1033
Ap 6/2
D633
1976
1976
D633
Ap 6/2

# *Senate Hearings*

*Before the Committee on Appropriations*

---

# District of Columbia Appropriations

KSU LIBRARIES
A11900 468947
CUMENTS
SEP 6 1977
RELL LIBRARY
SAS STATE UNIVERSITY

*Fiscal Year* 1976

94th CONGRESS, FIRST SESSION

AUTHENTICATED
U.S. GOVERNMENT
INFORMATION
GPO

# DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1976

## HEARINGS

BEFORE A

## SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS UNITED STATES SENATE

NINETY-FOURTH CONGRESS

FIRST SESSION

---

Printed for the use of the Committee on Appropriations



U.S. GOVERNMENT PRINTING OFFICE

59-211 O WASHINGTON : 1976

COMMITTEE ON APPROPRIATIONS

SUBCOMMITTEE ON THE DISTRICT OF COLUMBIA

LAWTON CHILES, Florida, *Chairman*

J. BENNETT JOHNSTON, Louisiana
WALTER D. HUDDLESTON, Kentucky
JOHN L. MCCLELLAN, Arkansas,
*Chairman Ex Officio*

CHARLES MCC. MATHIAS, JR., Maryland
RICHARD S. SCHWEIKER, Pennsylvania
MILTON R. YOUNG, North Dakota
*Ex Officio*

EX OFFICIO MEMBERS FROM THE COMMITTEE ON THE DISTRICT OF COLUMBIA

THOMAS F. EAGLETON, Missouri
DANIEL K. INOUYE, Hawaii

DEWEY BARTLETT, Oklahoma

*Professional Staff*
WARREN W. KANE
J. MICHAEL HALL
ROBERT B. CLARK (Minority)

# DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1976

WEDNESDAY, DECEMBER 10, 1975

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

The subcommittee met at 10:25 a.m., in room 1114, Everett McKinley Dirksen Office Building, Hon. Lawton Chiles (chairman) presiding.

Present: Senators Chiles and Mathias.

## DISTRICT OF COLUMBIA

### GENERAL STATEMENT

**STATEMENT OF HON. WALTER E. WASHINGTON, MAYOR**

**ACCOMPANIED BY:**
**COMER COPPIE, SPECIAL ASSISTANT TO THE MAYOR FOR BUDGET AND MANAGEMENT SYSTEMS**
**HON. STERLING TUCKER, CHAIRMAN OF THE CITY COUNCIL**
**GLADYS MACK, DEPUTY DIRECTOR, OFFICE OF BUDGET AND MANAGEMENT SYSTEMS**

#### OPENING REMARKS OF SENATOR CHILES

Senator CHILES. This morning the subcommittee begins consideration of the fiscal year 1976 budget of the District of Columbia. This is the first budget developed under the home rule form of government which is historic in itself. However, this budget is the first $1 billion budget for the operations of the District of Columbia and that, of course, is the key concern of this committee.

This budget has traveled a long and arduous path before being presented to the Congress by the President on November 5, 1975. The budget was submitted by the Mayor to the City Council on March 10 of this year and final city action did not occur until June 23. The Council made many significant changes in the original budget so that the whole document virtually had to be redone and delivery was not made to the Office of Management and Budget until September. All during September and October the city's budget languished in the OMB or the White House, where we could not really find it. In fact when we called they told us it was being held up so they could check it against the President's urban policy—and I imagine finding the President's urban policy was their main difficulty.

Nevertheless the budget of the District of Columbia did not arrive on Capitol Hill until November 5, 1975, more than 4 months after the beginning of the fiscal year. I am sure that to a large extent a lot of this delay will not be encountered in the future; certainly the deadlines imposed by the new Budget Control Act require a more expeditious procedure and good management of the District's resources certainly demand more timely action.

The Home Rule Act maintains the former relationship of the Congress with respect to the District's budget and during my chairmanship I intend that our responsibilities are fulfilled while at the same time we respect the new and larger responsibilities given to the District of Columbia. However, we are accountable to the Senate and the Nation for these appropriations and we must not lose sight of the fact that 27 percent of the District's budget is a special Federal payment from the U.S. Treasury. So, we will review the budget thoroughly and try to do our work.

