessments?
26. Would the findings of the technology assessment be used for legislative review (oversight), investigation, enactment, or policy direction (sense of Congress)?
27. What is the likelihood of Congressional action?

ENCLOSURE #3

Candidate technologies and technology issues that might be recommended to the Technology Assessment Board for assessment action.

POTENTIAL AREAS FOR OTA ASSESSMENT

[Major criterion: urgency. These are areas which, if allowed to proceed without overall guidance, might be most costly to society].

I. SHORT-RANGE (6 months, $50K)

- The Space shuttle. To be useful, a TA would have to be conducted immediately, before major funds are committed and spent. What would the shuttle actually accomplish? Are current expectations realistic? Do any technological adverse effects exist?

- Government R & D. How well-coordinated is it? What are the consequences of lack of coordination?

- Solar energy. What are the prospects? In what time frame? How would widespread utilization affect present organization and structure of our society? (Similar remarks could be made for other energy sources: atomic, geothermal, etc.)

II. MEDIUM-RANGE (10-15 months, $100K)

- Research policy. An in-depth assessment of the extent to which Federal funds should be used for the support of various kinds of research, public and private. This could include an assessment of the need for, and advantages and disadvantages of, a Department of Science.

- Water resources. Is there really a shortage? How can existing supplies be better utilized? How can supplies be increased? What are the prospects for desalinization, utilization of rainwater? Should public distribution be abandoned in favor of individual unit systems? How should water for sanitation purposes be revised (as with chemical/incinerator toilets). Effect of such changes on present social patterns?

- Limits to growth. Is there a need for population control, and if so, how urgent is the need? What are the current and future prospects for such control, both technological and social? (Perhaps an impossibly-hot political potatoe at this time).

- Genetic engineering. What will be the consequences of unconstrained efforts in this field? What existing controls are there legally, medically, and morally? To what extent should there be controls at all? What would be the effects of unlimited organ transplantation, sex control, and engineering of human species?

III. LONG-RANGE (1-3 years $500K)

- The Space program. An in-depth analysis of all aspects of the space program: What benefits can we derive from it, at what overall costs? What would be the technological, social, and psychological consequences of having - or not having - a space program?

- The environment. An in-depth analysis of all aspects of man and his environment: what needs to be done, what actually can be done, what now is being done? What are the overall consequences to our standards of living vis-a-vis our quality of life? What should be the ultimate environmental goal: resoration of virgin conditions, or accomodation to a degree of technological necessity?

- Energy policy. An in-depth, systems analysis of overall energy needs, conservation, and resources and the consequences of meeting these needs with any particular mix of available or potentially avaiable sources.

- Materials policy. An in-depth, systems analysis of materials resources, development, use, and re-cycling and reuse.

The following list is taken from Appendix A - Detailed Recommendations, Interim Report, Priorities for Research Applicable to National Needs, prepared by the Committee on Public Engineering Policy, National Academy of Engineering. The objective of the study is to recommend appropriate priorities for research for the Research Applied to National Needs, RANN program, of the National Science Foundation. The report recommends research and development to foster application of "socially relevant technologies," and to partially evaluate the impacts of some of these technologies. The report will be published shortly and may raise issues of concern to TAB members. Some items are possible TA candidates.

Areas requiring new technologies

Health care delivery systems
Solid and liquid waste disposal
Fire and policy protective devices and communication systems
Automatic routing and control of traffic
Educational technologies
Improved access to legal advice
Noise reduction
Social reporting systems and social indicators
Neighborhood data within cities
Evaluation methodology for social programs and services
Improved designs for social experiments and evaluation
Research on community development including:
- social and economic aspects of areas in decline
- policies for social, economic and ethnic composition
- institutional constraints on development
- mobile home programs and policies

Regulatory policies
Urban design methods and institutions
Transportation systems and engineering research for solar energy systems
Conservation policies and methods for urban fringe and urban affected land
Broad-band communications (microwaves, satellite, computers, multi-channels)
Interactive cable TV experiments

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Environmental effects of energy production: utilization of waste heat; environmental effects of energy extraction; accidents in transportation of energy; auto emissions; epidemiological studies of the consequences of long term exposure to low levels of pollutants; environmental effects of industrial energy use;
Assessment of environmental research efforts (of existing programs)
Evaluation of institutions needed to better implement environmental programs
Environmental monitoring
Processes for removal of pathogens, heavy metals, and nutrients from waste streams
Recycling and recovery technology
Developments of signalling devices for environmental monitoring and warning

- research of life cycles of products
- patterns of land use
- management and use of underground space
- automatios and anomie (in industry); assembly line re-design
- research on enzyme technology
- excavation and tunnelling technology
- research on natural hazards monitoring, warning, policy
- research on the unaided poor
- research on future disposable time
- research on national system of electronic storage and retrivel of the printed word
- product safety marketability research

ENCLOSURE #4

Some typical "Assessments" of technologies conducted by Federal agencies. Source: Dr. Vary Coates' dissertation on "Technology and Public Policy: The Process of Technology Assessment in the Federal Government," April 1972.

A separate listing, selected from information provided by the National Science Foundation's RANN Program, is also included; it contains updated information on some of the older projects and a number of additional ones.

LEVEL OF EFFORT

WIDE-SCOPE TECHNOLOGY ASSESSMENTS

	Costs	Time Consumed	Estimated Man-Months	Size of Sta
-- Alaska Natural Resources and the Ramparts Project, U.S. Department of Interior, 1967.	N.A. (a)	60 months	N.A. (a)	N.A.
-- Cardiac Replacement: Medical, Ethical, Psychological, and Economic Implications, Department of Health, Education, and Welfare, 1969.	$ 150,000	10 months	N.A.	14 (b
--Forest Management in Wyoming: Timber Harvest and the Environment on the Teton, Bridger, Shoshone, and Bighorn National Forests, Department of Agriculture, 1971.	100,000	6 months	36 man-months	6
-- The Impact of Television on Social Behavior, Department of Health, Education, and Welfare, 1972	1,501,000 (c)	30 months	N.A.	15 (d
-- Jamaica Bay and Kennedy Airport: A Multidisciplinary Study, National Academy of Sciences/National Academy of Engineering, 1971.	350,000	12 months	45 man-months	28 (b
-- The Report of the Northeast Corridor Transportation Project, Department of Transportation, 1970.	12,000,000	72 months	576 man-months	9 (f
-- Report to the Congress: A Metric America - A Decision Whose Time Has Come, Department of Commerce, 1971	1,300,000 (e)	36 months	N.A.	36
-- Social Impacts of Civil Aviation, 1985-1995 (A contractor report by The George Washington University Program of Policy Studies in Science and Technology, to be published by the Department of Transportation in 1972).	236,000 (g)	8 months (g)	35 man-months	32
-- A Technology Assessment Study of Winter Orographic Snowpack Augmentation in the Upper Colorado River Basin, (by Stanford Research Institute for the National Science Foundation, to be published in 1972).	148,000 (h)	8 months (i)	N.A.	N.A.

LEVEL OF EFFORT

WIDE-SCOPE TECHNOLOGY ASSESSMENTS (continued)

(a) Agency does not do cost-accounting by projects, officials unwilling to estimate.
(b) Including both the study group and the professional staff assigned to it.
(c) $1.001 million research funding, approximately $500,000 for assessment staff.
(d) Plus additional consultants, number unknown.
(e) Figure taken from Science (August 13, 1971), p. 613.
(f) A large part of the work was performed by contractors.
(g) Including a 3-month extension at a lower level of effort.
(h) This amount, funded by NSF, was augmented by agreement by the contractor, amount unknown.
(i) Final report not yet in.

SOME TECHNOLOGY ASSESSMENT PROJECTS IN NSF FY 71, 72

	Institution	Title	PI	Amount	Status
1.	Stanford Research Institute	"Technology Assessment Study of Winter Orographic Snowpack Augmentation in the Upper Colorado River Basin"	George Hopkins	$ 147,279 2,500 29,700	Report in hand as of May 1972, two volumes, main report and executive summary. A layman's version should be completed by April 1.
2.	U. Oklahoma Norman, Oklahoma	"Technology Assessment of Offshore Oil Operations"	Don E. Kash Jack White	$ 250,000	Final report due by June 1973.
3.	American Society of Civil Engineers New York, New York	"Case Studies of the Impact of Civil Engineering Projects on People and Nature"	Don Taylor	$ 50,000	Final report due by April 1973.
4.	George Washington University Washington, D.C.	"Technology and Public Policy: The Process of Technology Assessment in the Federal Gov't."	Vary T. Coates	$ 8,500 9,800	Three volume report, July 1972. Distributed.
5.	Hittman Associates, Inc. Columbia, Md.	"Evaluation of the Ecological, Resources and Socio-Economic Impacts of Advanced Automotive Propulsion Systems"	D. Harvey	$ 238,889 74,500	Final report including layman's version now under review. Anticipated distribution April 1.
6.	Columbia U. New York, New York	"The Automobile and the Regulation of Its Impact on the Environment"	Frank Grad	$ 310,000	Draft report June 1973 - Final published report December 1973.
7.	U. Colorado Boulder, Colorado	"An Investigation of the Interaction between Technology and Our Legal Political System"	Frank Kreith	$ 107,100	Final report by June 1973.

	Institution	Title	PI	Amount	Status
8.	Center for Advanced Studies in the Behavioral Sciences Stanford, Calif.	"Studies of the Social Consequences of Technology"	O.M. Wilson	$1,500,000	Interim report January 31, 1972 [For administrative purposes only] Substantive annual report due April 1.
9.	National Academy of Sciences Washington, D.C.	"Assessment of Biomedical Technology"	Leon Kass	$ 68,000	Final report in book form under review at NAS.
10.	Midwest Research Institute	"An analysis of Unstructured Technology Assessment"	Edward Lawless	$ 97,000	Final report April 1. Interim report #2 with 15 case histories now in hand.
11.	Kansas State U. Manhattan, Kansas	"Political and Scientific Effectiveness in Nuclear Materials Control"	Robert Leachman T.A. Williams	$ 254,000	Book published - "Preventing Nuclear Theft: Guidelines for Industry and Government" April 1972 - Praeger Publishers, 111 Fourth Avenue, New York, New York 10003.
12.	Montana State U. Bozeman, Montana	"The Impact of a Large Recreational Development Upon a Semi-Primitive Environment: A Case Study	Jellenick	$ 250,000	Progress report May 1972. 187 pages.
13.	U. California, Davis	"A Research Program in the Lake Tahoe Basin"	Charles Goldman	$ 561,100	Progress report due April 15, 1973.
14.	John Muir Institute Albuquerque, N.M.	"Assessment of Man's Activities on Lake Powell Region"	Michael Williams	$ 38,3000	Final report August 1, 1972. Participating institutions: Dartmouth College (GI-29421), U University of New Mexico (GI-29422), University of California, Los Angeles (GI-29423), John Muir Institute (GI-29424)

	Institution	Title	PI	Amount	Status
15.	Washington U. St. Louis, Mo.	"A Study of Certain Ecological, Public Health and Economic Consequences of the Use of Inorganic Nitrogen Fertilizer"	Daniel Kohl Barry Commoner	$ 282,400	First year progress report May 5, 1972.
16.	U. Rochester Rochester, N.Y.	"Methyl Mercury and Related Compounds as Environmental Hazards to Man"	Thomas Clarkson	$ 340,000	Progress report January 1973.
17.	Atomic Energy Commission Washington, D.C. Oak Ridge National Laboratory	"Environment and Technology Assessment"	James Liverman	$2,502,000	Progress reports December 1970 and February 1971. Overview memoeandum attached. For information contact Lou Divone at 632-4032.
18.	Western Interstate Nuclear Board Wheatridge, Colorado	"Technology Assessment of the Plowshare Program"	A. Whatley	$ 25,000	Report due April.
19.	Virginia Polytechnic Institute Blacksburg, Va.	"Assessing the Implementation Aspects of Technology for the Disposal of Solid Waste"	W. McKeefery D. Glancy R. Walker	$ 40,000	Final report 1 volume, April 1972. No distribution
20.	MIT Cambridge, Mass.	"1971 International Summer Study of Man's Impact of Climate"	Carroll Wilson W. Mathews	$ 123,000	Book "Inadvertent Climate Modification". Report of the Study of Man's Impact on Climate (SMIC), MIT Press, Cambridge, Mass., 1971
21.	George Washington University Washington, D.C.	"Technology Assessment Applied to Urban Solid Waste Disposal"	Louis H. Mayo	$ 40,000	Three volume report. No distribution yet.

	Institution	Title	PI	Amount	Status
22.	MIT Cambridge, Mass.	"1970 Summer Study on Critical Environmental Problems"	Carroll Wilson	$ 15,000	Book published. "Man's Impact on the Global Environemnt". Report of the Study of Critical Environmental Problems (SCEP). The MIT Press, Cambridge, Mass. December 1970.
23.	George Washington University	"An analysis of Voluntary Citizen Group Uses of Scientific and Technological Information"	Steven Ebbin	$ 98,500	Report due April 1.
24.	U. of Michigan	"Assessing the Impact of Remote Sensing of the Environment"	George J. Zissis	$ 141,500	Report due January 1974.
25.	Duke University	"Law-Related Research on Scientific Uncertainty and Technology Assessment"	Clark C. Havighurst	$ 14,800	Report due by end of fiscal year.
26.	U. of Colorado	"Assessment of Research of Natural Hazards"	Gilbert White E. Haas	$ 723,900	Report due December 1974.
27.	Southern Methodist University	"Study Group on the Societal Consequences of Weather Modification"	Howard J. Taubenfeld	$ 60,500	Report due December 1974.
28.	Engineering Foundation	"TA Conference"	Joel Goldhar	$ 9,000	Letter report of no substantive value.
29.	Peat, Marwick, Mitchell, and Co.	"Study to Assess Technology Assessment"	Robert K. Morton	$ 124,495	Final report, "A Survey of Technology Assessment Today". June 1972 Peat, Marwick, Mitchell & Co. 1025 Connecticut Ave. N.W. Washington, D.C.
30.	COPEP, National Academy of Engineering	"Perspective in Risk Benefit Decision-Making"			COPEP study. "Perspectives in Risk Benefit Decision-Making". Published by NAE 1972.

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Washington, D.C. 20540

March 30, 1973

TO: Honorable Edward M. Kennedy
Attn: Mr. Ellis Mottur

FROM: Walter A. Hahn 3/30
Senior Specialist, Science and Technology

SUBJ: Supporting information for OTA Budget Defense.

In response to your request, we have enclosed four separate analyses:

1) A history of GAO, NSF, OST, and CRS appropriations and staffing prepared by Dorothy Bates;

2) A survey of selected Joint Committee appropriations and staffing prepared by Terry Dean;

3) The available information on the formation of a German "OTA" prepared by Genevieve Knezo; and

4) A survey of available cost data and estimates on technology assessment, either completed or in process, prepared by Rosemary Chalk.

Each document has been prepared in tabular and condensed commentary form suitable for direct inclusion in the Senator's back-up book. Each of the researchers has more extensive information in support of these papers if more detail is desired.

GENERAL ACCOUNTING OFFICE

FISCAL YEAR	APPROPRIATIONS [in thousands of dollars] Actual	In 1972 $ 1/	AVERAGE NO. OF EMPLOYEES
FY 1922	2,020	9,644 2/	1,513
....			
1946	41,964	125,905	14,219
1947	40,300	105,608	10,695
....			
1950	35,070	82,712	7,876
....			
1970	70,273	80,969	4,516
1971	79,987	85,511	4,717
1972	89,203	89,203	4,713
1973	96,058		4,951
1974	103,850		5,080

1/ Computed from data in Table C-3 of 1973 Economic Report of the President
2/ Estimated according to earliest year (1929) for which comparable indexes is available

The General Accounting Office was established by the Budget and Accounting Act of 1921, approved June 10, 1921, as an independent agency within the legislative branch. The scope of the activities of the GAO has been broadened by several later laws, among them the Government Corporation Control Act of 1945, the Anti-Kickback Act of 1946, the Federal Property and Administrative Services Act of 1949, the Budget and Accounting Procedures Act of 1950, the Legislative Reorganization Acts of 1946 and 1970, and most recently, by the Technology Assessment Act of 1972.

The broad function of the GAO is to assist the Congress in its responsibilities to assure that public funds are being properly spent. The GAO's primary task is the audit of receipts, expenditures, and applications of public funds. On its own initiative and as requested, the Office also investigates the operations of Government programs to assure that they are carried out effectively and efficiently. The authority of the GAO extends to all types of organizations, public and private, which are the recipients or administrators of Federal funds. Other responsibilities, in addition those above, include cooperating with OMB and the Treasury in developing a standardized information and data processing system for budgetary and fiscal data (Legislative Reorganization Act of 1970) and providing financial and administrative and other services as appropriate to the Office of Technology Assessment (Technology Assessment Act of 1972).

The fiscal year 1974 budget request for a little over $100 million is 50 times the initial appropriation which GAO received a half century ago. Despite its vastly increased responsibilities, average number of present employees (approximately 5,000) is less than quadruple the 1,500 employed in 1922.

NATIONAL SCIENCE FOUNDATION

FISCAL YEAR	APPROPRIATIONS [in thousands of dollars] Actual	In 1972$ 1/	AVERAGE NO. OF EMPLOYEES
FY 1951	225 2/	487	5
1952	3,500 3/	7,411	64
....			
1958	53,000 4/	99,363	186
....			
1959	136,500	229,605	389
....			
1970	440,000	506,971	923
1971	513,000	548,428	984
1972	622,000	622,000	1,054
1973	645,700		1,141
1974	582,600		1,181

1/ Computed from data in Table C-3 of 1973 Economic Report of the President
2/ Appropriation to cover costs of establishing the National Science Foundation
3/ Appropriation for first full year's operations
4/ Includes $37 million supplemental appropriations for IGY program

The National Science Foundation was established by the National Science Foundation Act of 1950, approved May 10, 1950. Under a Director, with policy guidance from a National Science Board, the primary function of the NSF is to strengthen research and education in the sciences in the United States. Among the numerous amendments to the Foundation's organic act were the NDEA Act of 1958 which established a Science Information Service within the Foundation, and the act of July 18, 1968, which strengthened the Foundation in many respects and expanded its authority, until then limited to basic research, to applied research as well. At present approximately 17 percent of the research supported by the NSF is applied and its $70 million (FY 1973) Research Applied to National Needs (RANN) program is the focal point for this effort.

The NSF was assigned joint responsibility with the National Bureau of Standards in the FY 1973 budget to establish programs to experiment with Federal incentives to increase the transfer of new science and technology to useful civilian applications, and in addition to do research on how science and technology can contribute to the achievement of national goals and objectives.

Another recent responsibility assigned to the Foundation was made by the Technology Assessment Act of 1972 which designates it as the research and coordinating arm for technology assessment for the Office of Technology Assessment.

The responsibilities of the Director, NSF, will be further broadened if Reorganization Plan No. 1 of 1973, transferring to the Foundation certain advisory, coordinating and evaluating functions from the OST, is permitted to go into effect. The evaluating and coordinating functions being transferred back to the Foundation by the Plan are in essence those which were in the Foundation's charter of 1950 but were transferred to OST in 1962 upon the establishment of this office.

The NSF carries out its responsibilities in the main by funding grants and contracts to academic institutions but also to other public and private organizations for research and related activities in connection with its programs. In the area of science education, the Foundation has funded a wide range of programs ranging from fellowships and training grants to meritorious individuals, curricula development, teacher training, to institutional support for various purposes.

For the first full year of operations (fiscal year 1952) the NSF received an appropriation of $3.5 million and had an average paid employment of 64. A budgetary limitation of $15 million was removed by legislation enacted in 1953 but the Foundation's appropriations did not reach this level until fiscal year 1956. For fiscal year 1959, appropriations exceeded $100 million for the first time and 12 years later, in fiscal year 1971, they reached the half-billion dollar mark.

OFFICE OF SCIENCE AND TECHNOLOGY

FISCAL YEAR	APPROPRIATIONS [in thousands of dollars] Actual	In 1972$ 1/	AVERAGE NO. OF EMPLOYEES
FY 1962	698 2/	1,136	N.A.
1963	750 3/	1,194	32
....			
1967	1,200 4/	1,698	41
....			
1970	1,958	2,256	67
1971	2,167	2,317	70
1972	2,300	2,300	70
1973	2,100		50
1974	- 5/		-

1/ Computed from data in Table C-3 of 1973 Economic Report of the President
2/ From President's Special Projects fund
3/ First direct appropriation for OST
4/ This and subsequent appropriations include funding for PSAC, estimated at $70,000 in FY 1967
5/ No funds requested

The Office of Science and Technology was established within the Executive Office of the President on June 8, 1962, when Reorganization Plan No. 2 of 1962 became effective. Under a Director, appointed by the President with the advice and consent of the Senate, the OST was responsible for advising and assisting the President in matters of national policy affected by or pertaining to science and technology. Closely associated with OST were other science units within the Executive Office of the President. The Director, OST, was customarily designated as the President's Science Adviser and the Chairman of the high-level coordinating body, the Federal Council for Science and Technology. In addition, he was elected chairman of the President's Science Advisory Committee. OST provided staff for both of these bodies. Beginning in fiscal year 1967, compensa-

tion and travel for PSAC, formerly funded from White House appropriations, were carried in the OST budget. The OST budget peaked in fiscal year 1972 at $2.3 million.

If Congress permits Reorganization Plan No. 1 of 1973 to become effective, the Executive Office science structure will be virtually eliminated at the end of fiscal year 1973. The Plan would abolish OST and transfer its civilian functions to the Director, NSF. The Administration has also announced the elimination of the position of Science Adviser to the President as well as the President's Science Advisory Committee, and the proposed restructuring of the Federal Council for Science and Technology.

Throughout its existence the OST served primarily as a focal point for dealing with scientific problems of an urgent nature usually involving multiple Federal departments or agencies, and it worked closely with the OMB in determining science priorities among competing needs.

CONGRESSIONAL RESEARCH SERVICE

FISCAL YEAR	APPROPRIATIONS [in thousands of dollars] Actual	In 1972$ 1/	AVERAGE NO. OF EMPLOYEES
FY 1915	25	N.A.	15
....			
1946	234	702	60
1947 2/	425	1,114	115
....			
1970	4,683	5,396	314
1971 3/	5,653	6,043	340
1972	7,238	7,238	536
1973	9,155		566
1974	11,111		566

1/ Computed from data in Table C-3 of 1973 Economic Report of the President
2/ Legislative Reorganization Act of 1946, approved Aug. 2, 1946
3/ Legislative Reorganization Act of 1970, approved Oct. 26, 1970

The origin of the Congressional Research Service of the Library of Congress goes back to an item of $25,000 for "legislative reference" in the Legislative Appropriation Act for fiscal year 1915 "to gather, classify, and make available, in translations, indexes, digests, compilations, and bulletins, and otherwise, data for or bearing upon legislation, and to render such data serviceable to Congress and Committees and Members thereof." The Legislative Reference Bureau, as it was called originally, continued to be funded annually from the legislative appropriation until it was enlarged, renamed Legislative Reference Service, and made permanent by the Legislative Reorganization Act of 1946. The size of the LRS staff was approximately doubled following the passage of the 1946 legislation and for the next quarter of a century grew steadily to approximately 350 by 1970. The Legislative Reorganization Act of 1970 renamed the organization the Congressional Research Service, to stress its research function, and greatly expanded the responsibilities of the Service to the Congress on all aspects of the legislative process. The expansion of responsibilities has resulted in an increase of staffing for CRS. However, present levels are far short of the tripling of staff which the House Rules Committee envisioned for the Service by 1975 (Legislative Reorganization Act of 1970. House Report 91-1215, 91st Congress 2d Sess. at p. 19). With the passage of the Technology Assessment Act of 1972, the CRS has been designated to perform additional support activities for the Office of Technology Assessment.

From an original appropriation of $25,000 in 1914, the Service's funding approached a half million dollars in 1946. Following the 1970 legislation, CRS funding exceeded $7 million for fiscal year 1972 and is expected to exceed $10 million for the first time during fiscal year 1974.

THE LIBRARY OF CONGRESS

Congressional Research Service

WASHINGTON, D.C. 20540

March 30, 1973

To: The Honorable
Edward M. Kennedy
Attn: Mr. Mottur

From: Charles W. Harris, Chief
Government and General Research Division

Research by -- Trevia A. Dean

Subject -- Authorizations and staff sizes for selected Joint Committees for FY 1973 and for three Joint Committees from FY 1962 - FY 1972.

In response to your request for information on authorization and staff size for Joint Committees, we have prepared two tables. Table I is a compilation of fund authorizations and staff size for selected Joint Committees for FY 1973.

Authorizations are from the Legislative Branch Appropriation Act, 1973 (P.L. 92-342). These figures do not reflect fiscal 1973 supplemental appropriations since it is still possible for supplemental funds to be voted. Staff size has been compiled from several sources. The figures for the last six months of 1972 are from either the Report of the Secretary of the Senate or the Congressional Record. For 1973 we show staff size as of March 28, 1973. This information was obtained through phone inquiries made to offices of Joint Committees.

A more detailed comparison of three selected Joint Committees is provided in Table II. The authorizations and staff size of the Joint Committee on Atomic Energy, the Joint Committee on Internal Revenue Taxation, and the Joint Economic Committee for FY 1962 through FY 1972 are given.

Authorizations were compiled from Legislative Branch Appropriations Acts with cross-referencing for supplemental appropriations from both the United States Statutes At Large and the Congressional Record. Figures on staff size were obtained from Reports of the Secretary of the Senate and the Congressional Record. These figures have been adjusted to discount employment of summer interns or contract personnel and to reflect staff turnover.

Any comparison of staff size between Joint Committees, however, must take into consideration the tasks assigned certain of these committees. The Joint Committee on Congressional Operations, for instance, includes among its employees the staff of the Office of Placement and Office Management. The Joint Committee on Internal Revenue Taxation performs the staff work on all tax legislation for both the Committee on Ways and Means and the Senate Finance Committee.

We trust this information meets your requirements. If we may be of further assistance, please do not hesitate to call.

TABLE I

A COMPARISON OF FUNDING AUTHORIZATIONS AND
STAFF SIZES OF THREE JOINT COMMITTEES FOR THE PERIOD 1962-1972

	JOINT COMMITTEE ON ATOMIC ENERGY		JOINT COMMITTEE ON INTERNAL REVENUE TAXATION		JOINT ECONOMIC COMMITTEE	
DATE [1]	AUTHORIZATION	STAFF SIZE [2]	AUTHORIZATION	STAFF SIZE	AUTHORIZATION	STAFF SIZE
1972	481,260	21	756,720	35	640,860	35 [3]
1971	434,640	18	657,715	32	572,900	28 [4]
1970	438,055 [5]	18	619,415 [5]	33	515,390 [5]	24
1969	380,785	19	531,905	35	417,150	25
1968	377,340 [6]	20	496,200 [6]	35	413,265 [6]	25
1967	358,000	20	471,300	34	372,000	23
1966	347,000	21	400,530	31	360,000	20
1965	311,000	20	390,000	25	235,000	16
1964	311,000	21	344,440	23	235,000	17
1963	294,010	22	322,500	— [7]	250,000	20
1962	294,010	21	322,500	— [7]	259,555	20

1/ Dates are for fiscal years ending June 30th.
2/ Staff size is adjusted to discount the employment of summer interns or contract personnel and to reflect staff turnover.
3/ Includes 8 employees who staff the newly created (P.L. 92-18) Fiscal Policy Subcommittee.
4/ Includes 2 employees who worked for one month only for the Fiscal Policy Subcommittee.
5/ Figures reflect supplemental appropriations for these Joint Committees included in P.L. 91-305 and P.L. 91-665.
6/ Includes supplemental appropriations allocated by P.L. 90-392.
7/ Figures for staff size of the Joint Committee on Internal Revenue Taxation are not available for FY 1963 and FY 1962. The Congressional Record for these two fiscal years does not show an entry for this Joint Committee under Committee employees.

Source: Data were compiled from the United States Statutes At Large, the Congressional Record and Reports of the Secretary of the Senate.

TABLE II

FUNDING AUTHORIZATIONS AND STAFF SIZE
OF SELECTED JOINT COMMITTEES FOR FY 1973

NAME OF JOINT COMMITTEE	AUTHORIZATION 1/	STAFF SIZE 2/
Joint Committee on Atomic Energy	498,750	20 (present) 21 (July-Dec., 1972)
Joint Committee on Congressional Operations	460,000	21 (present) 3/ 30 (July-Dec., 1972)
Joint Committee Defense Production	139,980	8 (present) 12 (July-Dec., 1972)
Joint Committee on Internal Revenue Taxation 4/	802,720	37 (Present) 5/ 41 (July-Dec., 1972)
Joint Committee on Printing	295,270	11 (Present) 11 (July-Dec., 1972)
Joint Committee on Reduction of Federal Expenditures	72,600	4 (Present) 4 (July-Dec., 1972)
Joint Economic Committee	700,000	33 (Present) 6/ 35 (July-Dec., 1972)

1/ Authorizations do not reflect supplemental appropriations.
2/ Includes 4 employees who worked various portions of the six-month period.
3/ Includes 10 employees who worked various portions of the six-month period. Figures for this Joint Committee include staff of Office of Placement and Office Management.
4/ This Joint Committee performs the staff work for all tax legislation considered by the Finance Committee in the Senate and the Committee on Ways and Means in the House.
5/ Includes 9 employees who worked various portions of the six-month period.
6/ Includes 9 employees of the Joint Committee's Fiscal Policy Subcommittee.

Source: Data were compiled from the Legislative Branch Appropriation Act, 1973 (P.L. 92-342), the Congressional Record, the Report of the Secretary of the Senate and from telephone calls placed to the Joint Committee offices to ascertain present staff size.

	Authorized Office of Technology Assessment, attached to the Congress, United States /1	Proposed Office of Technology Assessment, attached to the Bundestag, lower house of Parliament, Federal Republic of Germany /2
Purpose	To provide the Congress with information on the consequences of technological applications for use in the legislative assessment of the management or regulation of technological applications.	To provide "early warning information to cover present and prospective effects of scientific and technological developments and set up alternative programs in respect to those of the Ministries."
Status	Authorizing legislation passed, 1972	Authorizing legislation not yet passed
Proposed Budget	$5 million for two fiscal years	$1.8 million for one year (extrapolated from proposed budget of 6 million DM at $1 US equivalent to 3.336 DM, as of 31 Oct. 1971)
Origin of Proposal	1967, a legislative proposal introduced by Rep. E.Q. Daddario in the House of Representatives	Fall, 1972, a proposal discussed by CDU/CSU Deputy Lenzer in the Bundestag, the lower house of the Parliament
Background Studies	Prepared by the Congressional Research Service, the National Academy of Engineering, the National Academy of Sciences-National Research Council, Congressional hearings	Prepared by the Bundestag Research Service
Legislative Committee Origin	House Committee onScience and Astronautics	Bundestag Committee on Research and Technology
Composition	Board composed of Members of Congress and director; Director and OTA staff; Technology Assessment Advisory Council	Board composed of Bundestag deputies; Director; Small staff
Relation to other Committees	Accessible to all Committees	At disposal of all Committees
Sources of information assistance	Technology Assessment Advisory Council, Library of Congress, General Accounting Office, National Science Foundation, other agencies	"A coordination and division of labor with the German Research Association, whose tasks include advice to parliaments [Federal and State] on scientific [research] issues...."

/1 U.S. Congress, Senate, Comm. on Rules and Administration. Technology Assessment for the Congress. Staff Study of the Subcommittee on Computer Services, 92nd Congress, 2nd session, November 1, 1972. Washington: U.S. Government Printing Office.

/2 Interview, Dr. Ekkehard Abel, Office of Scientific Attache, German Embassy, Washington, D.C., 28 March 1973; "Technology Assessment Office in the Bundestag," In Wissenschaft-Wirtschaft-Politik, a press service, (Science, Economics, Political Affairs) No. 4, 1973, p. 9; "Early Warning System Against Technocracy," In Wissenschaft-Wirtschaft-Politik, a press service, No. 5, 1973, p. 2.

Data on Demography, Economics, Research Expenditures, 1970

	United States	Federal Republic of Germany
Area (1000 sq. km.) /1	9,363.4	248.5
Population /1	204,800,000	61,566,000
Inhabitants per sq. km.	22	248
Total Civilian Employment, thousands /1	78,627	26,705
Percent by sector:		
Agriculture, forestry	4.4	9.0
Industry	32.3	50.3
Other	63.3	40.7
Unemployment rate, civilian, seasonally adjusted, Fall 1972 /2	5.5	1.1
Gross National Product, 1970 market prices, $m US /1	974,220	187,050
Per Cap. US $	4,760	3,040
Structure of Gross Domestic Product (% at factor cost) /1		
Agriculture	3.0	3.1
Mining, manufacture, etc.	34.9	54.2
Other	62.1	42.6
Gross Fixed Asset Formation % of GNP, current prices /1	16.5	26.5
Trend of Gross National Expenditures on R & D, % /3		
1961-1967, total increase	61.8	160
1961-1967, average annual increase	8.4	17.3
Forecast, 1967-1970		
Total increase	15.0	33.0
Average annual increase	4.8	10.0

/1 "The OECD Member Countries (1972 edition), [Economic Data]," The OECD Observer, No. 56, February 1972: 19-26.

/2 "Highlights from OECD Economic Outlook, December 1972," The OECD Observer, No. 61, December 1972: 23.

/3 G. Ferne, "In search of a Policy." In The Research System: Vol. 1, France, Germany, United Kingdom. Paris, Organisation for Economic Co-Operation and Development, 1972, p. 30.

Governmental Structure

	United States	Federal Republic of Germany
Type	A Federal Republic	Essentially a Federal Parliamentary System /*
Legislature	Bicameral	Bicameral
Head of Government	President	Chancellor
Head of State	President	President
Composition of Legislative Bodies	Upper House: Senate, 100 members, 2 elected in each State, serve 6 year terms	Upper House: Bundesrat, 41 delegates from the States (Laender), 4 non-voting members from West Berlin, serve 4 year terms
	Lower House: House of Representatives, 435 Members elected on basis of population within States, serve 2 year terms	Lower House: Bundestag, 496 elected delegates from the Republic and 22 non-voting observers from West Berlin, serve 4 year terms
Executive Branch	Cabinet chosen by the President, approval by the Senate	Ministers chosen by the Chancellor (party in power in the Lower House)

/* The Federal President is elected for a five-year term by the Federal Assembly convened for this purpose only and made up of deputies of the Bundestag and an equal number of delegates from the Land parliaments. Reelection is possible only once. The President concludes treaties with foreign states, and signs laws, which must be countersigned by the Chancellor and the minister in charge. On proposal of the President, the Chancellor is elected by majority vote of the Bundestag. Ministers are named by the President at the instance of the Chancellor. The Bundesrat President serves one year and acts as deputy to the Federal President.

COST FIGURES FOR TECHNOLOGY ASSESSMENT

Information on costs for past and on-going technology assessments has appeared in only a handful of studies. The most thorough compilation of costs is found in Vary Coates' Technology and Public Policy, a survey of technology assessment activity throughout the Federal Government. The Peat, Marwick and Mitchell Study (PMM), a survey of much industrial technology assessment, also contains some primary cost data. Both studies were contracted by NSF. The attached citations represent various sources of figures, and the following statements are taken from these brief excerpts.

(1) Accurate cost figures for Federal Government TA activity are very difficult to obtain. They are often not available at all or represent a minimum cost without considering overhead or outside advice from consultant panels.

(2) The most precise method of determining cost is by computing professional man/year (month) figures. Various estimates have been offered as planning figures, ranging from $40,000 to $50,000 per professional man-year (including secretarial and junior research assistance costs). A one-year study involving 4-6 professionals therefore can be estimated to lie between a minimum cost of $160,000 and a maximum of $300,000, on the basis of professional level of effort.

(3) The PMM survey and Vary Coates' cost figures appear to contradict in some areas. PMM indicates that industries and research institutes do cheaper TA's in half the time than universities; Coates' study states that university costs for narrow assessments are $60,000 less than independent research groups, and are completed in almost half the time. However, the PMM survey does indicate that their university costs may be overstated.

(4) Vary Coates notes that TA contracts often result in extended costs, resulting in higher figures than may be originally estimated.

Technology and Public Policy by Dr. Vary Coates, George Washington Program of Policy Studies in Science and Technology (NSF Contract) -- July 1972

(a) Wide-scope Technology Assessments (9 studies)
average cost - $381,000
mean cost - $149,000
average time - 16 months
average 4.5 disciplines per team

(b) Narrow or Partial Technology Assessments (40 studies)
average cost
- by university research groups - $ 85,000
- by independent research groups - $139,000
average time - 18.5 months
- by university research groups - 13.5 months
- by independent research groups - 22.2 months
average 2 disciplines per team

(c) Problem-oriented Assessments (14 studies)
average cost - $678,000
average time - 18.5 months (larger teams)
average 6.3 disciplines per team

(d) Environmental Impact Statements (14 studies)
average cost - figures unavailable (prepared within agencies), but estimate $15-50,000
average time - N.A.
average disciplines -- N.A.

(e) Futures Studies (17 studies)
3 contracted technological forecasts cost an average of $140,000
4 supply and demand studies had an average estimated cost of $743,000

Selected Assessment Costs (from Technology and Public Policy, Appendices):

(a) Wide-scope Assessments

(1) CARDIAC REPLACEMENT: MEDICAL, ETHICAL, PSYCHOLOGICAL AND ECONOMIC IMPLICATIONS. National Heart Institute, HEW. October 1969.
cost - estimated at $150,000 total
professional services contracts ($72,000)
equal time by 4 staff members of the Institute, GS-15.
time - meetings over period of 8 months
2 months for writing report

(2) IMPACT OF TELEVISION ON SOCIAL BEHAVIOR. Public Health Service, HEW. 1970-71.
cost - $1.001 million research program (contracts and grants)
$0.5 million staff costs
time - 2½ years

(3) JAMAICA BAY AND KENNEDY AIRPORT: A MULTIDISCIPLINARY ENVIRONMENTAL STUDY. National Academies of Sciences and Engineering (DOT). 1971.
cost - $3.5 million
time - one year effort (45 man/months)

(4) SOCIAL IMPACTS OF CIVIL AVIATION. Program of Policy Studies in Science and Technology, George Washington Univ. (DOT/NASA). September 1, 1971.
cost - $220,738, plus $15,557 (extension)
time - 5 months (35 man/months)

(5) A TECHNOLOGY ASSESSMENT OF WINTER UROGRAPHIC SNOWPACK AUGMENTATION. Stanford Research Institute (NSF). 1972.
cost - $148,000
time - 6 months, plus 2 months overrun (total 36 man/months)

(b) Narrow Assessments

(1) AMMUNITION PRODUCTION FOR VIETNAM: IMPACT ON SOUTHEAST KANSAS. Midwest Research Institute (ACDA). February, 1971.
cost - $68,930
time - 29 months (2 man/years)

(2) DRUG EFFICACY STUDY. National Academy of Sciences (FDA). 1969.
cost - $834,000
time - 3 years (4½ man/years) - panel meetings only

(3) NUCLEAR POWER PLANT SITING IN THE PACIFIC NORTHWEST. Battelle-Northwest (DOI). July 1, 1967.
cost - $155,000 contract
time - N.A.

(4) A REPORT ON PRELIMINARY FINDINGS OF INNOVATION UTILITY TECHNOLOGIES OF OPERATION BREAKTHROUGH. The Urban Institute (HUD). September 30, 1971.
cost - $45,000
time - 15 months (12 man/months)

(5) USEFUL APPLICATIONS OF EARTH-ORIENTED SATELLITES. National Academy of Sciences (NASA). 1969.
cost - $575,000
time - 2 years and nine months

Other Assessment Cost Figures

1. "Technology Assessment" (The Futurist, December 1971) by Joseph F. Coates:

> "A full-fledged technology assessment, not involving experimental work of the generation of new data, costs between $150,000 and $250,000, or the equivalent of four-to-six senior professional man-years of effort, according to my estimates."
> Costs of some recent assessments:
> Jamaica Bay - $300,000 (approx.)
> Snowpack Project - $150,000
> Civil Aviation Research - $220,000
> Proposed Alaska Pipeline - $7-8 million.

2. "Technology Assessment" (Science Policy, Nov/Dec. 1972) by Maurice Goldsmith:

> "A full TA study, which does not involve experimental work or the production of new data, costs between $150,000 and $250,000, which is equivalent, in American terms, to four to six professional man-years. When the project under consideration is very involved, the cost will be very much higher."

3. "Environmental Impact Statements and Technology Assessment". Paper presented by Richard Christofferson at the 1972 AAAS meeting:

> "CEQ estimates that annual costs for impact statements may reach $65 million, while conceding that the direct costs of a single ill-advised project can exceed the total annual outlay for all environmental impact analyses."_/
> _/ CEQ Third Annual Report, p. 258.
> AEC's annual cost - $6 million

4. "Technology Assessment at the Threshold" (Innovative Magazine, No. 27, 1972) by Englebert Kirchner and Nina A. Laserson. Included in the Senate hearings on the OTA (March,1972, p. 106-119):

> "A minimum (environmental) impact statement is liable to cost $50,000, while typical assessments probably run in excess of $150,000. Then there is the Trans-Alaskan Pipeline Statement, completed at an estimated expenditure of $6 to $7 million."

5. "A Survey of Technology Assessment Today." Prepared by Peat, Marwick, Mitchell & Co. for National Science Foundation. June 1972. p. 12-13, 21.

What did the TA cost?

"This question is one of the most difficult to answer because the data provided by respondents was often incomplete and respondents' interpretations of the question was varied. In several instances, particularly among questionnaires answered by industry, no data were provided by respondents. In federal agency responses, it appeared that quite frequently only direct salary with no overhead attribution and/or out-of-pocket expenses was reported. In some cases only a 'level of effort' was provided; where the effort has not yet been completed, an annual cost or 'level of effort' was reported. To provide a common base for analysis by the survey team, dollar responses and 'level of effort' responses were equated on the basis of an assumed $3,300 per man-month.* (*$3,300 is equivalent to approximately $40,000 a year, or an estimated annual salary of $20,000 plus an assumed overhead of 100 percent.) The data, as interpreted by the survey team, are shown in the accompanying summary table.

Levels of TA Efforts
Within Each Organizational Community

Organizational Community	Number of Respondents	Median Man-Months per TA	$3,300/Month Cost (Assumed)
Federal Government	43	36	$119,000
State and Local Governments	17	60	198,000
Industry	26	24	79,000
Institutions	13	21	69,000
Universities	13	45	149,000

"Because of the varied interpretations of the question, the data in the chart should be used cautiously. For example, where the TA effort is not yet completed, several of the figures used in the median calculation were annual costs-level of effort. In the judgment of the survey team, university costs may be overstated because the assumption of $3,300 per month may be too high for this organizational community.

"On the other hand, the survey team believes that the Federal Government cost, in particular, is understated and should be considered only as a minimum cost. In addition to the other factors cited, the survey team felt the Federal Government probably failed to impute the costs of part-time contributions made by large panels of people drawn from several government agencies and private voluntary and proprietary organizations, nor where the costs of support services and personnel included. Costs were probably 50 percent or more higher than those shown. (p. 12-13)

"In general, the survey team found that... median costs for TA ranged from $69,000 at research institutions to $198,000 for states. About $120,000 went to the Federal Government and $150,000 to universities. (p. 21)

6. "Technology Assessment for the Congress". U.S. Congress. Senate. Rules & Administration Committee. November 1, 1972. p. 53-54.

"If one assumes that a typical assessment will cost in the range of $100,000 to $1 million and the OTA has $3 million to invest in assessments, it has the choice of performing three major ones or 30 smaller ones, or something in between.

"... There is a rather generally accepted rule that proper monitoring of a contract costs the contracting agency in in-house resources an amount equal to 10 percent of the size of the contract."

LETTER FROM MAX TISHLER

American Chemical Society

1155 SIXTEENTH STREET, N.W.
WASHINGTON, D.C. 20036
Phone (202) 737-3337

December 11, 1972

The Honorable Edward M. Kennedy
United States Senate
Washington, D. C. 20510

Dear Senator Kennedy:

I am writing to you on behalf of the American Chemical Society and its members, to convey to you the great importance we attach to the future operations of the Office of Technology Assessment, the Technology Assessment Board, and the Technology Assessment Advisory Council. We also wish to stress the value of appointing one or more chemists and chemical engineers to the Technology Assessment Advisory Council.

Chemistry and chemical engineering are two related disciplines which should have considerable relevance for the work of the Office of Technology Assessment. Chemistry undergirds technology in areas ranging from health care and the environment, through energy and mineral resources, to housing and transportation. Chemical engineering is critical for the development of technologies in many of these areas. In addition, chemical engineering is involved in the design of systems to prevent undesirable effects of technological systems on the environment.

We are pleased that a chemist is included among the members of the Technology Assessment Board. Representative McCormack's experience and expertise in the area of nuclear energy should be particularly useful in dealing with one of the more important matters that will come before the Office of Technology Assessment in the near future. We are also encouraged to think that Representative McCormack's appointment is a recognition of the contributions that chemistry and chemists can make to the work of the Board.