Today we begin our hearings by looking at some of the general issues facing the District government. We want to look into the overall financial plan and the estimates that support that plan. We are also concerned about the long range implications of the 1976 budget. Next year the Nation will be observing the Bicentennial and Washington will undoubtedly be receiving a large amount of visitors, and of course, we want to discuss the city's plans and readiness for the Bicentennial. Last week our colleagues of the Senate District Committee evidenced their concern about the District's new borrowing authority and we will also want to go into that situation. Finally, we are concerned about the size of the District government, a concern that is obviously shared by the City Council.

This morning we have with us to discuss these general issues and give us an overview of the budget the Mayor, Hon. Walter E. Washington, and the chairman of the City Council, Hon. Sterling Tucker. Both the Mayor and the chairman are no strangers to this subcommittee. They both know the District of Columbia very well as does Mr. Comer S. Coppie, the special assistant to the Mayor for budget and management systems.

Mayor Washington, we will be pleased to hear your statement and then we will hear Chairman Tucker's statement before we go into questions. I expect Senator Mathias momentarily and we will reserve time for his opening statement.

Mayor WASHINGTON. Thank you, Mr. Chairman. It's my great pleasure to be here today. I realize I have been spending a good bit of time up here.

Senator CHILES. I understand you have, Mr. Mayor.

OPENING STATEMENT OF MAYOR WASHINGTON

Mayor WASHINGTON. My fire chief, today as I came in, indicated that we had just had an explosion over at 2020 K Street. I'm hoping everyone was safe, but explosions are not new to me.

Mr. Chairman, members of the committee, I am honored to present the District of Columbia's request for appropriations for fiscal year 1976.

Our request will maintain essential services for the people of this city and will provide important improvements in some key areas. A revenue program has been approved by the city to provide a portion of the additional funds requested.

This proposed budget is supported by the Executive and the Council. We have worked closely together in developing the request for appropriations.

This budget provides funds for the commemoration of the 200th anniversary of our Nation's independence.

The fiscal year 1976 budget takes on special significance because of the twin pressures of inflation and recession. Inflation and recession influence the level of demand for municipal services as well as the cost of providing those services. The rise in unemployment and the increase in the costs of the necessities of life—shelter, food, clothing—are increasing the need for various types of social services and for direct transfer payments under the unemployment compensation and public assistance programs. I suppose, Mr. Chairman, parenthetically that's what OMB was studying, the impact of the need for social services and direct transfer payments on unemployment compensation and public assistance because this is becoming an increasing problem for cities throughout the Nation.

This budget contemplates keeping our public safety programs at adequate levels to cope with problems that may arise.

It is particularly responsive to the problems and the needs of special groups that are most adversely affected by rising unemployment and inflationary cost increases. The city's youth and elderly receive special attention in the District's budget request for fiscal year 1976.

## AUSTERITY MEASURES

To make the best use of the taxpayers' dollars, the budget emphasizes the need for greater municipal productivity and effective management of our resources.

The 1976 financing plan includes a number of economy measures for the city government. Importantly, the bulk of the added costs of employee pay raises during fiscal year 1976 will be funded through savings from attrition of the employment base. The budget proposes a reduction in full time, permanent employees to 35,000 by the close of fiscal year 1976. This will mean that the current selective freeze on city hiring that has been used to control the rapid growth in personnel costs will be continued. A reserve of $4 million has been created to help fund higher salary costs.

The budget request also reflects the abolishment of approximately 3,000 vacant positions. A continuing major effort to increase the efficiency and effectiveness of city government service delivery while holding the line on increasing costs is also proposed in the budget. To aid in this effort, resources are requested to develop a citywide energy conservation program and to help carry out the necessary savings program.

## PROPOSED EXPENDITURES

The District is requesting an operating budget of $1,025 million for the fiscal year ending June 30, 1976, an increase of $105 million

over current levels. General wage and price inflation and soaring energy costs have contributed to much of the increase, which also reflects the $27 million rise in the District's share of the Metrobus operating deficit.

The largest increases in operating funds are for social services, including education at all levels, and the full range of human resources services. There was also a significant increase in debt service charges.

The requested $143 million capital improvements program will enable the District of Columbia to extend its wide ranging $1.6 billion capital program of improving public facilities in every part of the city. New spending is considerably below the 1975 figure, which included second phase construction of the new campus for the Washington Technical Institute and the new court facility, now underway. Metro financing, water treatment, plant expansion and school construction together make up the bulk of our proposed capital expenditures.