As we understand it, the Technology Assessment Advisory Council will include qualified experts appointed from the public, and is being established within the Office of Technology Assessment to review assessments and other activities undertaken by the Office and to make recommendations to the Technology Assessment Board. Because chemistry and chemical engineering are central disciplines in the assessment, development, and beneficial use of technology, we urge you to consider the contributions which chemists and chemical engineers can make to the operations of the Advisory Council and the Office of Technology Assessment.

The American Chemical Society was granted a National Charter by the 75th Congress in 1937, to work toward the ends of "fostering public welfare and education, aiding the development of our country's industries, and adding to the material prosperity and happiness of our people". The Society membership includes more than 110,000 chemists and chemical engineers.

The American Chemical Society has initiated a variety of actions in recent years that are technology assessment related. A report published by the Society in 1969, "Cleaning Our Environment - The Chemical Basis for Action", provided an objective account of the status of chemical science and technology related to environmental improvement and set forth recommendations to facilitate the development and use of that science and technology. In 1971 a supplement to that report was published, setting forth priorities for specific actions in environmental control and management.

The symposia programs at the National meetings of the American Chemical Society have been broadened in recent years to provide a forum for the discussion of the public policy aspects of research and development related to the technical, economic and social problems confronting the country.

Recognition of the Society's responsibility in the public area has led to the establishment of specific policy and technical committees in areas relevant to technology assessment. We stand ready to provide whatever assistance we can in the work of the Board and the Office of Technology Assessment.

Sincerely yours,

Max Tishler

Max Tishler
President

LETTER FROM ROBERT J. RAUDEBAUGH

ENGINEERS
JOINT
COUNCIL

345 EAST 47TH STREET, NEW YORK, N. Y. 10017
(212) 752-6800

December 20, 1972

Senator Edward M. Kennedy
2400A Kennedy Federal Building
Boston, Massachusetts 02203

Dear Senator Kennedy:

The Engineers Joint Council has been following with a great deal of interest the concept and the implementation of the Office of Technology Assessment. EJC is a federation of the major engineering societies and their members include over 600,000 engineering professionals representing a high degree of technical expertise from each of the technologies that are so essential to the industrial and professional community.

The society membership of the Council has identified the proper use of technology as the single most important factor in contributing to the overall well being of our way of life. Because the engineering profession is concerned with the impact of technology on the country's economy and social structure and accepts the responsibility as contributors to the implementation of technological change, the Engineers Joint Council has created a Panel on Technology Assessment.

The purpose of this panel is to establish and maintain liaison with those agencies of the legislative and executive branches of the federal government that are primarily concerned with technology assessment to assure that the engineering profession is responsive to the needs of these agencies.

Consequently, the EJC-Technology Assessment Panel wishes to initiate and maintain liaison with the Office of Technology Assessment to assure effective and credible response by the engineering profession to the needs of the Office of Technology Assessment.

We presently envision our role in relation to the Office of Technology Assessment as:

1. A resource and referral agency for the individual professional skills represented among the members of the technical societies.

2. Providing technical counsel:

   a. active participation in studies under grants sponsored

by the Office of Technology Assessment and other governmental agencies.

b. independent evaluation of technology assessments as they are carried out to identify their impact on the industrial community and to make recommendations to assure positive results.

3. Facilitating exchange of technological information with the OTA Board and its Advisory Committee.

We suggest an initial meeting of the President of the Engineers Joint Council and the Chairman of the EJC-TA Panel with OTA to explore the needs of the OTA and to discuss the mission of the committee.

To promote this objective as rapidly as possible and in the absence of the appointment of the Director, we are directing this letter to you as a member of the Technology Assessment Board.

Also, the General Assembly of the EJC will meet on Friday, January 26, 1973. Presidents, directors and other representatives of engineering societies will be in attendance. It would be appreciated if a representative of the Office of Technology Assessment could attend this assembly to explain the concept of operation of the OTA and what its needs might be from the professional engineering community.

Because time and planning for the General Assembly meeting is short, we would like to have further discussion concerning the above as soon as conveniently possible.

Sincerely,

Robert Mayer
Chairman

R. J. Raudebaugh
Robert J. Raudebaugh
President

LETTER FROM WILLIAM BEVAN

American Association
for the Advancement of Science

1515 MASSACHUSETTS AVENUE, NW, WASHINGTON, D. C., 20005
Phone: 467-4400 (Area Code 202) Cable Address: Advancesci, Washington, D. C.

December 21, 1972

The Honorable Edward M. Kennedy
431 Old Senate Office Building
Washington, D. C. 20510

Dear Mr. Kennedy:

At a recent meeting, the members of the Board of Directors of the American Association for the Advancement of Science had their first opportunity to note, with pleasure, that Congress had approved the establishment of the Office of Technology Assessment. The Board expressed their wish to be of as much help as possible in the development of the new office. Accordingly, on behalf of the AAAS Board, I offer their services, the services of the various AAAS Committees, and the services of the AAAS Central Office, in any ways the Congress may deem useful and appropriate.

We believe that because of the Association's diverse contacts with the scientific and technical communities, there are numerous ways we may be of assistance. Certain members of our Board, my staff, and I would be delighted to have the opportunity to explore this further with you or key members of your staff.

With the assistance of a small ad hoc advisory committee, I am preparing a brief document detailing the scope of AAAS activities relevant to the concerns of OTA and the different kinds of assistance we may offer. I expect to be able to forward such information to you in early January. In the meantime, I have asked Dr. Richard Scribner, a senior staff member, to be available for liaison with your office in this matter.

Thank you for giving this matter your attention and I would be pleased to discuss it further with you by phone, as the need arises.

Cordially,

William Bevan
Executive Officer

LETTER FROM V. J. ADDUCI

ELECTRONIC INDUSTRIES ASSOCIATION

2001 EYE STREET, N. W.
WASHINGTON, D. C. 20006

TELEPHONE: (202) 659-2200
CABLES: ELECTRON WASHINGTON DC

January 3, 1973

Senator Edward M. Kennedy
Old Senate Office Building
Washington, D. C. 20510

Dear Senator Kennedy:

As you and the other members of the new Technology Assessment Board assume the important responsibilities vested in the Board, you will soon face the demanding task of selecting the best available public members for the Technology Assessment Advisory Council.

Technological advancements have such immediate impacts on every aspect of our lives — from the air we breathe to the money we spend — that persons of the very highest calibre are needed as members of the Council. This is imperative to the success of the OTA. In its activities all segments of society must be represented, from the ecology-minded to the industry-oriented. Only in this way can Congress have the best available information for its guidance in legislative decisions regarding technological matters.

This Association serves as the national spokesman for the electronic industries, with sales of $30 billion a year and with a long record of developing a great variety of valuable new products. We believe it is extremely important that appointees to the Council include persons thoroughly familiar with industrial technological capabilities and with industry's methods of evaluating, judging and projecting these capabilities. Such persons would also be familiar with the best sources of highly specialized technological information and judgment, which in turn will often be of inestimable value to the Council.

For these reasons we offer for your consideration the attached list of eminent persons with substantial and highly relevant experience. As you will see, these men have varied but impressive credentials and come from widely separated regions. Hence, they would complement Council members of other types, and help to make available to you the tremendous industry resources which are an integral part of this nation's greatness.

Very truly yours,

V. J. Adduci

V. J. Adduci

LETTER FROM H. LeROY MARLOW

PENNSYLVANIA TECHNICAL ASSISTANCE PROGRAM
J. Orvis Keller Building University Park, Pennsylvania 16802 (814) 865-0427

January 3, 1973

The Honorable Senator Edward M. Kennedy
United States Senator
Committee on Labor and Public Welfare
Washington, D. C. 20510

Dear Senator Kennedy:

I have just learned that you will provide the leadership to the Joint Congressional Office of Technology Assessment.

We in Pennsylvania for the past seven years have been conducting experimental programs to achieve social and economic benefits through technology sharing. We believe our successes and failures may have interest to others and I have enclosed with this letter some PENNTAP (Pennsylvania Technical Assistance Program) literature as well as our most recent Annual Report. Senator Richard Schweiker is aware of our activities.

If after reviewing this material you have any questions or if I can assist in the technology assessment activities, please don't hesitate to let me know.

Sincerely,

H. LeRoy Marlow

H. LeRoy Marlow
Director

LETTER FROM EDWARD J. CROKE

U of C-AUA-USAEC

ARGONNE NATIONAL LABORATORY

January 10, 1973

The Honorable Edward M. Kennedy
United States Senate
Washington, D. C. 20515

Dear Sir:

Mr. Philip Yeager, Counsel of the House Committee on Science and Astronautics, has advised me of your interest in the new Congressional Office of Technology Assessment. I felt that it would be appropriate to bring to your attention the fact that, in 1970, the State of Illinois established the Illinois Institute for Environmental Quality to serve the executive and legislative branches of State government in a way that is very highly analogous to the intended mission of the OTA. With the passage of time, the role of the Institute broadened to encompass the application of high technology assessment methodologies for a wide variety of issues in addition to those related to environmental protection, and the Institute became a major technology assessment resource of the State government.

The first Director of the Institute was Mr. Michael Schneiderman, an attorney whose scientific and technical background, coupled with his keen appreciation of the economic, social and political implications of technological issues, created an organization that I believe to be unique in State government, and one that has accumulated a fund of experience that would probably be of substantial value to those involved in the organization of the OTA. I recommend that the members of the Federal Government that are involved in the structuring of the new organization consult with Mr. Schneiderman.

For your information, I have enclosed a copy of the latest Annual Report of the Illinois Institute for Environmental Quality. It makes for very interesting reading, but I particularly call your attention to the statement of management philosophy and organizational concept of the Institute that Mr. Schneiderman has presented in this document, since I feel that it provides useful guidelines for the establishment of the OTA.

Respectfully,

Edward J. Croke

Edward J. Croke, Director
Center for Environmental Studies

LETTER FROM ARNOLD OSHIN

FORWARD PLANNING ASSOCIATES

MANAGEMENT AND ENGINEERING CONSULTANTS
520 FIFTH AVENUE, NEW YORK, N. Y. 10036 • (212) 682-5844

3 January 1973

Dear Senator Kennedy:

It is my understanding that a Congressional Office of Technology Assessment (COTA) is being established for the purpose of:

- Keeping the Congress informed and advised as to their options regarding the impact and likely side effects of devices, machines, systems, scientific discoveries and technological advances proposed by various industries;
- Determining, examining and discriminating among alternative technological methods of implementing programs and their consequences;
- Estimating and evaluating the political and socio-economic implications of these alternatives;
- Evolving and shaping the cost/benefit criteria toward developing a balanced course for achieving a higher quality of life not only for our country and its people, but also for the world of nations and the environment in which we live.

The enclosed capability statement will introduce our Management and Engineering Consulting Group and will provide a brief summary of our services. Since 1957, our small, flexible and versatile team has been furnishing comprehensive in-depth supplementary and complementary counsel to domestic and multi-national clients in perceiving needs, identifying approaches, formulating and implementing programs to satisfy their requirements and objectives. All of our staff members have had formal training in both the technical and business disciplines supported by many years of responsible experience in a diverse range of industries and professions.

We feel qualified to perform as outside consulting contractors to COTA and would welcome an opportunity to meet with you to discuss how our independent, analytical objectivity can add a new dimension and help frame imaginative and effective perspectives and recommendations to help resolve some of the multi-variant problems and decisions that will confront the Congress in the coming years.

May we have the opportunity to make a contribution to this valuable program which you have staunchly supported and helped to make a reality

Sincerely,

Arnold Oshin
Director

Senator Edward M. Kennedy
Old Senate Office Bldg.
Washington D C

LETTER FROM HARRY GUNTHER

THE RESEARCH AND ENGINEERING ADVISORY COMMITTEE
of the NATIONAL SECURITY INDUSTRIAL ASSOCIATION

UNION TRUST BUILDING
WASHINGTON, D.C. 20005

740 – 15TH STREET, N.W., SUITE 700
(202) 393-3620

18 January 1973

Dear Senator Kennedy:

The Research and Engineering Advisory Committee of the National Security Industrial Association has formed a Panel on Technology Assessment and the objectives of this new group were recently briefed to Mr. Mottur of your Staff. At his suggestion, we would like to reacquaint you with NSIA, and with the new REAC Panel on Technology Assessment.

As you may recall, NSIA is a non-profit, non-political association of approximately three hundred American industrial, research and educational organizations of all types and sizes, representing almost all segments of industry in all parts of the United States. The Association serves the broad interests of both government and industry, and functions to provide for effective communications between the two. NSIA operates in two major ways: first, through a structure of seven standing advisory committees (one of which covers the Research and Engineering/Technology field) which provide advice and technical assistance, where appropriate, to the government, and secondly, through a program of national activities embracing professional symposia, conferences, and industry briefings.

REAC itself provides a basic link from industry to government in the process of translating advanced technology, developed through working with the Department of Defense, NASA, and other Agencies, into the needs and applications of the Civil Sector. The various American industries participating in the activities of REAC account for over 90% of the total industrial expenditure for research and development each year. Naturally, with such a broad spectrum of technology-oriented membership, we are vitally interested in technology assessment and wish to offer where appropriate the services of this broad industrial base - through the REAC Technology Assessment Panel.

Within this framework of committee and panel activities which NSIA has established, we would hope that the same type of broad policy and other assistance that industry has been able to provide to the government in the past, could be utilized to perform the same type of industry assistance to the Office of Technology Assessment. In this regard, we are prepared to provide names (and capabilities) of highly qualified personnel regarding any industrial representation being considered for the OTA Advisory Council or the OTA working staff.

In addition to these areas in which we can be of service, we have a long record of success in arranging symposia of industry-wide interest. We suggest for your consideration our offer to Mr. Mottur to hold at the appropriate time, a symposium on the Office of Technology Assessment, its function, role, operation, and future plans.

NSIA would like to be of assistance in any appropriate manner with the Office of Technology Assessment and the Congress in the accomplishment of the national objectives in this area.

Sincerely,

Harry Gunther

Harry Gunther
Westinghouse Electric Corporation
Chairman, Technology Assessment Panel

97-170 O - 73 - 59

LETTER FROM JOHN R. CRAIG III

COLORADO SEMINARY
UNIVERSITY OF DENVER
DENVER RESEARCH INSTITUTE
UNIVERSITY PARK • DENVER, COLORADO 80210

Office of the Director

26 January 1973

Dear Senator Kennedy:

Because of your interest and responsibilities in the formation and operation of the Office of Technology Assessment, I would like to call your attention to some of the work our Institute has done in the field. The attached study was one of the first attempts to develop a methodology approaching the complex systems techniques technology assessment requires. We do not put this forward as the "best piece of work"; all new ventures are obsolete fairly quickly. Nevertheless, I believe the study is an excellent beginning and will be useful background for your staff.

I am also enclosing a brochure on the Institute describing some of the things we do. This is not advertising so much as calling to your attention our capabilities should you be making an inventory. More specifically, we have been involved in technology assessment and related studies for many years. In addition, we are leaders in important related areas such as technology transfer and impact research [for NASA and others]; are deeply involved in the new NSF "R&D Incentives Program;" and several international programs [for AID] in technology assessment and planning and technology transfer to underdeveloped countries. Most importantly, we are one of the largest multidisciplinary research organizations which is an integral part of a university. We thus educate and train in these important areas as well as conduct research.

On a more personal note, Senator Haskell has served as a member of our Advisory Panel and knows us well. As a political refugee from Washington, I had the privilege of campaigning for him [as a Democratic Committeeman].

If, as OTA develops, we can give you any assistance, please call on us. Many of us spend a great deal of time in Washington and would be most pleased to meet with you or your staff if we can help.

Wishing you the best in the future.

Sincerely,

John R. Craig III
Assistant Director

LETTER FROM WILLIAM BEVAN

American Association for the Advancement of Science

1515 MASSACHUSETTS AVENUE, NW, WASHINGTON, D. C., 20005

Phone: 467-4400 (Area Code 202) Cable Address: Advancesci, Washington, D.C.

February 16, 1973

The Honorable Edward M. Kennedy
Chairman
Technology Assessment Board
431 Old Senate Office Building
Washington, D. C. 20510

Dear Mr. Kennedy:

Following my letter to you of December 21, 1972 and your response of January 27, I would like to convey to you on behalf of the AAAS, some suggestions regarding criteria for the Technology Assessment Advisory Council (TAAC). These suggestions have been discussed by an Ad Hoc Advisory Committee created by the AAAS Board for this purpose and are forwarded for the consideration of the Technology Assessment Board (TAB). It is my understanding that these suggestions will be helpful to the TAB in its upcoming deliberations.

We understand that the TAAC will consist of twelve individuals, two of them mandated by the Act to be the Comptroller General and the Director of the Congressional Research Service. It would seem most useful, if the purpose of ensuring two-way communication and participation between the Congress and the public is to be served, that ten members of the Advisory Council be drawn from the private community. We recommend for your consideration that the Advisory Council include some significant number of scientists and engineers who have had experience in the field of public policy or public service. Certainly, we would expect that the TAAC might have representatives of other professions and the general public as well.

We recommend that the Advisory Council have, in so far as reasonably possible, balance in all senses, consistent with the need for certain levels of expertise in matters of science, technology and public policy and an awareness of societal concerns regarding technology assessment. Specifically we recommend balance among: scientific and engineering disciplines, geographical locations, institutional affiliations, and background experience. The AAAS itself, in recent years, has tended toward this mode of selection in constituting its more broadly mandated committees: e.g., the the Committee on Science in the Promotion of Human Welfare; the Committee on Industry, Technology, and Society; and the Committee on Science and Public Policy.

In accordance with Section 7(b)(3) of The Technology Assessment Act of 1972, additional useful functions of the Council would include: (1) bringing the judgement of the scientific community to the Board of Directors on matters of assessment priority; (2) providing a two-way channel of information transfer between the scientific and technical communities; (3) communicating public concern to the Board of Directors and serving as a channel of communication to the public generally; (4) assuring the availability of the best qualified scientists and engineers for participation in assessment or feasibility studies and as candidates for key staff positions as the OTA enlarges its operations.

Individual members of our Board of Directors, my staff, and I would be delighted to explore these matters further with you or key members of your staff. In addition, we would be most happy to respond to criteria set by the Technology Assessment Board by suggesting names of qualified individuals for the TAAC, if this seemed like a useful and appropriate function for us to perform.

I will shortly follow this letter with another which will include a listing of the scientific, environmental, and societal activities and functions of AAAS which we feel are directly relevant to the concerns of OTA and therefore should be of interest to the TAB. I should also like to bring to your attention at that time some of the possible future interactions between OTA and AAAS, which our Advisory Committee has suggested.

Thank you for giving this matter your attention. I would be most pleased to discuss it further with you by phone.

Cordially,

William Bevan

William Bevan
Executive Officer

LETTER FROM WILBUR A. STEGER

CONSAD RESEARCH CORPORATION
121 North Highland Avenue
Pittsburgh, Pennsylvania 15206
Telephone (412) 363-5500
Cable Address—CONSAD

February 16, 1973

Mr. Ellis R. Mottur
Office of Senator Edward Kennedy
Room 431
Old Senate Office Building
Washington, D.C. 20510

Dear Mr. Mottur:

Thank you for the material on the Office of Technology Assessment (OTA) which was very kindly sent to me by Ms. Mary Jane Dox.

As one of the nation's first private "think-tanks" devoted exclusively to civil-sector "social science" problem solving, CONSAD (which I helped initiate in 1963) has worked on, literally, hundreds of projects -- for industry and government -- where the effect of a specific social or physical technology was being evaluated, analyzed, and/or otherwise "assessed." As the attached statement of (selected) CONSAD projects suggests, we have developed and implemented methods for assessing the impacts -- indirect, direct and induced -- of technological "advances" in the functional areas of transportation systems, health delivery systems, housing technology, urban and regional development technology, manpower and education technology, environmental technology, information systems and others. We have investigated the social, physical, and economic impacts, across subnational -- urban and rural, etc -- as well as at the national level.

Our techniques range from highly quantitative -- systems-oriented, or economic, or model-building, in nature -- to more qualitative and based on ways of tapping wide ranges of expert opinion. We believe we are an excellent blend -- creative, but well-managed -- of

the social and policy sciences. Our staff, in excess of thirty social scientists, consists of sociologists, economists, psychologists, geographers, business and public administrators, political scientists, and mathematical statisticians (in addition to a heavy emphasis on the computer skills). In key areas -- e.g., transportation, urban development, health systems and education -- several of our key staff have worked for many years in that functional area prior to joining CONSAD.

We are delighted to see OTA begin its work, and wish to visit with you, when it is convenient for you to do so. Some of our key staff are frequently in Washington and, indeed, we have recently opened a Washington office to perform our projects for a number of Washington clients.

May I suggest calling you to set up an appointment to see you the week of March 12?

Thank you for your interest and attention. I look forward to our meeting.

Sincerely,

Wilbur A. Steger

LETTER FROM ROY W. CRAWLEY

National Academy of Public Administration

1225 Connecticut Avenue, N.W., Washington, D.C. 20036

Phone: (202) 659-9165

March 14, 1973

Senator Edward M. Kennedy
United States Senate
Washington, D.C. 20510

Dear Senator Kennedy:

In your capacity as Chairman of the Technology Assessment Board, one of your concerns will be the establishment of the Technology Assessment Advisory Council. As you know, the enabling legislation calls for appointing ten eminent persons as the public members of this Council. The language in the Act is subject to interpretation with respect to the criteria by which selections should be made. The fact that hundreds of institutions and individuals have already written to advance their candidacy for positions on the Council indicates how much interest has been generated and how intense will be the pressures for representation.

Nominations will be closely scrutinized, not only for the professional competence of appointees, but also for the avoidance of possible conflicts of interest. There will be a premium on designation of individuals capable of reaching objective judgments free from the biases of their institutional or professional associations.

The development of the criteria to be used for appointing the public members of the Council is a matter deserving the considered deliberation of responsible parties over some period of time. Care should be taken to devise a set of standards for Council membership which will lead to the appointment of individuals of the highest caliber. The entire appointment process should be as independent of partisan politics as any such procedure can be.

The criteria used in selecting individuals should be designed to minimize the possibility of partisanship. This objective could best be assured if a disinterested outside group is brought in to make recommendations on standards for Council membership. This is the kind of function which the National Academy of Public Administration was designed to perform.

As the enclosed report indicates, the Academy was established to serve as a trusted source of advice and counsel to government officials on problems of public administration. The creation of the Office of Technology Assessment and its Advisory Council is a matter of interest to two Academy standing committees -- the Committee on Environmental and Resource Management and the Committee on Public Management and Machinery of Government. The former has set up a sub-committee to stay abreast of OTA developments. It is headed by Dr. Allen Astin, former director of the National Bureau of Standards.

Any Academy effort in this field would be undertaken by a panel drawing on representation from the two above named committees. A professional staff member would provide support for the panel. The panel and staff would be in a position to take advantage of information and knowledge gained from an earlier study conducted by the Academy of advisory committees and the administration of conflict of interest regulations by federal departments and agencies.

The Academy would be prepared to undertake the task of designing recommended criteria for Advisory Council membership. In view of the need to avoid losing momentum in setting up the technology assessment machinery, we would plan to complete the assignment in two to three months. The funding requirements for such a study would be modest. Possible sources for funding would be the General Accounting Office and/or private foundations. If you and your fellow board members wish to explore this further, please let me know and I will be happy to discuss the proposal at your convenience and, if desired, to develop it in greater detail.

Sincerely,

Roy W. Crawley

Roy W. Crawley
Executive Director

LETTER FROM ERIC GRUENSTEIN

MASSACHUSETTS INSTITUTE OF TECHNOLOGY CAMBRIDGE, MASSACHUSETTS 02139

March 26, 1973

Mr. Ellis Mottur
c/o Senator Edward Kennedy
U. S. Senate
Washington, D. C.

Dear Mr. Mattur:

The Ad Hoc Committee on Science Advising of the Biophysical Society met in Columbus, Ohio, on March 1, 1973, to discuss the potential role of the Society in science advising at the federal, state and local levels. The following is a summary of those parts of the meeting pertaining to the Office of Technology Assessment.

(1) The Biophysical Society is definitely interested in initiating a productive relationship with Congress and especially in cooperating with OTA.

(2) The Society is now setting up a systematized roster to include areas and specific topics in which the Society can provide expertise as well as a list of individual contacts for each area. Efforts are being made to make this system flexible enough to interface with similar programs of other groups. Dr. Malcolm Skolnick, Director of Biomedical Communications, at University of Texas Medical School has informed me that the roster has now completed its preliminary organization and is ready for external input, e. g. suggestions from TAB, TAAC, and interfacing with similar systems of other organizations. Since it may be that we are at a further stage of development than other groups, perhaps our system might be valuable in the development of their preliminary systematized rosters. Dr. Skolnick would be happy to communicate with you further on this matter.

(3) The Society will act as a "clearing house" to provide contact between "users" having particular problems or questions and "experts." In addition, the Society will do its best to certify its experts as to competence in each area and will expect that the advice they provide will be of high scientific standards, apolitical, and confined to the technical and scientific aspects of the matters under consideration.

(4) In interactions with Congress it is anticipated that the Biophysical Society will in general operate through contact with TAAC. Hopefully such contact will include not only receipt of study requests from TAAC, but active input by the Society of suggestions for new areas for study. Examples of the latter might be suggestions for evaluation of the long range impact of biological cloning or chemically induced stimulation of I. Q., two categories now in the testing stage.

(5) In addition to any involvement with OTA, the Society would want to maintain sufficient independence of action in its science advisory capacity to provide services to other, non-congressional groups requesting aid in the same areas. Thus, for example, requests for information on the biological effects of high noise levels resulting from supersonic aircraft might be simultaneously entertained from Congress and another group such as EDF (although perhaps utilizing separate panels of experts).

(6) There is one potential problem area. Some concern was expressed over that section of the OTA enabling legislation which apparently permits the TAB to keep reports confidential for non-security reasons. I understand that the Senate version did not contain this clause and that the current inclination of TAB is to utilize this option with considerable caution. However, some additional assurances to the Biophysical Society would certainly be most welcome. Perhaps a statement of intent or a more detailed protocol for determination of the imposition of confidentiality could be issued by TAB. Also, issuance, as a general policy, of a public list of studies to be initiated as well as those underway could be most helpful.

If there are any further details or information I can supply, please let me know. We want to cooperate with OTA as actively as possible. I am planning to be in Washington sometime during the first half of April. Perhaps we can get together for a brief chat then.

Yours truly,

Eric Gruenst

Eric Gruenstein

LETTER FROM WILLIAM P. MILLER, JR.

The American Society of Mechanical Engineers

2029 K Street, N.W., Washington, D.C. 20006/(202) 785-3756

17 April 1973

Hon. Edward M. Kennedy, M.C., Senate
431 Old Senate Office Building
Washington D.C. 20510

Dear Senator Kennedy;

As a member of the Office of Technology Assessment Board, I believe you will be interested in the support being organized within the engineering profession.

In my capacity of Washington Representative for ASME, I also represent the Engineers Joint Council (EJC) in their activities.

Attached is information on the organization of the EJC Technology Assessment Panel. This panel represents the most comprehensive and competent engineering talent in our great country. It is available to assist you and your staff in all matters involving technology.

Respectfully,

William P. Miller, Jr.
Washington Representative

EJC TECHNOLOGY ASSESSMENT PANEL

Dr. Robert J. Raudebaugh, President of the Engineers Joint Council, today announced the formation of a Technology Assessment Panel created especially to establish and maintain liaison with the federal government in the critical area of technology assessment. In announcing establishment of the Technology Assessment Panel at today's General Assembly meeting of EJC at the Hotel Biltmore in New York, Dr. Raudebaugh also said that Robert J. Mayer, Vice President of the A.T. Kearney Co. and the EJC representative for the Society of Manufacturing Engineers, will serve as Panel Chairman.

The Panel itself will be composed of representatives of the member societies of the Engineers Joint Council. The member societies and their representatives to the Panel are listed in the attached roster.

"Specifically," Dr. Raudebaugh explained, "EJC will work closely with those agencies of the legislative and executive branches of the federal government that are concerned with technology assessment. Such liaison will assure effective and credible response by the engineering profession to the needs of the federal government."

In its initial stages, the EJC Panel will be primarily concerned with establishing a working relationship with the Office of Technology Assessment (OTA) recently created by Congress. Senator Edward M. Kennedy, of Massachusetts, is Chairman of the Congressional Board.

Walter A. Hahn, Senior Specialist for Science and Technology, of the Library of Congress, and President of the International Society for Technology Assessment, addressed the General Assembly on the subject of technology assessment. He pointed out the need for close cooperation from the professional and engineering community and the contribution that EJC could make by serving as the focal point in providing technical input.

In keeping with its overall objectives, the EJC's Technology Panel is expected to function as a resource and referral agency for studies requiring specialized expertise as found so readily among the members of engineering societies. The Panel will also be expected to provide technical consultation to participate in studies under grants sponsored by OTA and other government agencies. This will permit the evaluation of ongoing technology assessments in order to identify their impact on industry and to make recommendations to assure positive results.

"The development of new technology has always been one of the major strengths of the United States", Dr. Raudebaugh said. If development, however, has not been without numerous positive and negative side effects in social and environmental areas".

With the increasing pace of technological development and application in today's complicated life, the assessment of the "side effects" of technology has become increasingly important to the total community. Technology assesment as defined by the OTA is the full and balanced analysis of all significant primary - secondary, indirect and delayed consequences for impacts present and foreseen of the technological innovational society environment for the economy. Technology Assessment is not intended as a deterrent or mechanism to halt or slow the development of technology.

The Congress of the United States today is faced more and more with highly important political decisions based on highly intricate technical matters closely related to technology and its use. The need to pass legislation on such items as new missles, super-sonic transports, environmental pollution, health and safety, etc., requires objective expert advise to guide these decisions. This need resulted in the passing of the Technology Assessment Act in 1972 which created the Office of Technology Assessment.

Because the engineering profession is concerned with the impact of technology on the economic and social structure and fully accepts its responsiblity as a contributor to the implementation of technological change, the Engineers Joint Council felt it was a matter of extreme importance to create the Technology Assessment Panel which would then serve as a focal point to marshal the total resources of the engineering and professional community.

The Engineers Joint Council is a Council of professional engineering societies. The total membership in these member body societies is approximately 600,000, all of whom are directly connected with the engineering and professional communities, and are intimately concerned with the development, use and application of technology in industry.

The following societies will serve as active members, through their representatives, on the Technology Assessment Panel: SESA, ASCE, ASEE, ECPD, SFPE, SAE, APCA, AIAA, ASQC, IEEE, AIIE, SME, ISA, ASM, AICE, AIME, ASHRAE, ASME, NACE, and SPHE.

Attendance List - March 1, 1973

EJC Technology Assessment Panel

Society	Name	Firm
SME	Robert J. Mayer, Chairman	Vice President A. T. Kearney, Inc. 100 S. Wacker Drive Chicago, Illinois 60606
AICE	Louis T. Klauder	President Louis T. Klauder, Assoc. Philadelphia Nat'l. Bank Bldg. Philadelphia, Pa. 19107
ASEE	Dr. John C. Calhoun, Jr.	Vice-Pres. for Academic Affairs Texas A & M University College Station, Texas
SFPE	Harold E. Nelson	Chief, Fire Safety & Mobilization Planning Branch General Services Adm. 4217 Kings Mill Lane Annandale, Virginia 22003
SAE	William T. Agnew	Technical Director Engineering Research Research Laboratories, GMC Warren, Michigan 48090
APCA	Victor H. Sussman	Director Stationary Source Environmental Control Environmental and Safety Engineering Ford Motor Company The American Road Dearborn, Mich. 48121
AIIE	Frederick L. Haynes	404 Aragona Drive Oxon Hill, Maryland 20022
NSF	Donald Cunningham	Special Assistant National Science Foundation 1800 "G" St., N. W. Washington, D. C.
SME	Joel D. Goldhar	Rensselaer Polytechnic Inst. of Conn. 275 Windsor Street Hartford, Conn. 06120
SESA	Dr. Samuel B. Batdorf	Principal Staff Scientist Laboratory Operations The Aerospace Corporation PO Box 92957 Los Angeles, California 90009
AIME	C. J. Potter	Chairman of the Board Rochester-Pittsburgh Coal Company 330 N. Carpenter Ave. Indiana, Pa. 15701

Society	Name	Firm
ISA	John K. Stotz	Grumman Aircraft Engineering Corp. Dept. 950, Plant 25 Bethpage, L. I., New York 11714
ASHRAE	Donald E. Nichols	% I. C. Thomasson & Assoc. 2120 Eighth Ave., S. Nashville, Tenn. 37204
ASM	Charles M. Heinen	Executive Engineer Materials Engineering Chrysler Corporation PO Box #118 Detroit, Michigan 48231
NICE	Walter K. Boyd	Chief, Corrosion Research Div. Battelle Columbus Lab. 505 King Ave. Columbus, Ohio 43201
EJC	Robert Raudebaugh	President, Engineers Joint Council 345 E. 47th. St. New York, New York 10017
IEEE-TF & A Exex. Com. TF & A Trng. Chairman	Bing Chiang	Department of Electrical Engineering Howard University 2300 6th St., N. W. Washington, D. C. 2001
	Walter Hahn	Congressional Research Service Washington, D. C.
	T. M. Vining	Department of Defense Defense Supply Agency Quality Staff Washington, D. C.
ASQE	Robert W. Shearman	Executive Director American Society for Quality Control 161 W. Wisconsin Milwaukee, Wisconsin 53203
IEEE-TF & A	Murray Turoff	Operations Research Analyst Exec. Office of President Office of Preparedness 604 17th St., N. W. Washington, D. C.
SME	Bernard M. Sallot	Assistant General Manager Manager, Technical Activities Division Society Manufacturing Engineers 20501 Ford Road Dearborn, Michigan 48128

LETTER FROM MICHAEL F. BALL

ASSOCIATION OF AMERICAN MEDICAL COLLEGES

SUITE 200, ONE DUPONT CIRCLE, N.W., WASHINGTON, D.C. 20036

June 11, 1973

Mr. Ellis Mottur
Scientific Advisor
Senator Kennedy's Office
Old Senate Office Building
Washington, D.C. 20510

Dear Ellis:

Following our conversation last month I asked the AAMC Biomedical Research Committee to suggest possible topics for consideration by working panels of the Office of Technocologic Assessment. The Committee felt that the following topics would be appropriate.

A. Targeted versus Non-Targeted Research. There is a growing concern among the Biomedical Research Community that opportunities for significant progress in our war against disease will be missed if the progressive shift of federal funds from research grants to contracts follows its current course.

B. Assessment of Opportunities for the greatest immediate payoff in Targeted Research. This would be a study directed at the areas in which contracts would have the greatest chance for success. Just because a specific disease is a household word does not guarantee that the technocologic level of knowledge will permit a crash program of cure to be successful. Technocologic assessment would allow us to pick and choose more scientifically the areas for major effort.

C. Assessment of the level of technology in Organ Transplantation and Replacement. Current therapy for vital organ failure is inadequate. Kidney and heart replacement with transplanted organs or artificial organs is an area of intense interest and controversy. The question of which of these therapies offers the most profitable area for successful investigation has not been carefully evaluated. For example, would it be more valuable to improve the level of technocologic understanding of chronic dialysis or to push efforts in the Immunologic aspects of kidney transplantation? Should we be devoting most of our efforts to developing an artificial internal kidney or heart or, should we be improving methods for transplantation of cadaver organs?

D. Assessment of the Technocologic Opportunities for Commercial Synthesis of Proteins for Treatment of Illness. The commercial synthesis of hormones and enzymes will markedly improve our ability to treat human illness. It would be appropriate for a panel to evaluate whether technology has progressed to the point where an intensive effort in this area would significantly ameliorate illness.

E. Mental Retardation - Missed Opportunities. I believe this area speaks for itself. It is the whole spectrum of illness contributing to mental retardation and the need for further research.

We have specifically not listed potential panel chairmen but would be pleased to help suggest chairmen for working panels that you might choose in the areas of our competence.

We shall look forward to seeing you on June 27.

Sincerely yours,

Michael F. Ball, M.D.
Associate Director
Department of Academic Affairs
for Research

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JOINT ITEMS

JOINT ECONOMIC COMMITTEE

MINORITY UNDERSTAFFED

STATEMENT OF HON. JACOB K. JAVITS, U.S. SENATOR FROM NEW YORK

Senator HOLLINGS. The subcommittee will next hear the distinguished Senator from New York, from the Joint Economic Committee.

We welcome you to the committee. We would be delighted to hear you at this time.

Senator JAVITS. Thank you very much, Mr. Chairman. Mr. Chairman, the practice of the Joint Economic Committee is such that when a member of the House is the chairman, then the ranking minority member comes from the Senate, which in this case is myself; when a Senator becomes chairman, as Senator Proxmire did and will after 2 years, then the House Member is the ranking minority member.

So I am here to testify as a ranking member of the committee. Now, the situation is this.

We feel that the minority is very heavily understaffed. We don't see that there is any point in saying take it away from the majority. There is a big job being done in the Joint Economic Committee of tremendous value of the Congress that affects the work, I think, of every committee here.

For example, right now the committee is working on such a diversity as the effort in wages and prices, and the whole welfare effort of the United States. We have just embarked on a great job in the energy field, on which Wright Patman himself has a subcommittee. This is a subcommittee of great distrinction and supposedly good brains that we have here on economic affairs. This is very useful to the Congress.

So the question is this: Notwithstanding our deep concern with money, considering the order of magnitude involved in our request for additional staff which is not great, considering we are dealing with billions of dollars and we are talking here about some thousands. The question is: Do we want to beef up the minority staff in order to do a better job and represent some kind of oppositional position? As we know, legislators, as men, know that the only way anything good ever happens is if both sides present it.

Right now the minority is severely understaffed. At the present time, the minority has three professional slots. The majority has 14. And that excludes the staff director. There simply is not enough staff to do what needs to be done and present a truly oppositional position.

The minority staff is not only overworked; it simply can't do it. So we must select targets of the opportunity. At least a quarter of the year to a third of the year is taken up with the Economic Report of the President. The minority input of that is absorbed by the small

staff of the minority. It has to absolutely exclude any hope of doing anything else. The other two-thirds of the year you have to make a choice between 10 projects which are covered by the majority. You have to pick three of those or four of them and cover them by the minority. That is all you can do.

The $65.000 would give us two additional staff members and a secretary. I represent to you that I think it is an extremely desirable expenditure.

Now, it is possible to do this in respect of this matter for the following reasons: The Joint Economic Committee requested $820,640. Now the House appropriated $768,415, or $52,225 less than that. The $768,415 represents an increase over last year's budget.

But then the economic problem at home and abroad would certainly justify some increase. And we are asking for further increase, to be very frank, and I know that is in a sense rowing against the tide. But when you consider our responsibilities and you juxtapose that as to what we are asking, which is $65,000, I think it is just not comparable.

LETTER FROM SENATOR PERCY

Now the Member next to me in seniority on the Senate side is Senator Percy of Illinois, and he has been beating me over the head for months that he simply can't carry what he should carry. He is a splendid man with enormous business experience. That is another case in point.

I would like unanimous consent to put his letters to me in the record so that the committee has a vivid understanding.

Senator HOLLINGS. They will be included.

[The letter follows:]

U.S. SENATE,
Washington, D.C., June 12, 1973.

Hon. JACOB K. JAVITS,
U.S. Senate, Washington, D.C.

DEAR JACK: I spoke to Bill Proxmire again and he seemed quite sympathetic to the concept. I hope this will help in the overall effort to gain more minority staffing on JEC.

The load is a heavy one and it is unfair to have my own Senate staff carry as large a part of the load when they should be devoting more of their time to constituent needs in Illinois.

Warmest personal regards,

CHARLES H. PERCY.

BREAKDOWN OF REQUEST FOR ADDITIONAL STAFF

Senator JAVITS. Now, we also would like to submit a breakdown of our request for additional staff, showing what we would pay to the two professionals, $25,000, which is $50,000 in all. Clerical help would add $10,000 more.

Health, pension, and insurance contributions would come to $5,445 making a total of $65,445. So we ask the committee for $833,860 as against the Joint Economic Committee of $820,640, and the allowance by the House of $748,415.

We base this request entirely upon the need to beef up the minority staff, which is grossly disproportionate to the staff of the majority. But we are the first to affirm that the majority is not overstaffed. We are, however, severely understaffed. So in this case we don't seek a reallocation of staff. We seek a proportion which is opposite to the enormous responsibilities.

We ask unanimous consent to include in the record such details of work which is being done and its relationship to the needs for staff, if we are really to do effective work, as we think it is desirable to do.

Senator HOLLINGS. It will be included.

[The information follows:]

BREAKDOWN OF JEC MINORITY REQUEST FOR ADDITIONAL STAFF

Two professional staff at $25,000	$50,000
One clerical staff, at $10,000	10,000
Contributions to health, retirement and group health programs	5,445
Subtotal	65,445
House-approved JEC budget	768,415
Grand total	833,860

LETTER FROM SENATOR JAVITS

United States Senate

WASHINGTON, D.C. 20510

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June 12, 1973

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Warmest personal regards,

Honorable Jacob K. Javits
United States Senate
Washington, D. C.

LETTER FROM SENATOR PROXMIRE

United States Senate

WASHINGTON, D.C. 20510

June 12, 1973

Dear Bill:

Confirming our conversation, you have asked that I drop you a note to reaffirm my need for a professional staff member, backed up, hopefully, by some part-time clerical assistance, to assist me in my responsibility as ranking Minority Member on the Subcommittee on Priorities and Economy in Government of the Joint Economic Committee.

I consider this one of the most important subcommittees in the Senate and there is no question but that the pay-off for staff investment would be exceptionally high -- certainly in the range of 100 to 1 as an absolute minimum. I cannot, however, do the basic research and exploratory work that would be necessary, as well as follow-up, with all of my other committee work, and therefore have not been able to carry my end of the load, nor have any of the Minority members. You will recall that some of the legislation I have introduced in the field of economy with respect to federal expenditures in the past has borne very large dividends, such as the single amendment to reduce appropriations by 25% for rotation of permanent duty station in the military bill, which we estimate has yielded savings in excess of half a billion dollars to date. There are many other fruitful areas that we could delve into if I had adequate staff support.

I therefore wish to reaffirm support for adequate Minority staffing, a concept that is possibly being pursued by Senator Javits as ranking Minority Member on JEC.

Many thanks for your attention to this matter.

Sincerely,

Honorable William Proxmire
United States Senate
Washington, D. C.

MINORITY REQUEST

Senator HOLLINGS. Is this a minority or committee request?

Senator JAVITS. A minority request. It is a minority request of the Joint Economic Committee. I think it is just perhaps a little too much to get the committee to make it because the committee is in the majority, and they are perfectly happy to let the ratio be 14 to 3. But we are not. So we request an increase.

Senator HOLLINGS. I know exactly how that committee works. I am just asking for information. Mr. Stevens and I on the oceans subcommittee use the same staff person. And Mr. Scott and other members are on the staff of this committee, and I can't tell you whether he is Democrat or Republican. That is the way they work. They are assigned to the majority members, and you, as a group, only have three.

Senator JAVITS. As a practical matter, the theory is that they have a professional staff for us all. But in view of the fact that in economics you divide not only on the merits and factors and ideas, but on the ideology.

I think you make a very strong case for minorities. Let me give you a very practical example, Mr. Chairman. There is a feeling in our committee as to what you wish to do and what you expect of a private enterprise sytsem and the Government expenditures in the general economic action of the U.S. Government. This is a real issue.

Should you encourage private enterprise through whatever enormous range of means there are, ranging all the way from direct subsidies to an investment tax credit, or should you make a Government expenditure by the Emergency Employment Act and a whole range of other things? This is always a very deep issue in our committee.

Money rates, interest rates and the control of them, is also a very deep question. Also, Federal Reserve actions with regard to credit are very deep questions. The stance of the United States respecting international monetary investment, floating versus fixed exchange rates, and the role of gold are other questions.

DIFFERENCES IN POLICY AND IDEOLOGY

I do not wish to pitch any request on the facts that you have to have Republican and Democratic professionals, which would be most unfair to the majority staff. It is a fact that you do have here in this particular very big area, very profound differences in policy and ideology. They should be reflected in fairness to us. At least the Senate and the House should have the option as to the point of view it is to get.

I might tell you that in organizing this, I don't argue too much for myself. I can find myself through this pretty well, with my own staff and the means available to me. But the minority is really shorthanded to do its jobs.

Senator HOLLINGS. I only have a few comments. When you talk about ideology, of course, the legislative branch is more or less looked upon as a minority, period, because the ideology of the Republican creed is well represented. Like on welfare and HEW, the use of the computers and experts and all in welfare.

I am interested in that, and Mrs. Griffiths has been doing a good job and yet, Senator Long will come along as he has before our Finance Committee and say you are only duplicating work he has been doing.

There is the same overlap in the energy field. This is the kind of concern that the Appropriations Committee had in mind when they refused the request of Chairman Proxmire. I think he has been calling for an increase.

Senator JAVITS. May I make a point on that?

Senator HOLLINGS. Yes.

FLEXIBILITY OF JOINT ECONOMIC COMMITTEE

Senator JAVITS. I think what the Joint Economic Committee does is very different from what the legislative committees do for this reason. The Joint Economic Committee is supposed to give us a body of information against which to compare measures from time to time, giving us a continuous line of policy; whereas the individual legislative committees deal on a day-to-day basis with the immediate legislation before it.

For example, we have done considerable work on the role of gold in international monetary policy. Now, there is no legislative committee that can turn itself to that, but we can. Then when you get a bill which comes along, like the demonetization of gold or approving some international monetary agreements, you have a long-term analysis of our situation against which is the juxtapose. It is similar in energy.

The Alaskan pipeline bill, which can obsess the Interior Committee, is one which the Joint Economic Committee wouldn't consider at all. But we are considering what has been the issue in many fields that would affect the Interior. The gravity of the work is the same. The same can be said of the works of the Fiscal Policy Subcommittee, under Representative Martha Griffiths. Mrs. Griffiths is taking on the welfare system, but she is not only going into a role that we can play with a Federal Government floor under welfare, she is going into operations of the welfare system by the States, the way in which various evils and excesses which have crept into it have been dealt with, in many cases and can be dealt with on a large term basis.

An example is the case of training or trying to train welfare recipients for job placement, their social life, what makes them what they are, and so on.

You remember that big argument, for example, between Califano and others when he claimed that only 5 percent of the welfare recipients were even able to work, so why spend all of that trying to train them. We might as well pay them and forget it.

That isn't true. At least I don't believe it. That is the kind of thing the Joint Economic Committee digs into where the legislative committees don't have the time or the continuous range of attention.

So considering what it costs and considering the fact that it does give us some ability to compete with the executive departments, I respectfully submit this is money very well spent.

Senator HOLLINGS. Senator Schweiker?

Senator SCHWEIKER. I am happy to be a member of the Joint Economic Committee. I just want to say there is a very strong cleavage in the committee which puts an exercise on minority staffing in a way that doesn't happen on some other committees. So I just want to reinforce Senator Javits' statement in this regard. I think that this basic difference in principle does merit some special terms in terms of the staffing responsibilities.

Senator JAVITS. Thank you, Senator.

Senator HOLLINGS. Thank you very much, Senator, for your appearance here this morning. You have been very helpful.

We will next go to the west front hearings. Mr. Scott Ferebee is with us this morning.

The committee will be in recess for a minute.

[Brief recess.]

THE CAPITOL: WEST FRONT EXTENSION

NONDEPARTMENTAL WITNESSES

STATEMENT OF S. SCOTT FEREBEE, JR., FAIA, PRESIDENT, THE AMERICAN INSTITUTE OF ARCHITECTS

ACCOMPANIED BY:
GEORGE HARTMAN, AIA MEMBER, COMMITTEE ON DESIGN
MAURICE PAYNE, AIA, DIRECTOR OF DESIGN PROGRAMS

RESTORATION OF U.S. CAPITOL

Senator HOLLINGS. The subcommittee will please come to order.

We welcome Mr. S. Scott Ferebee, the President of The American Institute of Architects and Mr. George Hartman, a member of the committee on Design of the American Institution of Architects.

Mr. Ferebee, you may proceed.

Mr. FEREBEE. Mr. Chairman, I would like to introduce Mr. Maurice Payne, the Institute's director of design programs.

I am a practicing architect in Charlotte, N.C. Mr. Hartman is a practicing architect in Washington, D.C.

Today, The American Institute of Architects, the national society for the architectural profession representing 24,000 licensed architects, wishes to reaffirm its support for restoration of the west front of the U.S. Capitol Building. The Institute's position is based on our professional opinion that restoration is the best course to follow with regard to the west front. We believe that fact and logic support the case against extension as it is currently planned.

While we have the highest regard for the professional judgment of the Architect of the Capitol, George White, our firm opposition to the extension of the west front is based on several considerations: (1) The need to preserve the last remaining facade of the original Capitol Building and the terraces designed by America's great landscape architect, Frederick Law Olmsted; (2) the findings of the congressionally commissioned Praeger-Kavanaugh-Waterbury engineering study affirming the feasibility of restoration; (3) the esthetic harm that the proposed extension would inflict on the Capitol Building; (4) the lack of a comprehensive development plan for the Capitol Hill area; (5) the need for a review of space utilization in the Capitol Building; and (6) possible alternatives to the proposed extension which would supply needed office and meeting space in proximity to the Chambers without destroying the west front.

As the 1976 Bicentennial approaches, it is increasingly important that we protect our Nation's cultural and historical landmarks in order to maintain a sense of national identity, as well as to preserve important esthetic attractions.

The Federal Government has developed criteria to determine which properties are worthy of preservation. The prime requisite is historical

significance. Historical significance may be found in properties that are naturally the bases from which broad political, military, social, or cultural history can best be presented; in sites which are associated with the lives of key figures in history, with dramatic incidents, or which are symbolic of some great idea or ideal; and in structures that represent the characteristics of an architectural type of the work of a master builder, designer or architect. Surely none here can dispute the applicability of all these criteria to the Capitol Building and its grounds.

If the extension is carried out as proposed, the work of important early American architects and landscape architects—Thornton, Latrobe, Bulfinch, and Olmsted—will be lost. We believe the original sandstone walls of the west front should remain forever, so that future generations of Americans may read their country's heritage in the face of the Capitol.

In 1969, Congress commissioned a study to determine the feasibility of restoring the west front. The results of the study were to be used by the Commission for Extension of the U.S. Capitol in reaching a decision on whether to restore or extend the west front.

At the same time, Congress approved $2 million to be used for the preparation of plans for extension if the Commission were satisfied that five specific conditions relating to restoration were not fulfilled:

(1) That restoration could be undertaken without creating unsafe conditions and that it would be durable and beautiful for the foreseeable future;

(2) That restoration would not cause any more vacating of existing space than extension;

(3) That the plans for restoration would be adequate for competitive lump sum bidding for the final project;

(4) That the cost of restoration would not exceed $15 million; and

(5) That the time for restoration activity would not exceed the time necessary for extension.

The feasibility report done by the Praeger-Kavanaugh-Waterbury engineering/architectural firm was completed in December 1970, and concluded that all conditions for restoration could be met.

Following the release of the Praeger report, the AIA, at the request of the Architect of the Capitol, appointed a task force on the west front. This task force studied and analyzed the Praeger report and unanimously endorsed its method of analysis, its general findings and its conclusions.

The task force stated that the Praeger report offers conclusive evidence to sustain the Institute's resolution for, and belief in, the practicality of restoration of the west front in situ.

EXCERPT FROM AIA TASK FORCE REPORT

At this point, I would like to quote from the AIA Task Force Report.

It is our opinion that the proposed restoration as recommended by the Praeger report fulfills the five conditions for restoration as set down by Congress in Public Law 91–145:

(1) That the restoration can, without undue hazard, be made safe, sound, durable and beautiful for the foreseeable future.

(2) That restoration can be accomplished with no more vacation of the west central space than would be required by any extension plan.

(3) The Praeger Report provides proper methods of restoration. The Task Force recognizes that the work could be done on a competitive, lump sum, fixed price construction bid or bids, but we feel that competitive bidding for a fixed profit and overhead with the work being done on a cost basis should be strongly considered in the same way the White House restoration was accomplished.

(4) It would be impossible for anyone at this stage of study to guarantee a total restoration cost. However, the Task Force felt that the Praeger Report methods and budget allowed adequate contingency.

(5) The Task Force is certain that the restoration work would not exceed the projected time estimated for accomplishing the extension plans.

This Task Force recommends that the present perimeter facades of the Capitol Building be declared inviolable and the surrounding grounds, bounded by First Streets, East and West, and Independence and Constitution Avenues, be declared open space, devoid of significant structures protruding above present grade levels. Extant mature tree groupings in these surrounding grounds also should be declared inviolable and subsurface development be encouraged but confined to areas now either in grass, paving or shrubbery.

The Task Force observes that the present space usage in the Capitol is crowded, misused, or underused, that many functions now located in the Capitol have questionable need of being there; and some functions are duplicated. The Task Force was made aware of the need for additional space by members of the House of Representatives, especially space adjacent to the House Chamber.

Present preliminary findings of the Architect of the Capitol, following a space need study of the House of Representatives, would seem to indicate that any proposed future extension of the Capitol will not begin to meet present, least of all projected, space needs.

The Task Force reaffirms the AIA's historic position that Master Planning of the Capitol must be undertaken if impetuous action by the Congress is to be avoided. This planning should include (1) an inventory space utilization of present buildings; (2) an analysis of floor area ratio within the confines of the present Capitol area; (3) a study of possible new land acquisition; (4) a study with particular reference to below-surface development capability, categories of use, and environmental factors.

Consideration must be given to the displacing of routine services or lower priority functions now occupying space in the Capitol to new locations.

With the realization of the Metro System, the Visitor's Center at Union Station, and the emergence of new people-mover systems, all parking should be remoted and the Capitol's surrounding grounds cleared of all but official business cars. New systems of shuttles, horizontal elevators and even a Metro branch should be considered. They could provide fast, automatic, safe and frequent service between all of the buildings in the Capitol complex and would make ready proximity a question of time rather than distance.

It is the recommendation of the Task Force that the Architect of the Capitol could and should request the counsel and guidance of leading architects and other design professionals. Since the future of our Capitol is of deep concern to all Americans, their gratuitous participation in the development of a comprehensive plan can be expected.

AIA TASK FORCE REPORT

Senator HOLLINGS. How did you update this? What did you do about this? Did you, since that visit was made by the task force or your group, ever reaffirm this? You are reaffirming this in your statement, but what has been done since the time of the task force report and now?

Mr. FEREBEE. Mr. Hartman has been added to the task force because of his location here in Washington. He has made certain additional studies. We will show you some of those things this morning. All of this was done after the Institute's task force inspected the building, the walls, and studied the Praeger report.

In September 1971, the Institute's Board of Directors, representing architects in every region of the United States and elected in grassroots caucuses, accepted and endorsed the task force's findings as a reaffirmation of the Institute's longstanding position supporting restoration of the west front. With the chairman's permission, we would like to have the full report of the AIA task force on the west front inserted in the record at this time.

Senator HOLLINGS. It will be inserted at this point.

[The report follows:]

REPORT

of the

1971 AMERICAN INSTITUTE OF ARCHITECTS TASK FORCE

In response to a request from George M. White, FAIA, Architect of the Capitol . . . "to have The American Institute of Architects review the information and circumstances involved in the proposed extension of the West Front of the United States Capitol", the President of The American Institute of Architects, Robert F. Hastings, FAIA, appointed a review Task Force.

The AIA members appointed by President Hastings to this Task Force were: Milton L. Grigg, FAIA, Chairman; William W. Caudill, FAIA; Leon Chatelain, Jr., FAIA; Francis D. Lethbridge, FAIA; Harry M. Weese, FAIA; and Maurice Payne, AIA, Staff.

They were directed by President Hastings, "to examine AIA's position on the West Front of the Capitol now that the engineering report (the Praeger Report) has been submitted."

The full Task Force met at AIA Headquarters in Washington, D.C. on May 26 & 27, 1971, to review background material previously distributed including the Praeger-Kavanaugh-Waterbury report on "Feasibility and Cost Study for Restoration of the West Central Front of the United States Capitol". Architect White, Assistant Architect of the Capitol Mario E. Campioli, AIA, and Philip L. Roof, Executive Assistant to the Captiol Architect, met for a period of time with the Task Force and were the gracious hosts for a general tour of the Capitol building by the Task Force on the afternoon of May 26th.

Subsequent detailed inspections of the Capitol and informal meetings with the Capitol Architect were held.

TASK FORCE REPORT-

RESTORE THE WEST CENTRAL FRONT OF THE U. S. CAPITOL

Having studied and analyzed the report by Praeger-Kavanaugh-Waterbury on "Feasibility and Cost Study - Restoration of the West Central Front - United States Capitol - January 1971", the AIA Task

Force is unanimous in endorsement of the method of analysis, the general findings and the conclusions of the report. It offers conclusive evidence to sustain the Institute's resolution for, and belief in the practicality of restoration of the West Front in situ.

It is our opinion that the proposed restoration as recommended by the Praeger Report fulfills the five conditions for restoration as set down by Congress in Public Law 91-145:

1. That the restoration can, without undue hazard, be made safe, sound, durable and beautiful for the foreseeable future.
2. That restoration can be accomplished with no more vacation of the west central space than would be required by any extension plan.
3. The Praeger Report provides proper methods of restoration. The Task Force recognizes that the work could be done on a competitive, lump sum, fixed price construction bid or bids but we feel that competitive bidding for a fixed profit and overhead with the work being done on a cost basis should be strongly considered in the same way the White House restoration was accomplished.
4. It would be impossible for anyone at this stage of study to guarantee a total restoration cost. However, the Task Force felt that the Praeger Report methods and budget allowed adequate contingency.
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This Task Force recommends that the present perimeter facades of the Capitol building be declared inviolable and the surrounding grounds, bounded by First Streets, East and West, and Independence and Constitution Avenues, be declared open space, devoid of significant structures protruding above present grade levels. Extant mature tree groupings in these surrounding grounds also should be

declared inviolable and sub-surface development be encouraged but confined to areas now either in grass, paving or shubbery.

PREPARE A COMPREHENSIVE PLAN FOR LONG RANGE DEVELOPMENT OF THE PROPERTIES UNDER THE JURISDICTION OF THE ARCHITECT OF THE CAPITOL AND THE SURROUNDING AREAS.

The Task Force observed, that the present space usage in the Capitol is crowded, misused, or underused; that many functions now located in the Capitol have questionable need of being there; and some functions are duplicated. The Task Force was made aware of the need for additional space by Members of the House of Representatives, especially space adjacent to the House Chamber.

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Consideration must be given to the displacing of routine services or lower priority functions now occupying space in the Capitol to new locations.

With the realization of the Metro system, the Visitor's Center at Union Station and the emergence of new people-mover systems, all parking should be remoted and the Capitol's surrounding grounds cleared of all but official business cars. New systems of shuttles, horizontal elevators and even a Metro branch should be considered. They could provide fast, automatic, safe and frequent service between all of the buildings in the Capitol complex and would make ready proximity a question of time rather than distance.

It is the recommendation of the Task Force that the Architect of the Capitol could and should request the counsel and guidance of leading architects and other design professionals. Since the future of our Capitol is of deep concern to all Americans, their gratuitous participation in the development of a comprehensive plan can be expected.

APPENDIX/WEST FRONT REPORT

TASK FORCE OBSERVATIONS ON THE PRAEGER REPORT

Settlement

1) Soil pressures are such that there is a 2-to-1 factor of safety.
2) Further settlement can be expected over the next 150 years, but in order of the 1/2 inch of the past, which occured at the outset.
3) There has been no evidence of differential settlement.

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Cracking

1) Thermal movement and frost action over the years, as between the interior rubble wall and the sandstone face, has caused local failure of cut stone creating a natural pattern of vertical cracks from top to bottom approximately 30 feet apart.
This is a natural phenomenon which designed control joints obviate. The report recommends making control joints of the existing pattern of cracks. There is no reporting of settlement cracking nor out-of-plumb walls.

Erosion and Spalling

1) Sandstone weathers well when laid on bed faces for natural drainage of trapped moisture from within the wall. Improper stone cutting in some cases, but more important, the use of oil paint over the years, has trapped moisture and contributed to surface spalling. The effect is superficial and akin to accelerated weathering. Modern paints which allow the wall to breathe obviate this. The aesthetic effect is that of time making its mark. No attempt should be made to deny these minor inroads of time.
2) Significant deterioration was noted on marble surfaces on the Olmsted terraces -- a condition that should "flash a warning" whenever future consideration is given to wearability of various stone surfaces.

Loose or Cracked Stones

1) Certain stones, voussoris, flat arches, quois, and cornice members are in need of affixing to the backup masonry. They are visible and can be treated with modern rock bolting techniques and post tensioning.

Wall Strength

1) The facing stone is bonded to the rubble wall with alternate courses, making a physical bond uniting the wall in a series of vertical shafts separated by the aforementioned natural control joints. These walls are over 4 feet thick at the foundations. They are not overstressed, taking 236 p.s.i. maximum loading with the stone itself capable of 6000 in the case of sandstone and 14,000 for rubble fieldstone. The lime mortar is the limiting factor, but there is no reporting of vertical displacement or cracking of interior walls. It is proposed that a grout injection to fill voids in the mortar matrix and bond the exterior wall to the interior would add strength.
After paint removal and patching and further measurements, it may prove that grout injection could be limited to the lowest story or localized or could be eliminated altogether. It is not clear that so-called solidification of the wall is called for, but this task force defers to the judgement of the Praeger report.

2) On page 10, near the conclusion of the portion of the report on the experimental wall grouting, amplification and clarification would seem desirable. The type of epoxy as a final bonding material is questioned and should be clarified to the extent that description is not found with respect to the viscosity of the material proposed. Elsewhere, it is reported that various formulations seem to be identified. Furthermore, experience elsewhere indicates that ferrous metals and certain epoxy compounds are not mutually compatable and that deterioration may occur in both materials through chemical action; hence, use of iron reinforcing rods should be evaluated.

3) There is discussion of the thermal effect of solidification of the wall resulting from the infilling of the present cavity. This phenomenon is not discussed in great detail other than to conclude that there is to be predicted a 10% net increase in heat gain or heat loss in the solidified wall. The effect of this change in the internal structure of walls of such comparatively great mass bears closer investigation.
It is probable that it will require an interval of time, perhaps 18 months to 2 years, for the long stabilized thermal and hydro balance within the walls to become re-established, responsive to modifications resulting from the filling of the voids and the possible modification in the reverse permeability or breathing property of the wall.

Moisture

1) It is difficult to accept the categorical statement that "condensation in the wall will not occur during the summer". The computations on Figure 22 do not appear to indicate a recognition of the lag in change of the ambient humidity and temperature of the internal wall volume and it is possibly questionable whether the conclusions shown thereon are valid without further experimental documentation.

2) The Praeger Report does not contain a bibliography, therefore the following paper may have been available to the authors. Reference is made to Consolidation des Monuments D'Architecture par injection dans les Maconneries, Moscau N. Zvorikine. From this, it is seen that the Russian experiences indicate that the epoxy infilling should not be impermeable to moisture; therefore, the formulation of the material ultimately used should be investigated in light of these reported results.
It was found that the dilution of the epoxy with a solvent helped to provide better penetration and greater adhesion and, at the same time, did not produce a mass incapable of "breathing".
In the same connection, we were informed by Dr. R. M. Organ, Chief, Conservation - Analytical Laboratory, Smithsonian Institution, that Savestone is an excellent material, particularly if the manufacturers are at this time employing the Lewin Sayre patents.

Acrylic plastic compounds have elsewhere been found to be very deleterious in these uses and should be avoided.
The Report suggests quite discouraging results from the several experimental methods of removing the old paint from the stone. From other sources, it has been found that the Methylene Chloride paint remover which was used, while not formulated for removal from stone surfaces, actually can be made very effective when combined with a neutral jelly to create an emulsion, keeping the mixture moist for a longer period. (Actually, in the results cited, the coated stone surfaces were covered with aluminum foil to prevent accelerated evaporation.) The latter expedient might increase the effectiveness of the gel remover reported.
In this connection, it is somewhat surprising to find that the report does not cover the matter of vapor transmission more postively. It would seem desirable to investigate the advantages of providing a vapor barrier back of the plaster on exterior wall surfaces. It is possible that this will alleviate the tendency for plaster fatigue through thermal and moisture changes as well as more effectively stabilizing the moisture content of the interior of the interior of the wall volume. This vapor barrier, if found to be necessary, could be of the framed-in-place variety, thus avoiding extensive replastering.

3) Apparently, the authors of the Report have not found conditions to indicate the desirability of horizontal moisture barriers in the base of the walls to offset the capillary action often found in walls of this mass and porous character.

Performance Design

1) The Praeger Report analyzes the structure and loadings of the West Front portion of the Capitol building and proves they are within the parameters of sound practice. The effects of static and dynamic loadings and soil pressures due to dead load, live load, wind and seismic forces, and sonic booms have been given complete attention and analysis.

Painting

1) The continued use of oil paint in many applications 15 to 105 mils thick has caused accelerated but not severe weathering. Modern breathing paints will obviate this difficulty.
The Capitol is made of three materials: yellowish sandstone (original wings), Walter's marble House and Senate extended wings, marble East Front extension and the cast iron dome. White paint on the sandstone and dome is used to unify the ensemble. This has been the style for more than 100 years. The White House is painted stone. London abounds in painted stone. The tradition of painting should continue.

Resolutions passed at the September 1971 meeting of the Board of Directors of the American Institute of Architects

FINAL REPORT/TASK FORCE ON WEST FRONT OF THE CAPITOL

The final report of the Task Force on the West Front of the Capitol was presented by Milton L. Grigg, FAIA, Chairman and is in the appendix of these minutes.

RESOLVED, That the AIA accepts the Task Force Report on the West Front of the Capitol, endorses and supports its findings and recommendations, and directs that this report be promulgated as reaffirmation of existing AIA policy; and, be it further

RESOLVED, That the AIA Board express appreciation to the members of the Task Force and the Architect of the Capitol for their cooperation.

AIA EXECUTIVE COMMITTEE SUPPORT

Senator HOLLINGS. Mr. Ferebee, what, since 1971, has the AIA done with respect to the west front in regard to reaffirmation? What authority does the president have? Were you the president in September 1971?

Mr. FEREBEE. No, sir; but our board of directors has acted on this each year since then. Our executive committee endorsed our position again last year at a meeting in which all of the executive committee, including the officers: the president, first vice president, the three vice presidents, the secretary, and the treasurer were present and all voted in support of our position, with the exception of the treasurer, who abstained.

Senator HOLLINGS. When was that vote taken?

Mr. FEREBEE. In 1972.

Senator HOLLINGS. In what month?

Mr. FEREBEE. April.

Senator HOLLINGS. Have there been any reaffirmations since April of 1972?

Mr. FEREBEE. Yes, the position of our board of directors was presented to the AIA national convention in May of 1973.

Senator HOLLINGS. That is last month?

Mr. FEREBEE. Yes, sir.

Senator HOLLINGS. What occurred there?

Mr. FEREBEE. The membership endorsed the vote.

Senator HOLLINGS. Was that a divided vote?

Mr. FEREBEE. No, sir; this was a report of the previous year's activity which requires convention approval. This item was contained in our annual report, and it was approved.

Senator HOLLINGS. In your annual meeting of last month, was there any question raised questioning the task force or the position taken by the AIA? Your position is publicly taken and known. Was any of your membership questioning that position at last month's annual meeting?

Mr. FEREBEE. None whatsoever. As I say, our position is known. We have publicized our activities with regard to the House of Representatives on this issue. No resolutions of any type concerning this issue were brought to the floor of the convention.

Senator HOLLINGS. You may proceed, sir.

Mr. FEREBEE. I would like to comment further on the need for a comprehensive development plan for Capitol Hill.

We move from crisis to crisis under present procedures for approval and construction of Capitol Hill buildings. Unlike other parts of the Capital City, neither the Fine Arts Commission nor the National Capital Planning Commission has authority over Capitol Hill architecture and development. A congressional inquiry in 1965 brought out the fact that there had been no planning for Capitol Hill development during the previous 8 years. And today, a long-range master plan still does not exist to guide development of Capitol Grounds and contiguous areas.

Construction on Capitol Hill seems inextricably steeped in controversy. Much of the cause of this situation can be attributed to the procedures that have been allowed to develop which are not in the best interests of the Capitol Hill area.

For example, most universities, towns, and cities of consequence have recognized the benefits of a master plan. Congress has insisted that comprehensive master planning be accomplished before Federal funds are granted for interstate highways, model cities, and other development programs. Yet no such plan exists for Capitol Hill.

> Why [one Congressman has asked] should this 131 acres known as Capitol Hill be excluded and denied the benefits of comprehensive master planning which Congress in its wisdom . . . felt was an indispensable condition to their spending a dime of Federal funds to help any city?

Congress should have an orderly plan for the development of the Capitol grounds and contiguous areas. The cost of creating an excellent plan would be far less than the amount which will be spent unnecessarily without one.

The Congress in the past has considered legislation to establish a Commission on Architecture and Planning. The Commission, to be composed of highly experienced professionals, would supervise the implementation of a master plan and would pass on the design of buildings on Capitol Hill. We believe the legislation has a great deal of merit. Accordingly, we strongly urge that the Commission on Architecture and Planning bill be reintroduced and enacted.

At this time, I would like to call upon George Hartman to comment on some additional aspects of the proposed west front extension.

George?

Mr. HARTMAN. Thank you.

PREPARED STATEMENT

I have a prepared statement which I would like to include in the record at this point.

Senator HOLLINGS. It will be included.

[The statement follows:]

STATEMENT OF GEORGE HARTMAN

We are now approaching the 100th anniversary of the first proposal to extend the West Front of the U.S. Capitol Building, first initiated by Thomas U. Walter when the unconventional character of this elevation first became apparent with the completion of the dome. There is, however, an important difference between the current proposal to destroy the last remaining facade of the original Capitol, now 144 years old, and Walter's plan of 1874. At that time the West facade, completed in 1829, was less than 50 years old. Walter himself had added the two wings in the 1850's and the dome during 1856-65. It was only logical that he and his immediate successors would propose bringing the building into a traditional, classical balance by extending the West Front. However, this possibility was permanently abandoned with the addition of the Olmsted terraces in 1884-92.

During the 1880's Olmsted made several studies for extensions to the West Front before deciding on the West terraces. In fact, his surviving drawings show almost every conceivable variation ever proposed by anyone, including the suggestions of Bulfinch, Walter, and Clark, in addition to his own. These studies ranged from major extensions of the facade to mere face-lifts achieved through the addition of pediments. Yet the terraces as built do not allow or provide for any extension of the West Front. Why did Olmsted, whose farsighted vision was large enough to include the design of Central Park in New York City, not allow for the extension of the facade when he executed the west terraces?

The answer lies in an analysis of the West elevation itself. Walter's dome is by far the most prominent and important aspect of the Capitol Building. Since Capitol Hill falls off rapidly to the west, any addition would project into the sight lines of the dome when seen from below and would lessen the present dramatic visual impact of the dome when seen from the west. The proposed

extension would destroy the delicate proportions that now exist between the Capitol dome and its supporting base. Furthermore, any addition would tend to unify the center with the two wings, and integrate the entire structure into one massive block. To see this effect, compare the regularity of the existing East elevation with the articulation of the existing West facade, while realizing that the current proposal pushes parts of the West Front as far in front of the wings as it is now behind them. (Demonstrated with drawings.)

The current massing of the Capitol is the result of a most fortunate series of accidents, as are many of the world's most successful monuments. It ranks with Renwick's Smithsonian, Mullet's State, War and Navy Building, and Meig's Pension Building, as being of unquestionable aesthetic value. No one would any longer seriously propose demolishing the Smithsonian to regularize the Mall, or remodeling the Executive Office Building to match the Treasury. Contemporary planning does not require stylistic continuity through the purging of the past. The Capitol's west elevation, deliberately preserved for over a hundred years following Olmsted's aesthetic decision, should not be destroyed through the relentless demands for space and efficiency, and then justified as being the realization of Walter's original plan.

The very real requirements for additional space can be met in other ways. Certainly, the current space requirements can be successfully met without sacrificing the West Front. Like it or not, this building is now a monument, albeit a working monument -- and there is no such thing as an efficient or economical monument. Any extension or alteration we make to this building will become a symbol of our attitude toward our heritage.

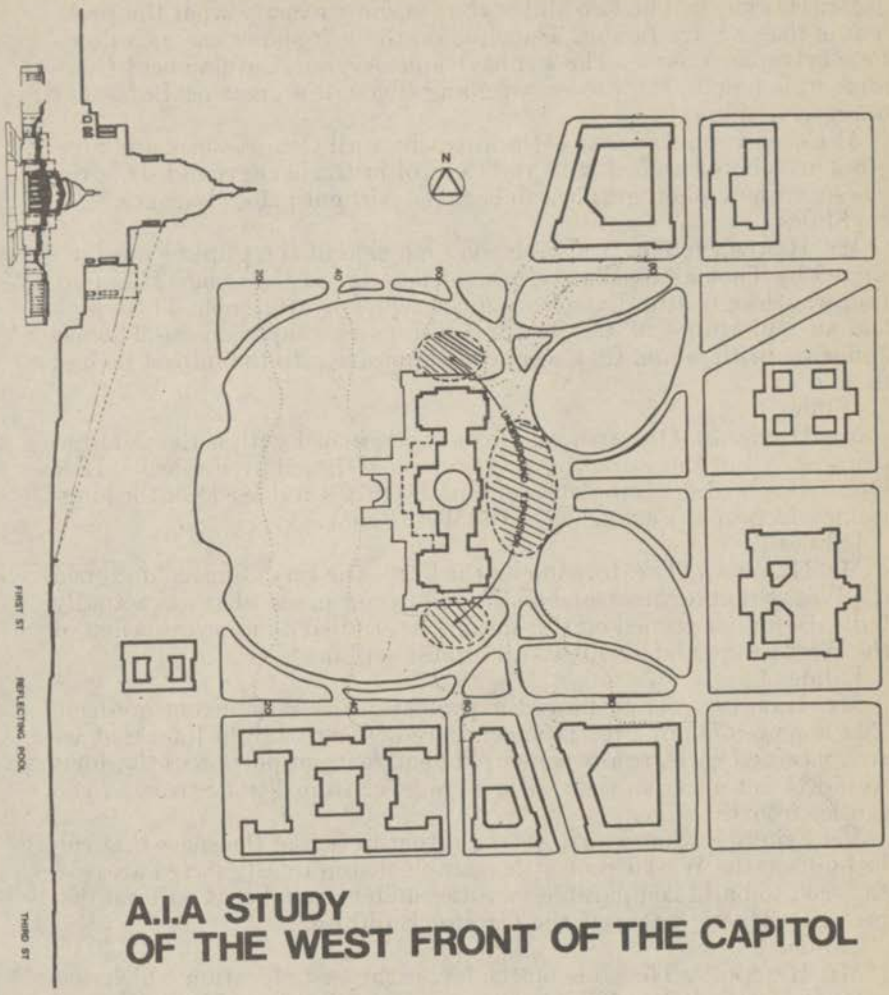
The most immediately apparent alternative to the extension of the West Front as currently proposed, is the development of an underground complex beneath Capitol Hill. Because it will not be seen, it offers the unprecedented advantage of allowing a symmetrical building to respond to an unsymmetrical

need for space. This approach, together with a much-needed remodeling and better utilization of existing spaces, promises to provide enough additional space for the foreseeable future. (This was clearly not the case in the extension of the East Front and is no more likely with that of the West Front.)

If the same space were dug into the hill alongside either side of the Capitol Building, the majority of the offices would be nearer the two chambers in terms of walking distance and travel time than they would be in the proposed West Front extension. Similar underground development beneath the East Plaza would provide space in flexible configurations to meet the differing needs of the Senate and House of Representatives.

Furthermore, it is unquestionably less expensive to build and operate underground facilities than it is similar ones above ground. This development, should it be accepted, is also consistent with meeting the service and communication needs of the entire Capitol Hill complex, while simplifying the problems of the existing surface traffic. Moreover, it is a thoroughly contemporary solution which, while providing exactly the space that is needed where it is needed, is also completely compatible with, and even respectful of, the past.

The current proposal to extend the West Front is historically, aesthetically, and monetarily wasteful. We recommend that the West Front be restored as soon as possible and that all new construction be deferred until it can be integrated into a long-range plan for all of Capitol Hill.



A.I.A STUDY
OF THE WEST FRONT OF THE CAPITOL

SLIDE PRESENTATION

[Slides.]

Mr. HARTMAN. The two slides you see show exactly what the problem is that we are facing. The slide on the left shows the axis down Pennsylvania Avenue. The Pennsylvania Avenue Development Commission is now in the process of going through a great deal of study to preserve this axis.

At the end you will note is the area where all Congressmen and Senators are photographed with the Capitol in the background. It is the one spot where photographs can be taken without prior clearance.

[Slides.]

Mr. HARTMAN. The two wings on each side of the Capitol were designed by Thomas U. Walter, who also designed the dome. This portion was designed by Latrobe and the center by Bulfinch. These men had an importance in architectural history is comparable to Thomas Jefferson, with whom they were contemporaries, to the impact he had in politics.

[Slides.]

Mr. HARTMAN. One area we are most concerned with is the Olmsted terraces. All of the work you see here was designed by Frederick Law Olmsted, who did a complete study in the 1870's and 1880's of the long-range effects of any extension of the West Front.

[Slides.]

Mr. HARTMAN. The drawing on the left is the way Olmsted designed the West Front terraces, and on the right you can see what was actually built. Before he settled on this design, he studied a major extension of the West Front, and dismissed all extension plans.

[Slides.]

Mr. HARTMAN. This shows the problem. The West Front addition that is now contemplated is shown in red. The two sight lines that we are concerned with are also shown. The entire lower portion of the dome would be cut off from the visitor's eye level from First Street, as you can see from the slide.

Very simply, what we are saying is that in lieu of the space that can be built on the West Front, it is possible, using totally paved areas to the east, to build comparable facilities underground that will not disturb the esthetic value of the Capitol Building.

[Slides.]

Mr. HARTMAN. The slide on the left is the east elevation which was extended in the late 1950's. Our point here is that the uniform line and massiveness of this east elevation are not shared by the existing west elevation. If the west elevation were extended, it would become a massive, solid, horizontal line.

[Slides.]

Mr. HARTMAN. To see the importance of this, let us take a look at Thomas U. Walter's plan of the extension. The current extension proposal varies from this only in that it does not extend as far as Walter's proposal.

On the right, you can see the clear expression of Senate, House, and dome connected by fairly light lines. All of this would be lost if the West Front were pushed out via extension.

Thomas U. Walter's 1874 plan is different from what is now being proposed. Besides, Walter had just finished adding the dome and the two wings. None of the work he was concerned with was any more

than 50 years old at the time. The work that Walter did is now a genuine antique, being presently over 100 years old.

[Slides.]

Mr. HARTMAN.The existing west front, showing the articulation that separates the wings from the center and the tremendous importance of the dome, which sits quite close to the front edge, is shown here. All studies throughout history have resisted anything that would cut into the sight lines of the dome.

The sketch on the right shows what would happen if the proposed west front extension were built.

[Slides.]

Mr. HARTMAN. Again, two slides showing what happens if the wings come forward and get in the way of the dome. This is a slightly misleading slide, but this shows what would happen if the west front were extended forward.

[Slides.]

Mr. HARTMAN. The real point, though, is not that the extension would be esthetically unsatisfactory and historically damaging to the building or even that it would be a waste of money. The extension that is proposed would make this the most expensive office building ever built, even exceeding the cost of the Rayburn Building.

The absence of a master plan for the entire Hill has allowed a service drive, shown in red, to be proposed across the west lawn. It is just about where the Architect of the Captiol's truck is located in the slide. It then turns back. As you can see, it comes forward and then turns back into the building.

This isn't the way to get food and trash in and out of the Capitol of the United States. It points up the need for a long-range plan that incorporates all needed service facilities.

[Slides.]

Mr. HARTMAN. The proposed west front addition is here shown in red. You can see that the proposed facility will spread over five to seven levels. The yellow arrows on the drawing on the right show existing underground subways to both the House and the Senate, as well as the area of the addition proposed.

You can see that there are several sites for underground facilities that would accommodate this same amount of space, on a good deal less than seven levels, without interfering with existing underground facilities.

[Slides.]

Mr. HARTMAN. For instance, beside the Senate lawn is a good area that could be used for a two-story below-grade addition. There has always been substantial underground activity on the Hill.

In case you did not know, the yellow line up here is the Pennsylvania Railroad track to the south, which was built right after the Civil War.

[Slides.]

Mr. HARTMAN. There is no limit to how far the underground expansion plan can be developed. Again, we are looking at the Senate side of a possible two-story underground addition. You could also consider using almost all of the paved areas, such as the east plaza, for additional underground facilities.

[Slides.]

Mr. HARTMAN. An underground expansion might well look like this. We can visualize small skylights being used for lighting.

[Slides.]

Mr. HARTMAN. The slide on the right is taken exactly at the point of the proposed cut. Again, it does seem like a sensible alternative to the proposed west front addition. You can see the possible connecting line from an underground expansion into the existing subways.

[Slides.]

Mr. HARTMAN. In reality, though, even this is a short-term solution. If you look at the slide on the left, the yellow area is potentially developable for levels of parking, for services, for transportation, for interconnecting subways to the office buildings on the House and Senate sides. It would provide the space that is needed in the future.

[Slides.]

Mr. HARTMAN. These two slides demonstrate that the vast bulk of new buildings have underground facilities that far exceed the above-ground area.

[Slides.]

Mr. HARTMAN. These are two simple examples. One is the Cornell University Library and bookstore.

The alternative we are proposing here—the underground expansion—is one that is often adopted by universities.

[Slides.]

Mr. HARTMAN. The slide on the left simply shows the saving of existing trees above an underground expansion at Tufts University.

[Slides.]

Mr. HARTMAN. There is a tradition in Washington of bright, airy, skylit spaces. The one on the left is the National Gallery of Art. The one on the right is the Pension Building.

[Slides.]

Mr. HARTMAN. The left slide shows the Ford Foundation. It is basically top-lit space. The Burlington arcade in London is shown on the right.

[Slides.]

Mr. HARTMAN. I hope we can continue to see this particular picture—that of the sun setting on the existing west front of the Capitol Building.

Thank you.

Mr. FEREBEE. If Congress determines that the pressing need for working space in the Capitol must be met in the near future, then we trust that our recommendations for expansion alternatives to the proposed west front plan be given full and careful consideration.

Our primary recommendations, however, are: (1) That the west front be restored immediately so that our country's heritage may remain for future generations to view; (2) that a comprehensive study be done of the needs and growth potential of Capitol Hill; and (3) that a master plan for development be prepared. In these activities, the American Institute of Architects again pledges its services and cooperation.

Senator HOLLINGS. Let me go first to Mr. Hartman. Your qualifications in a general sense are what?

Mr. HARTMAN. I am an architect in Washington, D.C., a partner in the firm of Hartman & Cox. We have a small, local practice in Washington. We have, however, a fairly extensive list of design and competition awards.

[The information follows:]

HARTMAN-COX ARCHITECTS
Partnership Resume'

PARTNERS
George E. Hartman, Jr.
Warren J. Cox

EMPLOYEES
Firm varies in size from four to eight employees including at least two registered architects in addition to the partners.

PRINCIPAL CONSULTANTS

Planning and Programming
Richard P. Dober
136 Boylston Street, Cambridge, Massachusetts

Structural Engineering
James Madison Cutts, III
1826 Jefferson Place, N.W., Washington, D.C.

Kraas and Mok
1728 N Street, N.W., Washington, D.C.

Mechanical Engineering
Smith & Faass, Inc.
12221 Parklawn Drive, Rockville, Maryland

Syska & Hennessy, Inc.
1720 Eye Street, N.W., Washington, D.C.

Landscape Architecture
Lawrence Halprin, San Francisco, California

Zion & Breen Associates, New York City

Civil Engineering
Associated Engineers, Washington, D.C.

Environmental Impact Statement
Rivkin-Carson, Inc., Washington, D.C.

COMMISSIONS
Principal commissions include residential, commercial, recreational, educational, institutional, planning and interior design and range in cost from $25,000 to $10,000,000.

COMMISSIONS INVOLVING RESTORATION, REMODELING, PRESERVATION OR ADDITIONS TO EXISTING HISTORIC STRUCTURES

Conversion of Victorian townhouses to
Law Offices - Restoration of facades
1519-21 New Hampshire Ave.,NW 1964

Restoration and remodeling of Victorian
multi-unit dwelling for
Mr. and Mrs. G. Hartman
2236 Decatur Place, NW 1965

Conversion of Victorian townhouses to
offices for the Hon. Jas. Symington
1310 19th Street, NW 1966

Remodeling and rehabilitation of
Victorian rooming house for
the Estate of O.S.Cox
2201 Mass. Ave.,NW 1967

Remodeling, rehabilitation and addition
to Victorian house for
Mr. and Mrs. R. Scheman
3322 Newark Street, NW 1968

Rehabilitation of Victorian house
3204 Highland Place, NW 1968

Conversion of Victorian townhouses
to offices (Project) for Nat'l
Council of Architectural Registration Board
1625 New Hampshire Ave.,NW 1969

Conversion, rehabilitation and restoration
of Victorian townhouse to
Headquarters building for
Washington Metropolitan Chapter, A.I.A.
1777 Church Street, NW 1969

Conversion and restoration of 1805 Federal
townhouse for use as own offices
and rental unit
1071 Thomas Jefferson St.,NW 1969

Remodeling and addition to Victorian townhouse for Mr. and Mrs. W. Cox (Project) 3024 Cambridge Place, NW	1969
Remodeling and rehabilitation of Victorian townhouse for Mr. and Mrs. F. Hodsoll (Project) 3037 "O" Street, NW	1970
Remodeling, rehabilitation and restoration of Colonial townhouses for Mr. and Mrs. Wm. Crocker 3331-3333 P Street, N.W.	1970
Restoration and remodeling of Victorian townhouse for Mr. and Mrs. W. Cox 3111 N Street, NW	1970
Remodeling, restoration and addition to Victorian townhouse for Mr. R. Van Roijen (Project) 1416 33rd Street, NW	1971
Restoration and conversion of remaining Dodge Warehouse 1004 Wisconsin Ave.,NW	1972
Remodeling and addition to 19th century tenant farmer's house for Mrs. P. Saltonstall Rappahannock County, Md.	1972
Remodeling and addition to Victorian house in Cox's Row for Mr. & Mrs. David Kenney 3024 Q Street, NW	1972
Feasibility study and proposed remodeling of the public spaces of the National Archives Building	1972
Remodeling of the dormitory facilities the Cosmos Club 2121 Massachusetts Ave.,NW	1972
Addition of Visitor Center to Washington Monument, Washington D.C.	1973

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GEORGE E. HARTMAN, JR. — PERSONAL RESUME'

EDUCATION

Princeton University	B.A. 1957
Princeton University	M.F.A. 1960

EXPERIENCE

Architect, Princeton University Archeological Expedition to Morgantina, Italy	1960
Keyes, Lethbridge and Condon, Architects Washington, D.C.	1960-1964
George E. Hartman, Jr. Architect Washington, D.C.	1964-1965
Partner, Hartman-Cox Architects Washington, D.C.	From 1965

PROFESSIONAL ACTIVITIES

"Evolution of Contemporary Chairs", Exhibit at the Washington Gallery of Modern Art	1964
"Tomorrow's Architecture", Lecture at the Producers' Council	1965
Editor, Bulletin Wash. Metr. Chapter, A.I.A.	1966-1968
"Towards a Technological Architecture", Lecture at the Carnegie Institute of Technology	1967
"Remodeling Victorian Architecture", Lecture at the Capitol Hill Restoration Society	1968
"Contemporary Washington Architecture", Lecture at the Corcoran Gallery of Art	1969
Design Critic and Faculty Member, School of Architecture, Catholic University of America	1964-1969
Director at Large, Wash. Metro. Chapter, A.I.A.	1969-1971
Design Critic, School of Architecture, University of Maryland	1972-1973
Treasurer, Wash. Metro. Chapter, A.I.A.	1972
Member, A.I.A. Committee On Design	1972-1973
Secretary, Wash. Metro. Chapter, A.I.A.	1973
Chairman, Custom Home Jury A.I.A. Homes for Better Living Competition	1973

MEMBERSHIP

Registered Architect: District of Columbia, Maryland and Virginia.
Member, National Council of Architectural Registration Boards.
Corporate member of the American Institute of Architects.
Member, Cosmos Club, Washington, D.C.

A W A R D S

Board of Trade for the District of Columbia — 1967
Award for Excellence in Architecture
Tager Residence
Bethesda, Maryland

Potomac Valley Chaper of the A.I.A. — 1968
Biennial Awards Competition
First Honor Award
Brewer Residence
Chevy Chase, Maryland

Board of Trade for the District of Columbia — 1969
Award for Excellence in Architecture
Fairfax Village Recreation Center
Washington, D.C.

American Institute of Architects — 1970
Community and Junior College Design Awards:
Award of Merit
Master Plan for Mount Vernon College
Washington, D.C.

American Institute of Architects — 1970
National Honor Awards Program:
Honor Award
Brewer Residence
Chevy Chase, Maryland

Potomac Valley Chapter of the A.I.A. — 1970
Biennial Awards Competition
Honor Award
Tennic Club for Saint Alban's School
Washington, D.C.

Potomac Valley Chapter of the A.I.A. — 1970
Biennial Awards Competition
Honor Award
Chapel for Mount Vernon College
Washington, D.C.

Potomac Valley Chapter of the A.I.A. — 1970
Biennial Awards Competition
Honor Award
Leventhal Residence
Washington, D.C.

AWARDS (Continued)

American Institute of Architects — 1971
Community and Junior College Design Awards:
Honor Award
Chapel for Mount Vernon College
Washington, D.C.

American Institute of Architects — 1971
National Honor Awards Program:
Honor Award
Chapel for Mount Vernon College
Washington, D.C.

Board of Trade for the District of Columbia — 1971
Award for Excellence in Architecture
The EURAM Building
Washington, D.C.