### BUDGET HIGHLIGHTS

The fiscal 1976 budget includes funds to maintain and improve basic city services while adding new programs, services and facilities to meet the changing needs of city residents.

The budget request will strengthen city services and programs in the following areas:

### EDUCATION

An increase of almost $12 million in operating funds for District of Columbia public schools will fund the opening of new facilities and help offset inflationary cost increases. Redirection of resources will allow expansion of preschool, bilingual education, and career development programs among others.

Expanded educational opportunities and enrollment are recommended for Federal City College, District of Columbia Teachers College, and the Washington Technical Institute. Funds are budgeted to establish a student bookstore and improve library services at DCTC.

The budget also provides operating funds to support WTI's move into new facilities on its permanent campus and construction funds to renovate the old central library at Mount Vernon Square for use by FCC as a media center.

Projects already underway as part of the $300 million public schools building program will go a long way toward eliminating overcrowding and providing modern replacements for long-deteriorated school facilities. This year's capital improvements budget includes funds to complete five public school projects, begin work on renovation of two elementary schools and initiate design work on five senior high school projects. Construction funds are also requested for one elementary school replacement.

Additional funding is included in the budget to begin operation of new branch library in the Garnet C. Wilkinson Elementary Schools.

### HUMAN RESOURCES AND OTHER SOCIAL SERVICES

The budget request provides increased funding to continue the welfare reform program and to increase public assistance and medicaid payments. It also includes continued funding to improve services

for the mentally retarded and physically handicapped and to provide increased nursing staff and improved services at health care facilities.

Staffing for the new psychiatric care facility for children and for the renovated rehabilitation center for alcoholics is budgeted. The narcotics treatment program will be continued.

The capital improvements program provides for the purchase of the Metropolitan Hospital to replace the extended care facility at Glenn Dale, Md., and for improvements at District of Columbia Hospital and the Forest Haven, Md., residential facility for the mentally retarded.

New funding is included to establish four group homes for the delinquent youths and youths in need of supervision.

Local funds are requested to continue operation of the 24-hour youth assistance centers after Federal grant money expires.

### HOUSING, RECREATION, AND COMMUNITY DEVELOPMENT

Additional funding is requested to staff new and expanded recreation centers for the elderly, for young people, for the handicapped, and for those needing mental health assistance.

Eleven recreation projects now under construction and five new facilities proposed in this budget request will provide $20 million worth of new recreation facilities throughout the city for 1977.

To promote business and economic growth in the District, the budget request includes new funds to establish an office of business and economic development.

Initial funding is requested for a 4-year program of intensified housing code enforcement.

The budget request also provides significant new funding to support activities of the Housing Rent Commission, which is responsible for enforcing the District's rent control program.

### SERVICES FOR THE ELDERLY

This budget provides for the transfer of the Office of Services to the Aged from the Department of Human Resources to the Office of the Mayor, and its reorganization into an Office of the Aging concerned with the coordination of all the city's programs that affect the elderly.

A vacant cottage at the District of Columbia Village will be opened to provide nursing care to the aged who require institutional care.

Through the grant funds available under the Older Americans Act, 42 dining facilities have been provided for the elderly. Funds are requested for personnel to staff five senior citizen centers located in properties of the National Capital Housing Authority, our local public housing agency.

### PUBLIC SAFETY

The budget request will make it possible to maintain the current high level of police and fire protection in the District of Columbia. New funding is provided to improve security at the Lorton correctional complex and hire 54 additional security officers.

The budget request also includes funds to improve medical and dental services at the District of Columbia Jail and the Lorton complex, staff and equip the new detention center and continue the program

of consolidating police operations and replacing obsolete fire station houses, including one to serve the 14th Street urban renewal area.

The new detention center which will replace the 100-year old District of Columbia jail is scheduled to open in 1976. I might say, parenthetically, Mr. Chairman, we have made every request and we re hoping to move that date up even earlier than was anticipated because the construction schedule is well ahead of what it was intended, and our problem at the 100-year-old jail is accelerating as a result of very serious overcrowding. As I pointed out we are not in control of our reservations there. We're taking whatever is brought to us. So that population is escalating beyond the ability of those facilities to really and adequately handle it.

In addition, we have proposed that current resources be redirected to construct three new facilities and renovate existing facilities at the Lorton complex.