Board of Trade for the District of Columbia — 1971
Award for Excellence in Architecture
Chapel for Mount Vernon College
Washington, D.C.

A.I.A. - B.M. & P.I.U. — 1972
First Annual Louis Sullivan Award

Potomac Valley Chapter of the A.I.A. — 1972
Biennial Awards Competition
Honor Award
The EURAM Building
Washington, D.C.

Potomac Valley Chapter of the A.I.A. — 1972
Biennial Awards Competition
Honor Award
Dormitory for Mount Vernon College
Washington, D.C.

Potomac Valley Chapter of the A.I.A. — 1972
Biennial Awards Competition
Award of Merit
Public Stable,
Rock creek Park
Washington, D.C.

PRINCIPAL PUBLICATIONS

Potomac Magazine of the Washington Post "Five Washington Area Architects"	Sept. 18, 1966
Architectural Forum Magazine "Public Parks Go Private"	April 1967
Potomac Magazine of the Washington Post "A New Look for District Playgrounds"	June 18, 1967
American Home Magazine Symington Residence	November 1967
New York Times Magazine Symington Residence	December 24, 1967
American Home Magazine Hartman Residence	Jan.-Feb., 1968
Potomac Magazine of the Washington Post Scheman Residence	March 10, 1968
House Beautiful Magazine Symington Residence	May 1968
Progressive Architecture Magazine Master Plan for Mount Vernon College	August 1968
Potomac Magazine of the Washington Post Hartman Residence	March 16, 1969
House and Garden Magazine Brewer Residence	April 1969
American Home Magazine Scheman Residence	May 1969
Potomac Magazine of the Washington Post Symington Residence	June 1,1969
Potomac Magazine of the Washington Post Symington Kitchen	July 20,1969
Potomac Magazine of the Washington Post Cox Residence	August 17, 1969
New York Times Magazine Hartman Residence	August 24, 1969
Sunday Magazine of the Washington Star Brewer Residence	October 5, 1969
Architectural Forum Magazine Fairfax Village Playground and Building	October 1969
House Beautiful Magazine Hartman Residence	November 1969

New York Times Magazine Cox Residence	November 16,1969
Potomac Magazine of the Washington Post Tager Bathroom	November 23,1969
Potomac Magazine of the Washington Post Scheman Residence	December 7, 1969
Potomac Magazine of the Washington Post Hartman-Cox Offices	February 15,1970
House and Garden Magazine "Building Guide" Brewer Residence	Spring-Summer 1970
The Washington Post The EURAM Building	March 13, 1970
AIA Journal, "AIA/AAJC Design Awards" Master Plan for Mount Vernon College	April 1970
House Beautiful Magazine "Decorating" Hartman Residence	Spring 1970
AIA Journal Master Plan for Mount Vernon College	May 1970
AIA Journal, "National Honor Awards" Brewer Residence	June 1970
Sun Magazine of the Baltimore Sun Hartman Residence	Aug.23, 1970
Architectural Record Chapel for Mount Vernon College	February 1971
AIA Journal, "National Honor Awards" Chapel for Mount Vernon College	February 1971
House and Garden Leventhal Residence	March 1971
Architectural Forum Chapel for Mount Vernon College	March 1971
Potomac Magazine of the Washington Post Brewer Residence	April 11,1971
AIA Journal "National Honor Awards" Chapel for Mount Vernon College	June,1971
The Washington Evening Star The EURAM Building	October 12, 1971
The Washington Post Hartman-Cox Architects	October 21, 1971

Architectural Forum — May, 1972
The EURAM Building

Progressive Architecture — June, 1972
Dormitory and Plan for
Mount Vernon College

The Washington Post — September, 1972
"Sullivan Award for Architecture"

Young Designs in Color — 1972
Barbara Plumb
Viking Press
Hartman & Cox Houses

AIA Journal "Hartman-Cox Wins First — October, 1972
Sullivan Award, Praised for Preserving
Visual Unity"

The Architectural Forum — October, 1972
"A New Award for Masonry Design"

Architectural Record — December, 1972
"Young Architects on Their Own"
Tennis Stadium & Facilities

Fortune — February, 1973
"A Bold New Style in Office Buildings"
The EURAM Building

AL MAJAL (U.S.I.A. Arabic Language Publication) Spring 1973
"Better Shapes for Better Living"

Potomac Magazine of the Washington Post — April 1,1973
Walker Deck

PRINCIPAL COMMISSIONS

RESIDENTIAL COMMISSIONS

Additions	Symington Residence Washington, D.C.	1965 & 1968
Vacation Residence	Symington Residence Boca Grande, Florida	1966
Addition	Tager Residence Bethesda, Maryland	1966
Residence	Walinsky Residence McLean, Virginia	1968
Residence	Brewer Residence Chevy Chase, Maryland	1968
Addition	Leventhal Residence Washington, D.C.	1969
Addition	Crocker Residence Washington, D.C.	1970
Residence	Carmichael House Annapolis, Maryland	1971
Addition	Watts Residence Washington, D.C.	1971
Addition	Kenney Residence Washington, D.C.	1972
House & Stables	Saltonstall Farm Rappahannock Ct.,Virginia	1972
Residence	Conant Residence Bethesda, Maryland	1972
Residence	Walker Residence St. Mary's County, Md.	1973

COMMERCIAL COMMISSIONS

Offices	1519 New Hampshire Ave Washington, D.C.	1964
Office Building	1310 19th St.,N.W. Washington, D.C.	1966
Office Building	21 Dupont Circle, N.W. Washington, D.C.	1970
Dodge Center Office & Shopping Complex	1000 Wisconsin Ave.,N.W. Washington, D.C.	1972

RECREATIONAL COMMISSIONS

Park Shelters	Society for a More Beautiful Capital, Inc.	1967
Fairfax Village Recreational Center	National Park Service Washington, D.C.	1968
Stable	National Park Service Washington, D.C.	1970
Tennis Stadium	Washington Area Tennis Patrons, Wash., D.C.	1971

EDUCATIONAL COMMISSIONS

Tennis Club	Saint Alban's School Washington, D.C.	1969
Chapel	Mount Vernon College Washington, D.C.	1969
Gate House	Mount Vernon College Washington, D.C.	1969
Dormitory	Mount Vernon College Washington, D.C.	1970
Student Lounge	Saint Alban's School Washington, D.C.	1972

INSTITUTIONAL COMMISSIONS

Ball Room Addition	Embassy of Saudi Arabia Washington, D.C.	1966
Offices	Nat'l Council of Architectural Registration Boards, Washington, D.C.	1967
Renovation of Headquarters	Washington Metro. Chapter, A.I.A.	1970
Visitor Center for Washington Monument	National Park Service Washington, D.C.	1973

PLANNING COMMISSIONS

Long Range Development Plan for Mount Vernon College	Mount Vernon College Washington, D.C.	1967
Programming & Planning Study for new French Chancery	French Embassy Washington, D.C.	1972
Programming, Planning & Design Study for Army Service Clubs	Office of Chief of Engineers, Dept. of Army	1973
Planning Study for Public Spaces	National Archives Washington, D.C.	1973

INTERIOR COMMISSIONS

Residence	Symington Residence	1968
Residence	Leventhal Residence	1969
Chapel	Mount Vernon College	1969
Offices	Wash.Metro Chapter AIA	1970
Gate House	Mount Vernon College	1970
Dormitory	Mount Vernon College	1971
Offices	EURAM Corporation	1971
Offices	Cox, Langford & Brown	1972
Residence Rooms	Cosmos Club	1973

UNDERGROUND WORK

Senator HOLLINGS. Have you ever engaged in underground work?

Mr. HARTMAN. We have just been commissioned by the National Park Service to do an underground addition for the Washington Monument.

Senator HOLLINGS. What about restoration work? Have you ever engaged in that?

Mr. HARTMAN. We have, indeed. In fact, the bulk of our work is the restoration of Georgetown houses. We have converted a number of buildings from one use to another. That is, we have taken historic buildings and converted them to small office buildings.

Senator HOLLINGS. You attested to the fact that Mr. Olmsted at the time of the design of the Olmsted terraces studies a proposal for the west front extension and rejected it. Can you elaborate on that? Why were they thinking way back then of extending the west front?

Mr. HARTMAN. Thomas U. Walter completed his plan in 1874. At that time, the extension was a more logical plan.

Senator HOLLINGS. Were they proposing the extension for space needs?

Mr. HARTMAN. Yes, I believe they were proposing the extension for space needs.

Senator HOLLINGS. At that time they were?

Mr. HARTMAN. Yes, I believe they were.

Senator HOLLINGS. Historically, were they committee rooms? What type of an extension was this?

Mr. HARTMAN. I don't know what was envisioned for the interior. I do know that the plan of 1874 does exist. I showed a slide that was actually a tracing of that plan.

Senator HOLLINGS. But the breakdown of the rooms and what the occupancy was to be was not shown in the plan? Is there any historic debate on that or records within the congressional branch to show any discussion whatever or record made as to the usage?

Mr. HARTMAN. I think this may not be quite relevant, because at this time there were a number of other things that were in the Capitol. It contained the Supreme Court and the Library of Congress. I am not sure when all of these bodies actually moved out. The problem we now have is not directly related to that. At that time the Capitol housed practically the entire Government.

Senator HOLLINGS. Why was it rejected?

Mr. HARTMAN. I can provide a quote in a letter to Montgomery Meigs wherein it was rejected.

Senator HOLLINGS. Can you get a photostat of this for us? I would like to include it into the record.

ARTICLE FROM WASHINGTON POST

Mr. HARTMAN. I have it here. It is in an article from the Washington Post by Prof. Charles C. McLaughlin, who is editing the Olmsted papers.

[The information follows:]

THE WASHINGTON POST
Tuesday, April 25, 1972

Capitol Extension Plan

Why Destroy a National Masterpiece?

By Charles C. McLaughlin

THE DREAM of extending the central portion of the United States Capitol another 44 feet towards the Mall is nearly 100 years old. Thomas U. Walter, architect of the present dome and the wings for the Senate and House, proposed such a marble addition in 1874. What is new about the present plan is that it will destroy the present terrace, completed in 1890, which Frederick Law Olmsted first proposed in 1874.

The Olmsted terrace is the third attempt to solve an aesthetic problem of which few tourists or members of Congress are aware. The west front of the U.S. Capitol juts out over the crest of Capitol Hill so that it presents a four story facade towards the Mall. This is not only unclassical, but it does not match the three story facade of the east side of the building because this subbasement level is visible above the ground. To hide this embarrassing subbasement, Charles Bulfinch heaped a great earth embankment or berm all around it, leaving a courtyard inside to allow light and air to the subbasement windows. Walter continued this embankment around the subbasements of his House and Senate wings, which were built in 1867.

Frederick Law Olmstead was commissioned landscape architect of the Capitol grounds in 1874. He suggested that the unkempt earth embankments should be removed and replaced by a 50 foot windowless stone platform that would add an effect of stability, endurance, and repose to the Capitol by giving it a handsome foundation. Behind these blank walls there are now 137 rooms lighted with windows facing an interior courtyard and skylights built into the walkways above. The Senate Committee on Buildings and Grounds suggested that the walls facing the Mall should be pierced with windows. But Olmstead testified that the windows would ruin the effect he had intended. It would be like punching holes in a dam. The solidity of the blank walls and terrace, he said, is to counteract any sense one might have that the Capitol, perched over the edge of the hill, was about to slide down it. He provided only seven archways in the center section between the two great stairways. Six of these, against the advice of Olmsted, have been made into tall windows.

The Commission on the Extension of the Capitol seems to have forgotten the reason why Walter Bulfinch and Olmstead insisted on windowless platforms to enhance the monumental effect of the west side of the Capitol. The commission's plan is to embellish the terrace with 36 tall square windows to give the occupants of four private dining rooms, two restaurants, and some hideaway offices a sweeping view down the Mall towards the Washington Monument. It is hard to see these windows in the model of the extended Capitol which is on display in Statuary Hall. But they will glitter in the western sun and, lighted up at night, will make the west front of the U.S. Capitol look like a five story wedding cake, nearly twice the height as the east front.

Another feature of the Commission's plan, which might easily escape notice, is the service road which will be cut across the west lawn. It will allow large trucks and service vehicles to pass under the middle section of the terrace to stop at truck docks placed under the stairways. The former Architect of the Capitol, J. George Stewart, was unable to persuade Congress to build underground truck facilities below the east plaza when the east front was extended and therefore added them to his west front scheme. Close scrutiny of the plan for the roadway level of the terrace discloses that there are 9,052 square feet of "unassigned public space" between the truck docks. This appears to be intended as a large, all-weather bus terminal for the seven million or more tourists who visit the building every year.

This cannot be hidden by bushes and trees and will spoil the carefully planned effect of monumental dignity Olmstead's landscaping and great terrace has achieved.

An unexpected dividend from my Olmsted research has been the discovery of Montgomery Meig's letters discussing the Walter plan to extend the west front of the Capitol in 1875. In these, written to Olmstead and Senator Justin Morrill, the former engineer in charge of the construction of Walter's dome and the new Senate and House wings, argued that it would be "an error to extend the central portions of the old building, thus hiding the further wing in oblique views and spending money to diminish the apparent magnitude and grandeur of this noble building." Applying his argument to the present extension plans, one realizes that the projection of the central facade 44 feet to the west would cut the building in half when seen

from the side because the extended center section would block a view of the further half of the Capitol. One would miss the Senate when viewing the Capitol from the House side and vice versa. Olmsted, who had to accommodate the provisionally accepted Walter plan into his terrace design, admitted to Meigs that "as to the west portico, I thought that a reduction from the assumed projection of 40 feet beyond the line of the present wall would be better than any addition to it." When shown one of the Meigs letters, even Walter acknowledged that the author had made "many well-studied points."

Looking at the model of the extended Capitol it is hard to realize that the Capitol is situated at the top of a steep slope. The fact that one views the real building from below means that any projection of the building will be emphasized far more than if it were placed on a flat surface. The building already presents a massive appearance on the edge of Capitol Hill. A projection of its center would accentuate the central portico and diminish the importance of the dome. The extended central facade with the proposed peaked rather than present flat, pediment would obscure much of the lower part of the dome in a close view. To see as much of the dome as one now does, one would have to back down to the foot of the hill.

The earlier proposal to expand the Capitol building was abandoned when the Library of Congress was built in 1897. The various House and Senate office buildings and the Supreme Court Building diminished the demand for space in the Capitol building itself. In the past 20 years, however, the east front extension was built—a marble reproduction of the original sandstone facade. The extension of the west front proposed by Stewart has so far been averted not only for reasons of economy, but also to preserve the original Bulfinch west front facade. Now there is also an increasing awareness of the genius of Olmstead, who gave the Capitol a setting which is a happy blend of formal and informal landscape. The awareness, coming as it does in Olmstead's sesquicentennial year, must culminate in saving his terraces.

There are other ways of solving the practical problems of what to do with seven-million tourists, where to place truck docks, and how to meet the demand for office space. There is no reason to destroy a national architectural masterpiece for a questionable expediency.

Senator HOLLINGS. When will those papers be published?

Mr. HARTMAN. Hopefully this fall. However, the material can be obtained from Professor McLaughlin at the American University.

Senator HOLLINGS. Since you attested to the restoration work, have you ever heard of a man by the name of Kenneth Eisenberg or the Universal Restoration, Inc.?

Mr. HARTMAN. I have heard of both. I believe that company is probably the leading restoration contractor in the world. We were referred to them for some work we were doing for the National Park Service.

Senator HOLLINGS. Please elaborate on that a little. I heard his testimony yesterday. I wanted to make sure what architects in the field thought of Universal Restoration, Inc. and Kenneth Eisenberg.

Mr. HARTMAN. I think the most significant job he has done is the restoration of the Renwick Gallery here in Washington. That worked out incredibly well. They were able to restore it correctly and the building is now stabilized and preserved forever.

He is very good. One of the things about that firm is that they have successfully developed rather advanced techniques in the past few years which have gone beyond the bounds of pressure grouting.

Senator HOLLINGS. Are those techniques of such usage in provable capacities now to be accepted by architects like yourself and the American Institute of Architects? Or are they considered still tenuous and doubtful or are they proven as you see it?

Mr. HARTMAN. There are some of each. Many of them are proven to the point where we are now adopting them for institutional structures.

Senator HOLLINGS. I wish you had been here yesterday to hear him, so I could ask you about some specifics on it. However, he was talking about the use of synthetic materials like fiberglass. Is that an accepted approach to restoration work, in your judgment, with respect to preservation and restoration of the west front? What would be your comment about the use of those kinds of materials?

Mr. HARTMAN. Many of the materials that he uses now in restoration have been proven. While his methods are new to restoration, not all of them are new to construction. We have had, in some cases, 40 to 50 years of experience with some of these methods he is using, but in the construction of new buildings. We think they are fairly well proven.

Senator HOLLINGS. With respect to the structural durability, would you recommend the employment of such materials?

Mr. HARTMAN. Yes; I would.

Senator HOLLINGS. He said the cost would be relatively cheaper. We were talking in terms of the report of the Praeger-Kavanaugh-Waterbury people, an estimate of about $15 million of the restoration of some 2 years ago.

In terms of that, he said it could be done cheaper than $15 million with those kinds of materials. Does he sound logical and reliable to you or would you have any judgment at all?

Mr. HARTMAN. I think he is logical and I think he is reliable. With regard to the estimate of restoration costs, we feel very strongly that the Praeger report is a conservative report.

Senator HOLLINGS. However, you use conservative in a different view than you would use it politically. In other words, you think they put in every contingency possible and they gave a very liberal figure, that is a high figure, so that therefore, it is a conservative report in toto?

Mr. HARTMAN. That is right. I think it is very safe. It is not based on using Mr. Eisenberg's methods. It is based on using fairly traditional methods. Again, this is a safe approach.

Senator HOLLINGS. The underground construction that you just demonstrated to the subcommittee, would that be cheaper or about relatively the same cost or more expensive as the new construction for the extension than the extension projected now by our Capitol Architect, using the $60 million figure?

Mr. HARTMAN. I think it is unquestionably less expensive. There are two ways we could see how this might come about. The cost of the marble facade alone for the proposed extension is roughly equivalent to the cost of an average office building. It will cost between $22 and $27 a square foot, using the $60-million breakdown, to include the marble. You can build a downtown Washington office building for about that cost. The point is if you build underground you would not need this marble facade.

Another very important consideration is that when you build above ground and wrap the addition tightly to an existing, neoclassic building, then the addition develops certain inefficiencies. That would not happen in a belowground addition which does not have to correspond to anything except the pragmatic requirements of Congress.

This factor is also worth about the cost of an average office building, or about $20 a foot, which is lost through the sheer extra space required to meet the monumental planning requirements of the existing building.

So I think if both of those factors could be eliminated, it would result in a saving of the third of the cost of the proposed addition.

Senator HOLLINGS. You have shown these pictures. Would you review the capitol and go over it in detail as the task force did some year and a half ago? This task force, as I understand it, came to Washington during the summer of 1971. They gave their report in September of 1971.

Have you reviewed the condition of the west front and made any other studies since that time?

Mr. HARTMAN. All of this was done within the last few months.

STONE AND STRUCTURAL INTEGRITY

Senator HOLLINGS. Mr. Ferebee, there was one question that came to mind in your statement on page 2, where you stated, "we believe the original sandstone walls of the west front should remain forever." Could they do so structurally?

Mr. FEREBEE. We believe that the Praeger Report is a sound engineering study. I have not made structural calculations myself. So I can only base my comments on the judgment of our task force which studied the engineering aspects. The task force report which we filed with you speaks directly to the subject of both the stone and the structural integrity of the wall.

We believe the findings there are sound and are based on good engineering practice.

Senator HOLLINGS. Do you believe the west wall at the present time is dangerous?

Mr. FEREBEE. From my reading of the report and study of the report, I do not believe so. It appears that the cracking that exists now is principally thermal cracking. It is not settlement cracking. If that is the case, I don't believe the wall is dangerous. But I am basing this on a study made by others.

Senator HOLLINGS. Have you had any experience in restoration work down there?

Mr. FEREBEE. No, sir. My firm has not participated in restoration work.

Senator HOLLINGS. What about Mr. Eisenberg and his group? Have you heard of him or similar firms engaged in restoration work? I am trying to find something about their competence and general reputation with the American Institute of Architects.

Are they generally considered good, reputable, reliable type organizations or are they just some fly-by-nighters that could come in and do a good job here or mess up later on, or what? Universal Restoration, Inc., is the name of the firm.

Mr. FEREBEE. Not being familiar with the Washington scene, I was not familiar with Mr. Eisenberg until I heard about yesterday's testimony. I began to ask questions.

Every reply I got was that his firm is very well respected in this field. Mr. Eisenberg is a consultant to the Rome Center. They restored the Renwick Gallery and have done considerable restoration work abroad, as well as in this country. I understand they have a very good reputation in this field.

COMMITTEE ON THE PRESERVATION OF THE NATIONAL CAPITOL

Senator HOLLINGS. In the testimony on Monday the Architect of the Capitol stated that the AIA in 1958, when fighting extension of the east front, advocated an extension of the west front. Is this true?

Mr. FEREBEE. No, sir. This quotation was taken out of context from a report in 1958, in our memo, which is the AIA newsletter that goes to our members. It was reporting a news item that a Committee on the Preservation of the National Capitol had been established. It was not an AIA committee. This committee did have some members of AIA and others, such as leading architectural historians. In attempting to establish their position in opposition to the extension of the east front of the Capitol, they made this statement.

This Preservation Committee—as I say, this was not an AIA committee—did not advocate an extension of the west front but proposed "leaving the east front alone and expanding on the west side of the building."

I point out again this was a news report in our memo and not a position of the AIA Board or its membership.

Senator HOLLINGS. During the House debate on the west front it was stated that the question of extension had only come up once at the national AIA Convention.

POSITION OF AIA

Would you give us a brief summary of the AIA's involvement on this issue?

Mr. FEREBEE. Yes, sir. The Institute's position has been acted on in some form before a total of seven national conventions. The first resolution was in 1955. If I might read it.

Resolved, That the American Institute of Architects in convention assembled registered with the Congress its strongest opposition to the alterations of the external form of the national Capitol and urged the Congress to preserve intact the authenticity and integrity of the Capitol as the nation's greatest historic monument, and be it further resolved that The American Institute of Architects offered its services to the Congress through a committee of distinguished and unbiased architects, who would advise as to how to obtain more space without sacrificing the priceless historic value.

That was in 1955.

In 1957 the Centennial Convention in Washington passed another resolution that dealt primarily with the east front, which was under discussion at that time.

In 1966 a resolution was put before the delegates calling for the exterior of the Capitol to remain unchanged. There was considerable debate. The architects who were working on the project came before the convention and made a personal plea. They claimed that we were questioning their work and so on, and a resolution was made to table the resolution. There was no further debate.

Later in the convention the resolution was put back on the floor calling again for the establishment of a master plan and the Commission on Architecture and Planning. That was passed with only two nay votes.

Since then our conventions in 1967 and 1969 and the one this year, 1973, approved the reports of our Board which indicated that we were opposing the extension of the west front.

Actually, I don't know if the Senate is getting a lot of mail yet, but I know the House got it. You can simply look at the amount of mail from architects and see how solidly they feel on this issue.

Of course we couldn't have 24,000 members without having a few that disagreed. If they didn't, I would question their integrity. But the vast majority are in support of our position.

LETTER BY NATIONAL TREASURER, AIA

Senator HOLLINGS. Would you like to comment on the actions of one of your AIA officers who has urged the Members of Congress to disregard the AIA's position on the west front?

Mr. FEREBEE. Our National Treasurer wrote a letter to a Member of Congress and stated, I can't quote him exactly, but in effect said he had not made up his mind, but he felt our position was based on emotion rather than rational study. And he urged the Congress to give rational study to this issue.

I would like to point out that our position is based on anything but emotional considerations. I don't know of anything since I have been involved at the national AIA level, and that is about five and a half years, that we have given as much soul-searching and evaluation. Two separate committees of outstanding people studied this question, one before the Praeger Report and one again after the Praeger Report.

To insure fairness, we invited the Architect of the Capitol, George White, to come before our executive committee and present the proposal, show us the models, and so on.

After that the executive committee reaffirmed its position with one abstaining vote, our Treasurer. I failed to mention this when you

asked the question earlier, but our board of directors in March and May of this year approved unanimously the statements that we made to the House of Representatives on this issue.

So I feel that we have pretty solid support.

PRESENTATION OF PROJECTED EXTENSION

Senator HOLLINGS. You bring to mind when you say present, that is an interesting little presentation that the Architect of the Capitol makes in presenting of the model, but it doesn't give the perspective that the Department gave of pedestrian down around the front part of the Mall, looking up at the Capitol and the view that would be blocked.

How could I correct it to make it a more accurate representation, just draw the little figures down?

Mr. FEREBEE. You could plot the point a person would be standing at at a certain distance and get a camera and take a shot of the model from that position.

Mr. HARTMAN. It would be fairly easy to do if the model's glass case were removed.

Senator HOLLINGS. Maybe I will have to get you to elaborate on that model for us, because that is one of the good acts. We like pictures and models and toys. Mr. White comes in and presents this model and everything, it looks beautiful, but it doesn't relate to those old third terraces, which I think are so vital.

Do you have any suggestion, Mr. Hartman, about how we should do that?

Mr. HARTMAN. It would be possible to take a picture, if the case were removed from the model, from the exact place in relation to the model, as it would be, say, from First Street.

We could compare the two photos. The changes in the proposed west front extension are more important than you would first perceive by looking at the model. Not only has a pediment been added, but the terraces have been made wider. Of necessity, an extra bay has been added as well. So it is considerably different. We would be glad to take those pictures for you.

Senator HOLLINGS. Would you do that for me?

Mr. HARTMAN. It is simply a question of getting the case removed from the model so we could set up the camera.

I am speaking of the model in Statuary Hall. That shows the west front, as I understand it, in its proposed extended form.

Senator HOLLINGS. If you have any trouble with access, let me know.

PROPOSED COST OF EXTENSION

What about the $15 million cost? Can either of you gentlemen elaborate on that? Are we in the ball park or out of it with respect to $15 million; ergo, the $30 million cost used by the Architect of the Capitol for restoration? What would be a relatively sound figure and what kind of contract could be obtained?

In this particular issue, we get one argument that the cost is way above, it is double, $30 million. On the other hand, we hear you can't get there from here, that nobody in the world will give you a contract.

I want you as practicing architect to tell this subcommittee about that particular cost figure? Comment on it, whether it is liberal or conservative, and on how you would go about getting a restoration contract within a figure that you think would be reasonable?

Mr. FEREBEE. Maybe both of us ought to attempt to answer your question. As I said, the AIA Task Force feels after its study that the figures in the Praeger Report are conservative. Using "conservative" in the sense that they are on the safe or high side, they believe that Praeger had allowed for every contingency in the prices quoted.

We have gone through a very sharp inflation in the building industry, as I am sure you are aware. That being the case the cost could be up as much as 20 percent from 1970.

It is my judgment, based on what the AIA Task Force came up with and what the Praeger report says, that the $15 million figure is well in the ball park.

As far as getting a fixed price, we feel that it is very difficult when you go to tearing into any past construction. You are not sure what you are going to run into. We propose in our statement that you bid the profit and overhead and do the rest of the work on a cost basis, which is the way the White House restoration was done.

We believe we could get contractors to give you an upset or maximum price under those circumstances. But, hopefully, the cost would run considerably less doing it on a time and material basis rather than letting contractors guess and plan for a price to cover every possible contingency.

Senator HOLLINGS. Is that an accepted procedure of the trade?

Mr. FEREBEE. Yes, sir. It is done quite frequently, not only for restoration, but for many other kinds of work.

Senator HOLLINGS. If we did it that way, you are talking now about an upset figure, which would be at the say 20-percent increase cost from the $15 or $18 million?

Mr. FEREBEE. Senator Hollings, of course I did not make the study. It is my opinion that it would be fair assuming the study is valid and it appears it is, having been made using sound judgment and good techniques. Without making an actual estimate myself, of course, I could not guarantee that price.

Senator HOLLINGS. Mr. Hartman, what would you comment on the amount and also the bidding procedure?

Mr. HARTMAN. I think the figure of $18 million, which is an escalation of the Praeger Report estimate, simply due to inflation, is probably a good base to work on. This does not reflect any of the possible savings as a result of new techniques that have become increasingly adopted in the last few years.

The right way to do a job of this complexity is to bid the overhead and profit and to do it on a cost basis.

This is the method increasingly adopted by institutions, the Ford Foundation, universities, and many corporations, in order that the unknowns that occur in the building process will not work against the owner.

I suspect that in many cases we are going to find that the west front wall is in much better shape than we now think it is. We are also likely to find some things that are worse than we thought. But the balance is very likely to work out to the Government's advantage.

And, of course, there is the possibility of savings provided by the new techniques which I think Universal Restoration has used very

successfully. It is worthwhile to check out how buildings are being restored today.

Senator HOLLINGS. Any architectural firm could study those techniques, and make a determination on techniques and all within about 60 or 90 days.

Mr. HARTMAN. That is right. At the end of that time I think you could get a price on the restoration.

BIDDING PROCEDURE

Senator HOLLLINGS. What about the bidding procedures? Would you agree that that is the way you ought to proceed?

Mr. HARTMAN. I think that is the best way. I could also be done fixed fee, but it is not nearly going to have the potential of bidding the overhead and profit and everything else on a cost basis against the guaranteed upset.

I think we could, it is my guess, we won't know, but I would anticipate being able to get a guaranteed upset cost of $18 million.

Senator HOLLINGS. Mr. Ferebee, what about the 20-percent increase now on new construction, which you are primarily engaged in, if the extension would have cost, or estimated to cost, $60 million 2 years ago? That would also be subject to an inflated 20 percent?

Mr. FEREBEE. Absolutely.

LENGTH OF TIME FOR RESOLUTION

Senator HOLLINGS. With respect to the restoration work, how soon could restoration be completed? Would you want to comment soon on that, Mr. Hartman? If we restored the west front, what would be our safe time? Again you have the imponderables, but knowing what we do know with a job of that kind, are we talking about a 1-year job or a 10-year job?

Mr. HARTMAN. You are talking on the order of a year or two.

Senator HOLLINGS. With respect to underground work, suppose we did that. What would be the per-square-foot gain of underground work and completion time there?

Mr. HARTMAN. Of course, the construction cost per square foot is a very, very complicated number. Certainly we would anticipate that completion of underground facilities started at this time would be accomplished in a couple of years.

When we talk about the length of time to build an underground addition, or to build the addition that is proposed on the west front, we must first take into account the 6 to 9 months required to do engineering drawings for it, which, of course, have not been done for either proposal.

We could, however, do a complete set of drawings to restore the west front in possibly 60 to 90 days.

Senator HOLLINGS. If I can, I would like to present, Mr. Ferebee and Mr. Hartman, the testimony received yesterday from Mr. Eisenberg and, if you don't mind, we would like you to review that testimony and give us your comments.

Obviously, we are not questioning the integrity of Mr. Eisenberg, but his comments just sounded so good, I just wondered from an architectural standpoint its reliability. It is going into a field on which I want the record to be complete.

I am familiar with preservation and restoration work. I have an office building in Charleston that I have done over myself, under historic trust. So I know about it. But I am afraid that 95 percent of our Senators know nothing of it. Just having been in that particular field, I want from an accepted group, the AIA particularly, to comment on this testimony, if they would.

Mr. FEREBEE. We will be happy to do that.

I would like to add to something I said a little earlier. I understand that the $60 million figure that Mr. White quoted is an updated figure, that the original estimate was $45 million on the extension and he has updated this to $60 million.

Senator HOLLINGS. The update as I remember it, and we can check and see who is right, was November 1971.

Mr. FEREBEE. I was allowing 7 to 8 percent a year for inflation.

Senator HOLLINGS. Then, of course, there is another inflation around here for new construction. We haven't seen any buildings started yet that were completed without overruns. I had the hearings on the building for the FBI. That was going over at the rate of $1 million a month in increased costs.

But that is it. Those costs go up, up, and away, particularly new construction. You and I know that.

Mr. FEREBEE. Very definitely.

Senator HOLLINGS. You all have been very helpful to the committee. We appreciate your appearance this morning.

Thank you very much.

STATEMENT OF DR. THOMAS C. KAVANAGH, SENIOR PARTNER IN THE DESIGN AND CONSULTATION FIRM OF PRAEGER, KAVANAGH & WATERBURY

CAPITOL WEST FRONT REPORT

Senator HOLLINGS. We have Dr. Thomas C. Kavanagh. Will you come forward please? We welcome you to the subcommittee.

Dr. Kavanagh is a senior partner in the design and consultation firm of Praeger, Kavanagh & Waterbury. Dr. Kavanagh and his firm were directly responsible for the comprehensive, professional, and highly praised feasibility report on restoration of the west front of the Capitol, completed for the Congress in January 1971, and if I remember correctly it was really given to us in December 1970.

Dr. KAVANAGH. That is right.

Senator HOLLINGS. We know that the Praeger, Kavanagh & Waterbury firm is respected throughout the world as one of the finest engineering and architectural design and consulting firms.

Dr. Kavanagh, in addition to leadership in his firm, is a founding member and present treasurer of the National Academy of Engineering. He holds a doctorate in engineering and a master of business administration from the New York University.

Dr. Kavanagh, before you start, maybe you can help me. I heard a testimony 2 days ago from a very fine gentleman, an engineer, and, of course, a member of the National Society of Professional Engineers, whose purpose it is to enhance the profession of engineering. He was talking of this structure, the west front of the U.S. Capitol, and what must be done there but he hadn't been to it and hadn't studied it in detail. He had only read some of the reports. He was attesting to the

esthetic value, to the space needs and several other things that wouldn't necessarily go to his particular profession.

Professionally, he said he had nothing to disagree with in your particular approach. Do engineers appear regularly to comment on matters having only read reports and do they usually discuss space needs, esthetic value and the engineering features of a particular structure never having looked at it as an engineer?

Dr. KAVANAGH. I am sorry, I can't really talk about that report because I haven't actually studied the report. I haven't seen it. As a matter of fact, we were not even notified that the National Society of Professional Engineers, of whom we are members—I personally am a member, and of course as a matter of courtesy usually in the engineering profession when such reports are made, you study someone else's report, at least you let the other fellow know.

We didn't even know this until I happened to hear about it. Then the reports came out in the Engineering News Record and several of the other trade journals or engineering professional journals.

So I cannot say where this man has gone. I think personally he should have visited the site. After all, the building is apparently being held up by timber at the present time. That is, of course, great concern to anybody who can see that.

He should have looked at that, because it gives you impressions right away, which it gave me the first time I saw it.

Senator HOLLINGS. You shouldn't be disturbed. He didn't disagree with you professionally. He hadn't been himself there to see anything. So the report was of no probative value.

Go right ahead, sir.

Dr. KAVANAGH. May I say I am appearing here in lieu of Capt. Emil H. Praeger, who is the senior partner of our firm and, of course, who was the partner and principal in charge on this particular project.

Captain Praeger is a very eminent engineer of long standing. As a matter of fact, he was a chief engineer of the staff of Goodyear, the architect, and in that capacity they built things like the Nebraska State Chapel, the Church of Heavenly Rest, and many of these cathedral-type structures such as the things we are talking about here.

In New York, for example, he has done the City of Heavenly Rest, the St. Thomas Church, St. John the Divine Cathedral, the restoration problem. He is probably the foremost, in my knowledge, of all of the restoration engineers, structurally, structural specialists in restoration that I know of.

The Church of Resurrection, Trinity Church, St. Mark's, even the New York State Capitol, the resurrection of that, and of course finally, the crowning thing that he did. He was a chief structural engineer on the White House restoration.

So, of course, he himself personally brought his expertise to this study. The result is our report. I would say for Praeger, since I know him quite well, and I did work very closely with him on this work, so that I can testify that this report he insisted should be a factual study.

We were not asked for recommendations. We were asked for findings of facts. This is what we have endeavored to present in the report.

I think you will find if you look carefully at the report you will not find a recommendation from our firm. This was at the insistence of Captain Praeger, who is a man of great professional integrity

and principle. He insisted that we are not taking any stand for or against something.

We were asked to do a job. That is what we have tried to do in this particular report.

In this he has consulted with many experts, he has consulted, he has drawn in as many as he could. As a matter of fact, he asked me at the very beginning, let's look at these five things we were asked to testify on.

We were asked first, is the structure safe. We become concerned because at that time, when you came here, you saw the building being held up by inclined, big heavy timbers. It looked almost like the portico was being supported; it still is. The timbers are still there. It almost looks like the building is ready to fall down.

But we were concerned primarily here from a professional standpoint as to the safety of this structure. Is it ready to collapse as the reports were emanating from the specialists? Was the building ready to collapse the minute a sonic boom or an earthquake or somebody set off some kind of an explosive? Would this collapse?

Of course, I got into the problem. That is why I say I can testify on many of these things. Structurally, I looked at the problem of the safety of the existing structure immediately because we felt this was most important.

We wouldn't want to have the structure fall down while we were trying to determine what to do about it. So I made the preliminary structural investigations. I was rather surprised to find that the structure would not fall down. It was not on the verge of collapse as it had been quoted as being.

It was not deteriorated in the sense that it was structurally deficient.

I investigated all kinds of dynamic and static loadings, and things like earthquakes and sonic booms or explosive effects or anything of that nature. Even the most inconceivable possibly happening.

We found that the structure was a vulnerable old thing; it was still strong and it still had a lot of strength to it. At that point we realized that if we were to succeed, we would have to do something in the way of restoration in a sense, structural restoration because the walls are not exactly solid as you can see by taking borings and corings through the walls.

So this dictated the course of our future investigations.

The final report, which is here, has of course more detailed computations. These go through very sophisticated procedures, using computerized techniques and others, to investigate all of these structural capabilities of the wall.

But at the present time, and as a matter of fact the wall, after our report appeared, was subjected to a very severe practical test. Somebody set off a bomb, as I recall.

Senator HOLLINGS. Five sticks of dynamite.

Dr. KAVANAGH. It did not damage the wall to my knowledge, at least. So I say that the structure is structurally sound. It can stand for a good period of time if it is properly restored, if its structural strength is added to in certain ways.

This, of course, dictated the course of our investigation, is how could we do this? That, remember, is still the first item. Is it possible safely to restore this wall for a reasonably long period of time so that it can be maintained in its present initial condition?

We then undertook this procedure of grouting, of putting in injections of all different types of materials that came to our attention, those which merited consideration and our program was based primarily on the findings of that.

The other things that we approach, and I must tell you that Captain Praeger would have been here, but he is ill at the present time. He is just recovering from this. I hope he is going to come back.

Senator HOLLINGS. We hope so, too.

Dr. KAVANAGH. We did look at the other questions. Can the restoration of the wall be done without vacating the space? Occupancy was crucial. Of course it can be done. We do have a program in here. We do have a schedule for restoration time which we estimated to go from the beginning of 1972 to the end of 1974.

Three full years of work for the restoration program, which is in pieces. You don't do the whole thing at once. You do one little wing and then you go to the next central wing and the other wing and then the central, and so on.

So this is an orderly sequence. We were asked about the method of bidding on this restoration work. Yes, we considered this very seriously. Restoration is normally done on a unit price basis. Lump-sum bidding is not usually the thing that is done.

Most of the jobs that we do, it is for the benefit of the client not to get a lump sum, because anybody doing that particular bidding, a contractor, would have to know the full details of what he is to expect.

If you want to avoid extras, you will give it to him on a unit price basis with an upset fee. In other words, he can then estimate from the basis of drawings what the bid could be.

So we did say, yes, it can be bid, but preferably it ought to be bid on a unit price basis with an upset fee.

Fundamentally, this does not differ from the testimony that these gentlemen from AIA were giving. Basically this is what is done in most restoration jobs. I think it is a good procedure.

Senator HOLLINGS. Elaborate a little now on the unit price. What does that mean to a layman?

Dr. KAVANAGH. The unit price in the report where we do give our cost estimate, we estimate costs just as though we were a contractor. We have good estimators on our staff. We have a very capable group there. They will go in and we mobilize the job. We do shoring, we remove existing shoring, for example, the screen walls, those things strength is added to in certain ways.

Actually, they are rather deceptive in their appearance, because they are very cracked up. These are only tiny little veneers standing in front of the real wall which is back of it 3 or 4 inches.

We perceive in our estimating process in the same way a contractor does. We assign certain crews. We put labor costs and go on to that. That is what I meant by a price. The cost estimate which you see on page 18 of our report has the units, square feet, cubic yards of dismantling or cubic yards of grouting, and so on.

The contractor bids that as so much per cubic yard for a given engineer's estimated quantity. Then we do put in the provision for additional charges in case the quantity exceeds that. In that way he gets a rough feeling for how much his upset price would be. He will bid an upset price.

If you gave it to a contractor without a unit price, he would obviously go in with the highest price he could think of to cover all con-

tingencies. This would put you sort of behind the eight ball, because he is going to bid precisely whatever his feelings are as to the unknowns.

I must say that before you proceed on any job with this, even on the restoration, you must proceed with a detailed set of engineers and architects drawings. This we had allowed for. We had allowed a 6-month period in which that must be done.

So in our estimate, and incidentally that was the fourth item we asked for, that the cost was not to be exceeding $15 million. We estimated this very early in the game and actually kept moving along. The estimates are—I am speaking of the estimate—the estimate is conservative because we have thought of every possible contingency, even after thinking of all of these items, we added another 15 percent onto it, as you see in the report.

The report is quite open. Fifteen percent in addition to roughly $10 million for either of the two schemes is another $1.5 million just as a contingency.

Then due to working conditions and working restrictions, for example, even when we were drilling the wall to make some of these cores, we found that Senators might request for 2 hours, please leave us alone, be quiet, yes, that is a restriction on the work.

The crew must be paid. We allowed $750,000 for that. In other words, these are restrictions of time on the contractor and we have put the provision in for it.

In addition to that, when that brings you to $11 million or $12 million, the engineers and architect fee for doing this design work, preparatory to letting bids, is in that, and that is included within the $15 million.

Also, for the administrative costs of the Architect's Office here at the Capitol, we have allowed approximately, $600,000. So I say the $15 million figure we felt must include not only the engineer-architect's fees, not only the contingency, not only these restrictions as far as working time and ability to work and due to the fact that the Capitol is being occupied, but also the administrative costs for the Architect.

In that way we came up with two figures, $13.735 million, which was scheme one. Scheme one dealt with a painted Capitol. In other words, after the job was done, this had a fresh coat of paint. The paint was, of course, removed and all of the broken stones and surfacings were repaired and this was then painted and left that way.

This is more or less the way the White House—that is the present condition at this time and has for a long time been painted.

The second scheme came down to getting down to a completely bare stone, face stone, the original stonework. Of course, that was more expensive because of the additional costs of taking out that paint and possibly damaging some of the stones in that respect. That was $14,500,0000.

I say in this respect, these are not the prices today. These were the prices which existed when this report was issued at the end of 1970.

Since that time, and our schedule estimate for the work to be done was that it was to start, the work would begin the first of January 1972, giving us a lead time of 6 months to prepare working drawings or any architect-engineer who was designated for the job would prepare the working drawings and contract drawings.

This would be bid. The bids would come in. It would be awarded to a contractor who would start work in 1972. That was our schedule. It would end, of course, at the end of 1974. Since that time, of course, prices have escalated.

If we assume construction starts, for example, now at January 1, 1974, that still leaves time to do 6 months for some engineers and architects to prepare a set of plans embodying the schemes which we have proposed. That would give us 2 years of escalation.

So if you want to be realistic about it, what you do in practice in the engineering field is to use the indices. The most famous cost index is the engineering news record (ENR) index for buildings—taking buildings in the Baltimore area as being reasonably close here—as typical, as of May 31 the ENR index was up 8.3 percent from the previous year.

This is quoted right out of engineering news record statistics.

So that we applied, we said that is possibly low, and we were a little more liberal in applying an escalation. We applied 13 percent per year instead of 8 percent. I say, if you wanted to be real fussy, we could go back to 8 percent and that would make the increment less.

Using that, the figure of $13,700,000 which was for scheme one, essentially finished, painted surfacing, would be $17.3 million, $17.35 million, $17,350,000, and for scheme two, which was the other scheme in which the bare sandstone was left there this would escalate to $18,350,000.

So I do say these figures are conservative. And you see we have been conservative in putting most of the things that we could think of which might delay or hinder in any way the progress of the job. We put in liberal escalations quite apart from the escalations which I just mentioned as occurring within the past 2 years.

We have been generally very conservative in our approach even to the pricing of these units.

Senator Hollings. Dr. Kavanagh, did you testify on the House side?

Dr. Kavanagh. I did not testify, no.

Senator Hollings. Did anyone from Praeger?

Dr. Kavanagh. Nobody testified. Captain Praeger would have been here had he not been taken ill.

Senator Hollings. What about the matter of the grouting and the pressure grouting in the actual restoration work, both from the standpoint as to whether pressure grouting is dangerous in and of itself and would force the grout through the inside wall and start new cracks on the other wall, and from the standpoint of once having put the new grouted material into the present cracks, then the building would not be able to give and at that particular point cracks would occur on the inside wall.

We first heard this was just a terrible thing, the building was going to fall, it was all cracked up. But then when we started to repair the building, the testimony immediately jumped that the way to do it was to build a new wall right alongside of the old.

Then we went into the point, wait a minute, in either event, you sort of repair those cracks and do an immediate portion of the work regardless. "No, you just go ahead and build a building on the side."

I want to know. That raises several questions about the grouting, about the cracks, about the outside wall being cold and the inside wall being warm. What proportion of the work that you have outlined in the restoration report would still be necessary if you did extend?

Dr. KAVANAGH. It is not as serious as you may have painted it there, Mr. Chairman. I feel that the process starts logically at the base where the foundation is obviously quite voided and you pump in grout. This grout is cement and sand. This will fill basically the voids.

Then to complete the picture at the end, we pump in an epoxy material. An epoxy material is one which gives tremendously large strength to concrete structures or masonry structures.

So as a cementitious material nothing is really as good as epoxies in terms of not just for household use, but for cementing blocks or masonry or sandstone or any other types of masonry together.

So the procedure would then be, after that has settled, we don't pump the whole thing, the whole wall from top to bottom in one shot. It would be a progressive procedure. You would go up to a certain level and stop and let that set. Obviously, if you didn't, you are going to lose some of your grout.

We had this experience when we did grout the walls. We lost some of the grout because it simply filtered down into the lower interstices down below us. Remember, the wall is not strictly solid. What we are trying to do in the grouting process is to solidify it so that these calculations which we have made for the wall, we assume it to be solid, are again valid.

In that sense, then we must fill these interstices between the various, in the voids and so on there. We must fill these with a grouted material of a strength equal to or comparable to the original rock.

This, of course, is easily done with the slurry of cement, sand, and water.

Senator HOLLINGS. Does that present a threat or a danger to the interior wall?

Dr. KAVANAGH. No. It should not because actually the interior wall will be wherever possible, or both the exterior and the interior wall, and we have so recommended, this is pointed in advance. That is, the joints are pointed in advance so that the moisture and the liquid in the grout is retained within the wall. You don't have the seepage from the wall itself.

Senator HOLLINGS. Would that grouting procedure be recommended by you if we extended the West Front? Would you still recommend we do that to the present structure?

Dr. KAVANAGH. I think they probably will want to do something. I haven't studied the plans for the extension. So we don't have these. We never saw them. We understand that the existing wall will in that case serve only as a partition. That means it is a nonloaded partition in a sense it carries its own floor loads.

But it is not seriously affected by wind and other externalities of forces which come from natural events like winds, earthquakes, shocks, sonic booms or any of those things that might be transmited to the structure.

Senator HOLLINGS. I understood from the testimony that the extension would have a wall directly, not just as a partition, but in support of this falling West wall.

Dr. KAVANAGH. They might. I can't say because I have not seen the drawings. I don't know just what they have planned.

Senator HOLLINGS. They have called it lateral support.

Dr. KAVANAGH. Yes. A wall needs some kind of lateral support which we would provide by basically in our restoration which we had indicated was feasible, that we provide that lateral support by the wall itself being made solid and no question about its voids and its interstices inside the wall.

Senator HOLLINGS. Suppose you grouted the cracks from the weather on the outside. Would that go to the inside wall then?

Dr. KAVANAGH. The wall was apparently constructed in two stages; that is, the external and the internal walls were put up. They were filling as they went. Presumably, at least the reports so indicate, they dropped stones in and then filled it with more tar at the same time.

The extent to which this has left cracks and voids is highly indeterminate. This is only determinable by putting corings in which we have tried to do. We have a pretty good filling for the extent of those voids.

That shows in some of the reports of our drawings here, in our report, which might show 10 or 15 percent or something of that order. I am talking about figures, the figures which are in the report.

Figure seven, eight, and so on, have along the side little proximations for the percentage of voids. By that, I mean how much of the volume is fillable by voids.

We did this by coring at several points and by studying the cores which have been previously made in the investigation way back in 1968. So we have a lot of data on voids.

It was based on these that we determined the actual quantities of epoxy and other fibers which are necessary to bring this wall back up to the solid state.

You did mention the question about the water or condensation, I presume you are talking about. We have indicated in our report, one of the exhibits shows it, a study of the humidity in the summer and the wintertime and the difference between that in the existing wall in which we took these voids and the solid wall after it has been solidified, is so insignificant that you can't even see it on the drawings. What I am saying is it will not stop condensation.

Condensation will occur wherever it had occurred before. In other words, the report fundamentally says that the wall after it is constructed will not have anymore condensation than it had before.

I can refer you to the chart in here if you are interested. There is a chart which does show that symbolically. It is rather interesting because we did try to study all types of effects on the wall.

Senator HOLLINGS. On what page is that chart?

Dr. KAVANAGH. The figure 22, in the lower right corner, is a picture of wall conductivity and condensation.

When the temperature drops to a point where you have a due point temperature, you get condensation. You see the solidified wall on the right and the existing wall on the left, the existing wall having voids and we have calculated the due points and if you compare it with the left figure with the right figure, you will find that there is very little, if any, difference between the two figures as to the points at which condensation starts to occur.

This, to us as engineers, means that the structures with the existing wall, with its voids, or the solidified wall without the voids, have the same degree of susceptibility to condensation.

The wall, as it is solidified, is no worse than the wall as it exists.

Senator HOLLINGS. With respect to solidification or the grouting, would that cause the inside wall to crack up? There was an impression given that we had better not repair, because if you repair the outside, you will crack up all of the interior wall.

Dr. KAVANAGH. As I mentioned, I don't think that there is an understanding in making a statement of that sort on the party who made it of the point that you don't grout the wall from the very top to the bottom, because obviously there are hydrostatic pressures of that liquid which tends to push out.

You do it in levels the same way as we pour concrete. We don't pour one solid wall of concrete, let's say, on a nuclear plant. We pour it in lifts. The lifts are only 5 feet at a time.

The reason is because that concrete is liquid just the same as that glass of water is liquid. It is pushing. So you put it in in small lifts and the pressures then are very low. We don't expect, therefore, any cracking to occur as a result of hydrostatic or what we call liquid pressures.

Senator HOLLINGS. What about the leaking of grouting?

Dr. KAVANAGH. The leaking of grouting will be filling actually most of the cracks that exist. But we will in addition point the wall; that is, go in and point all joints beforehand.

Senator HOLLINGS. So it won't leak?

Dr. KAVANAGH. It won't leak. Yes.

Senator HOLLINGS. What about pressure grouting? Did you prescribe a faulty method, namely pressure grouting which would break all of the wall up?

Dr. KAVANAGH. We tried pressure grouting. I don't recall the success of it, the details of it. But the implication is that if there is pressure grouting, of course I know the point that you are questioning, if the wall is under pressure, it is like blowing a balloon and the wall then will expand on you.

We have a feeling that the pressure grouting is necessary to the extent that you must do these lifts that I speak of in small lifts without getting a very high pressure or hydrostatic pressure.

Senator HOLLINGS. What additionally did you wish to add before I start in on another field?

Dr. KAVANAUGH. The only other item, I did mention the costs and gave you an idea as to the time, the escalations due to the fact that costs have been rising in the past 2 years and what the modified costs might run.

I say even that has been conservatively stated by us. But the fifth item you did mention was the same time for the extension. We were asked to check whether the restoration process would take mor time or less time or the same, keep it within the same time framework as that required for the extension.

We did that. Basically we estimated 3 years. Our estimate was 1972, 1973, and 1974. In other words, a 3-year period for the restoration which I understand is similar to our estimate for the extension.

Senator HOLLINGS. There is a Capitol Commission for the Extension of the West Front. Have you ever met with that Capitol Commission; has Praeger Associates ever been consulted by that Commission?

Dr. KAVANAUGH. No. To my knowledge, we have not met. I don't think Captain Praeger has testified before the Commission. I do know all of his contacts have primarily been with Mr. Campioli when he was the Acting Architect.

Senator HOLLINGS. When he was the Architect, which in fact has been some time.

Dr. KAVANAGH. That is right. All of our contacts have been with Mr. Campioli. I don't have a record of conferences. But I don't think Captain Praeger was asked to appear before any committee or commission.

Senator HOLLINGS. I think I called you two or three times. You wrote me a letter in March about the escalating costs, and a couple of other items from time to time. But you have not, nor has anyone from Praeger Associates visited Washington and appeared before anybody, such as the House subcommittee or this particular Senate subcommittee, until now. Is that right?

Dr. KAVANAGH. That is right. Yes, that is correct.

Senator HOLLINGS. Or with the Architect of the Capitol. Since your report came out in December, have you been to Washington and reviewed the report with the Architect?

Dr. KAVANAGH. Captain Praeger may have reviewed it with Mr. White. I am not sure. I can't testify to this, sir. I don't have this information.

Senator HOLLINGS. With respect to Universal Restoration, and Mr. Kenneth Eisenberg, were they not consultants to you at this time or have they ever been consultants to you?

Dr. KAVANAGH. To my knowledge, I know Captain Praeger has spoken with people at Restoration Experts in New York, people like Nicholson, Galloway, Crawford, William Crawford, and we have also consulted with some British experts on restoration of their structures.

But I don't know of any contract with Mr. Eisenberg. I am sorry. This name doesn't ring a bell to me.

Senator HOLLINGS. You don't know Mr. Eisenberg?

Dr. KAVANAGH. I don't know Mr. Eisenberg?

Senator HOLLINGS. Dr. Kavanagh, do you wish to add anything further?

Dr. KAVANAGH. No. I think I have said all that I need to say.

Senator HOLLIGS. We appreciate very, very much your appearance here this morning. We are going to keep in touch with you. Issues are bound to arise on which we will need expert advice and elaborations of your very comprehensive report.

You can be guaranteed of one thing: With all of the argument in the past 2 years, no one has attacked or questioned the professional nature of the report and the factual material, like you said, you set out to give the Congress. It is an excellent report. We appreciate it, and we appreciate your appearance. We hope that Captain Praeger is feeling better and comes along all right.

Dr. KAVANAGH. If we can help in any way, we would be delighted to serve you.

Senator HOLLINGS Thank you very much.

SUBCOMMITTEE RECESS

We will recess subject to the call of the Chair.

[Whereupon, at 12:10 p.m., Wednesday, June 20, the subcommittee was recessed, to reconvene, at the call of the Chair.]

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1974

TUESDAY, JULY 10, 1973

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

The subcommittee met at 10:08 a.m., in room S–146, the Capitol, Hon. Ernest F. Hollings [chairman] presiding.

Present: Senator Hollings.

DEPARTMENT OF THE INTERIOR

NATIONAL CAPITAL PARKS

STATEMENT OF RUSSELL DICKENSON, DIRECTOR

ACCOMPANIED BY CHESTER HARRIS, ACTING DIRECTOR, NATIONAL VISITOR CENTER

PROGRESS ON NATIONAL VISITOR CENTER

Senator HOLLINGS. The first witness this morning is Mr. Russell Dickenson, Director of the National Capital Parks in the District of Columbia.

Mr. Dickenson, will you please bring the subcommittee up to date with respect to the details and progress of the Visitor Center which is to be established at Union Station. And particularly brief this committee on the Senate side as to what briefings or hearings, if any, you had on the House side.

I remember when we had a conference committee they had no knowledge of this. We had to bring it into the committee in the conference. So I know they have some knowledge of it. But I want it in the last year-and-a-half. Have you done any briefing whatever to the legislative committees on the appropriations on the House side or any other committee over there?

Mr. DICKENSON. Yes, sir; I am pleased to respond to that. I am very pleased to have Mr. Chester Harris with me, Mr. Chairman, who is the Acting Director of the Visitor Center, who is intimately familiar with the details of this project.

During the past year, we have met with both the Legislative Authorization Committees of the Senate and the House, and the Appropriations Committee in the House and Senate regarding an additional $8.6 million to do some additional work required inside the National Visitor Center to have it ready for the Bicentennial in 1976.

This was occasioned by the delay in the railroads getting the National Visitor Center under construction. They have had delays in obtaining the loans because interest rates have escalated.

Senator HOLLINGS. What delays? Are we talking about 1 or 2 years? What delay with relation to the $8.6 million you said?

Mr. DICKENSON. Yes, $8.6 million. The delay covered about 5 years.

Senator HOLLINGS. What you are saying is, the cost is escalating some $8.6 million in 5 years? And the overall project is costing how much?

Mr. DICKENSON. $16 million, I said. $11 million for the parking garage and $5 million for the Visitor Center itself.

Senator HOLLINGS. $16 million, and it goes up another 50 percent of the original cost?

Mr. DICKENSON. That is right.

Senator HOLLINGS. In a 5-year period?

Mr. DICKENSON. Yes, sir.

Senator HOLLINGS. 1968, the last 5 years then. Is that what it is?

Mr. DICKENSON. That is correct. The recent appearances before each of those committees in the House and Senate is related to a bill which the President just signed on July 6.

Senator HOLLINGS. So you have the $8.6 million.

Mr. DICKENSON. We have the $8.6 million in our 1974 appropriations.

Senator HOLLINGS. The legislative committee on the House side, did you make an appearance before Mr. Casey of Texas and his subcommittee?

Mr. DICKENSON. No, we have not appeared before them.

Senator HOLLINGS. All right. Go ahead.

BREAKDOWN OF ADDITIONAL FUNDING REQUEST

Mr. DICKENSON. The breakdown of the $8.6 million might be of interest to you. $7.1 million is to go into the National Visitor Center itself, to restore the building structural features to aid in visitor orientation.

The balance of the $8.6 million, which is $1.58 million, is concerned with specific equipment and facilities—the program elements—to aid the flow of visitors within the Visitor Center, to help him plan his trip, his itinerary. These are detailed types of slides, movies, other types of orientation devices.

At the present time, the latest study by the Council of Governments and others, an estimate of the number of Bicentennial visitors who will be here, is 29 million. By 1976 the total visitation of the city is estimated to be about 34 million people.

So you see this is going to have an extremely high impact. The tourmobile service, the surface transportation system is a vital part of this plan. The bill the President signed on July 6 extended the tourmobile route, from the small area where it had been previously authorized, to the Visitor Center and the Capitol.

This is an important and vital link in the total system. It is to get the visitors to their major destination points. We are very pleased with that.

TOTAL VISITORS PROJECTED FOR 1976

Senator HOLLINGS. How many visitors overall in 1976?

Mr. DICKENSON. Thirty-four million.

Senator HOLLINGS. Twenty-nine million through this?

Mr. DICKENSON. Twenty-nine million through the Visitor Center. The facilities have been planned and geared to serve impact of 5,000 visitors per hour. The Visitor Center will operate 15 hours per day. The 5,000 will not spread itself consistently through this 15-hour day, and there will be peak periods.

I might just comment that if we were able to get the full 4,000 parking spaces which have been visualized, it would not take care of the number of visitors who want to park on or near this facility.

Senator HOLLINGS. You infer that you will not be able to get the 4,000 is that right?

Mr. DICKENSON. That is correct.

PARKING FACILITIES

Senator HOLLINGS. How many parking spaces will you have?

Mr. DICKENSON. The railroad owners have indicated to us that only this one unit can be built at this time containing 2,000 spaces.

Under the $11 million ceiling, which the National Visitor Center Act placed in 1968, the configuration of this is being studied at the present time in order to obtain the maximum number of spaces possible for the amount of money available. I don't have a precise figure, but that was originally planned at about 2,000.

Senator HOLLINGS. So you mean, again, with the $16 million plus the $8.6 million increase that excludes one big building, is that correct? Of 50 percent almost?

Mr. DICKENSON. Of the parking.

Senator HOLLINGS. Of the parking or facilities?

Mr. DICKENSON. Just the parking facilities.

Senator HOLLINGS. Just the parking facilities?

Mr. DICKENSON. That is correct. That leaves for the future a couple of options. That is, either the act can be amended to raise the ceiling, or it can go the private capital venture route, and a long-term operational lease.

Senator HOLLINGS. How much would the deleted portion cost?

Mr. DICKENSON. The owners estimate approximately $17.5 million.

Senator HOLLINGS. That is for that parking garage?

Mr. DICKENSON. Yes, sir; the present estimate, as opposed to the 1967 cost figure estimate.

Senator HOLLINGS. $17 million by itself. How much was it estimated to have cost in 1967?

Mr. HARRIS. $11 million for approximately 3,600 spaces.

Senator HOLLINGS. I am not talking about the overall project. I am talking about the parking.

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Mr. HARRIS. Yes, sir.

Senator HOLLINGS. So you would have to raise the ceiling $17 million or $18 million?

Mr. DICKENSON. That is correct.

Senator HOLLINGS. You did not ask for that when you got the others?

Mr. DICKENSON. No, sir; we did not.

Senator HOLLINGS. Why not?

Mr. DICKINSON. The administration decided it was not timely to request additional funds for this purpose at this time.

HANDLING OF TRAFFIC

I might just comment that the Council of Governments, the Department of Transportation, and the National Park Service, and many others who are going to be deeply involved in handling this Bicentennial traffic, are proposing a supplementary type of system, essentially a fringe parking area system with shuttle buses from fringe area parking. This speaks to the point that obviously you can't park all visitor cars at the Visitor Center.

That study is nearing completion. We have not seen the final version, but conceptually it is gaining fairly wide acceptance. That means that the National Visitor Center becomes the hub of all types of transportation. A certain number of automobiles could be parked here. Thousands of other automobiles will be parked on the periphery of the city, people brought here by public transportation.

The major problem of the visitor is "where do I go?" And, "how do I plan my time?" This facility will help answer that.

VISITATION TO CAPITOL BUILDING

Senator HOLLINGS. How does it relate to the Capitol Building itself?

Mr. DICKENSON. In terms of visitation, sir?

Senator HOLLINGS. Yes, sir.

Mr. DICKENSON. My understanding is that your current level of visitation here at the Capitol is about 7 million visitors per year. We anticipate that the visitor will walk from the National Visitor Center to the Capitol, despite the fact he could use the tourmobile. It may be, and I offer this as an alternative, it may be that a separate, distinct, single purpose shuttle system might well be developed from the Visitor Center to the Capitol.

I think this is one of the primary visitor objectives, the Capitol Building itself. And we all know the interest in the monuments and memorials.

We may wish to think together in terms of a single-purpose type of shuttle system between this building and the Capitol. Otherwise I think the volume will have too much impact on the surface transportation system to the other monuments and memorials.

At the present time we have 19 tourmobile units, with a seating capacity of 1,810, if every seat is full. But there is a great amount of usage with the daily reboarding privilege. One time per day you pay, and then you have unlimited reboarding throughout the day.

The 34 total units proposed for 1976 will bring the capacity to a level of 3,000-plus seats. Even then it is not enough to take care of the interchange we see between the Visitor Center and the Capitol.

Senator HOLLINGS. Well, I want to get further on into transportation, but since we got into it, of the 34 million people coming to Washington, D.C., is it reasonable to believe that 29 of the 34 wish to see the Capitol?

Mr. DICKENSON. Yes.

Senator HOLLINGS. So what you are saying, you are quadrupling the number of visitors in this building in a 3-year period. Have you talked to the guides and directors of the guide system and everyone else around this town, and particularly here at the Capitol, as to what this building can abide. I don't know if you can accommodate the additional people. You are going to have to have limited areas instead of expanding areas. But you have to have places for long lines to form, because it just cannot be allowed—these long lines all the way through the Senate and the House. It is going to have to be broken down.

Mr. DICKENSON. I share your concern.

Senator HOLLINGS. How do you handle that? Do you know anything about crowds and handling them? I don't.

Mr. DICKENSON. I can give you some experiences with White House crowds and the Kennedy Center. We are concerned with both of them.

VISITOR SCHEDULES AT WHITE HOUSE

Senator HOLLINGS. You don't have everyone go through the White House each day that wants to.

Mr. DICKENSON. No, sir; it is impossible.

Senator HOLLINGS. What happens?

Mr. DICKENSON. At the present time the visitors' hours are quite limited. Looking toward the Bicentennial, we hope the hours will be extended. Usually it is 10 to 12. But during that period of time, as many as 10,000 people go through.

You have to adjust the type of tour that you give to the number of people involved. I would venture to say that in the Capitol Building you have to do the same thing. You have to have a modified tour. The same thing is happening to us at the Kennedy Center, which is a high visitation area. We are running at the present time 25,000 to 30,000 visitors a day through that building on tours. We adjust the lengths of the tour and the route itself to the time of year and the number of people. That will have to be the answer here as well.

VISITATION HOURS AT CAPITOL

Senator HOLLINGS. What are the visitation hours here now at the Capitol—10 to 4:30?

What other practices, for the visitors themselves, does the tourist center provide? Do you receive a briefing of the Capitol Building tourism? Can you eat down there? Do you have a restaurant? Can you change the baby down here, and all these other things, right here?

Some folks think we ought to make this Johnson East or Disneyland East or something, rides and everything else, but obviously that is not

going to be done. What did you do down at the Senate to take that pressure off?

Mr. DICKENSON. We have plans to take care of the immediate orientation and visitors. I will ask Mr. Harris to give you a quick run through that.

Mr. HARRIS. We explained this to the Senate about a year ago, when we showed this model originally, it hasn't changed appreciably since then. What we are doing, in effect, is making the entrance to the Visitor Center on the north side so that people arriving in private cars or trains, which includes the Metro, will all—regardless of their mode of transportation—enter the Visitor Center at this point.

PROGRAM SCHEDULING

And as soon as they enter, they come into a reception area where they are greeted by the warm hearts and smiling faces of staff members, and then are encouraged to take part in welcome programs.

We felt it was important that we recognize by a formal technique a multimedia presentation welcome to Washington. We didn't want it to be the kind of thing, well, if you stand by for 15 minutes or so, we will show you a film.

We have duplicated these programs so that there is little waiting time. You load this one while this one is going on. These are alternating programs.

It is very short, and the first element of this welcome program takes place under a 40-foot dome which floats about 8 feet off the floor. As soon as people are assembled, they are immediately surrounded with cherryblossoms. Through these cherryblossoms come other visuals which convey the ambience of Washington in about 1 or 2 minutes. Also, it is a city made beautiful by nature and famous by the statements of many great men.

After this experience they move into a program area that tells of the evolution of the Federal City, all in 2 minutes. We are able to accomplish this by using rear projection on a program wall—some 35 projectors. In addition to this projection wall, there is a map box on the floor.

In a very short time, they see the plan for the city, the chronological evolution of the city unfolds, from the earliest days when the decision was made to locate the Capitol here, to the present time.

PROGRAM WALLS AND EXHIBITS

After that short program, people begin to walk down to the floor level. As they walk down, they pass what we call program walls or exhibits. The theme of the first wall is that Washington is a city of memorials and monuments. Here, with photographs and so on, examples are shown of some of these things around town which they will want to see.

The second wall is "Washington is a storehouse of our American heritage and culture." On this wall will be examples taken from the many museums and galleries and so forth around town, things which people can see.

And the third wall is: "people of Washington welcome you." After that experience, visitors arrive at the floor level and they have a decision to make, whether to continue down into a theater lobby which they can reach from either of these. Two 500-seat theaters will load from this lobby. These theaters—and these are very handsome theaters—are designed to accommodate 35 millimeter films, slides, or whatever.

FILM PRODUCTION

At the moment, we have three films under production. On one of the films, I might add, we have working with us the U.S. Capitol Historical Society—producing the evolution of the Capitol building itself with a view to the past.

Senator HOLLINGS. So that if I were interested in visiting the U.S. Capitol, I could more or less receive a complete briefing as to the evolution of the building, its historic background and what-have-you, before you actually came over to the building, is that right?

Mr. HARRIS. That is right.

Senator HOLLINGS. How long a film is that?

Mr. HARRIS. At the moment, the film is 30 minutes long. The filmmaker is one of the most talented in the country. He would like to have an hour and a half to tell this story. But, at the moment, 30 minutes is all we can use in this situation.

Senator HOLLINGS. Who is the filmmaker?

Mr. HARRIS. Mr. Francis Thompson of New York City. I should add, for people who have visited us before, or people who don't wish to experience the welcome programs, we can bypass all this.

Senator HOLLINGS. Before we bypass it, is the film itself going to be correlated with Mr. Nottingham, so the guides will know what has been viewed or what may be of interest on a shorter visit and what may not be of interest, or can be resolved by a historical narrative which would take up time itself in the building?

You can see the point I am going at. What time can be saved at the Center when you have the pressure here in the Capitol Building itself? You can only have them for a limited time. Is that correlated?

Mr. HARRIS. Yes, sir.

Senator HOLLINGS. All right.

Mr. HARRIS. If I might address it, I should tell you, sir, it is most difficult to film in this building. I don't know whether you are aware of the ground rules which apply to filmmakers and, as such, our organization, the Department of Interior, the National Park Service and our contractors, even the U.S. Capitol Historical Society, in attempting to film in this building, runs into problems.

Senator HOLLINGS. What is the problem?

Mr. HARRIS. The restricted areas which cannot be photographed. I think in following with your earlier remark——

Senator HOLLINGS. Well, if it detracts at all from the authenticity of the film, we can get the restrictions lifted. For general filmmaking, I guess again it is the result of maybe danger to some of the historic

things or the jamming up of crowds. But for the one time to prepare the film for all the people, we can clear that any time you want to.

Mr. HARRIS. Thank you, sir.

Senator HOLLINGS. Don't come back and say you had restrictions and couldn't get a picture of that?

Mr. DICKENSON. We will let you know.

Senator HOLLINGS. We have even photographed the Senate in session when the National Geographic magazine tells us they want to get a picture.

Mr. HARRIS. That completes the welcome experience and our in-depth film in the theater.

ORIENTATION PROGRAM

The main visitor program, the one we feel is the most important, is the orientation program. It is designed to take place in what is now the main waiting room, and it also is a multimedia program about 90 feet long with 168 rear screen projectors. This would be viewed standing up. All of these experiences would be stand up experiences, so that people can move quickly and keep the traffic flow pattern.

This orientation experience is 6 minutes long. In 6 minutes we hope to give the visitor a strong orientation with relationship to where he is, and to the Capitol directly out the door—a short walk of 10 minutes. And then emphasize the strong geographic relationship of the Capitol to the Washington Monument, the Lincoln Memorial and Arlington, and to the major streets, Constitution and Pennsylvania. Explain when these places are open and how to get to them.

We will encourage people to walk, or use the public transportation which is available directly in front of the building, or take the Metro, which is located at the west end of the building. The Visitor Center is a processing experience. We expect to provide information, orient the general Washington visitor, and assist him on his way.

We do have other services and amenities. We have rest rooms, restaurant facility, and a fast food service. We have information available on lodging, where to eat, where to shop. Tickets will be available for sporting events and theaters. We hope to have a money exchange for international visitors, and a publication room where guide books and interpretative literature could be purchased.

The visitors will receive, I might add, a free handout publication, something very similar to what we have now, "Welcome to Washington." You are no doubt familiar with this. It provides a map of the central area and a brief description of all the sites.

Senator HOLLINGS. We will accept one for the committee. Thank you.

AVAILABILITY OF PUBLICATION IN FOREIGN LANGUAGES

Mr. HARRIS. And now we make it available in five languages, also. We recognize the importance of paying attention to the international visitors. These have been extremely well received by international visitors in town.

In addition we have seven of these international languages for the White House, for international visitors there.

Senator HOLLINGS. You have immediate translation in those movies in briefing, don't you?

Mr. HARRIS. We hope to have, sir. We are working on that. We haven't resolved all of the technical problems.

Mr. DICKENSON. It will be our objective.

REST ROOM FACILITIES

Senator HOLLINGS. What about rest room facilities?

Mr. HARRIS. Rest rooms?

Senator HOLLINGS. Rest rooms. Are you going to say they are limited in the U.S. Capitol, and you better use them here before you leave? And the same thing about restaurants, so then they can eat and everything else. They will be moved pretty speedily along once they get to the Capitol building.

Mr. DICKENSON. This would take a lot of pressure off.

RESTAURANT FACILITIES

Senator HOLLINGS. What are the restaurant facilities? Will you describe them for the record, please?

Mr. HARRIS. At the moment we have allocated space in the east and west end of the concourse for food service. This is a rather substantial space. These will be concessionaire-operated facilities and we are in the process of developing prospectuses for the kinds of service we would like to have. We look to the concessionaire to develop the area, put his dollars into providing the facilities, his own kitchens and these kinds of things. One is anticipated to be a fast food service, and the other is a table service facility, geared to the 5,000 people per hour.

Senator HOLLINGS. Are these so designed that both of them could be mass feeding areas? It took the House of Representatives a while to learn, but they finally resolved the jam in here by having a buffet. Now they are all in and out, and I am convinced we are going to be doing that eventually in the Senate because of the limited space and the number of people.

So you might be flagrant both ways. If you had 5,000 at the door at lunch hour in midday, you have got jammed up anywhere from 25,000 to 30,000 people easily. There are 30,000 people looking for something to eat.

How many people will be fed in an hour's time? That is another question. Do you know the answer to that?

Mr. HARRIS. No, sir. That is a very good point and I think we will need to have our concessions people look at that.

Mr. DICKENSON. I certainly agree with the fast service.

Senator HOLLINGS. You talk about the way you designed it, you have to have an armed guard to protect the cook. You have 30,000 people looking for a hamburger, standing around for 15 to 20 minutes and can't get one.

ORGANIZED AND STUDENT GROUPS

Mr. HARRIS. The one other area that I think touches upon your specific interests this morning, is the space in the east end of the building which we are devoting to organized groups, particularly student groups.

We have now in excess of 600,000 schoolchildren a year visiting Washington in organized groups. At present we have no way to touch the base of these groups, and we know we missed some.

As an example, in the month of June, Park Service personnel contacted 2,166 buses which came in carrying organized groups. And, we saw to it these groups were unloaded at the museums or galleries or whatever, and the buses were sent to special parking.

We anticipate being able to contact these school groups before their arrival in town and inform them of the kinds of facilities available and how best they can use them. We ask them how best our staff can assist them in meeting their objectives. Some of these groups come to town extremely well organized. Some are coming as a group to study civics. Some are not well organized, and they would like to have better objectives for their trips.

CLOSED CIRCUIT TELEVISION

One room is designed to communicate by means of a closed circuit television. We think that this particular design will be extremely attractive for the student groups. We did not want to bring students in in 1976, into an all sit down here in a row and, "We are going to lecture you in this kind of a situation." We feel we must use the medium to which the generation is becoming accustomed.

We have designed theater experiences, program experiences, relying on closed circuit television. We have carried on some conversation with the radio-television people here on the Hill, with the thoughts of possibly running closed circuits from studios on the Hill. A Congressman could address a group of his constituents, students, or whatever, in this situation by means of that closed circuit system. If not live, perhaps he could cut a 3-, 4-, or 5-minute videotape which could be made available and run over that closed circuit system.

We also feel that the closed circuit television could perhaps have some other kinds of applications in showing people what goes on in the Capitol. As a matter of fact, particularly when those things aren't available after hours or whatever, good videotapes of the experience in some of these areas could be a very meaningful experience.

One of the dilemmas we have now, particularly off-season is that during evening hours there is precious little to do for student groups. Many of these groups come in March and April and most of the institutions and so forth haven't gone on their extended evening hours. Therefore, there are few things for the students to do in the evenings. So we are extremely aware of this and are concerned about it. We hope by adding these kinds of dimensions to the programs we can make available these things.

RESTAURANT CAPACITY

Senator HOLLINGS. In the overall center, how many eating places in both restaurants? How many restaurants do you have?

Mr. HARRIS. Two, sir.

Senator HOLLINGS. Just two. What is the capacity?

Mr. HARRIS. We don't have a capacity. I cannot tell you that, sir. We have asked this same question of the Architect. We will have prospective concessionaires come and look at it from the financial feasibility standpoint to know what he needs and so forth.

Senator HOLLINGS. Is it small or it it a big cafeteria? Does it hold 500 or 50?

Mr. HARRIS. It would be the maximum I suspect. This is a sizable space, the floor space here——

Senator HOLLINGS. What would you say is sizable?

Mr. HARRIS. It is approximately 125 feet by some 90 feet.

Senator HOLLINGS. That is 125 by 90. On both sides?

Mr. HARRIS. Yes, sir. And the Architect has suggested that this floor space could be enlarged by building levels, various seating levels, little platform areas. He has done some sketches to show the perspective concessionaire how this might work, which would increase the seating capacity.

Mr. DICKENSON. I might say, Mr. Chairman, the 1974 fiscal year appropriation provides for a concession specialist to be on the staff of the National Visitor Center. This individual will be primarily responsible for developing that type of information so we should have this within the next 4 or 5 months, I would say.

COMPLETION DATE

Senator HOLLINGS. When is the completion date?

Mr. HARRIS. We are assuming now that we will be open for business in January 1976, sir. We have a 24- to 30-month construction period.

Senator HOLLINGS. Unless you want to add some more, you may stay available for us, please, Mr. Dickenson. I want to hear from Mr. Nottingham here about the visitors to the Capitol.

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

Senator HOLLINGS. I appreciate you both appearing here this morning and bringing this for us and bringing us up to date.

JOINT ITEMS

Capitol Guide Service

STATEMENT OF THOMAS NOTTINGHAM, CHIEF OF THE GUIDE SERVICE

DATA ON VISITORS TO CAPITOL

Senator Hollings. The next witness is Mr. Thomas Nottingham, Chief of the Guide Service of the U.S. Capitol. Mr. Nottingham, will you please give the subcommittee details with respect to visitors each year, also please give us the figures of each month for the current year, starting in January. Tell us something about the maximum number of visitors in any 1 day and what is proposed with respect to the large influx of tourists here during the bicentennial.

Mr. Nottingham. Yes, sir. Right now, the Capitol Guide Service has 24 guides, 12 are assigned by the Sergeant at Arms of the House of Representatives and 12 by the Senate Sergeant at Arms, under the control of the Capitol Guide Board, made up of the Sergeant at Arms of the House, Sergeant at Arms of the Senate, and the Architect of the Capitol. The Board is supervised by the Senate Rules and Administration Committee and the House Administration Committee.

The Guide Force was put in service in the Capitol in 1876 after the Philadelphia centennial. In 1929 there were 20 guides. In 1930 it was increased to 24, and at the present time we still have only 24 guides.

The total number of visitors going through the building in 1970 on guided tours alone was 976,099. In 1971 it increased to 1,063,088 people. In 1972 we had 1,186,962. So far this year, we had 26,985 people in January. In February, 40,828. March, 76,419. April, 169,369. In May we had 124,750, and in June 155,115 for a total of 593,466. Based on this volume of tourist traffic, we feel that we will possibly have a 10 percent increase in business this year.

Senator Hollings. Now how does that compare with the overall visitation? We just heard the figure of 17 million visitors a year.

Mr. Nottingham. We think we get only 30 percent of all visitors to the Capitol on our guided tours, sir. I don't know how many million we have coming into the Capitol building, but as far as taking the tours, I think we handle more people in the Capitol building on a personally guided tour than any building in the United States. The White House is open from 10 a.m. to 12 noon Tuesday through Saturday. But it is not a personally conducted tour. The people are simply ushered into the White House without a guide and walk through on their own.

NEED FOR ADDITIONAL GUIDES

The Capitol is the only building to my knowledge where each guide takes a group of 55 or 65 people on a personally conducted tour ex-

plaining the history of the building. I do feel that we do need more guides in the Capitol building to accommodate the ever increasing number of tourists.

Senator HOLLINGS. How many more?

Mr. NOTTINGHAM. I would say part-time, April to Labor Day, 10 more. Right now we have 24 guides, and during the busy season on an average day the guides come in direct contact with approximately 6,000 to 10,000 people, each of whom is a Member's constituent. On this basis I would venture to say, with the exception of the press, it is the single largest direct contact the Congress has with the people.

It would seem to me then in the best interest of the Congress for the Guide Force to have adequate staffing. I think the only immediate answer is to hire part-time guides. The tourist season is from April to Labor Day. That is the busiest time of the year.

If we had the additional guides, we could alleviate the problem of people waiting in line to take tours of the Capitol.

Senator HOLLINGS. What is the average waiting at the present time?

Mr. NOTTINGHAM. Oh, I would say anywhere from 40 to 45 minutes on a busy day. We have 15 guided tours going on all the time, one every 3 to 4 minutes.

Senator HOLLINGS. With respect to that overall number of visitors coming into the Capitol, is that 7 million figure fairly accurate?

Mr. NOTTINGHAM. I would say, yes, sir. The Architect of the Capitol took count this year on April 19, 21, and 23. On the 19th, 28,686 people came through the door. On the 21st, 23,514; and the 23d, 19,915. For the 3 days total of 72,115 people coming through the doors.

Senator HOLLINGS. In April?

Mr. NOTTINGHAM. Yes, sir.

Senator HOLLINGS. That would increase in June and July?

Mr. NOTTINGHAM. No, sir, our busiest month is April due to the influx of school groups. At the saturation point you cannot get any more people in the Capitol building than we do in the month of April. The next busiest months are July and August, as this is the time when most families take their vacations.

HOURS OF VISITATION

Senator HOLLINGS. For given days, during that time that the Capitol is open, from what time in the morning?

Mr. NOTTINGHAM. From 9 a.m. in the morning until 4:30 p.m.

Senator HOLLINGS. What you handle at saturation is how many?

Mr. NOTTINGHAM. I would say 10,000 to 12,000, sir.

Senator HOLLINGS. No; I am not talking about the guided tours. I am talking about the whole building.

Mr. NOTTINGHAM. Oh, coming into the whole building. I would say approximately 35,000 come through the building on a busy day, however, the Architect of the Capitol could give you more accurate figures.

Senator HOLLINGS. Could it handle more? Could it handle 45,000 or 50,000?

Mr. NOTTINGHAM. I don't see how.

Senator HOLLINGS. Well, suppose you adjust it. Suppose you limited the areas of access, you limited the 35-minute tours to 15-minute tours, or you limited and broke down your tours. If you only had one group

going through the House side and the rotunda, or another group coming through the old Supreme Court chamber and everything else on the Senate side, broke it down that way. Isn't that in a practical fashion how it is going to have to be approached in 1974? Go ahead. You tell me.

Mr. NOTTINGHAM. Right now, Mr. Chairman, on busy days we have to eliminate one chamber. Groups going to the House side of the Capitol, see Statutory Hall, the House of Representatives and the crypt area below the rotunda. Groups going to the Senate see the rotunda, original section, the Senate Chamber and Brumidic corridors. This shortens the waiting time considerably as it allows us to handle more than twice as many people in the same amount of time.

Senator HOLLINGS. How is that limited to them?

Mr. NOTTINGHAM. The tour is cut down to about 25 minutes when you eliminate one of the chambers. What takes time is when both the House and the Senate are in session. It takes time for people to check cameras and briefcases, other things must also be checked. This takes additional time.

Of course, when the Congress is not in session we can move the people through faster. We can just move into the galleries, speak to them, and leave without them having to check their cameras and other articles. Additionally we can take about 35 percent more people per tour because we have increased gallery space.

Now if we could cut the tour down to a maximum of 20 minutes I feel the most people we could get through here would be 12,000 to 15,000.

FREEDOM OF ACCESS TO U.S. CAPITOL

Senator HOLLINGS. Now what would occur, as a practical matter from your experience, if you just added on "x" number of rooms, extended the West Front and added more rooms, more committee rooms. It would have to be attended by the members and the staffs and witnesses and everything else of that kind. How would that affect the visitors in the Capitol?

Mr. NOTTINGHAM. Well, right now anybody can come into the U.S. Capitol. I feel that is probably the only building in the world where a person may go anywhere that he wishes, except for certain restricted areas.

But the tourists coming into the Capitol may go anywhere they like or they may take the tour. I feel in years to come, especially with 1976 just around the corner, there will be ever increasing numbers of tourists wishing to see their Capitol. Regardless of whether the West Front is extended or not, there are still going to be people coming through this building.

Each year more and more come visit the Nation's Capitol. As you know, when you are trying to get through the hallways it is very congested. I feel in years to come you are going to have the same problem, but to a greater magnitude.

RESTRICTION OF CERTAIN AREAS

Senator HOLLINGS. Well, what you are saying is, you are going to restrict certain areas?

Mr. NOTTINGHAM. Yes; I would think so, at the discretion of the Congress.

Senator HOLLINGS. Well, I couldn't contemplate the 1976 visitation dates, where you have some 34 million people coming into Washington and you can plan on at least a million a week during the busy period. A million a week would be more that come here. If you break that down, you have long lines outside, and the only way to try to give everybody a chance to see the Capitol is to show only certain areas.

In other words, you couldn't let them get down on the connecting trains because that would just grind to a halt immediately.

Mr. NOTTINGHAM. Now they go down there and ride the trains. We don't take them there on the tours. Of course, they will ask us how to get to the Senate and the House. School groups go down there and there are 50 or 60 people in a group. It is not possible for that many people to get into that little train. The car only holds so many people.

Of course, when you Members have rollcalls it ties up the subway cars. I have no idea what they are proposing for 1976. The only way, and this is just my personal opinion, I would feel that probably one way to handle the people is that everybody that comes into this building has to take a tour. And then only allow "x" number of people in here at any given time.

Senator HOLLINGS. Then everybody would be in sort of a controlled situation so you would know where you were.

Mr. NOTTINGHAM. And allow "x" number of people in the building per hour depending on how long it takes for guides to conduct the people through the Capitol building.

Senator HOLLINGS. This would double it?

Mr. NOTTINGHAM. It would most certainly double the number of tourists wishing the tour.

Senator HOLLINGS. Of course, this is an overall number. Let us say rather than having a busy day, 35,000, just controlled access and guided tours of a limited nature as you described, could you increase that to some 70,000?

Mr. NOTTINGHAM. I would say no, sir. Right now the way that the Guide Service is set up, there is no possible way that we could handle 35,000 tourists daily even with 10 additional guides. Of course, in 1976 I would probably come in and ask for more help than that.

Senator HOLLINGS. Right.

QUALITY OF PRESENT GUIDE SERVICE

Mr. NOTTINGHAM. But in a year like 1976 there is no way that 34 of us could handle that many people. As far as the Guide Service is concerned, and not because I am in charge of the service, this is the best Guide Force the Capitol has ever had. We have had a lot of people that have retired over the last couple of years. We have some real good people and they are interested. I feel that working in this building, not just because I work here, you fall in love with the Capitol building. I like the building and I feel that if anybody should be well trained to know things, it should be right here in this building.

RESTAURANT FACILITIES

Senator HOLLINGS. What effect does meeting rooms or chambers themselves or restaurants have on visitation? Does it mean more or less congestion itself? You have got to keep a flow going. When you stop the flow, you can't tell when you are going to get through eating, when you are going to be served.

Mr. NOTTINGHAM. We just tell them what is available and leave it at that. A lot of the time we send them down to the Smithsonian Institution or someplace like that where they have more restaurant facilities.

RESTROOM FACILITIES

We have 16½ acres of floor space right now in the Capitol building and right now the public has three rest rooms, for the general public.

Senator HOLLINGS. Three rest rooms?

Mr. NOTTINGHAM. That is all for the general public. You have one on the East Front here, men and ladies. You have a ladies' room right outside this door to the right. Then a men and ladies in the Senate Appropriations area.

Senator HOLLINGS. Nothing on the House side?

Mr. NOTTINGHAM. We have a men's room down on the House side and also a ladies' room.

Senator HOLLINGS. Have you studied this with respect to any kind of recommendation for additional rest rooms?

Mr. NOTTINGHAM. I would say that it would be appropriate to have additional rest rooms but, of course, the Architect of the Capitol would be responsible for that.

Senator HOLLINGS. I appreciate very much your presentation here this morning, Mr. Nottingham. I have a better idea of where we are headed.

Mr. NOTTINGHAM. Thank you.

Senator HOLLINGS. Thank you.

SUBCOMMITTEE RECESS

[Whereupon, at 11 a.m., Tuesday, July 10, the subcommittee was recessed to reconvene at 10 a.m. on Wednesday, July 11.]

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1974

WEDNESDAY, JULY 11, 1973

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

The subcommittee met at 10:08 a.m., in room S–146, the Capitol, Hon. Ernest F. Hollings [chairman] presiding.

Present: Senator Hollings.

THE CAPITOL: WEST FRONT EXTENSION

NONDEPARTMENTAL WITNESSES

STATEMENT OF STANLEY ALLAN, VICE PRESIDENT, HARRY WEESE & ASSOCIATES

AMERICAN INSTITUTE OF ARCHITECTS

Senator HOLLINGS. The subcommittee is pleased to have with us this morning Mr. Stanley Allan from Harry Weese and Associates. This firm is a firm handling architectural matters for Metro. Instead of effacing the west front of the Capitol for additional space for the House of Representatives, a suggestion has been made for an underground building being constructed. Give us the water problems in this regard.

You have been brought to the subcommittee because you are one of the leading experts on underground construction of water problems. I wish you would inform the subcommittee as comprehensively as you can as to the feasibility of constructing buildings underground on the East Capitol grounds.

Mr. ALLAN. Sir, I am going to talk about this subject in general. We think, as architects, that when you approach the problem in terms of the feasibility, there is a good many criteria that you have to meet. First of all is the development of the programs, the physical needs, and finding out what location will best serve those needs, depending on their site, if already selected, which is usually the case. Here, we understand, we are discussing lands that are east, north, south, or possibly west of the Capitol primarily.