ENVIRONMENT

The capital improvements budget includes funding for development and construction of an innovative resource recovery center. Funds are also requested to support expanded water pollution control operations at the Blue Plains sewage treatment plant, complete flood protection projects at the Dalecarlia Reservoir, and finish the Great Falls, Md., plant. Operating funds are requested to improve the solid waste disposal system and continue the city's war on rats program. In addition, the budget request provides funds for city maintenance of private water mains and sewer laterals.

TRANSPORTATION

The budget request includes substantial increases in funding for both the Metro rapid rail transit system and Metrobus operations.

The District's share of the cost of constructing the rapid rail system and improving the bus system accounts for the almost one-third of the fiscal year 1976 capital improvements budget. The budget request of $33 million for the District's share of the Metrobus operating deficit represents a substantial increase over the $6 million appropriated in fiscal year 1975 for that purpose.

Current highway improvement projects total $190 million. New funds are being requested to improve city streets, particularly around Metro facilities, and to continue reconstruction of the South Capitol Street Bridge and development of a bicycle path network. Establishment of a new driver's license testing facility is also proposed.

BICENTENNIAL PROGRAMS

An increase in appropriated funds of $1.8 million is requested for Bicentennial programs. The funds will provide fairs, exhibits, and festivals for both residents and visitors and other functions related to the Bicentennial celebration. A total of 38 million visitors are expected for the Nation's Capital during 1976. And I know, Mr. Chairman, you will be anxious to hear what plans we're making to receive those visitors in a very orderly and secure and fine manner.

In addition, the fire department's budget contains added resources for an expanded emergency ambulance service.

SPECIAL SERVICES

The budget request will make it possible to improve enforcement of the comprehensive human rights law, expand efforts to monitor affirmative action plans, and staff the new Office of People's Counsel, which represents consumers before the Public Service Commission. Additional funding is also requested for the Insurance Department and for the Industrial Safety Division of the Minimum Wage Board.

GOVERNMENT ADMINISTRATION

New funds are included in the budget request to support the expanded responsibilities and powers of the Council of the District of Columbia. Chairman Tucker will speak at more length on that area. Additional funding is requested for the District of Columbia Board of Elections and Ethics to enforce the new Campaign Finance Reform and Conflict of Interest Act.

The budget request also reflects a number of organizational changes designed to take advantage of the new powers and responsibilities of the home rule government and improve the performance and delivery of programs and services. The reorganized offices include the Department of Housing and Community Development, Department of Transportation, Legislation Office, the Office of Budget and Management Systems, and Municipal Planning Office.

We are currently developing a number of additional structural changes designed to improve service delivery, including the creation of cabinet-level departments of labor, commerce, and parks and recreation.

In addition to the city's new revenue-raising and taxing authority, the Home Rule Act gave the District government the authority to issue municipal bonds as well as increased authority over cash management and investment by lifting the requirement that all city funds be deposited in the U.S. Treasury.

Programs and policies are now being developed with respect to the issuance of tax-exempt bonds. And you have already indicated, Mr. Chairman, that you wanted to hear more about them. And to improve cash management operations and to expand investment opportunities for the city.

CHALLENGE OF 1976

The District will be facing many challenges in the current year, and we will be moving to take advantage of new opportunities. For example, we are preparing for our first issue of general obligation bonds under the borrowing authority granted by the District Charter.

Mr. Comer Coppie, my special assistant for budget and management systems, will present details of our financing proposals for 1976.

CONCLUDING REMARKS

Mr. Chairman, I thank you for the opportunity to appear in support of the District's 1976 budget request. I have tried to thumbnail the volumes of documents which you have before you, not in relation necessarily to priorities but rather to pinpoint some of the areas that I know are of concern to you and certainly of concern to us with respect

to adequate justification. Mr. Chairman, we appreciate your opening statement and your concern for the city. I think that the problems that we face are myriad as many cities in the country. This city, of course, attracts far greater attention than most cities except New York. And I would say that as we have approached our problems and our budget, we're also mindful that the urban crisis is upon us throughout the country, that cities are in difficult conditions, and I believe as we move forward to justify and explain many of the items that we have here I think you will certainly begin to see a more complete picture than we're able to get by the press or otherwise. I think the city is in good shape. I think the city is in good financial shape. I think the city is moving forward, and it will take that partnership with you and the Congress for us to continue our efforts. Thank you, Mr. Chairman.