Senator HOLLINGS. Before you go into those details, can you give your qualifications to the subcommittee? Are you a graduate architect?

Mr. ALLAN. I am a graduate architect. I have a master's degree from Harvard. I have had some 28 years experience working in the construction field, working as an architect. I have 11 years with Skidd, Skidmore, Owings & Merrill, Roanes, and Marrow, and approximately 9 years with Harry Weese and Associates.

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I have been project manager on the Washington Metro project for our firm for the last 7½ years. We are in charge of designing all the architectural aspects of metro stations and objects and facilities that are throughout the 98-mile system.

Senator HOLLINGS. You have 7½ years experience in underground construction?

Mr. ALLAN. Yes, sir.

Senator HOLLINGS. Have you constructed any buildings underground?

Mr. ALLAN. I worked as the project manager at Skidd, Roanes & Skidmore, Owings & Merrill, Marrow in Chicago in 1963 for the construction of a laboratory for the University of Chicago under the auspices of NASA. This is a low level radiation building. There is a basement and sub-basement located well below the water table, well below that particular site on the campus where the low level testing and storage was to be accommodated. It was a rather interesting project, one, of course, that had to be watertight and was. Probably as good a test of design as anything I have come across.

Senator HOLLINGS. It was below the water table?

Mr. ALLAN. Yes.

Senator HOLLINGS. Are we concerned with construction below the water table when we talk about building immediately on the Capitol Grounds, and next to the Capitol Building, and beneath the Capitol Building itself?

Mr. ALLAN. I have checked the soil borings that we have access to in the last 2 days. A general comment, of course, our Metro lines come down this street.

Senator HOLLINGS. What is this street?

Mr. ALLAN. This is D Street. The center leg of the interloop proceeding in this direction that you are all familiar with. We have information concerning that. We have information on Union Station where our Metro site is located. We now have information about the water conditions under First Street vis-a-vis the Penn Railroad tunnel. We have boring information about the Madison Library building and some information on the Capitol Grounds that was done vis-a-vis sewer work some years ago.

Generally speaking, whether it is high ground or low ground the water table is approximately 25 or 30 feet below grade.

Senator HOLLINGS. What about under the Capitol Grounds?

Mr. ALLAN. Two or possibly three floors below grade structures before you get into any trouble. After the site is selected you can make the soil borings and find out what is there.

But the Penn Railroad is the best thing to know right here. Right here, particularly the elevation.

Senator HOLLINGS. Where is that right here?

Mr. ALLAN. The railroad to First Street, proceeding from Union Station to the rotunda restaurants. The tracks between these two points here is at an elevation of 20. The elevation of the street runs from 80 to 90 and back to 80. So the tracks are about 60 feet below grade.

That was constructed between 1903 and 1906. They do have some minor water problems, but nothing serious. It never stopped operation

that I know of. That is perhaps one clear indication of water table situations in that location. There was no trouble.

I think as far as the water table is concerned this garage which is under this building, the Madison Library Building, was a three-level garage below grade. The bottom elevation there is about 50-some feet below the street surface. They have not encountered, nor did they design for encountering, anything unusual in the water table problem.

Senator HOLLINGS. What about the Rayburn Building?

Mr. ALLAN. I understand there was comments made, some testimony, that there were some leaks in the garage of the Rayburn Building. I don't know the details about that. I suspect that the architects and engineers, as happens in any other project when a leak is encountered, the problem is solved. There are quite a few ways of solving problems like that.

Senator HOLLINGS. There was a particular creek that ran under that Rayburn Building. Was that a problem?

Mr. ALLAN. No doubt it was.

Senator HOLLINGS. There is no creek, of course, running under the Hill. That is the designation. That more or less answers the question. It is Capitol Hill, and is up on a hill. There is no creek formation beneath the Capitol, is there?

Mr. ALLAN. That is correct.

Senator HOLLINGS. As a lay person trying to get 200,000 usable square feet of office space below ground on the Capitol Hill next to the House of Representatives, or perhaps partially below it, or I guess that is the south end, just to the south of it, or just to the west without disturbing the Homestead terraces, how much space would be needed if he went down just two stories? How much ground space am I talking about?

Mr. ALLAN. Well, you are talking about a considerable amount of space to get that much square footage, say, in two levels. Without impacting on these trees you probably would be hard pressed to get all of that space here. The same thing on this side.

This site seems to be a little more with long, sloping hills. That is open. It is possible that a majority of the space could be located here. I daresay the west site, if you were to contain it all in one building, would be here.

Senator HOLLINGS. Now let us get back down on the House side which everyone is interested in. I am not interested in the Senate side or the garage in the front. What can be feasibly located beneath the ground? How much square footage of office space is on that south end?

Mr. ALLAN. This space is approximately—you could get 400 to 500 feet in this direction. Approximately 400 feet in this direction and probably a couple hundred feet in this direction.

Senator HOLLINGS. So if you could get 500 by 200, how much——

Mr. ALLAN. Say 80,000 square feet per floor.

Senator HOLLINGS. So it is possible to get 160,000 square feet in two stories below ground without disturbing any of the trees?

Mr. ALLAN. That is right.

Senator HOLLINGS. And without any water difficulty?

Mr. ALLAN. That would appear to be the case.

I would like to show you one drawing which we have which came to our attention 7 years ago.

Originally the Metro line was to come through here, having the station right at the Capitol underneath First Street, west of the Penn Railroad tracks. And it would go over the track and come southeast and would continue off to the right and in the future toward the west.

At the time this study was being made in 1966, the Architect of the Capitol had Architect Paul Thiry, make this drawing to show how possibly an underground parking garage could be constructed in this area.

Senator HOLLINGS. When you say this area, that is right in front of the Capitol?

Mr. ALLAN. This blue area right here.

Senator HOLLINGS. In the east front.

Mr. ALLAN. On the east side. The thought was that this would be a two- or three-level garage and that Metro station would have a passageway through the garage into the Capitol. This was the thought at the time.

Now, of course, the Visitors Center has come into being. The need for this parking isn't what it was before.

Senator HOLLINGS. When was that design or plan made?

Mr. ALLAN. That was in 1966.

Senator HOLLINGS. At that particular time they found it feasible for a three-level garage in front of the East Front of the Capitol? Is that what you are saying?

Mr. ALLAN. Well, I am saying it was under study. Now the study was only a very short one. It wasn't carried any further than this as far as I know. It was seriously considered, at any rate, in relation to our Metro station. It was abandoned and the whole line was abandoned through here, relocated at D Street, and we heard no more of the subject.

Senator HOLLINGS. How many square feet of office space would that have provided? Instead of parking space you would have had office space. The blue area is substantially bigger.

Mr. ALLAN. 270,000 square feet per floor.

Senator HOLLINGS. Per floor?

Mr. ALLAN. Yes, sir.

Senator HOLLINGS. So three floors we are getting into 700,000 square feet of office space?

Mr. ALLAN. That is right. This would accommodate 700 or 800 cars per floor, more or less. It was a big facility, of course. This is an outline, naturally, but it shows the attempt 7 years ago to think about developing this space.

Senator HOLLINGS. All right, sir. Go right ahead. Proceed, please.

Mr. ALLAN. All right.

We discussed the feasibility of constructing underground facilities on the Capitol grounds, and it is very clear you are familiar with the Madison Library building's fairly large underground structure adjacent to this site. All these buildings have basements of one sort or another.

Part of the expertise in Washington with owners, architects, engineers, contractors, is that we have a height restriction and the buildings can only go so high. So there is always a lot of thought given to how far down you can go for parking and other facilities. So we are always pressed by the owners to consider the below grade situations.

Now the zoning requires parking for apartment houses and office buildings, it is normal here to build below grade under these or other major buildings.

Senator HOLLINGS. What is the top cost per square foot of underground? I think that takes in a lot of intangibles and a lot of undeterminables with respect to it. But from your experience per square foot. I am trying to think of a top cost looking at this particular site, knowing generally of the excavation cost, knowing the wage rates and the difficulties we have in the Washington area and everything else combined for underground construction of first-class office space, in general terms.

You would have to look at the design and plan. Can you give me a range, anywhere between $40 or $50 a square foot? What is your approximation?

Mr. ALLAN. I thought you would ask this question. It is a very important one. And we always think about comparisons of the below grade construction cost with comparable buildings.

Senator HOLLINGS. Right. And here the comparable is probably the highest cost possible, with all the aesthetic works and the stone, and whatever it is painted, sandstone or marble, or whatever it would have to be, a heavy exterior to conform to the present architectural structure of the Capitol building itself. So we have a good comparable.

Mr. ALLAN. I have been checking the last few days. I talked with one of the biggest contractors in Washington. I talked with three large engineering firms that are constantly involved in underground work, and with our architectural resources. And to construct a building that you are talking about, approximately 270,000 square feet, if in one building and not split up in two or three sites, it is in one building and it is two or possibly three floors and you are not down into the water. Say you are at least above it.

Senator HOLLINGS. Three floors would be how deep?

Mr. ALLAN. With probably three floors, several questions we have to ask. Would we have to replace the grass, say, above it?

Senator HOLLINGS. Yes the answer would be.

Mr. ALLAN. Right. And your floor to lights below grade you have to have a good deal, more than 8 feet, because of the psychological feeling of the space.

Senator HOLLINGS. So that is 10 feet?

Mr. ALLAN. I believe you are probably talking about 10 feet, floor to ceiling. You are probably talking about 14 feet, floor to floor. So maybe you are talking about 45 feet, plus some cover.

Senator HOLLINGS. Plus some cover. How much cover?

Mr. ALLAN. For three floors, well, we use about four feet of cover for small trees and shrubs.

Senator HOLLINGS. That is 49 or 50 feet?

Mr. ALLAN. Something like that for three floors.

Senator HOLLINGS. All right. And this would include an aperture where daylight would come down to these floors? That no doubt would be desirable.

All right. With those general guidelines, what are we talking about in the cost per square foot?

Mr. ALLAN. What we have been able to learn is that you have the structural construction for the walls, floor to ceiling, about $15 and $20 a square foot, more or less.

Now to finish the interior of that in a manner that is first class, we are talking about another $15 to $20 a square foot. If you were to go to the more ceremonial aspect of the design, such as the system in this building, marble floors and walls or whatever and expensive chandeliers, naturally you will have more cost.

Senator HOLLINGS. Add another $10?

Mr. ALLAN. Well, it depends on the fine woodwork or plastic mouldings. The carpentry, the cabinet work, naturally it will increase. What I am saying is that under the conditions we just discussed, that somewhere between $30 and $40 a square foot you should be able to have the first class amount of space under the current pricing conditions. That is more or less the lower level of it. It might depend on the aspect that it might rise in value.

There is nothing unusual about what we are talking about, nothing special about it, in terms of structure requirements. There are no underground obstacles that we know of to avoid. You will have links from this facility to the Capitol and possibly to the House and Senate buildings, possibly another subway or passageway which is an additional cost.

Our thought is that possibly the air-conditioning and heating ventilating equipment in existence in the Capitol could possibly be fed into this new facility as an extension rather than creating a brand new plant.

Senator HOLLINGS. Right.

Mr. ALLAN. You don't have the cost of expensive windows and columns, as you mentioned. You probably, with the connection below grade, have the minimum number of elevators, which are some expense.

I would like to mention a couple other aspects of this subject that we find just looking around. Fine buildings such as this one are challenged with the problem of expanding the space in the building or seeking space elsewhere. And good examples of that are the Washington Monument. There is a study going on right now to provide a major underground facility adjacent to the entrance of the monument for visitors.

Senator HOLLAND. Who is making that study?

Mr. ALLAN. The National Park Service is making that study. It is underway.

We know the White House has been expanded underground for many years rather than extend it, except for the wings, there may be no more above grade extension. Dunbarton Oaks, for instance, is considering the extension of the library underground. They didn't want to impact that beautiful mansion. It is very difficult on that site to do it. They were studying that as an underground facility.

Further afield is another building under the arch in St. Louis with a very large underground room. It is 100 feet by 300 feet, 18 feet high, and the National Park Service is going to turn it into a museum for visitors.

We are working in Richmond on a situation with the capitol there, the same problem. The capitol building there isn't big enough. They want to expand the building itself. We are working on another building adjacent to it, underground.

So this is not anything unique right here. But where you have important buildings, building underground is ever present. It is feasible. It is being done.

Senator HOLLINGS. You made a very valuable contribution to the committee, Mr. Allan. I think that sort of highlights it, the general confines of the physical boundaries, the general outlines of the cost itself.

And then, of course, it might not be so long a connection by rail if it was immediately under the east front. It wouldn't be bad if they could put in a large amount of room not only for office space, you could utilize it for most anything, including a restaurant.

Mr. ALLAN. There is no question about that. When you get into that element you are in need of an imaginative architect who will take program requirements and develop the space in an imaginative way. You have to come up with something that is comparable to the great spaces in this building.

You don't want an underground building full of columns and these heavy walls. Architects can do these things.

Perhaps one final thought in our backup of underground construction, we have in our system, the Metro system, 86 stations, and approximately half of them are below grade. Some of them are in rock tunnels and most are cut and cover construction. Some are below the water table. Some are well below it. Some are right in it and some are above it.

But in each case the problem is being solved with fairly conventional waterproofing techniques. This is something that is fairly normal and not necessarily unusual for this kind of underground construction. These rooms are approximately 60,000 square feet in area. The station train room complex itself is below grade.

Senator HOLLINGS. I never thought of the rock. But could there be rock beneath the Capitol Hill? Could we go down 40 feet and hit rock?

Mr. ALLAN. No, there won't be any rock there.

Senator HOLLINGS. Very good. Thank you very much, Mr. Allan. I appreciate this and we will keep in touch with you.

Mr. ALLAN. Thank you.

STATEMENT OF JAMES BIDDLE, PRESIDENT

ACCOMPANIED BY JOSEPH PRENDERGAST, EXECUTIVE DIRECTOR

NATIONAL TRUST FOR HISTORIC PRESERVATION

Senator HOLLINGS. The next witness is Mr. Joseph Prendergast, executive director of the National Trust for Historic Preservation. The Senate received a letter from Mr. Prendergast dated June 21, 1973, with respect to the proposal of extending the West Front of the Capitol. This letter was sent to Mr. McClellan.

LETTER FROM JOSEPH PRENDERGAST

Mr. Prendergast, I will insert this letter in the record. Then I wish you would provide your views to the subcommittee.

[The letter follows:]

National Trust for Historic Preservation

740-748 JACKSON PLACE, N. W. WASHINGTON, D. C. 20006 (202) 382-3304

June 21, 1973

The Honorable John L. McClellan, Chairman
Committee on Appropriations
United States Senate
Washington, D. C. 20510

Dear Senator McClellan:

As a spokesman for the preservation movement in the United States, the National Trust for Historic Preservation recommends the retention and restoration of the central portion of the west front of the Nation's Capitol as the sole original surviving exterior portion of the building.

The Capitol is without question among this Nation's most important landmarks. The west front is the one remaining portion of the building that contains 18th and 19th-century elements designed and built by Dr. William Thornton, Benjamin Latrobe and Charles Bulfinch. A course of action that would compromise the integrity of this portion of the Capitol would be a negation of national policy.

Congress itself stated in the Historic Sites Act of 1935 (Public Law 74-292) that "it is a national policy to preserve for public use historic sites, buildings, and objects of national significance for the inspiration and benefit of the people of the United States". This policy was further enunciated by Congress in the National Historic Preservation Act of 1966 (Public Law 89-665) in which Congress declared that "the historical and cultural foundations of the Nation should be preserved as a living part of our community life and development in order to give a sense of orientation to the American people".

Furthermore, reflecting the attitude and concern of a growing number of Americans, President Nixon on May 13, 1971, issued Executive Order 11593, stating that "the Federal Government shall provide leadership in preserving, restoring, and maintaining the historic and cultural environment of the nation". While the order was directed to agencies of the executive branch of the government, its spirit and intent were clear in saying that these agencies should "(1) administer the cultural properties under their control in a spirit of stewardship and trusteeship for future generations [and] (2) initiate measures necessary to direct their policies, plans and programs in such a way that Federally owned sites, structures and objects of historical, architectural or archaeological significance are preserved, restored, and maintained for the inspiration and benefit of the people..." Since that time, the compliance of federal agencies with the executive order has led to the protection of a number of significant properties. Surely, one of our country's most historic landmarks and tangible symbols of our government, the Capitol, should not be exempt from this national concern for the preservation of our heritage.

"Attesting to the excellence of its builders and to the concern of those responsible for maintaining this...national monument to our Republic, the United States Capitol survives in relatively good condition." This, in part, was the report of an engineering firm hired to study the feasibility of restoring the west front. Historical and aesthetic considerations aside, the report indicates that restoration is preferable to the proposed extension on an economic basis alone. The engineering firm report indicated that all five conditions for restoration deemed necessary by the Commission for the Extension of the U. S. Capitol could be met, including the stipulation that the cost of restoration would not exceed $15 million. A task force of the American Institute of Archi-

tects reviewed the report and concurred in its findings, noting especially that the Praeger report's methods and budget allowed adequate contingency for restoration costs.

Despite these significant facts, and despite votes last year in both the Senate and House of Representatives against extension of the west front, the Commission for the Extension of the U. S. Capitol has again voted unanimously to proceed with extension. The House Appropriations Committee version of the 1974 Legislative Appropriations Act includes a provision to provide $58 million for the extension of the west front. The National Trust, charged by Congress with the responsibility of furthering the policy of the 1935 Historic Sites Act and of facilitating public participation in the preservation of buildings, sites and objects of national significance, would be remiss in discharging its obligations if we did not strongly urge the preservation of the historic west front. We urge opposition of the provision currently in question to facilitate extension of the west front. We hope the representatives of the public will again show their support for the publicly proclaimed policy of encouragement of preservation.

We believe that the architectural designs of our country's foremost early architects, as they are preserved in the west facade, as well as its great landscape terrace by Frederick Law Olmsted, are significant parts of the national heritage of architecture and landscape architecture that we all prize and that deserve permanent protection. This fact alone is justification for the preservation of the west front of the Capitol; it should neither be destroyed or altered. Strengthening and restoration only are indicated under the circumstances.

Sincerely,

Joseph Prendergast
Executive Director

Mr. PRENDERGAST. The statement will be made by Mr. Biddle, who is here in my place.

Senator HOLLINGS. All right, sir. You both are welcome to the subcommittee.

Mr. BIDDLE. My name is James Biddle. I am president of the National Trust for Historic Preservation in the United States.

As I think you are aware, the National Trust was charged by Congress in 1959 to be the single national preservation organization in the country. We have three responsibilities. One is to find sites and buildings of historic importance. It concerns the Charleston site in South Carolina, which you may be familiar with.

We also have a mandate to coordinate the private preservation in the country.

And finally our responsibility is to try and involve and interest the entire American public in the preservation field.

We are concerned with the preservation of the Capitol. We were opposed to the extension of the east front many years ago, and we are opposed to the extension of the west front, as we go on record in many occasions. We feel that because the west front is the sole original surviving exterior portion of the building that it should be preserved at all cost. The Congress itself has mandated preservation as a national policy.

In 1935 the Congress passed the Historic Sites Act, and I quote:

> It is a national policy to preserve for public use historic sites, buildings and objects of national significance for the inspiration and benefit of the people of the United States.

This policy was expanded again in 1966 with the passage of the National Historic Preservation Act, which declared that:

> The historical and cultural foundations of the nation should be preserved as a living part of our community life and development in order to give a sense of orientation to the American people.

These two specific pieces of legislation along with numerous other congressional and Presidential actions have made it clear to the American people that preservation of our historic and cultural heritage is a national priority. Here we are faced with the possibility of one remaining portion of the Capitol, which is the 18th and 19th century elements designed and built by Dr. William Thornton, Benjamin Henry Latrobe, and Charles Bulfinch.

In 1971 the Commission for the Extension of the U.S. Capitol commissioned a study to determine the feasibility of restoring this historic building. The study showed that the west front could be restored. All conditions for restoration could be made at a maximum of $15 million.

The study stated, again, that the building was in relatively good condition, "Attesting to the excellence of its builders and to the concern of those responsible for maintaining this * * * national monument to our Republic."

We don't deny that the Congress needs additional space. However, we feel that other alternatives, just as you have discussed this morning, are available. We feel that those alternatives should be pursued and adopted and at all cost ought to be preserved.

That is a very brief résumé of this from the National Trust to the subcommittee.

Senator HOLLINGS. In your organization you have 1,000 member organizations and over 40,000 members throughout the Nation. Has there been any dissent in the views of the National Trust opinion? You were originally opposed to this, or are confirmed in your opinion, or what has been the most recent action of the National Trust with regard to the west front of the U.S. Capitol?

The most recent was a letter addressed to the Senate and also to the House on this question, but that was from Mr. Prendergast to Mr. Montoya, who is the Chairman of the Board of National Trust. So Senator Montoya is in opposition of this.

Mr. BIDDLE. We feel we can speak for our membership who are in excess of 40,000 as well as over 1,000 member organizations in opposition to the change.

Senator HOLLINGS. I would like to talk to you about preserving Charleston. It is my hometown.

Mr. BIDDLE. We have been long involved in Charleston.

Senator HOLLINGS. They have a new county planner down there that says we are going to have to get a model city built.

Mr. BIDDLE. That came across my desk.

Senator HOLLINGS. The "lynch" law was put into effect and that is the only thing protecting that fellow down there right now.

Mr. BIDDLE. He has a philosophy that we don't agree with.

Senator HOLLINGS. They are rebuilding the entire downtown section down there. All the old homes, they are moving them back into town, which is a unique development.

Mr. BIDDLE. It is all original construction. Charleston is one of the leading highlights of the historic preservation, one of the earliest in the country.

PREPARED STATEMENT

Senator HOLLINGS. I am a prejudiced witness along with you on this score. I appreciate your statement. Its entirety will be included in the record.

[The statement follows:]

STATEMENT OF JAMES BIDDLE

Good morning. My name is James Biddle. I am President of the National Trust for Historic Preservation in the United States. The National Trust was chartered by the Congress in 1949 to further the national preservation policy enunciated in the Historic Sites Act of 1935, to facilitate public participation in the preservation of sites, buildings, and objects of national significance or interest, and to provide a national trust to acquire such properties significant in American history and culture and preserve and administer them for public benefit. We are supported by over 1,000 member organizations and over 40,000 individual members throughout the nation. We believe we can say that we are a spokesman for the preservation movement in the United States.

For many years, we have been concerned with the preservation of the nation's most visible symbol, the Capitol. The Capitol building speaks to the people of the world as no other single structure does. It is the physical manifestation of the institution of our government. Throughout the years proposals have been advanced calling for the expansion of the west front of the building. The west front is the sole original surviving exterior portion of the building. Each time these proposals have been advanced they have been defeated. We appear before Congress once again to ask that the proposals presently before you calling for the expansion of the west front be stopped. Hopefully, for all time.

Congress has mandated preservation as a national concern. A concern that reflects the very quality of the environment in which we live, work, eat, sleep and play. To advocate other than the preservation of the west front would be to negate not only national policy, but would be to desecrate our national heritage. Congress itself stated in the Historic Sites Act of 1935 that "it is a national policy to preserve for public use historic sites, buildings and objects of national significance

for the inspiration and benefit of the people of the United States." This policy was expanded in 1966 with the passage of the National Historic Preservation Act, which declared that "the historical and cultural foundations of the Nation should be preserved as a living part of our community life and development in order to give a sense of orientation to the American people."

These two specific pieces of legislation along with numerous other Congressional and Presidential actions have made it clear to the American people that preservation of our historic and cultural heritage is a national priority. Yet today we are faced with the possibility that the one remaining portion of the Capitol which contains the 18th and 19th century elements designed and built by Dr. William Thornton, Benjamin Henry Latrobe and Charles Bulfinch will be destroyed.

In 1971 the Commission for the Extension of the United States Capitol commissioned a study to determine the feasibility of restoring this most historic portion of the building. That study showed that the west front could be restored; that all conditions for restoration could be met and that the cost of the restoration would not exceed the maximum $15 million allowed. In part, the feasibility study stated, that the building was in relatively good condition, "Attesting to the excellence of its builders and to the concern of those responsible for maintaining this...national monument to our Republic." The study was reviewed by a task force of the American Institute of Architects who concurred in the findings.

The fact that the Congress needs additional space for expansion is not disputed. It is the method of achieving the needed space that we are concerned about, for not only would the one remaining original portion of the building be destroyed, but so would the great landscape terrace designed

by the country's first landscape architect, Frederick Law Olmstead. Proposals have been advanced which would allow for the needed extra space, and also preserve the west front and the terrace. Among these proposals is an imaginative one advanced by the American Institute of Architects which would place the needed space under the grade level at a cost that would not exceed the estimated budget for the proposed above grade extension. Without debating the merits of each proposal, we do acknowledge that it is possible and indeed feasible to achieve the needed space to meet the existing demands without destroying the west front.

We are firmly opposed to the destruction and alteration of the west front of the Capitol and urge you to do all within your power to prevent it. Congress can give the word "preservation" renewed meaning and a renewed sense of vigor by forthrightly undertaking the restoration of the west front.

Thank you.

CONCLUDING REMARKS

Senator HOLLINGS. I wanted to get this statement in to emphasize the fact that that is a law we passed and we are the first ones that want to run around and disobey it. Not only disobey the general law itself but the entire parliamentary and legislative procedures.

Mr. BIDDLE. I agree, sir.

Senator HOLLINGS. You have highlighted it for us, and we appreciate both your appearances here today.

Mr. BIDDLE. Thank you very much.

Senator HOLLINGS. Thank you, sir.

Office of Civil Defense, Department of Defense

STATEMENT OF JAMES ROEMBKE

UNDERGROUND CONSTRUCTION

Senator Hollings. Our next witness is Mr. James Roembke from the Office of Civil Defense in the Department of Defense. The subcommittee has been advised that Mr. Roembke is an expert with relation to underground construction.

Mr. Roembke, we want you to give the subcommittee your background and experience, cite instances to the subcommittee of this type of underground construction. If you have any pictures or slides or demonstrations, we would be glad to see them at this time.

Mr. Roembke. Thank you, Mr. Chairman.

Senator Hollings. What is the constitution of the Office of Civil Defense over there now in the Defense Department, just as a matter of interest? I am one of the fellows that went way back with Governor Rockefeller. We were digging holes for everybody.

By way of interest, we had a gentleman by the name of Frank Ellis, who is the director, and on his own he called the Queen of England and he arranged for President Kennedy to make the call. This was going to be a very dramatic thing. The United States was going to call the Queen of England that we were going to go underground and at the same time giving impetus to the program and drive to the program.

So he came into President Kennedy's office with the idea and the next day he was appointed as the Federal judge, I think.

Mr. Roembke. I served under Mr. Ellis, sir.

Senator Hollings. He is a good Federal judge, by the way, but I never got so amused in all my life. With the underground structure, he said that fellow ought to be a Federal judge.

OFFICE OF CIVIL DEFENSE

Mr. Roembke. The Office of Civil Defense was established originally as the Federal Civil Defense Administration under the Federal Civil Defense Act of 1950. And I joined the organization in 1956, so I am one of the oldtimers.

Senator Hollings. You are an oldtimer. Did they resolve most of the responsibility over to the Office of Emergency Planning? Is that right?

Mr. Roembke. Not quite, sir. They split under President Kennedy. They split the responsibility, putting the nuclear defense planning in the Defense Department and the President maintained the authority to declare natural disaster areas and provide Federal funds for citizens where it exceeded the capability of the State and local governments.

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So this provided a division of responsibility when much of the planning was one and the same. If you prepared for one disaster or emergency you prepared for all of them.

So very recently the Office of Emergency Preparedness, by memorandum agreement, made certain planning functions the responsibility of our office, which is now called the Defense Civil Preparedness Agency.

Senator HOLLINGS. In the Pentagon?

Mr. ROEMBKE. In the Pentagon. And our director, ex-Governor John Davis of North Dakota reports to the Secretary of Defense.

Senator HOLLINGS. He is in charge of it?

Mr. ROEMBKE. Yes, sir.

PERSONNEL

Senator HOLLINGS. How much personnel in general terms do you have?

Mr. ROEMBKE. In the headquarters here around 300. And we have a very low profile program. It has been determined since the days of President Kennedy that to constantly try to maintain interest in the public at large is an extremely difficult, if not an almost impossible situation. People have problems that are here and now, not something in the future.

So our current program is largely oriented toward a community shelter program where we identify shelter space in existing buildings and develop plans for its use, should such an eventuality (nuclear war) occur. This is my particular job as the Agency's Deputy Assistant Director for Technical Services.

EXPERIENCE AND BACKGROUND

Senator HOLLINGS. What is your experience in underground construction?

Mr. ROEMBKE. I would like to, in giving my background, state for the record that I am here as an individual and I am not representing the Department of Defense or the Defense Civil Preparedness Agency. I am here at the invitation of Mr. Scott.

I am a civil engineering graduate of Purdue University and am a registered professional engineer in Indiana and Michigan. I have had 30 years of various experience in public works, design and construction most of which has been with the U.S. Government.

However, I have had private practice, private industry, and State government experience. I am a member of the American Society for Engineering Education and a fellow of the American Society of Civil Engineers (ASCE). I serve on two national committees. One is the committee on minority programs for the ASCE and the other is as Chairman of the Civil Preparedness Advisory Committee on the Design and Construction of Shelters.

This is comprised of the American Institute of Architects, the American Society of Civil Engineers, the American Institute of Planners, the Associated General Contractors, the National Society of Professional Engineers, the Consulting Engineering Council and the Engineering Joint Council. Each of these organizations provides an officer and a staff member and I chair this committee. We seek their counsel and advice on how we can best implement shelter programs.

We do not necessarily advocate underground construction, but as the trend is toward underground construction in many areas because of restricted site conditions, such as you have here, we are finding it advantageous to try to piggyback on this type of construction and take advantage of it.

Consequently, we have acquired quite a bit of experience and first-hand information on underground construction projects throughout the country. There are many buildings, such as one of the previous witnesses referred to, buildings that are being planned for construction underground.

I was just asked to testify yesterday, so I hastily jotted down some of these, like the Columbia School of Architecture designed by Architect I. M. Pei.

Senator HOLLINGS. How many square feet?

Mr. ROEMBKE. I don't have the construction details on these projects, but I can get them for you if you would like.

Senator HOLLINGS. All right, sir.

Mr. ROEMBKE. Here in Washington, American University is planning an underground library. The legislative office building in the State capital in Richmond is being planned for underground construction. I have color slides of the underground library at Hendricks College in Conway, Ark. Phillip Johnson, an architect in New York City designed that facility.

Then, of course, in New York City there are many, many buildings that of necessity have been going underground. One of them is the Chase Manhattan Bank headquarters building, with five full stories underground and they are utilizing this space in their office operation.

Our neighbor to the north, Toronto, Canada, has 23 acres developed with four levels underground. This is a fantastic development.

One of our shelter illustrations is in Artesia, N. Mex. They have developed, designed, and constructed, some years ago a completely underground elementary school. And, of course, we have six Federal Regional Centers which you appropriated money for. These are protected facilities for all of the Federal agencies in the various regions throughout the United States.

These have been constructed completely underground. One of them is right here in Olney, Md. If anyone is interested in walking through, we would be glad to arrange a tour of this facility so that you can see day-to-day office space being used in an underground environment. It is attractive and cheerful and usable, and presents no problems whatever.

There is a common myth that underground space is dark and damp and dingy and is suitable only for storage or second-class occupancy. This is not necessarily so. Properly designed underground space can be as cheerful and attractive as above ground space. And it also can have many other advantages.

Some of these have to do with health. We are undergoing an air pollution alert here in Washington these days. Under a completely controlled environment, which you design when you have underground space, you provide protection for the occupants. You plan more adequately than you do in above ground space where people have access to open windows. This permits the infiltration of contaminated air because people think that is the thing to do, to have a window open for a fresh air outlet.

We have another contaminant known as noise. Underground con-

struction is extremely competent in shielding out unwanted noises. In and around airports, industrial, commercial, and urban areas where noise is a problem, if you can get more mass between you and the noise source, it just shields it out so it makes it much better an environment from that aspect.

SECURITY

As far as security is concerned, vandalism is a real problem. You see the problem right here with our Federal buildings, the defacing brought on by vandalism. When you have more and more exposed wall, you have more and more difficulty in trying to protect it from defacement or broken glass.

It is not generally known, but there is over $200 million a year spent in replacing the broken glass on our public school buildings alone. We emphasize that if they are not going to be underground as in this type of design, then plan it like the new modern shopping centers such as Montgomery Mall where they open their vista inward with an interior courtyard and put the glass where it is not susceptible to vandalism and breakage.

Many schools are doing this. The outside periphery of the building is solid masonry. This tends to improve the security and also makes it easier for us to include shelters. There is a double advantage to this, including safety from natural disasters.

It is quite obvious if you were to select an underground site for your new office building it would automatically have safety from tornadoes or hurricanes that might come into this area.

And last but not least, should we need nuclear defense protection, this affords a real opportunity to provide, added safety, not just from fall out, but there is an inherent blast resistance in below ground construction which would provide a real opportunity to preserve the legislative branch of our Government in case of an attack.

ABO SCHOOL, ARTESIA, N. MEX.

This is a recent report on the Abo School, the underground elementary school in Artesia, N. Mex. Dr. Frank Lutz was the primary author of the report. They conducted research back in 1963 when this school was first constructed examining pupil achievement and anxiety, teacher anxiety and opinions, and parent opinions on this underground facility.

This report demonstrates conclusively that the underground school was operating as an effective elementary school. This was concurred in overwhelmingly by the parents, teachers and pupils.

Because the school was new, he was apprehensive of the Hawthorne effect. I think you are familiar with the Hawthorne effect in industry. If you increase the lighting in the shop area, it seems the workers produce a little more. Then you can go back and reduce the lighting later on and production will go up again. There is something about just the change that tends to stimulate and make people think you are concerned about them.

So the researchers were apprehensive in the first study. They thought some of the positive results could be because of the Hawthorne effect and the fact that the school was new.

We sent Dr. Lutz and his associates back and this study reveals that the underground enviroment is standing the test of time. There were 4th grade pupils in this school in 1963–64, when they did the first study. These students spent 3 years in this underground environment

and then moved into junior high schools in the community. They provided a comparison group with others from other elementary schools that had merged into the same school.

When they retested the pupils they found that the Abo pupils still showed significantly less anxiety than the other groups. Abo pupils were ranked in the residual reading test on page 7 of this report that I just gave you. In the middle of the page it states: "Fourth graders for 8 years in Abo had the highest reading achievement when covaried with IQ." This proves a properly lighted underground classroom cannot adversely affect reading skills. They also must have had a very fine reading teacher to have brought them from last place into first place for eight consecutive years.

On page 8 of this report at the bottom of the page, it states "The Abo Elementary School and Fallout Shelter has had no detrimental effects on the achievement of pupils attending that facility."

On page 12, just past the middle of the page, it says:

> It appears that insofar as attendance is a measure of mental health or physical health, the Abo School has a positive effect upon pupils while in attendance and no effect on pupils after they leave to attend high school.

On page 13, at the bottom of the page, you see where six medical doctors and two doctors of osteopathic medicine had responded to a questionnaire. They had a total of 15 patients who were reported as having been transferred into this Abo School on their recommendation. These patients were reported to be suffering from allergies or asthma. I think there would be some similar advantages for ailments on the part of those working in the Capitol. They would have an opportunity to breathe clean air in a completely controlled environment.

On pages 15 and 16, just slightly above the middle of the page it states that of the 148 questionnaires that were returned, 86 percent of the parents rated the school as "better than most," and 96 percent thought that other schools should be built like Abo if it costs no more than regular schools.

On page 20 we find that maintenance costs appear to be somewhat less than other schools in Artesia. That is easy to understand because there are no windows to wash or replace. No frames to paint and no exterior walls to maintain on this type of construction.

On page 21 you find that heating, cooling, and lighting costs are higher, but it is more pleasant in Abo when the temperature is above 85. There is a comfort factor involved here. There was really no opportunity to spread out the cost merely for the daytime operation of this school because no accurate record was kept of other use. More people used this facility for their community activities than any other school in Artesia. It had a large nighttime utilization which was computed in the cost of utilities.

On page 23, we note there were no ill effects and some significant benefits. In the summary and conclusions on page 25 they said there were fewer absences. There were no detrimental effects on the mental or the physical health of its pupils.

I have a 5-minute movie of this school that I will leave with the committee. If you would like to arrange to see it sometime, you may.

REPORT ON ABO SCHOOL

Senator HOLLINGS. I want you to leave that. This report on the Abo School will be included in the record.

[The information follows:]

THE ABO SCHOOL REVISITED

Introduction

In September, 1962, the first completely underground elementary school in the world opened in Artesia, New Mexico. From January, 1962, until January, 1963, a research study was conducted to determine the effects, if any, on the pupils attending that school. Data for this study were reported in two reports of the Defense Civil Preparedness Agency.[1, 2] In the latter of these, the principal investigator summarized:

> We conclude from our data that dual school-shelter facilities have no detrimental effect on the educational outcomes measured in this study . . . elementary school can be successfully conducted in a school-shelter environment.[3]

During this study data were collected related to pupil achievement and anxiety; teacher anxiety and opinion about the Abo School; and parent opinion about the school. These data appeared to conclusively indicate that the underground school-shelter was operating as an effective elementary school and was overwhelmingly accepted as such by parents, teachers, and pupils.

The question of Hawthorne Effect was discussed in both reports above. It was concluded that the project design had accounted for Hawthorne Effect and was not an intervening variable. There is no completely effective way to eliminate such a variable in an experimental-field study, however. Now nine years later it should be possible to determine if it was the Hawthorne Effect that eliminated any adverse affect of the underground school, producing what appeared to be adequate elementary education or if, as the investigators reported, the facility provided at least the normal opportunity for learning. For this reason the Defense Civil Preparedness Agency, Department of Defense asked us to revisit the Abo School and collect data that might answer the question about the role of Hawthorne Effect raised in the original study.

Essentially the original study team was available to participate in Abo Revisited. These included Frank Lutz, the former project investigator; Susan B. Lutz, former research associate; and Patrick D. Lynch, major consultant, formerly at University of New Mexico. Others who assisted in the project

of Abo Revisited included Warren Nell, present superintendent of Artesia, N.M.; Dean Robinson, principal at the time of the first study and now assistant superintendent for curriculum; Albert Bach, present principal of Abo; Owen Taylor, M.D. original medical consultant; and Burr Stout, Business Manager of the School District.

Design

Briefly, data were sampled concerning the achievement of Abo pupils since the ending of the original project. Data were also collected regarding parent and community opinion of the school. Cost data on maintenance and operation since Abo's opening were compared with maintenance costs at Hermosa, Yucca and Central Schools. These were the control schools in the original study.

Achievement

(Comparison 1) During the 1963-64 school year the original Abo Project took place. At that time the fourth grade was part of the pupil sample. Therefore, during the 1971-72 school year there was a group of pupils in twelfth grade who were in the original sample and who were students in Abo during its first three years of operation. All of these pupils who remained in Artesia Public Schools comprised a comparison group. This group was compared on achievement with Groups B, C and D representing those fourth graders who were in the original 1963-64 control groups from the Yucca, Hermosa and Central schools in Artesia, N.M. An analysis of covariance (using IQ as a covariant) determined if there was significant differences across schools in ninth grade reading achievement (the last grade where standard tests are used in Artesia). Both IQ and reading were covaried to determine if there were significant differences in ninth grade arithmetic achievement.

(Comparison 2) We selected a twenty percent random sample of fourth grade pupils attending Abo during each of the eight years of its operation (n =) and compared this sample (using the same design as in comparison

one) with a twenty percent sample of fourth grade pupils for each year attending the three control schools (Abo n = 121; Central n = 74; Yucca n = 75; Hermosa n = 115).

(Comparison 3) All sixth grade pupils (classes '69-'70, '70-'71) who had attended the school for six years were compared with sixth grade pupils in the control schools. The same design as above was used to compare groups (Abo n = 77; Central n = 17; Yucca n = 37; Hermosa n = 50).

Thus, three comparisons of the effect of the underground school on achievement were made. Comparison one looked at the original fourth grade pupils when they were in the ninth grade (same pupils over 5 years). Comparison two looked at fourth grade pupils over time (holds grade level constant for 8 years). Comparison three looked at the effect of five years in Abo on pupils who were not subject to the original Hawthorne Effect and were still in the school (same pupils, effect of five years, no original Hawthorne Effect, no relief from experimental condition).

Anxiety and Mental Health

The original study used pupil anxiety as one of its major dependent variables. On the standardized measure, pupils in Abo showed significantly less anxiety than other groups. To replicate this study might have stirred up community controversy given the short period of time the investigators could be in the school district. Therefore, data on some secondary overt measures of school anxiety were used to examine this area. It was assumed that if pupils are exceptionally anxious they would exhibit behaviors resulting in one or two types of data. They may be absent from school more than less anxious children and/or present greater behavior problems while in school. Absence data for subjects in Comparisons one, two and three were collected and subjected to analysis of variance techniques. In addition, the names of all pupils in the three experiments were submitted to a panel of six informed educational professionals in the Artesia Schools. This panel was asked to identify pupils whom they recognized as behavioral prob-

lems. These data were analyzed in a chi-square design comparing behavioral problems as reported by the panel, across schools.

Opinions About Abo School

Interviews were conducted with the medical staff of the town. We sought to discover local medical opinion about the facility as it related to pupils patients. The medical opinion questionnaire is included in Appendix A.

In the original study teachers, pupils, and other community people were interviewed regarding their opinions about Abo. During this revisit interview guides were prepared and data collected from parents of Abo pupils and a random sample from the community. The opinion questionnaire used for both parents and other community members sampled is included in Appendix A.

Cost Data

Maintenance cost data related to Abo and the three control schools were collected. Data were collected to determine:

1. Differences in heating and cooling cost.
2. Differences in lighting cost.
3. Differences in custodial cost.
4. Differences in maintenance cost.
5. Differences in insurance cost.

The School-Shelter as a Learning Environment

One of the original concerns about the Abo School was simply, "Can children learn effectively in an underground school-shelter facility?" During the earlier study, using a sophisticated multivariate design, no significant differences in residual total achievement gain scores among schools were found. Some achievement subtests did show significant differences among schools. These did not systematically favor any particular school, however. For instance, Central showed the highest residual mean in

two subscores and the lowest in the other two subscores used. Abo ranked highest in one and lowest in another subtest score. We concluded that the type of construction was not affecting the achievement of the pupils attending the schools.

The same design was not possible in this revisit. In fact, the question was somewhat different. This time we were more interested in the possible affect of the construction type (environment) on achievement over time. We therefore chose a simpler design concerning the achievement measure and a slightly more complex design regarding the sampling method. Three samples were chosen for comparison.

Comparison 1 selected pupils who were in the fourth grade in 1962-63, examining the latest data available concerning their achievement. In other words, we wanted to look at the affect of the environments on the same pupils over time, after they had left the environments. We had hoped to obtain twelfth grade data. Unfortunately for our project, the ninth grade is the last time Artesia utilizes a standardized achievement testing program for all pupils. Thus we were able to look at how well the 1962-63 fourth graders had done as ninth graders in the same school in Artesia. Reading and arithmetic computation subtests were selected as measures of learning. Intelligence (as measured by a standardized test) was covaried with the reading score, and intelligence and reading were covaried with the arithmetic achievement score. Analyses of variance were utilized to test for significant differences in both skill areas. This same design was used in Comparisons 2 and 3 as well.

Comparison 2 examined the reading and arithmetic achievement of fourth graders for eight years of the Abo School's operation (1971-72 data were not yet available). Thus, both achievement and grade level were held constant. We looked at how the school environment affected achievement over time in a single grade level.

Comparison 3 examined the effect of the environments on achievement of a pupil staying in the same environment for five consecutive years. In

Artesia, elementary school presently comprises grades 1-5. We selected those pupils in the fifth grade during the 1970-71 school year who had attended that same school for five years. We compared their achievement with the achievement of similar pupils in the other schools involved in the study. Thus, the intensive affect of the environment on the same pupil as it influenced achievement was investigated in this comparison.

Affect On Later Achievement

Comparison 1 looked at ninth graders who had attended the fourth grade in the four schools during 1962-63. Both reading and mathematics achievement data were collected. Reading was covaried with IQ and math covaried with both IQ and reading. Analysis of these data indicated no significant differences among school environments. We conclude that the differences in school construction had no affect on the achievement of pupils after they left that school. There was no carry over affect related to achievement from attending the school-shelter environment.

Affect on Achievement In A Single Grade

Comparison 2 investigated the affect of the school environment on achievement in the fourth grade over an eight-year period. The analysis of reading achievement covaried with IQ indicated a significant difference. Table I reports this analysis. Analysis of math achievement yielded no significant difference. The Abo fourth graders had the highest mean score.

It is interesting to note that in the earlier study Abo pupils ranked last in the residual reading achievement subtest. During the revisit analysis, fourth graders for eight years in Abo had the highest reading achievement when covaried with IQ. No significant differences were found in arithmetic achievement. We tend to interpret these findings to mean that Abo has one or more very good reading teachers. Further we conclude that the school-shelter environment had no detrimental affects on the achievement of fourth graders over an eight-year span of time.

TABLE I

READING ACHIEVEMENT COVARIED WITH IQ
ACROSS SCHOOL ENVIRONMENTS

Source	df	X4	SS (Due)	SS About	df	MS
Between	3	12789.0				
Within	381	214182.0	79590.6	134591.4	380	354.2
Total	384	226971.0	89497.8	137473.3	383	
Adj. Means				2881.9	3	960.6

F = 2.712; significant <.01

Prolonged Environment Affect

Comparison 3 was concerned with the affect of the environment on pupils who had spent their entire five elementary years in the same school. The analysis of these data produced no significant differences among the four schools. We conclude that prolonged attendance (five consecutive years) in the school-shelter environment had no detrimental affect on the achievement of such pupils.

General Achievement Conclusions

Based on analyses of the data in our original study, we concluded:

> It does not appear that being housed in a dual purpose school and fallout shelter facility would in itself affect the achievement of elementary school children. From our data we would hypothesize that this /Abo/ elementary school fallout shelter environment is an adequate environment in which the achievement tasks of elementary school children can be met. This hypothesis should probably be tested by the collection of future data over the period of several years.[4]

We have now tested this hypothesis with three comparisons; one after pupils leave the school-shelter; two the fourth grade in the shelter over eight years; and three pupils who spent their entire elementary experience in the school-shelter. The answer seems fairly conclusive. The Abo Elementary School and Fallout Shelter has had no detrimental affects on the achievement of pupils attending that facility.

The Psychological Effect On Pupils

One of the major questions in the 1963-64 Abo data collection was the affect of the underground facility (and its designation as a fallout shelter) on the pupils attending that school. Sarason's Test and School Anxiety Scales (with the lie scale) were used to measure the anxiety of pupils in the four environments. The "F" ratios for both general anxiety and school anxiety were significant independently at the .001 level and at the .01 level when covaried with the lie scale. We quote from the original "Interim Report of the Abo Project":[5]

> In all cases the mean scores of the elementary school children attending the underground school fallout shelter were lower than the mean scores of the elementary school children attending the other structural environments. . . . We do not intend to attach any causal effect to this finding but rather simply state it. . . . /Instead we concluded/ that the school fallout shelter environment did not adversely affect their anxiety levels.[6]

Given this finding eight years ago it seemed redundant to retest anxiety. Beside the anxiety data collection in 1963 had caused a considerable stir among the residents of this small southwestern town. It was only after a considerable length of time and effort that the town accepted the researchers sufficiently to permit the anxiety data to be collected. There seemed little reason to again raise unwarranted fears. Yet we did want some measure of how the underground school shelter might have affected pupils over time. Thus we chose some overt, operational measures of psychological states among school children. We presumed that children with rather extreme school anxiety would be absent from school more than children with only normal amounts of such anxiety. In addition, we assumed that such children or those exhibiting other psychological problems would be more likely to be known to school officials as behavioral problems. Thus reputation as a behavioral problem and number of absences from school were taken as operational measures of adverse psychological states. We assumed other factors affecting these measures to be random among school environments.

Behavioral Problems

A panel of six school district officials was selected by the Artesia superintendent as persons likely to know if pupils were behavioral problems. The names of every pupil selected in comparisons one, two, and three regarding achievement were submitted to this panel. Each rated the pupil as a behavioral problem, not a behavioral problem, or not known to the panelist. If any two panelists rated the pupil as a behavioral problem he was so classified. We are aware of some theoretical problems in this procedure. Yet these problems should be equally distributed among treatments and there appears to be considerable logical rationale for this procedure, under the circumstances and limitations of this "revisit."

Four hundred and ninety-five pupils were classified by the entire panel. Of these 165 had attended Abo, 86 Central, 100 Yucca, and 144 Hermosa. Of the 495, 44 were classified as behavioral problems (were nominated at least twice as hebavioral problems) and 451 were classified as no behavioral problem. The data were analyzed in a four by two Chi-square contingency table. A Chi-square of 9.35 or greater is required to reject the null hypothesis at the .05 level, given three degrees of freedom and a two-tailed test. The obtained Chi-square was .15 or considerably lower than required. Thus we conclude that pupils attending or having attended the underground school-shelter environment created no more behavioral problems in school than pupils in other building environments. Given our previous assumptions we conclude that, in so far as psychological problems may result in school behavioral problems, pupils attending or having attended the underground school-shelter environment had no more psychological problems than children attending other school building environments.

Pupil Absences

When we designed this revisit we decided to use pupil absences from school as one type of operational measure of school anxiety. It may be either a measure of mental or physical health or perhaps both.

In order to determine if the school environment was related to pupil absences the same three comparisons used to test differences in achievement were made: all children who were in the eleventh grade during the 1970-71 school year and who had attended one of the experimental schools in the fourth grade during our original investigation in 1963-64 were included in comparison 1; all fourth grades in the experimental school for the last eight years were included in comparison 2; and all pupils in the experimental school in 1970-71 and who had attended the same school for five years were included in comparison 3. These data are presented in Table II.

TABLE II

MEAN PUPIL ABSENCES BY SCHOOL ENVIRONMENT

Comparison / School	I		II		III	
	n	$\bar{X}$	n	$\bar{X}$	n	$\bar{X}$
Abo	36	.75	121	.49	17	.58
Central	21	.68	74	.77*	17	.86
Yucca	19	.70	75	.78**	37	.80
Hermosa	27	.71	115	.70*	50	.71

* significant differences from Abo .01
** significant differences from Abo .001

As can be seen from Table II, only comparison 2 produced significant differences among the schools. The test used, however, utilized the smallest cell frequency when calculating degrees of freedom. In comparison 3 we note the same trend and nearly the same mean differences as in comparison 2. Comparison 3, however, had only 17 degrees of freedom. Based on these data one might conclude that the underground environment had a positive affect on the health of pupils in attendance. Attendance of fourth graders over eight years was significantly higher in Abo than in other schools (comparison 2). Attendance of pupils in the same school for five years produced like mean differences and the same trend, favoring Abo, but

no significance due to low degree of freedom (comparison 3). Pupils in the eleventh grade who had attended the four schools showed no significant differences in absences during their eleventh grade year.

It would seem then that pupils attending Abo have a better attendance record while attending that school but have the same general attendance record as others when attending high school after leaving Abo. It appears that in so far as attendance is a measure of mental health or physical health, the Abo school has a positive effect upon pupils while in attendance and no affect on pupils after they leave to attend high school.

General Mental Health Conclusions

In our first study of the Abo School we found that the school-shelter environment had no adverse affect on its pupils. Now almost ten years later the question can be answered with greater authority. In neither of our operational measures did Abo pupils appear to be significantly more anxious about school. If a poor adjustment to school results in the pupil creating classroom behavioral problems and/or creates increased absences then the Abo School does not adversely affect that adjustment. In fact at certain times and among certain classes of pupils it seems to improve the situation.

Neither have we observed during our original study or our revisit any evidence of maladjustment among Abo pupils. From reports of educational and medical professionals in Artesia it is clear that they are of the same opinion. Clearly the Abo School-Shelter is not detrimental to the mental health of its pupils.

Opinions About Abo School

Medical Opinion

During the first study of the Abo School opinions about the school were collected from professionals caring for Abo pupils. These data were collected through the assistance of the project's medical consultant, Owen C. Taylor, M.D. School nurses reported better attendance on the part of

several pupils transferred into the school because of various respiratory ailments. During that first year only one pupil was transferred out of the school at the request of their attending chiropractor. This chiropractor requested that one of his patients be transferred because in his opinion the patient had developed several colds because of the difference in the temperature of the Abo classroom (74° F.) and the outside temperature.

In February, 1972, ten years after the school opened, Dr. Taylor completed another survey of the Artesia's medical staff. Six medical doctors and two doctors of osteopathic medicine responded to the questionnaire. A total of fifteen patients were reported as having been transferred into the Abo school on their recommendations. These patients were reported as suffering from allergies or asthma. None reported ever requesting that a patient of his had been transferred from a junior high school where there were underground classrooms. This professional reported that the pupil's problem was, "caused by association /of the underground space/ with death and burial of /her/ grandmother." School personnel, however, said that the pupil was simply a behavioral problem with a large number of unexcused absences. The pupil was transferred to a school with no underground space and "is still a truancy problem." That is to say that if the underground space was contributing to the problem, removing the pupil to a school without such space appeared not to improve the situation.

No respondent reported any medical problems in their patients which could be attributed to the underground and windowless environment. Dr. Taylor reports, "The three physicians attending the majority of children were most impressed with the beneficial effects of the filtered ventilation air system. The psychological factor of the school being windowless and underground apparently was not felt to be significant." Dr. Taylor further reports that the psychologist, employed part time by the school district, "felt the windowless underground school was theoretically a good environment for elementary school age children and his experience here with disturbed children supported this opinion." Finally Dr. Taylor reported,

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"The school nurses felt there was a noticeable difference in the general demeanor and behavior in the children in Abo. They felt they were a bit calmer and seemed less prone to respiratory diseases."

It seems that after ten years of experience with children attending an underground and windowless elementary school the professionals concerned with the health care of children in Artesia, N.M. (where the Abo School exists), are generally convinced that not only is the school not detrimental to the physical and mental health of their patients but it is actually a benefit to some.

Parent Opinion

Parents of Abo pupils were polled during the first Abo project to ascertain their opinions of the school-fallout facility. All parents questioned approved of the school and thought it had been "a good idea to build the Abo School." They also unanimously agreed that "future school buildings in Artesia should be of some school-shelter type."[7]

During this "revisit" ten parents from each of the fourteen classrooms in Abo (on an every other basis) filled out survey questionnaires. Only two questionnaries were unusable. Of the 148 usable, 86 percent, the Abo School was rated as "better than most" as compared to other Artesia schools, and none thought it was poorer than most. Of the same sample, 72 percent thought the shelter aspect of the school "was a good thing," 38 percent thought it made "no difference," and none felt the shelter aspect was "a bad thing." Finally 96 percent thought that other schools should be built like Abo "if it costs no more than regular schools." The vast majority of parents whose children were attending the Abo School-fallout shelter in 1972 agreed with the parents of Abo pupils in 1963 that the school was a good elementary school.

Community Opinion

The general community was not surveyed in 1963 about their opinion of the Abo School. Parents from the other three schools in the original study were polled, however. Of this group 85 percent thought that it had

been a good idea to build Abo, 14 percent said it was not and 1 percent said they did not know. The same percentage (85 percent) said it would be a good idea to build some shelter space in other schools, while only 11 percent said it was not and 4 percent did not know.

In the "revisit" fifty members[8] of the community were randomly selected from the telephone book and asked to respond to the same questionnaire as answered by the Abo parents. If the person called could not be contacted after the third call another respondent was selected. This community group was generally supportive of the Abo School though not as impressed as parents of Abo pupils. Responding to their opinion of the Abo School 58 percent of the community said it was a better school than most, 42 percent thought it was about the same as other schools, but none thought it to be a poorer school. The shelter aspect of the school seemed to 46 percent a good thing and 54 percent thought it made no difference, but none believed it to be a bad thing. An overwhelming majority (slightly better than 9-1) recommended building other schools similar to Abo if it were no more costly. Although not as supportive of the school-fallout shelter facility as the parents of pupils who attended, the sample of the public clearly favored the school. Nine out of ten recommended that other schools be built like Abo, if such schools cost no more to build than other schools.

Cost Data on Maintenance and Operation

The operation and maintenance costs of schools in any school district are subject to many variables affecting separate schools unequally. This makes it almost impossible to discover how a particular construction feature affects these costs. In this section we will compare certain of these costs. We do not expect them to be equal but we will attempt to explain the differences.

Cost of Heating, Cooling and Lighting

Table III presents data related to heating, cooling and lighting the four schools investigated in this revisit. Several things should be clear before presenting these data. Both Abo and Yucca schools have completely controlled temperature environments, cooled with forced refrigerated air and heated with forced air. Yucca, being above ground, has individual units in each room or area. Abo, being below ground and serving entirely as shelter space, has a central unit which is constantly in operation regardless of use. Therefore continuous use beyond the regular school day would tend to reduce per capita cost. Yet cost can only be calculated on an average daily membership (A.D.M.) because no accurate record of other use is available according to school district officials. The officials indicated, however, that Abo received the most after school use as compared to other schools. In addition, both Central and Hermosa schools were known to have very poor artificial lighting. Approximately 250 fixtures were to be added in the Hermosa building in July and August 1972, a year after these data were collected. The glare from the extensive glass areas in Hermosa was acknowledged as a detrimental aspect of that facility.

TABLE III

ELECTRICITY AND GAS COSTS BY SCHOOLS
PER AVERAGE DAILY ATTENDANCE

School / Time Period	Abo		Central		Yucca		Hermosa	
	Elec.	Gas	Elec.	Gas	Elec.	Gas	Elec.	Gas
1970-71 12 months	10.21	.99	3.65	3.44	11.61	.95	1.99	1.81
Combined 1970-71 12 months	5.60		3.56		4.75		1.90	
Combined 1970-71 Dec. - March	3.74		4.26		3.84		2.13	

Hermosa cost less to heat, light and cool than any of the other three schools. School district officials could offer no rationale for this process except to note the extremely poor lighting conditions in Hermosa School. Costs across the three schools, excluding Hermosa, are not drastically different considering that Central has a lower lighting standard than the other two schools.

When one compares these cost data for the months of December through March, the cost differences between the underground environment and other schools become even less negative in relation to the shelter school the cost data favoring Abo for this period. Actually Abo is lowest among the three schools with Hermosa still considerably lower than the other three schools. This Dec. - March combination was computed because the climatic conditions in southeastern New Mexico are different than in many states and may affect these costs in an unusual way. Temperatures in Artesia seldom fail to rise to the 60's during part of the day even in the winter, falling into the 30's at night, and only occasionally into the teens. Only the Dec. - March months require heating on a scale that even approaches the average school district. Therefore these data may be of interest. The lower cost in Abo during the Dec. - March period, as compared to the twelve month data, is accounted for by somewhat lower electricity costs (e.g. $313 to $387/month). No explanation of this discrepancy was available as costs should be constant in Abo as the lighting is maintained when the building is in use during the school day.

Custodial Costs

Custodial costs in the four buildings did vary but not because of maintenance problems. One and one-half full-time custodians were assigned to each building. The variance in custodial salary costs reflects only differences in the individual custodian's placement on the salary schedule by years of service. These differences cannot be attributed to the differences in facility type. All buildings were well kept with only the age of the building apparently accounting for minor differences. Central

and Yucca schools had considerably lower A.D.M. (258 and 283 respectively), while Abo and Hermosa had higher A.D.M. (400 and 414 respectively). Thus one would assume that Central and Yucca schools with fewer pupils enrolled would have lower custodial costs or be better kept. Neither was the case. There is no apparent explanation for this occurrence. The custodial costs vary only according to the position of the experience of the custodian in the district, his standing on the salary schedule, and whether he was replaced by a substitute for any length of time due to health.

Insurance Costs

The insurance cost of a building can be affected by several variables including the building's construction. Hermosa has large areas of glass that must be insured against breakage. In addition, its construction is considerably more flamable than Abo and Yucca and it is considerably further from a fire house (1 ½ miles) than comparable other construction such as Central (2-3 blocks). Both Abo and Yucca have sprinkler systems; neither Hermosa nor Central have. Table IV provides insurance cost data.

Hermosa is the only school showing any real difference in cost/ $10,000 valuation. This condition had already been explained.

TABLE IV

INSURANCE COST PER SCHOOL

School	Building Value	1970-71 Insurance Cost	Cost/$10,000 Value
Abo	$500,000	$ 270.00	$ 5.40
Central	$380,000	$ 175.00	$ 4.60
Yucca	$400,000	$ 272.00	$ 6.80
Hermosa	$300,000	$1653.00	$55.10

TABLE V

MAINTENANCE COSTS BY SCHOOLS

School / Year	Abo	Central	Yucca	Hermosa
62-63	$1000	$5900	$4200	$500
63-64	1000	4400	4800	500
64-65	5000	5000	4500	750
65-66	1000	5400	4800	700
66-67	1200	5300	4200	600
67-68	2500	4800	4000	500
68-69	1800	4600	4200	600
69-70	2400	5400	5300	500
70-71	900	5300	5000	400
71-72	800	4500	4100	400
Total 10 years	17,600	50,600	47,500	5,450
Total/A.D.M.	$44.00	$196.12	$167.84	$13.16

Maintenance Costs

Maintenance costs for the four schools prove to be very interesting. These data appear in Table V.

There are obvious and considerable differences in these costs. School district officials when questioned indicated that Hermosa had been neglected for a number of years and was sorely in need of painting inside and out. They indicated that this would be very costly and was scheduled for the summer of 1972 (such cost is not included here as the work is still to be done). Central is a much older school accounting for higher costs. Abo being underground requires no outside maintenance and is less vulnerable to the dust storms of New Mexico. It is also newer, perhaps accounting for lower maintenance cost. However Yucca has no windows to repair or frames to paint. It is above ground but less susceptible to the elements

than the other windowed schools. It is considerably newer than Central. Yet its average maintenance cost is very much like Central's cost. It appears that Abo's maintenance cost is less than other normally maintained schools in Artesia. This seems reasonable as there are no windows to wash or replace, no window frames to paint and no exterior walls to maintain. This seems to be a reasonable explanation, but based on our personal knowledge of the schools, we find no reasonable explanation for the unbelievably low maintenance cost at Hermosa. The school does not appear to be poorly maintained.

Cost Data Summary

As in the earlier study, cost data are still somewhat inconclusive. Heating, cooling and lighting costs are higher for Abo, but it is certainly more pleasant in Abo when the outside temperature goes above 85 degrees and lighting is considerably better than in any other school and infinitely better than in Hermosa. In addition, the building is used for more meetings than other schools. When one considers the heating months that begin in most areas of the country in October and do not end until May, the Abo operation is less than that of windowed schools.

Insurance costs differ only slightly among three schools and considerably with the fourth school. The differences were accounted for not only by the distance to the fire station but also construction type. The Abo shelter type construction is favored by these data.

Maintenance data appears to favor the Abo type construction except one cannot completely account for the very low cost at Hermosa other than a decision to delay maintenance investment until 1972. In a similar manner, the lack of differences in custodial costs based on A.D.M. differences is difficult to explain except with respect to custodians' salary schedule differences.

In summary, certain maintenance and insurance costs seem to be lower in the shelter type environment. Such savings appear to be rationally explained. Heating and lighting costs are higher in a school shelter

environment but such a finding neglects the comfort factor of a totally controlled environment. In addition, the school-shelter environment seems to cost less to maintain during the months requiring heating. This should be of particular interest in areas of high heating requirements. Also in areas of high vandalism (such as urban districts), the lower maintenance cost due to no glass breakage may be of considerable interest.

Judgments as to whether or not to utilize school-shelter construction in a particular school district cannot be made on cost data alone. To begin with, our data are inconclusive. They may be interpreted to whatever advantage or bias one wishes. In addition, the use of school-shelter environments goes beyond any data we can present. There are no detrimental effects on pupils. Our first study and this revisit are conclusive about that. There appear to be some benefits, in fact. Neither will these convince people who have preconceived values and judgments. What our studies of the Abo School do show conclusively is that this school is well accepted in the school district in which it has been operating for ten years. It has had no apparent ill effects on the pupils who have attended it. In fact, the data show some significant benefits.

Summary, Conclusions and Implications

The Abo Elementary School and Fallout Shelter in Artesia, New Mexico opened in 1962 and was the first entirely underground elementary school in the nation. Its entire space could serve as a fallout shelter; it is so marked and named. From January 1963 to 1964, an extensive study was undertaken to determine the affects of this environment on elementary school pupils. The results of that study indicated that the Abo School served as an effective school environment.

In September, 1971 the fourth grade pupils from the original study (the youngest pupils studied in the original project) began their senior year. The original investigators were asked to do a revisit to determine

the long-range effects of that school environment and whether or not the original findings were influenced by the Hawthorne Effect.

Achievement

Three samples of pupils were chosen in order to examine the affect of the school shelter environment on pupil achievement, as compared to three other Artesia elementary schools. Comparison 1 investigated present high school seniors who had been in the fourth grade of one of the four schools during the original study. Their ninth grade reading and arithmetic achievement scores (the latest available data) were compared across the four schools; Abo, Central, Yucca, and Hermosa. Analysis of covariance was used to test for a possible statistical difference across schools. IQ was covaried with reading achievement and both IQ and reading were covaried with arithmetic achievement. This same design was used in all three achievement comparisons. In comparison 1, no significant differences were discovered.

All fourth graders in all of the four schools for the past eight years were selected for comparison 2. Abo fourth graders were significantly higher in reading achievement than other schools. There were no significant differences in arithmetic achievement in this comparison.

In comparison 3, all present fifth graders (the highest grade in Artesia elementary schools during 1971-72) who had been in one of the four schools since their first grade were selected. No significant differences were discovered in this comparison.

We conclude that the Abo Elementary School and Fallout Shelter had no detrimental affects on the achievement of its pupils. In fact, pupils in the fourth grade seemed to achieve more in reading over the eight years. This benefit did not appear to help fifth grade students who had been in the school for all five elementary years or those ninth grade pupils who had attended the Abo School. We concluded that some fourth grade Abo teachers were very good reading teachers.

Psychological Effects

Unable to replicate the original study related to pupil anxiety and classroom behavior, two pupil behaviors were selected as operational measures. These were pupil absences and pupil behavioral problems as nominated by a six person panel of Artesia educators. Chi-square was used to test for significant differences in absences across schools. No differences appeared.

Absences were investigated for all pupils in achievement comparisons. Significant differences were found among schools in fourth graders over eight years and fifth graders who spent five years in one of the four elementary schools (comparisons 2 and 3). In both comparisons, Abo pupils had fewer absences. This effect did not carry through to the 1971-72 twelfth grade class who had been fourth graders at one of the four schools during the original study. No significant differences were found in this twelfth grade group (comparison 1) according to the school they attended in fourth grade.

We concluded that the Abo School had no detrimental affect on the mental health of pupils as measured by absences from school and overt behavioral problems that would come to the attention of school district officials. In fact, Abo pupils have fewer absences while attending that school than do elementary pupils attending the other three Artesia elementary schools in this study.

Opinions About Abo School

The medical staff serving Artesia felt the Abo School was a good school environment. They had recommended several transfers into the school for health reasons. They, the school psychologists and the school nurses, agreed the Abo School had no harmful affects on elementary pupils attending. In fact, many thought it was helpful to certain patients, particularly those with respiratory problems.

We conclude that Abo had no harmful effects on the physical health of its pupils.

Opinions of parents or pupils attending the Abo School were decidedly in favor of that environment as a school. Although not quite so favorable, the sample selected from the broader community also reported a generally favorable opinion of the Abo School.

We conclude that both parents of pupils in attendance and the general community in Artesia accept Abo School as a good elementary school.

Cost Data

The underground shelter environment appears to be somewhat more costly to light and cool, but it is better lighted and cooled than the other three schools. It is somewhat less costly to heat. Maintenance costs vary according to many uncontrolled factors. It appears that when standard maintenance occurs and there is like equipment to maintain that the underground school costs less to maintain than above ground windowed schools, but data are insufficient to conclusively support that belief. Likewise insurance costs appear to be lower per $10,000 valuation for the underground but too many uncontrolled variables are affecting these costs.

We conclude that, because of the many variables involved in determining cost data and individual differences between school equipment and use, it is not possible to develop positive conclusions regarding cost for operating and maintaining the underground school as opposed to other types. While costs for cooling and lighting appear higher for the underground school, the school is used differently than others; therefore, a true comparison cannot be made. Costs for heating an underground school appear to be lower than for other types.

Implications

Our original study concluded that the Abo Elementary School and Fallout Shelter was operating as an effective elementary school environment. Our present study confirms this finding.

1. The Abo School has been operating as an effective elementary school in Artesia, N.M. since it opened its doors in 1962. It continues to

be an effective school and there is no evidence that the fact that it is underground and could serve as a fallout shelter and is so marked, designated and named has had any detrimental affect on pupils attending that school.

2. Apparently other schools could be so constructed and if operated under similar conditions would also serve as effective elementary schools.

Footnotes

1. Frank W. Lutz and Susan B. Lutz, The Preliminary Report on the Abo Project, Defense Civil Preparedness Agency, Washington, D.C., 1964.

2. James G. Cooper and Carl H. Ivey, A Comparative Study of the Educational Environment and the Educational Outcomes in an Underground School, A Windowless School and Conventional Schools, Defense Civil Preparedness Agency, Department of Defense, Washington, D.C., Contract #OE-3-99-033, August 1964.

3. Frank W. Lutz, Nuclear Society and the Public Schools, Contract #OE-3-99-033, April 1964.

4. Op. cit., Lutz and Lutz, p. 14.

5. Op. cit., Lutz and Lutz, pp. 20-22.

6. Op. cit., Lutz and Lutz.

7. Op. cit., Lutz, pp. 26-27.

8. In the recall procedure actually 52 respondents were contacted. Percentages reported are based on that number.

APPENDIX A

Medical Opinion Questionnaire

INSTRUCTIONS: Please respond to the following three (3) questions as accurately as you can. We do not ask that you review your records in order to be exact. We hope you will be able to think about the children who are your patients and respond to the generalized question in such a way as to give us a fair picture of how, if at all, the Abo School is affecting health problems. We are not asking for medical data on specific patients nor will the responding physican be identified.

1. Have you ever recommended that any of your patients be transferred into the Abo School?

   a. If yes, about how many?
   b. For what type of reasons?

2. Have you ever recommended that any of your patients be transferred out of the Abo School?

   a. If yes, about how many?
   b. For what type of reasons?

3. Do you notice any differences in the health of any patients in Abo or other windowless, air-conditioned schools as opposed to other windowed schools in the district?

   a. Emotional problems Yes No
      Describe briefly.

   b. Respiratory problems Yes No

   c. Others

Public Opinion Questionnaire

We are seeking information regarding community opinion about the Abo Elementary School. We would appreciate it if you would take five minutes and fill out the questionnaire. Then place it in the envelope supplied and seal it. The pupil who delivered it will wait for your response and return it to school for you. You are not asked to identify yourself. Thank you!

QUESTION	ANSWER
1. How do you think the Abo school rates as compared to other schools in Artesia? (Check one)	a. Better than most_____ b. About the same as others_____ c. Poorer than most_____
2. Do you think the fact that it is also a fallout shelter effects the school or your opinion of it? (Check one)	a. The shelter aspect is a good thing_____ b. The shelter aspect makes no difference_____ c. The shelter aspect is a bad thing_____
3. Would you recommend building other schools, if they are needed, similar to the Abo School, if it costs no more than regular schools? (Check one)	a. Yes_____ b. No_____

UNDERGROUND CONSTRUCTION

Mr. ROEMBKE. I would like to conclude by saying that buildings can be constructed underground in most areas, such as Capitol Hill. I haven't examined the site conditions that were discussed by previous witnesses, but I am sure there is nothing here that would preclude serious consideration of going underground. You can preserve the open area around the Capitol and not adversely affect the aesthetics.

You can create highly desirable day-to-day work space, it need not cost excessively and it could reflect operational savings.

CIVIL DEFENSE

And, of course, from my standpoint it would be wise. Civil preparedness is concerned for the safety of people. I would certainly like to see you have safer and healthier environment to work in. These things should be considered.

Senator HOLLINGS. Mr. Roembke, would you give the subcommittee some idea of the square foot cost and what additional costs you usually add on to comply with the civil defense or fallout design?

Mr. ROEMBKE. When you consider cost, there are things which are very much governed by local conditions. I would say that the previous witnesses' estimate of $30 and $40 a square foot is generally adequate for underground construction of this type.

Due to the finishes and the type of construction required for public buildings on Capitol Hill this may be on the low side. It probably should be on the order of $50 a square foot because of the type of interior finishes required, etc.

In any event, it would not be markedly different from above ground construction in this area. As far as the protection of the space, we found in above ground space that you can include the civil preparedness protection for nuclear defense at less than 1 percent of the cost of construction. This is so negligible, you can't find that cost in the difference between the low bids and the next lowest bidder. When you go below ground it just washes out.

In other words, there would be no significant cost increase to include in the appropriate civil preparedness safety features in this building. When you go below ground you are below blast waves so you would also have limited blast exposure on this type of construction.

Fallout deposits on the roof. For that which falls on the ground, there is a large shield between the occupants and the fallout. So you have ideal radiation protection.

COST

You have already seen the Abo School. For the day-to-day occupancy they already had the ventilation and water and other things needed for shelter. Abo provided a community shelter for 2,400 people. It was about $13.61 a square foot, 10 years ago. This would be higher now.

Senator HOLLINGS. How much was that?

Mr. ROEMBKE. $13.61.

Senator HOLLINGS. But you judge in this particular area $50 a square foot?

Mr. ROEMBKE. That is a different type of construction. You go into Fairfax County and look at the cost of your school building. That is around $15 a square foot.

Senator HOLLINGS. And $50 would be the top side?

Mr. ROEMBKE. Yes, sir.

Senator HOLLINGS. So if we had 250,000 square feet at $50 a square foot it would be $12 million plus your 1 percent?

Mr. ROEMBKE. No, I would say you wouldn't need an additional 1 percent.

Senator HOLLINGS. You would include it in the $12 million?

Mr. ROEMBKE. Yes, sir.

Senator HOLLINGS. For 270,000 square feet that would be $13.5 million. We could get enough room and not disturb any trees. We could easily do that.

Can you show us those slides just for a minute, please?

[Slide.]

Mr. ROEMBKE. This is the Hendricks College underground library in Conway, Ark. You can see where they have made ready at grade access to the building but it has been constructed underground and it has not detracted from the surrounding campus buildings.

[Slide.]

Here they preserve the openness of their campus mall area and it has preserved trees. In fact, they have planted more. [Pointing to slide.]

[Slide.]

This is a view looking from the inside out to the campus area at the entrance. Of course, the libraries are quite critical. In order to preserve records you must control the environment, the humidity, the temperature. They have provided adequate space for the library and for the necessary office space.

[Slide.]

This is the high school building in Laredo, Tex. This was built with above ground and below ground space.

[Slide.]

The entire below ground space is illustrated by this lobby, which doubles as a shelter area. You can see this is attractive and the entire finish of the school is like that. The below ground floor is used for classrooms on day-to-day use.

[Slide.]

In Blackwell, Okla., we have an award-winning school. This is the student area above ground. You can see that it is austere construction.

[Slide.]

Here is the stairway that leads down to the below ground space. They designed this primarily because they wanted tornado protection there at Blackwell.

[Slide.]

I thought this slide would make you think you were outside of the building looking into the classroom. Instead, you are inside the building looking inside the classroom. This is the corridor. And they just put the glass on the inside so that students don't feel that they are cooped up in any way.

You can see this one girl has turned around to see who is taking this picture. They are quite happy there. We also have a movie film of this school, with other interior shots.

This is all the slides that I brought along. It was just to illustrate that these schools are quite sensitive to the interior treatment.

UNDERGROUND CLASSROOMS

A few years ago, there was a real hangup on the part of educators concerning underground utilization of classrooms. The National Council on Schoolhouse Construction, which later changed its name to Council of Educational Facility Planners, is a group of educators that are experts in planning school buildings.

They passed a resolution in the early 1960's—just about the time that Mr. Ellis was speaking to President Kennedy. They felt that shelters in schools would downgrade the space. So they passed a resolution that said schools and shelters are incompatible. They didn't want to have below grade classrooms and they didn't want windowless classrooms. They saw shelters as something degrading.

Through our professional development program of sharing techniques of incorporating protective features in the design of buildings, we have to train over 800 faculty of schools of architecture and engineering. They in turn have taught over 20,000 architects and engineers. Incidentally, the University of South Carolina and Clemson have both cooperated in this program. There is a widespread capability now in the design professions which makes it possible to incorporate shelter in buildings without adversely affecting the cost, appearance or function.

Then the Council 2 years later turned 180 degrees around. They passed a new resolution which said that we appreciate the fact that shelters and schools can be compatible if they are designed properly. They no longer had objection to shelter features in the schools.

Senator HOLLINGS. That is an interesting development.

Mr. ROEMBKE. This has been a long term educational effort. Today we find that architects and consulting engineers are incorporating shelters in buildings. We gain about 1 million fallout spaces a month in normal day-to-day construction without a Federal subsidy.

Our biggest problem is to maintain the public recognition of the need for shelter, just as a standby, if deterrence failed and we become involved in something we don't expect to.

WATER PROBLEMS

Senator HOLLINGS. What about water table problems?

Mr. ROEMBKE. Water table problems are not what they used to be. With new methods of construction, the waterproofing of the exterior of buildings are such that proper control of construction will eliminate the water problems. You can build on some pretty sorry sites. We just completed a defense information distribution center on a swamp. It has been waterproofed.

Proper control of the design and construction should provide no reason whatever for not having a dry, very usable and attractive below grade building.

Senator HOLLINGS. The James Madison Library building goes down three stories underground, I think. You are not familiar with that. That is the Library of Congress. We have got the record on that. It will speak for itself.

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I appreciate it when you talked about the water table. I just wanted to make sure that that is in the record. Where my home is built, they built a concrete boat. One story all beneath the ground. And the concrete boat floats. People don't realize what is being done, and particularly in water areas. I have water problems.

But this is very valuable to see the development, particularly this Abo Elementary School. It shows after 10 years the schoolchildren and their parents, and what have you, the lack of any real psychological impact on the mental health attitudes. Of the parents, 86 percent say they ought to build all schools that way.

Mr. ROEMBKE. They give the parents an opportunity to select the school they want their children to attend. Abo has over subscribed every year. It is fantastic.

Senator HOLLINGS. Thank you very much for your contribution, Mr. Roembke. We will keep in touch with you.

Mr. ROEMBKE. Thank you.

STATEMENT OF FAIRFAX RANDOLPH

ACCOMPANIED BY MALCOLM RANDOLPH

RICHMOND PRIMOID COMPANY

Senator HOLLINGS. The next witness is Mr. Fairfax Randolph and Mr. Malcolm Randolph of the Richmond Primoid Co. of Richmond, Va. We welcome you gentlemen to the committee. This is on the restoring the west front of the Capitol, thereby preserving the central portion of the west front, which is the sole original surviving major portion of the building.

Mr. FAIRFAX RANDOLPH. Senator, we would like to go over very briefly the background of our organization. It was incorporated in 1947 and engaged in the manufacture of materials used in waterproofing maintenance of masonry and corrosion control. We furnished a contract service for that application in a tri-State area.

The products which we make and the techniques which we have developed are uniquely applicable to the restoration of historic properties. Our experience extends from 1950, and most of our work since that time has carried a 5-year guarantee. We have, therefore, proceeded into each field with extreme caution.

In the field of restoration and preservation we had the good fortune to use the Virginia State Capitol as a proving ground. The success of the contracts performed in the early and middle 1950's for the State lets us into the field of work that concerns your committee. We were very kindly given a letter to use abroad which we are not at liberty to publish in this country documenting the performance of the services. You gentlemen may wish to read a copy.

Senator HOLLINGS. Very good.

Mr. FAIRFAX. RANDOLPH. This is, as I say, not for general distribution.

Senator HOLLINGS. That will be included in the subcommittee files.

PROJECTS INVOLVED IN TEST

Mr. MALCOLM RANDOLPH. There are two small projects involved in the test.

Senator HOLLINGS. These show the divisions of the budget grounds and the buildings.

Mr. MALCOLM RANDOLPH. Right, sir.

There are two dependencies that you referred to there. One is of this old bell tower on the Capitol square. You will notice that there are stone belt courses that surround it. Those belt courses were quarried from the creek from which I am informed the stone came for the Capitol.

Senator HOLLINGS. So you work with the very same stone we are talking about on the west front?

Mr. MALCOLM RANDOLPH. Yes, sir.

Mr. FAIRFAX. RANDOLPH. They are not referred to in this particular letter, but they are pertinent also.

Mr. MALCOLM RANDOLPH. These pictures show, what you have in your hand, the same view as this one shows. The stone is deteriorating and we could reach in our hand and take out the stone. They just crumble like sand.

What we did was to give it an exaggerated treatment of the stabilization so that they cease to deteriorate.

Senator HOLLINGS. Do you waterproof along with that?

Mr. MALCOLM RANDOLPH. The rubber-based material binds together the loose particles and waterproofs at the same time by reducing the stone's porosity.

Senator HOLLINGS. All right.

Mr. FAIRFAX RANDOLPH. The stabilization of this Aquia creek stone in the bell tower is pertinent to the restoration of the west wing. Also, the hardening of the mortar in the brick exposure of the mansion dependency has significance. The date of the dependency is, I think, 1822.

There are motar joints between the brick that you could take a nail and force it all the way up to the hilt. The problem the State was having at that time was with the painted structure, which was like painting a sand structure. The paint wouldn't stay on.

So our product was used to harden those joints and that has a long history now of successful application. It is equally applicable to the joints between your stones on the front. We have reviewed, but not in detail, the Praeger report and the statement of Mr. Eisenberg of Universal Restoration. We are in complete agreement that the west exposure of the Capitol can be restored. With some variations based on our own experience, we believe the outlines of the steps necessary to the restoration are correct. Removal of the existing coating is essential.

We would recommend the use of steam and appropriate chemicals. This method is more expensive than water and abrasives, but it would eliminate the damage to the substrate.

We removed years of accumulation of paint completely in 1963. We have a picture showing that particular operation. That is an accumulation of, I would say, at least 5 years' painting and repainting over again.

Senator HOLLINGS. When was this job done?

Mr. FAIRFAX RANDOLPH. In 1963. The extent of the repair can be determined after the removal of the paint. Defects can, in most instances, be restored with the epoxy or other medium we make, mixed

with fillers taken from the building. The idea of that is your epoxy or other medium is mixed with the powder taken from the adjacent stone. That gives it the texture and the color of the surface that you are repairing.

I have one particular thing—this is not pertinent in this particular case—it is not necessary to bring the epoxy to the adjacent surface. That is on the side of the bank building down in Richmond. We used the epoxy mortar to repair the other side.

The structural cracks have been caused by thermal movement. There are vertical cracks from top to bottom. The segments of the wall move seasonally, opening and closing the cracks with changes of temperature.

We had excellent results in the past with a very simple approach to this problem. We cut the cracks out, exposing clean shoulders, then insert a two-component polysulfide and point flush using rigid mortar, so that it is not apparent on the surface. The materials are conventional and they will match the mortar joints on both sides.

The polysulfide extends to accommodate the thermal movement. In 1972, the state awarded us a contract to wash the structure, and apply another light spray application to the surface.

Our stabilizing agent will not discolor stone. It actually accentuates the color. Now this sample is again taken from the same creek stone.

Mr. MALCOLM RANDOLPH. This has been stabilized. The other side hasn't.

Mr. FAIRFAX RANDOLPH. You can run your finger over the other side and you can compare the color, also. I think there has been some discussion as to whether the west exposure would be painted or whether, for historical reasons, it would be left in its original state. This stabilization agent would be useful regardless of which direction the architect goes.

Senator HOLLINGS. And would preserve its deterioration?

Mr. FAIRFAX RANDOLPH. Depending on that stone, we get from a sixteenth to a quarter of an inch penetration with that material. Basically, it is about 12 percent by volume of the solid. It is a very fluid material. It can be absorbed just like water into the stone. The solids act as a binder for the loose materials and particles.

In 1963, we designed a coating, and this would be applicable, if they decided to go to the painting operation as the restoration. In 1963 we designed a coating for the Virginia State Capitol. This product penetrates into the pores of the masonry and thereby becomes an integral part of the structure. The rigid mortar will crack, but the polysulfide will prevent water from entering the wall. After all pointing and repair work is done, we recommend that a stabilizing agent be applied to the surface.

Now the purpose of this was that the State Capitol has in some places 4 inches of stucco on it. The stucco expanded on the structure. And on top of the hill there is a lot of smoke and soot that drifts into the area. It had gotten down into the little cracks and the appearance was not at all desirable.

So that prompted the cleaning operation which we have gone into. I might add that there was no deterioration of the coating that we had put on in 1963. The coating presently being applied dissolves into the previous application. It thus avoids a buildup of layers.

Corrosive atmospheric conditions have contributed to the deterioration of masonry exposures of the Capitol. Chlorinated rubber is one of the components of the products which we use. This component is highly resistant to mild acid. We are unfamiliar with the cost factors involved in the structural repairs of the west exposure.

However, the unit cost projections for cleaning, masonry repair, sealing and painting, are most generous and we are confident that this part of the projected work can be accomplished well within the budgeted figure.

In years past we have worked with the Colonial Williamsburg, the Association for Preservation of Virginia antiquities, and the Virginia Landmark Association, the State of Virginia, and the Princeton Historical Society. We have been in touch with the architects in the State, specializing in restoration.

We are currently engaged in contract work, in the maintenance of the church tower in Jamestown, which is the only 17th century remnant of the church there.

In addition we have been furnishing consulting services on proposed renovation in Alexandria. Our experience in this field has been wide. And we would be happy to make any contribution which would further the restoration project under consideration.

Senator HOLLINGS. Are there any specifics about the west front you can give the committee? You have the material portions as in Mr. Eisenberg's testimony and the Praeger and Kavanaugh report. Your competence is the restoration, not necessarily the construction, but the restoration part.

Have you looked this over? Is that stone available, by the way, from that quarry?

Mr. FAIRFAX RANDOLPH. I do not believe that this quarry is actively worked at the present time. I would hope that the stone that is damaged would be restored. I think Eisenberg suggested that it could be done by other means which would obviate the necessity of taking stones out and replacing it.

The techniques in that field have been refined over a period of years so that even by the use of the epoxy that I mentioned, and other mediums, you can patch stone that has deteriorated. And from a close inspection you can hardly tell whether it has been patched. That probably would be the most desirable approach to take.

Senator HOLLINGS. You give a 5-year guarantee on that kind of work? What has been your experience in the past? What I am trying to compare it to is if you put on a marble exterior to preserve it, you can rip it off or deface it with some white marble, or otherwise let us restore and preserve it. This is what your testimony indicates should be done.

Ten years later when I am looking out there at that front, do I have a tremendous additional restoration job on my hands with the stone, compared with the marble? Do I have an additiontal cleaning of the marble problem as compared to the stone?

Mr. FAIRFAX RANDOLPH. I think with your marble you have a problem. This is apparent from just a very casual inspection last Sunday. We were asked to come up here only late last week and have not had an opportunity to completely review the problems that you had. But we had a casual observation of some of the marble, and it seems to be pitted. It seems to be showing signs of degradation.

I would assume that is from environmental problems, emissions and that sort of thing. If marble is used I think there are going to be problems.

Now my experience, as I noted here, extends back for 20 years to the stabilizatiton of the stone which we did on the State capitol grounds. That is 18 years of service that have not been retreated. It did not require retreatment. The Architect may decide to use the paint which we designed for the Capitol. We have a history of 20 years of service with no degradation of that particular type of coating.

And as I say, the additional advantage in that, to freshen it up a slight spray can be applied to the old coating even after 20 years. This will dissolve into the old coating. This is no piling layer on layer. The light spray coating builds up no thickness at all. It is just a fraction of a mil.

Senator HOLLINGS. Have you done any work overseas?

Mr. FAIRFAX RANDOLPH. We have a representative in France this weekend.

After General de Gaulle decreed that all the buildings in Paris be cleaned, they used wet sand blast on them and that removed the protective face of the buildings. They have been markedly going downhill since that time.

There is a real field for our products there. Whether we are successful remains to be seen.

Senator HOLLINGS. Can we momentarily hold these pictures for the file?

Mr. FAIRFAX RANDOLPH. Yes, you may.

Mr. MALCOLM RANDOLPH. This is a picture of a building in Princeton, N.J., which has been painted each year since 1890 which also seems to coincide with what you have here. This is not black and white so it makes it look better. What it does show is that you can get all this old coating off.

Senator HOLLINGS. And restore it. That makes it beautiful.

Mr. MALCOLM RANDOLPH. Then made a postcard out of it. Every job is a little different, but we can remove the paint from the U.S. Capitol with the same degree of success, I suspect.

Senator HOLLINGS. We appreciate the pains you have taken in visiting and looking at the Capitol itself and testifying here this morning.

Mr. FAIRFAX RANDOLPH. Thank you very much.

Mr. MALCOLM RANDOLPH. Thank you.

Senator HOLLINGS. Thank you.

PREPARED STATEMENT OF AMERICAN INSTITUTE OF ARCHITECTS

Senator HOLLINGS. We will include at this point the additional statement of the American Institute of Architects dated July 9, 1973, commenting on the testimony presented by Mr. Kenneth Eisenberg, president of Universal Restoration, and Mr. S. Scott Ferebee, chairman of the FAIA, the American Institute of Architects. They requested that the west front statement of Mr. Eisenberg be reviewed, and this is a review of the statement on it.

[The statement follows:]

On June 20, 1973, during presentation of a statement by The American Institute of Architects on the Legislative Appropriations Act of 1974 before the Senate Legislative Appropriations Subcommittee, Chairman Hollings requested the Institute to review and comment on testimony presented by Mr. Kenneth Eisenberg, President of Universal Restoration, Inc. Mr. S. Scott Ferebee, Jr., FAIA, President of The American Institute of Architects, requested that members of the AIA Task Force on the West Front review Mr. Eisenberg's statement. The Task Force believes it is inappropriate for the Institute to pass judgment on the qualifications of individual preservation specialists. However, the Task Force was pleased to consider, for the Senate Committee's information, the feasibility and desirability of several of the restoration techniques and methods advocated by Mr. Eisenberg.

The Task Force would first like to define several terms used in connection with historic preservation. Each of these terms has a special meaning to the preservationist and is used to describe properly the type of preservation involved.

Rehabilitation. Rehabilitation involves equipping the building or facility for an extended useful life with a minimum alteration of original construction.

Restoration. Restoration involves returning a building or facility to its condition and appearance at a specific period in time. It is very important to recreate the original conditions meticulously.

Reconstruction. Reconstruction involves utilizing documentary evidence to design and construct a replica of an earlier building or facility which no longer exists.

Mr. Eisenberg is aware of these distinctions. On page 527 of the hearing transcript, he speaks of "...preservation, which we interpret as meaning the retention of as much of the existing materials as possible to remain as durable for as long a period of time as is possible...." and of "restoration, which involves some recreation, where it is necessary to bring in new elements and attach them to the old to the extent necessary to re-establish

their original appearance. Preservation has always been the more preferable approach."

The Task Force interprets Mr. Eisenberg's use of the term "preservation" to be equivalent to our definition of the term "rehabilitation," and his use of the term "restoration" to be equivalent to our definition of "reconstruction."

Based on this understanding of the terms used above, the Task Force has reached the following conclusions.

1. Fiberglas shell replacement of stone detail as recommended by Mr. Eisenberg is not consistent with the most desirable methods of historic preservation. Such replacement of detail with artificial replicas is defined as reconstruction. It would be more appropriate to use carved stone detail, such as cornices, which were removed from the East Front at the time of its extension. It would also be appropriate to carve new details from a supply of the original East Front sandstone or from newly-quarried sandstone.

2. Epoxy-stone dust patch or casting on the original stone base is a method consistent with authentic restoration procedures. The Task Force recommends, however, that this method be used as an alternative only if sufficient supplies of the original sandstone are not available. In this regard, we would like to bring to the Committee's attention a recommendation contained in the Praeger-Kavanaugh-Waterbury study. The Praeger report recommends maximum utilization of the stone work that was removed from the East Central Front to replace the damaged and deteriorated detail on the West Central Front. It is our understanding that a large supply of the original sandstone from the East Front is stored near the Capitol Hill Power Plant and also at a site in Rock Creek Park.

It is the recommendation of the Task Force that the West Front of the U.S. Capitol Building be restored. The professional evaluation of numerous alternative preservation techniques is a step that would be accomplished by qualified architects, working with expert consultants, prior to the preparation

of detailed drawings and specifications for restoration. The Task Force would like to remind the Committee that the Praeger-Kavanaugh-Waterbury engineer/architect firm studied the feasibility of restoring the West Front of the Capitol and concluded that restoration was indeed possible. Further examination into the exact methods and extent of the project is dependent upon the authorization and appropriation of sufficient funds to properly investigate and determine the most appropriate and economical preservation procedures, and the preparation of detailed plans and specifications in order to arrive at an accurate cost estimate.

In conclusion, the Task Force would like to quote a paragraph from the Praeger report which summarizes the Institute's belief in the goal of preservation of the West Front.

> It is not suggested that stone elements, such as cornice members or column caps, should be replaced simply because a leading edge or some of the decorative carving has eroded. The Capitol is 150 years old and should give an impression of venerable age, not a crisp newness that denies its historical background.

AIA Task Force on the West Front

Milton L. Grigg, FAIA, Chairman

LETTER AND UNDERGROUND CONSTRUCTION DESIGN

Senator HOLLINGS. Also include in the record a letter from George Hartman, a member of the AIA Task Force on the West Front, dated July 11, 1973. Together with that is an additional design for underground construction.

We will include all of that.

[The information follows:]

THE AMERICAN INSTITUTE OF ARCHITECTS

July 11, 1973

The Honorable Ernest F. Hollings
Chairman
Subcommittee on Legislative Branch
Committee on Appropriations
United States Senate
Washington, D. C. 20510

Dear Senator Hollings:

I am pleased to respond to your request for additional information on the Institute's proposal that an underground complex be considered as an alternative to the proposed extension of the West Front of the U. S. Capitol Building.

As you know, the West Front extension plan will provide 269,528 gross square feet of new space. According to the plan, 162,468 square feet will be usable space. The efficiency of this proposed addition to the Capitol is only 55-60 percent. The low efficiency figure is a result of building an addition that conforms to the existing neo-classical design of the Capitol Building.

A preliminary investigation of the areas near the Capitol Building available for underground construction indicates that an underground complex could provide an efficient and economical solution to the space needs problem. It is possible to build underground facilities beside the north and south ends of the Capitol Building, as well as under the entire East Plaza. The attached drawing shows these areas. The AIA is not recommending any of these specific sites as the best alternative.

However, we would like to point out that one possible way to provide 200,000 gross square feet for additional office space (if needed) would be to construct a two-story underground facility, approximately

200 feet by 500 feet below the lawns at either the north or south ends of the Capitol Building. One could gain 300,000 square feet by constructing a three-story underground facility, with dimensions of 400 feet by 225 feet. Either could be built without disturbing existing tunnels and apparently without presenting unusual construction problems.

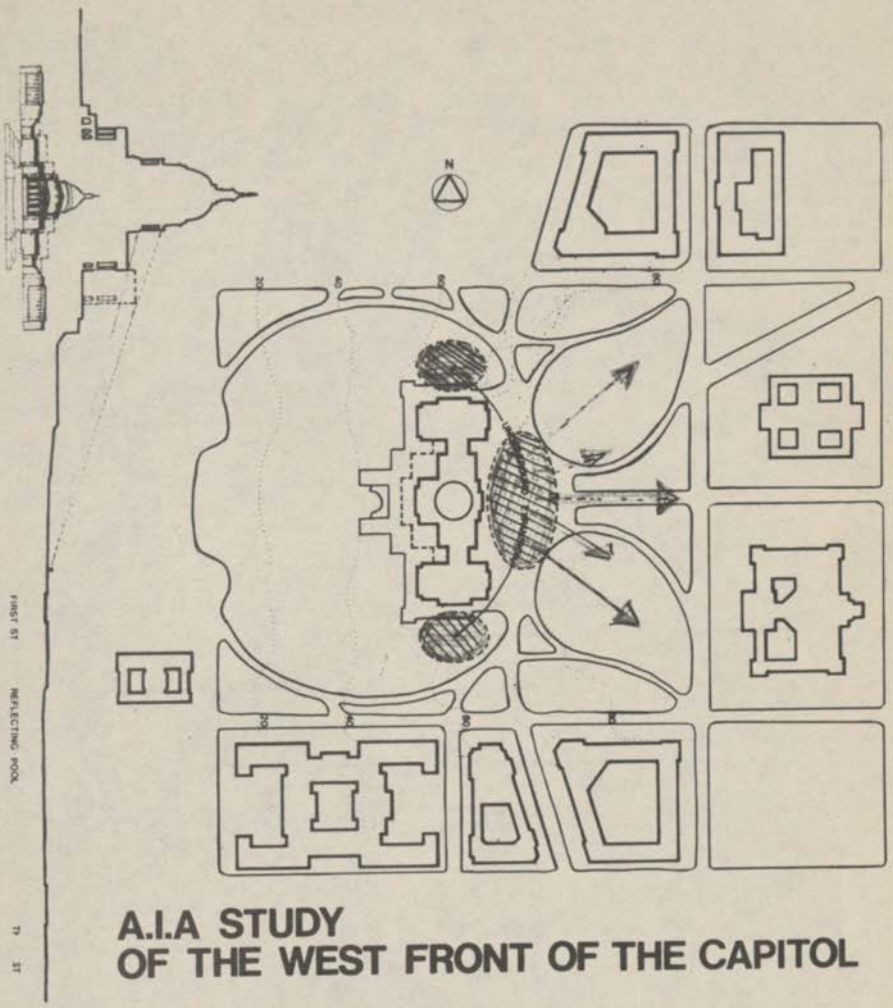
In addition, an underground facility would be approximately 80 per cent efficient. This is due to better location of mechanical service and support equipment, less wasted space because there is no need to conform to an existing structural shape, and better utilization of circulation areas.

It is the recommendation of The American Institute of Architects that the Architect of the Capitol be provided with sufficient funds to commission the preparation of a comprehensive plan for Capitol Hill before any further construction is begun, either above or below ground. Such a master plan would guide the continued growth of Capitol Hill and provide maximum benefit for tax dollars spent.

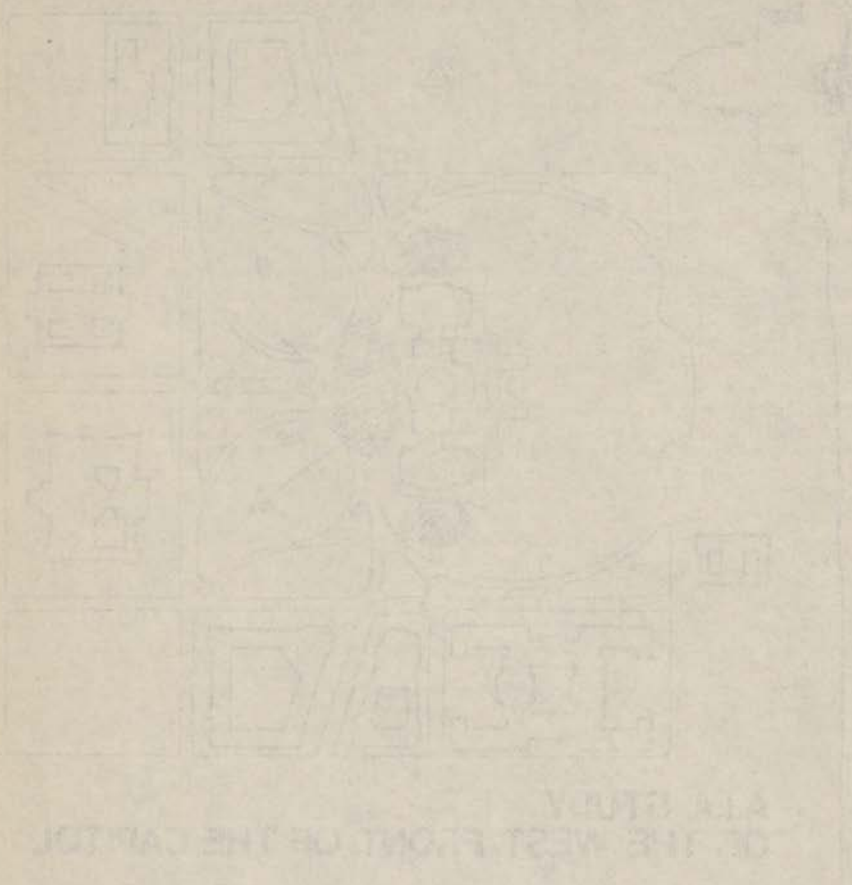
Sincerely,

George Hartman

George Hartman, AIA
Member, AIA Task Force on the West Front



A.I.A STUDY
OF THE WEST FRONT OF THE CAPITOL



MATERIAL SUBMITTED SUBSEQUENT TO HEARINGS

Clerk's note: The following material relating to the Legislative appropriation bill fiscal year 1974 has been furnished and by direction of chairman will be inserted in the record:

U.S. SENATE

OFFICE OF THE SECRETARY

U.S. SENATE,
OFFICE OF THE SECRETARY,
Washington, D.C., June 26, 1973.

Mr. THOMAS J. SCOTT,
Chief Clerk, Committee on Appropriations,
U.S. Senate, Washington, D.C.

DEAR TOM: Confirming my telephone conversation with you regarding the Administrative Fund for the Office of the Secretary for fiscal year 1974, I have made a further review of this fund since I appeared before the Subcommittee on Legislative Appropriations and have concluded that it is necessary for me to request that the Administrative Fund be retained at the level of $104,992 for fiscal year 1974 and not be reduced to $65,552 as proposed in my presentation on May 3, 1973.

A second look at the situation surrounding the requirements of the Office of Public Records under my jurisdiction, as it relates to the Federal Election Campaign Act of 1971 is still so indeterminable and unpredictable that it compels me to readdress myself to this function.

Therefore, it now appears essential that the Administrative Fund continue to be fully funded during fiscal year 1974 to enable me to deal with any unforeseen contingencies.

It is my intention, if additional experience so indicates, to recommend a reduction in this fund at an appropriate future time.

I would appreciate the Committee's consideration of this matter.

Sincerely,

FRANCIS R. VALEO,
Secretary of the Senate.

UNITED STATES SENATE,
OFFICE OF THE SECRETARY,
Washington, D.C., June 18, 1973.

HON. ERNEST F. HOLLINGS,
Chairman, Subcommittee on Legislative Appropriations, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: In response to the questions posed by you at the hearing of your Subcommittee on June 6, 1973 concerning the automation of the Senate payroll, the following is submitted for your consideration.

I have reviewed with the staff of the Senate Subcommittee on Computer Services the scheduling of the automation of the Senate payroll and personnel system and the parallel test run which is planned to commence this month and continue for at least two months.

The Subcommittee staff has again advised me that it is possible to change the method of controlling the Senatorial clerk hire allowances as soon as the system is fully operational. However, since the system is highly sophisticated and quite complicated, they recommend that adequate time be provided for the testing and debugging period. This recommendation is based upon the fact that unforeseen technical problems, while not expected, could develop which may extend the parallel test run.

While the individual programs of the system are currently being satisfactorily tested, there will be certain unknown quantities at the time all of the programs are combined with the live payroll data to synchronize as a single functional unit. Any major technical problems experienced during the parallel test run would require additional time to insure that a truly competent and accurate automated system has been developed.

The Subcommittee staff also recommends that adequate time be provided for the initial operational period before any changes are made in the system. Although the system is being programmed with the capability of changing the clerk hire allowance control, the initial operation has been developed to conform to the present control that is maintained manually. If this were not done, an adequate test of this segment of the system would not be possible.

Moreover, in response to the question of immediate change-over to an accrual control, the burden of manually controlling an accrual allowance would have an overwhelming effect on the already heavy work load of the Disbursing Office. If this were attempted. I have serious doubts that the Disbursing Office could effectively maintain its manual work load with an accrual control on clerk hire allowances and manage the parallel test run simultaneously.

Therefore, together with the technical advice of the staff of the Subcommittee on Computer Services and the administrative problems I foresee in the Disbursing Office, it is my recommendation that, if the proposed accrual clerk hire allowance for Senatorial offices is authorized, the effective date should not be sooner than January 1, 1974.

This date should provide adequate time without impairing the effectiveness of the parallel test run and initial operational period or overburdening the work load of the Disbursing Office.

I would also like to take this opportunity to recommend that consideration be given to establishing the allowance on a calendar year basis if the proposed accrual allowance is approved. Not only would a calendar year allowance provide for the accrual of unused funds beginning with the month of January each year, but it would also place all Senatorial allowances on a calendar year basis. It has been my experience that the need for additional funds appears to be more critical during the summer and early fall months than any other period of the year. Otherwise, if the allowance were to be established on the basis of the regular fiscal year, the accrual of unused funds would not begin to accrue until the month of July each year.

If there is any additional information I can furnish you or if you wish me to appear before your Subcommittee to further discuss this subject, please let me know.

Respectfully,

WILLIAM A. RIDGELY,
Financial Clerk, U. S. Senate.

OFFICE OF THE FINANCIAL CLERK

UNITED STATES SENATE,
OFFICE OF THE SECRETARY,
Washington, D.C., July 6, 1973.

Hon. ERNEST F. HOLLINGS,
Chairman, Subcommittee on Legislative Appropriations, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: Since my appearance before your Committee for additional funds for the Disbursing Office, the abolition of the Office of the Comptroller and the retirement of Hon. Robert A. Brenkworth devolves, once again, upon the Financial Clerk the duties and responsibilities of Budget Officer for the U.S. Senate. In view of this, I have been obliged to reevaluate the effect of these events on my office and have concluded that it is necessary that I make a further request of your Committee for additional funds.

In my letter to you dated April 24, 1973 requesting an additional $18,224, I stated it was necessary that I apply my full time and attention to the many administrative matters that require my personal attention and to accomplish this, I would have to forsake the time I was applying to administering the needs of my front office.

While I welcome the challenge of the duties as Budget Officer for the Senate with full recognition that it will not require all of my time, it will result in my having to utilize more and more of the time of the present secretary employed in the office. As a matter of fact, I estimate she will have to devote most of her time to matters that I must handle.

Therefore, in order for the secretarial work to keep pace with all other functions in the office, I respectfully request consideration of an additional $10,608 for the purpose of employing a second secretary in the Disbursing Office. This salary rate includes an adequate amount for future administrative increases for the proposed position.

The additional secretary will be assigned to the general secretarial work in responding to the large volume of correspondence relating to the payroll, employee benefits, voucher audit and accounting functions of my office.

Consideration of this additional request will be greatly appreciated and if there is any further information needed by your Committee, I would be obliged to comply.

Respectfully,

WILLIAM A. RIDGELY,
Financial Clerk, U. S. Senate.

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Office of Sergeant at Arms

United States Senate,
Committee on Rules and Administration,
Washington, D.C., June 22, 1973.

Hon. Ernest F. Hollings,
Chairman, Subcommittee on Legislative Appropriations, U.S. Senate, Washington, D.C.

Dear Fritz: With reference to my letter of April 12, 1973, regarding the request from the Sergeant at Arms for additions to his Fiscal Year 1974 budget to improve the services now offered to Senators in the fields of newsletter mailings, microfilm processing, and overall computer support, I am submitting a copy of a letter, dated June 21, 1973, I received from the Architect of the Capitol, with enclosure, increasing the cost to implement the remodeling of the computer and service areas in the Dirksen Office Building.

It is my understanding that the remodeling and extending of the areas needed to complete the contemplated improved services to the Members and the operation of the Senate, as estimated by the Architect of the Capitol, is $125,000.

In behalf of the Committee on Rules and Administration, I am asking that you include the amount of $125,000 to the amount already requested of the Senate Committee on Appropriations under the heading "Senate Office Buildings" for the Fiscal Year 1974.

With every good wish,
Sincerely,

Howard W. Cannon, *Chairman.*

The Architect of the Capitol,
Washington, D.C., June 21, 1973.

Hon. Howard W. Cannon,
Chairman, Committee on Rules and Administration, U.S. Senate, Washington, D.C.

Dear Mr. Chairman: In compliance with request of your staff, we are submitting an estimate of our costs for extending and remodeling the computer and service areas in the Dirksen Senate Office Building, based on preliminary layout drawings prepared in collaboration with representatives of the Sergeant-at-Arms of the Senate.

This work was estimated in September, 1972 at a total cost of $115,000. A breakdown of that estimate is attached. Since that time, various changes in the plans have been discussed with the staff of the Sergeant-at-Arms, so we would recommend that the amount of the estimate for our work be raised to $125,000 if this project is to be considered by your Committee and the Senate.

If the project is approved, the $125,000 should be added to the amount already requested of the Senate Committee on Appropriations under the heading "Senate Office Buildings" for the fiscal year 1974.

Cordially,

George M. White, FAIA,
Architect of the Capitol.

ESTIMATE

PROJECT TITLE: NEW SENATE OFFICE BUILDING, COMPUTER AND SERVICE AREAS—EXTEND AND REMODEL
ESTIMATE BREAKDOWN

	Labor	Material	Total
Room No. G-100:			
Remove (1) wall, block (2) openings (lump sum)	$300	$100	$400
Acoustic tile ceiling, suspended (800 square feet)	550	650	1,200
Cement asb., perforated-walls (500 square feet)	1,250	500	1,750
Acoustic tile, walls (750 square feet)	350	400	750
Flooring, resilient tile (800 square feet)	200	600	800
Door, H.M. 3 feet by 7 feet (lump sum)	150	150	300
Subtotal, G-100	2,800	2,400	5,200
Room No. G-112:			
Remove walls, block opening (lump sum)	400	100	500
Acoustic tile ceiling, suspended (800 square feet)	550	650	1,200
Acoustic tile, walls (1,000 square feet)	450	550	1,000
Raised floor (800 square feet)		4,000	4,000
Cut in new double door, H.M. (lump sum)	150	250	400
Subtotal, G-112	1,550	5,550	7,100
Paper storage room:			
Wall, brick, 8 inches (1,500 square feet)	4,500	1,500	6,000
Slab, concrete (1.5 cubic yards)	100	100	200
Doors, double, H.M. label (2 each)	200	800	1,000
Relocate steel guard rail (lump sum)	500	100	600
Subtotal, paper storage room	5,300	2,500	7,800
Moat area:			
Furring, ductwork and walls (2,000 square feet)	2,200	2,000	4,200
Acoustic tile, walls (1,300 square feet)	600	700	1,300
Cement asb., perforated-walls (900 square feet)	2,300	900	3,200
Acoustic tile ceiling, suspended (1,800 square feet)	1,250	1,450	2,700
Subtotal, moat area	6,350	5,050	11,400
Room B-105:			
Remove wall (225 square feet)	200	25	225
Relocate double door (lump sum)	500	100	600
Subtotal, B-105	700	125	825
Room B-107:			
Acoustic tile, walls (3,900 square feet)	1,800	2,100	3,900
Cement asb., perforated-walls (2,400 square feet)	6,000	2,400	8,400
Subtotal, B-107	7,800	4,500	12,300
Miscellaneous allowance	1,000	1,075	2,075
Total, all items above	25,500	21,200	46,700
Mechanical and electrical (B.F. market)			43,000
Subtotal			39,700
Administration and field supervision			6,300
Subtotal			96,000
Contingency			19,000
Total, all work			115,000

U.S. SENATE,
OFFICE OF THE SERGEANT AT ARMS,
Washington, D.C., June 25, 1973.

Hon. ERNEST F. HOLLINGS,
Chairman, Legislative Appropriations Subcommittee,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: As you are aware, certain reorganization changes for the Capitol Police have been recommended to the House and Senate by the Capitol Police Board.

The House of Representatives has already enacted H. Res. 398, which in effect deals with the House personnel similarly as is being considered by your Committee for Senate personnel.

For several years the official detailed to the Capitol Police from the Metropolitan Police has served as Chief of the United States Capitol Police in the

rank of Deputy Chief. Further, two other officials detailed from the Metropolitan Police have served as Assistant Chiefs in the United States Capitol Police in the rank of Inspector. One other official detailed from the Metropolitan Police has served as Commanding Officer of the Investigations Division in the rank of Captain. In order to complete the appropriate adjustments of supervisory positions for the Capitol Police Force, it is recommended by the Capitol Police Board that starting after the words "is directed" in line 20, page 12 of H.R. 6691 be amended to read as follows: (1) to elevate and pay the deputy chief detailed under the authority of this paragraph and serving as Chief of the Capitol Police, to the rank and salary of assistant chief plus $2,000 and such increases in basic compensation as may be subsequently provided by law so long as this position is held by the present incumbent, (2) to elevate and pay the two acting inspectors detailed under the authority of this paragraph and serving as assistants to the Chief of the Capitol Police to the rank and salary of deputy chief and such increases to basic compensation as may be subsequently provided by law so long as these positions are held by the present incumbents, (3) to elevate and pay the captain detailed under the authority of this paragraph to the rank and salary of inspector plus $1.625 and such increases in basic compensation as may be subsequently provided by law so long as this position is held by the present incumbent. The wording remains the same beginning with "(4)" thereafter.

Thank you for your consideration in this matter.

Warm regards,

Sincerely,

WILLIAM H. WANNALL,
Chairman, Capitol Police Board.

U.S. SENATE,
OFFICE OF THE SERGEANT AT ARMS,
Washington, D.C., July 11, 1973.

Hon. ERNEST F. HOLLINGS,
Chairman, Subcommittee on Legislative Appropriations, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: I am writing to ask your consideration for the appropriation of the necessary funds to hire four (4) additional guides on a temporary basis pursuant to Title 4, P. L. 91–510. The period of employment would extend from April 1 through September 15, beginning in calendar year 1973 and for subsequent years. These positions, if approved by your Subcommittee, would be appointed: two by the Sergeant at Arms of the Senate and two by the Sergeant at Arms of the House of Representatives.

The necessary approvals have been given by the Committee on Rules and Administration of the Senate and the House Administration Committee, House of Representatives to comply with P. L. 91–510.

The rate of pay would be at the rate of $9,520. per annum, prorated for the temporary period involved.

The additional help is required because of the continued increase of tourists to the U.S. Capitol.

Your consideration of this matter is greatly appreciated.

With warm regards,

Sincerely,

WILLIAM H. WANNALL,
Sergeant at Arms.

Administrative Provisions

Travel

U.S. Senate,
Washington, D.C., May 7, 1973.

Hon. Ernest F. Hollings,
Chairman, Subcommittee on Legislative Branch Appropriations, Old Senate Office Building, Washington, D.C.

Dear Fritz: I would like to make a suggestion which would simplify internal accounting in our offices.

The disbursing office construes Section 506 (a) (8) in a manner which unnecessarily doubles the accounting work in each of our offices and which I think could be very easily cured by statutory language in the bill I understand you are now considering.

At the present, if a person in my office goes to Denver the ticket is charged on my air travel card and this shows on the ticket; however, in getting reimbursement a disbursement form provides that the disbursement check be made out to the individual who traveled—say John Jones, my Administrative Assistant—then my office has to keep track of the checks coming in to various individuals, see that they are endorsed to me, deposited in my office account and a reimbursement check issued to me.

The easy way of doing it would be to have the Senate check issued to me provided my request for reimbursement is accompanied by a copy of the ticket showing the ticket was charged to my air travel card and provided I specify on the form that it was for the travel of John Jones to Denver.

I hope that you might consider having an appropriate language change made so that we can do things the easy way.

With best regards,

Sincerely,

Floyd K. Haskell,
U.S. Senator.

(8) reimbursement of actual transportation expenses incurred by the Senator in traveling on official business by the nearest usual route between Washington, District of Columbia, and the State he represents and within such State, and actual transportation expenses incurred by employees in that Senator's office subject to the provisions of subsection (e) of this section.

Expenses of Inquiries and Investigations

U.S. Senate,
Office of the Secretary,
Washington, D.C., July 6, 1973.

Hon. Ernest F. Hollings,
Chairman, Subcommittee on Legislative Appropriations, Committee on Appropriations, U.S. Senate, Washington, D.C.

Dear Mr. Chairman: A current review and analysis of the condition of the appropriation "Expenses of Inquiries and Investigations," fiscal year 1973, reveals a very critical situation which requires immediate additional funding.

Therefore, I recommend for the consideration of your subcommittee, for inclusion in the Legislative Branch Appropriation Act for fiscal year 1974, an item for an additional $500,000.00 for the appropriation "Expenses of Inquiries and Investigations," fiscal year 1973.

As will be noted below, the amount requested provides a small margin in the event obligations for fiscal year 1973 are higher than those estimated amounts on which I have determined the deficit.

The analysis of this account reveals that a total of $12,124,785.00 has been available in this appropriation (including $511,460 for the Committee on Appropriations), of which $276,240 is included in the Second Supplemental Appropriations for fiscal year 1973. To date, the unexpended balance is $104,604.82.

Vouchers in process for payment approximate $232,505.36 and our records reflect payments in the amount of $324,899.33, after the close of fiscal year 1972, which indicates at this time an estimated total obligation of $557,404.69. This amount less the unexpended balance of $104,604.82 results in an estimated net deficit of $452,799.87. This deficit is predicated on the expectation that the estimated payments to be made after the close of fiscal year 1973 will at least equal the amount paid after the close of fiscal year 1972. Our records for the past two (2) fiscal years sustain this expectation.

The analysis also reveals that the gross payrolls alone for general investigations have increased during the past four (4) months from $935,354.51 for the month of March to $1,056,302.31 for the month of June. The annualization of the June payrolls totals an amount that exceeds the budgeted amount for this appropriation for fiscal year 1974. Other expenses paid from this appropriation for general investigations have averaged $153,157.19 during this same four (4) month period. Therefore, the annualized expenditure rate is $14,513,514.00 (based on the June payroll and the average monthly expenditure for other expenses).

The annual amount currently authorized for salaries and expenses for general investigations under this appropriation now totals $15,984,848.00. These authorizations are provided for by the Legislative Reorganization Act for expenses (other than salaries) of Standing Committees and by Senate Resolutions for salaries and expenses of Subcommittees, Special and Select Committees.

I am aware that it is more appropriate to present such a request for consideration in a Supplemental Appropriation Bill, but the urgency of the matter is such that I am compelled to present my request for your consideration at the earliest possible time.

If there is any further information or details I can furnish your Committee regarding this request, I would be pleased to comply.

Respectfully,

William A. Ridgely,
Financial Clerk, U.S. Senate.

JOINT ITEMS

Joint Committee on Printing

Congress of the United States,
Joint Committee on Printing,
Washington, D.C., July 11, 1973.

Hon. Ernest F. Hollings.
Chairman, Subcommittee on Legislative Appropriations, Committee on Appropriations, U.S. Senate, Washington, D.C.

Dear Mr. Chairman: I respectfully request that $5,000 be added to the Fiscal Year 1974 budget of the Joint Committee on Printing. These funds will be used for staff travel to newly-established Regional Printing Procurement Offices of the U.S. Government Printing Office, consisting of 10 such establishments with 14 functioning offices located throughout the continental United States.

Inasmuch as this policy program was initiated by the Joint Committee on Printing and is reflected in its printing and binding regulations, applicable to Executive and Military Departments and Independent Agencies, we have a broad and continuing oversight responsibility which can best be effectuated via appropriate first-hand inspection.

The main purpose of the program is to regionalize Federal printing services to the end that work determined to be commercially procurable is made competitively available to commercial printing firms rather than being produced in Government printing plants, and in the process thereof, by doing the work in the area of origin, effecting better delivery schedules and lower costs.

With kindest personal regards, I am
Very sincerely yours,

Howard W. Cannon, *Chairman.*

Joint Congressional Committee on Inaugural Ceremonies

Congress of the United States,
Joint Congressional Committee on Inaugural Ceremonies,
Washington, D.C., July 11, 1973.

Hon. Ernest F. Hollings,
Chairman, Subcommittee on Legislative Appropriations, U.S. Senate, Washington, D.C.

Dear Fritz: I am advised that there may be one or more relatively small items for which we should be able to obligate funds appropriated to the Joint Congressional Committee on Inaugural Ceremonies under Public Law 92-306 which expired on June 30, 1973.

I would appreciate it very much if you would add to the Legislative Appropriations bill language which would permit us to incur such obligations during the period ending September 30, 1973.

With all best wishes,
Sincerely,

Howard W. Cannon, *Cochairman.*

Signal Light Clocks

U.S. Senate,
Committee on Rules and Administration,
Washington, D.C., June 30, 1973.

Hon. Ernest F. Hollings,
Chairman, Subcommittee on Legislative Appropriations, U.S. Senate, Washington, D.C.

Dear Fritz: At its meeting on June 27 the Committee on Rules and Administration considered a request from Senator Fong (copy of his letter enclosed) that a third signal light clock be authorized for each Senator's suite in the Senate Office Buildings.

We were advised by the Architect of the Capitol that it would cost approximately $9,700 to make this adjustment on one additional clock in the office of all one-hundred Senators.

The Committee voted to authorize such an adjustment on a third clock in the office of any Senator who should request it, subject to funds being provided for this purpose.

With all best wishes,
Sincerely,

Howard W. Cannon, *Chairman.*

U.S. Senate,
Committee on Rules and Administration,
Washington, D.C., June 30, 1973.

Hon. Hiram L. Fong,
U.S. Senate,
Washington, D.C.

Dear Hiram: I appreciated your letter requesting that a third signal light clock be authorized for each Senator's suite in the two office buildings, and I am writing now to let you know that at its meeting on June 27 the Committee on Rules and Administration considered this proposal and voted to authorize installation of such signal light on a third clock in the office of any Senator who makes a request for it, subject to funds being provided for this purpose.

We were advised by the Architect of the Capitol that it would cost approximately $9,700 to make this adjustment on one additional clock in each office if all one-hundred Senators should request it.

I enclose a copy of a letter I am sending today to Senator Hollings, Chairman of the Subcommittee on Legislative Appropriations.

With all best wishes.
Sincerely,

Howard W. Cannon, *Chairman.*

U.S. Senate,
Committee on Appropriations,
Washington, D.C., June 13, 1973.

Hon. Howard W. Cannon,
Chairman, Committee on Rules and Administration, Russell Senate Office Building, Washington, D.C.

Dear Mr. Chairman: I am writing to request a third signal light clock for my Senate office suite in the Dirksen Office Building.

This is urgently needed in the room where most of my legislative assistants work. One such clock presently assigned to my office is placed in my room and the other in the room shared by my Administrative Assistant and my Personal Secretary, who have responsibility for apprising me, wherever I may be, of record votes and other Senate floor action signaled by the buzzer-light system. There is no way my legislative assistants, who likewise have responsibilities for following floor action, can hear or see these two clocks. Thus, they are deprived of this essential equipment.

It is my understanding that a number of other Senators have need for a third signal light clock in their office suites. I am informed the work of modifying clocks has been, and can continue to be, performed by the electronics section of the Office of Architect of the Capitol. The cost to install an additional clock with the signal lights for each of 44 Senators in the Dirksen Building and 56 Senators in the Russell Building is estimated to total $9,700.

I am also informed that a proposal is pending before the House Office Building Commission for an additional signal light clock to be installed in each House Member's office in the Cannon and Longworth Buildings. I am further advised that, if approval is obtained at the same time for one additional clock for Senators, the unit cost of the installation would be reduced.

In view of the relatively modest cost to provide this most valuable equipment, I am hopeful your Committee would authorize this item so that funds can be included in the Legislative Appropriations bill for fiscal year 1974.

With kind regards and aloha,

Sincerely yours,

HIRAM L. FONG.

OFFICE OF THE ATTENDING PHYSICIAN

CONGRESS OF THE UNITED STATES,
July 10, 1973.

HON. ERNEST F. HOLLINGS,
Chairman, Subcommittee on Legislative Appropriations, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: I am writing to ask that provisions be made to have the two nurses working in the First Aid Rooms in the Dirksen and Russell Senate Office Buildings assigned to the central staff of the Architect's office for budgetary purposes.

The nurses assigned to the Senate Office Buildings are carried on the Senate Office Building payroll and come under the supervision of the Senate Office Building Superintendent as well as myself. He determines their working hours, approves their leave (in conjunction with my approval) and evaluates their professional performance.

Since I am responsible for providing medical care at the Capitol, it is important that I have full control over my employees so that uniform time keeping procedures, as well as appropriate leave policies, training schedules, working hours, et cetera can be accomplished without the approval of someone outside my department.

Presently, ten of my nurses are carried on the central staff of the Architect's office; three are carried on the House Office Building payroll; and the two above are carried on the Senate Office Building payroll. I am going to make a similar request to appropriate authorities on the House side to transfer the three nurses on the House Office Building payroll to the central staff of the Architect.

Your help in resolving this problem will be greatly appreciated.

Sincerely yours,

FREEMAN H. CARY, M.D.

GOVERNMENT PRINTING OFFICE

APRIL 18, 1973.

Hon. ERNEST F. HOLLINGS,
Chairman, Senate Subcommittee on Legislative Branch Appropriations, New Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: Enclosed are 15 copies of revised estimates for Fiscal Year 1974 for the Government Printing Office, Office of the Superintendent of Documents, Salaries and Expenses.

The estimates have been revised upward by $8,050,000 to provide for the cost of postage for mailing all copies of the Congressional Record, Federal Register, Weekly Compilation of Presidential Documents, Code of Federal Regulations, U.S. Report Bound, all By-Law mailings for Congress, and all mailings made at the request of individual Members of the Congress which have the U.S. Government Printing Office postage and fees indicia. This is in line with the recommendation of Clerk of the House of Representatives that the Government Printing Office include in its Fiscal Year 1974 budget the mailing cost for publications now being mailed as penalty mail, but which are being paid from Congressional Appropriations as franked mail.

This revised request does not include the cost of the pay increase which was effective after January 1, 1973.

Sincerely yours,

T. F. MCCORMICK,
Public Printer.

Enclosures.

GOVERNMENT PRINTING OFFICE
OFFICE OF SUPERINTENDENT OF DOCUMENTS
SALARIES AND EXPENSES

Heading	Original Request Pending F.Y. 1974	Proposed Amendment	Revised F.Y. 1974 Request
Office of Superintendent of Documents, Salaries and Expenses	$28,421,000	$8,050,000	$36,471,000

Program and Financing (in thousands of dollars)

Identification code 01-30-0201-0-1-910	Request pending	Proposed amendments	Revised request
Program by activities:			
Direct programs:			
1. Sales distribution	19,813	19,813	---
2. Distribution for other agencies and Members of Congress	2,237	10,287	8,050
3. Depository library distribution	5,037	5,037	---
4. Cataloging and indexing	1,084	1,084	---
5. Contingency fund	200	200	---
Total direct program costs, funded (including contingency fund)	28,371	36,421	8,050
Reimbursable program:			
2. Distribution for other agencies and Members of Congress	72	72	---
Total program costs	28,443	36,493	8,050
Change in selected resources	50	50	---
Total obligations	28,493	36,543	8,050
Financing:			
Receipts and reimbursements from:			
Federal funds	- 72	- 72	---
Budget authority (appropriation)	28,421	36,471	8,050
Relation of obligations to outlays:			
Obligations incurred, net	28,421	36,471	8,050
Obligated balance, start of year	6,000	6,000	---
Obligated balance, end of year	- 5,000	- 5,000	---
Outlays	29,421	37,471	8,050

OBJECT CLASSIFICATION (in thousands of dollars)

Identification code		Request pending	Proposed amendment	Revised request
Direct obligations:				
	Personnel compensation:			
11.1	Permanent positions	12,266	12,266	---
11.3	Positions other than permanent	1,405	1,405	---
11.5	Other personnel compensation	96	96	---
~~11.8~~	~~Special personal services payments~~ direct			
	Total personnel compensation	13,767	13,767	---
	Personnel benefits:			
12.1	Civilian	1,077	1,077	---
21.0	Travel and transportation of persons	88	88	---
22.0	Transportation of things	81	81	---
23.0	Rent, communications, and utilities	5,215	13,265	8,050
24.0	Printing and reproduction	4,628	4,628	---
25.0	Other services	1,786	1,786	---
26.0	Supplies and materials	745	745	---
31.0	Equipment	834	834	---
	Contingency fund	200	200	---
	direct			
99.0	Total obligations	28,421	36,471	8,050

Identification code		Request pending	Proposed amendment	Revised request
	Reimbursable obligations:			
	Personnel compensation:			
11.1	Permanent positions. Total reimbursable personnel compensation	71	71	---
26.0	Supplies and materials	1	1	---
	Total reimbursable obligations	72	72	---
99.0	Total obligations	28,493	36,543	8,050

LIBRARY OF CONGRESS

Library Services Program for the Blind and Physically Handicapped

Mr. John F. Nagle, Chief of the Washington office of the National Federation of the Blind, in a statement he filed with the committee, recommended an appropriation of $2,000,000 be included under the Library Services and Construction Act.

The Public Library of Anniston and Calhoun Counties, Ala.; the South Carolina State librarian, Estellene P. Walker; the Oklahoma Federation of the Blind, and the American Association of Workers for the Blind have written to this subcommittee in support of appropriations for library services assistance to the blind.

[The letter follows:]

National Federation of the Blind,
Washington, D.C., May 15, 1973.

Hon. John L. McClellan,
Senate Office Building,
Washington, D.C.

Dear Senator: I am sending you the enclosed testimony that you thus may be informed of the danger threatening the library service program for the blind and physically handicapped of your state and of the Nation.

We ask and urge you to express your support of our request for an additional $2,000,000 in the item on Books for the Blind and Physically Handicapped in H.R. 6691, to the members of the Appropriations Committee and to the Senate when it reaches the floor.

If the added $2,000,000 we recommend is not approved by Congress, many blind people, many otherwise disabled people, will be without any library service at all.

Sincerely yours,

John F. Nagle,
Chief, Washington Office.

U.S. SENATE

SECRETARY OF THE SENATE

May 16, 1973

Honorable Ernest F. Hollings, Chairman
Legislative Subcommittee
Appropriations Committee
United States Senate
Washington, D. C.

Dear Senator Hollings:

Since my appearance before the Subcommittee on May 3, two additional requirements have been brought to my attention which I respectfully transmit herewith for your consideration in connection with the Legislative Appropriation Bill for F. Y. 1974.

1. I request that the Secretary of the Senate be granted authority to rent office space not to exceed 1,200 feet in area to accommodate the operations of the Federal Election Campaign Act. The needs for this space are set forth in a letter dated March 9, 1973, to the Chairman of the Committee on Rules and Administration, a copy of which is attached. I am advised that it appears very unlikely that the Committee on Rules and Administration can grant the request in the foreseeable future, and I, therefore, request the rental authority so that I can be assured of fulfilling all my responsibilities under the law.

2. I request that the Committee provide this office a total allowance of $60,000 for computer programming instead of the $25,000 requested in my testimony of May 3. My original request was based on informal estimates, which were the best information available to us at the time, as to the cost of programming the annual statistical report required by Section 308(a)(7) of the Federal Election Campaign Act, and an Audit Report which I expect to bring out under authority of Section 308(a)(9) and 308(c)(12) of the Act. Both reports must be produced in this calendar year.

I have now been advised by letter dated May 11 from the Chairman of the Committee on Rules and Administration that total costs for these two programming jobs could amount to $57,800, if an outside contractor is used. A copy of the letter is enclosed. While the costs would be considerably less if the work is done in-house by the Senate Computer Center, I have no assurance that the work can be done in the time required on an in-house basis, and so must request the additional programming funds, again to allow myself adequate flexibility to cover all contingencies.

There is, of course, a possibility that neither of the allowances sought will be fully utilized in which case there would be a substantial return to the Treasury.

With best wishes.

Sincerely,

Francis R. Valeo
Secretary of the Senate

March 9, 1973

Honorable Howard W. Cannon, Chairman
Committee on Rules and Administration
United States Senate
Washington, D. C.

Dear Mr. Chairman:

I am writing to request additional office space for the Office of Public Records. At least 250 additional square feet are needed in order to enable me to meet the requirements of the Federal Election Campaign Act.

Section 308 of the Federal Election Campaign Act requires the Secretary of the Senate, as supervisory officer for Senate elections, to conduct audits of reports of receipts and expenditures for Senate elections and to report apparent violations of law to appropriate authorities. The same section of the Act also requires me to compile annually a detailed statistical summary of the total amounts received and spent in connection with Senate elections.

This office received some 70,000 pages of reports in connection with the 1972 elections and these documents are now being assembled in Room ST-45, which is assigned to the Secretary but which is already over-occupied by the microfilm and data processing equipment which is used to process the documentation. There is an urgent need for space adjacent so that the documents can be audited as required by law and edited for statistical content and then returned to ST-45 for computer key tape punching in order to produce the required annual statistical summary.

On November 29, 1972, by memorandum from Darrell St. Claire, the Assistant Secretary of the Senate, to Bill Cochrane, (copy attached) we called attention to this problem and requested assignment of Room ST-6. Subsequently, Mr. St. Claire was advised that our request was still under consideration.

To date, however, we have received no further indication from the Committee that action has been taken. At the same time, we are under increasing pressure to meet statutory obligations. To default on these obligations because of inadequate logistical support would place the Senate in a most unfavorable light. Already just this week, the Washington Star has reported, inaccurately, that "The Secretary of the Senate - has shown great reluctance to expose serious violations under the current law." Nevertheless, space is lacking to perform the duties required by law.

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I enclose an internal memorandum which describes the use of the space we already have. It indicates that we already have a problem in housing the people and machinery engaged in processing reports. We are completely lacking in space to accommodate the off-year audit which, by law, we need to initiate without delay.

I am advised that Room ST-43, which was part of the old Recording Studio, is presently assigned to the Radio and TV Gallery, but that it has been virtually unused for a long period of time. Since the Office of Public Records has an urgent need for space to fulfill a requirement of law, and since ST-43 is immediately adjacent to our present operations, it would be ideal if that room could be assigned for the purposes outlined above.

In the alternative, any space on the north corridor of the Terrace Level would be useful, such as Room ST-56, but I emphasize that the further it is from ST-45, the greater the logistical problem.

As a second alternative, I could yield the three rooms now assigned to the Office of Public Records, namely ST-2, ST-4 and ST-45 if the Committee could provide in return at least 1,000 square feet of contiguous floor space, in a single room or any combination of adjacent rooms, either elsewhere in the Capitol proper or in any of the Senate Office Buildings. The main requirement is that the space be contiguous to insure the integrity of operations and, of course, so located as to permit ready accessibility to the press and public.

I will be most appreciative for your consideration in this matter.

With best wishes,

Sincerely,

Francis R. Valeo
Secretary of the Senate

CONCLUSION OF HEARING

Senator HOLLINGS. The hearings in the legislative branch are concluded. The subcommittee will recess.

[Whereupon, at 11:40 a.m., Wednesday, July 11, the hearings were concluded and the subcommittee was recessed, to reconvene at the call of the Chair.]

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