Senator CHILES. Thank you, Mr. Mayor, for your statement. I notice that Chairman Tucker is tied up on the phone right now. Mr. Coppie, could you summarize your statement for us so that we will keep moving and be able to get to some questions and discussion here.

PREPARED STATEMENT

Mr. COPPIE. Mr. Chairman, I would like to have the entire statement incorporated into the record.

Senator CHILES. The entire statement will be printed in full in the record.

[The statement follows:]

Mr. Chairman, Members of the Committee:

I am pleased to appear before you to describe the District Government's expenditure and financing proposals for Fiscal Year 1976. We have also submitted our budget estimates for the period beginning July 1, 1976, and ending September 30, 1976, which will be the transition period as the District, along with the Federal Government, shifts to the new fiscal year.

Budget Request for Fiscal Year 1976

The District's operating budget request for Fiscal Year 1976 is $1,025,203,700. That represents a net increase of $105,270,300 over the amount appropriated for Fiscal Year 1975.

As pointed out by Mayor Washington, the city's 1976 request is, to a great extent, the product of both recession and inflation -- forces that are affecting the entire nation and especially the nation's major cities.

The costs of operating the government and providing essential services are increasing. For example, we have been experiencing a rapid growth in personnel costs -- a trend that is likely to continue. Overall compensation costs for city employees have grown considerably because of employee pay raises in response to increases in the cost of living and because of growth in the number of employees needed to meet expanded service needs. The substantial cost increase would have been even greater if not for the austerity measures that the District has put into effect over the last several years, including the absorption by District agencies of portions of the added costs of the employee pay increases.

At the same time that employee salaries, which account for about 70 percent of the budget, have been rising, the city government has had to pay more for the materials, supplies, and utilities it requires to operate its programs and facilities. The costs of fuel and electrical energy have risen drastically; as a result, the city is experiencing the same severe strains on its finances that are being felt by the American family.

## Categories of Increase

The net increase in the operating budget is approximately $105 million, which is the result of total increases of $157 million and base reductions of about $52 million.

Only approximately $10 million of the total increase is for new and improved services. More than $22 million is for increases related to statutory requirements. Approximately $21 million is due to increases in program workload.

Increases related to the Bicentennial Observances, inflationary cost increases, and other factors account for almost $67 million of the total growth in the operating budget between 1975 and 1976. Other major categories of increase are:

- Annualization of new positions ($4 million)
- Within grade pay raises ($4 million)
- Pay annualization ($22 million)
- Staffing and maintenance ($5 million).

The District is requesting authorization of 1,224 new positions to meet essential service needs. However, the overall request shows a net decrease from 42,040 full-time permanent positions in 1975 to 40,254 authorized positions for 1976. We abolished 3,010 unfilled positions to reach the lower employment base.

## Financing the Operating Budget

The added resources needed to finance the 1976 operating budget request will come from the following major sources:

- Redirection of available resources
- Growth in current revenue authority
- New revenue authority
- Federal payment
- Revenue sharing.

## Redirection of Available Resources

The District Government first looked to available resources to determine how it could meet the essential service needs of city residents.

As indicated earlier, 3,010 vacant positions are being abolished. The 1976 budget request calls for the reduction of the city's employment base to 35,000 employees in full-time authorized positions by June 30, 1976. The strict controls on hiring and spending that have been in effect for the last several years will continue in the current fiscal year in order to generate savings to finance essential services.

A reserve of $4 million has been created to help finance the General Schedule and Wage Board employee pay increases. The bulk of the additional costs, however, will have to be financed through savings resulting from attrition of the District's employment base and possibly from other sources yet to be identified.

Current Revenue Authority

We estimate that General Fund revenues from the current tax base will increase by $26.7 million between 1975 and 1976. That increase, from $553.5 million in 1975 to an estimated $580.2 million in 1976, represents growth in the tax base of 4.8 percent.

Additional revenues were needed to maintain vital municipal services.

New Revenue Authority

The District Government has approved a revenue program that would produce during the current fiscal year a net increase in revenues of $45.4 million. As you are undoubtedly aware, the Senate and House District Committees held hearings on the city's Revenue Act of 1975. The Act went into effect October 21; a number of amendments concerning the application of the unincorporated business franchise tax to professionals are pending.

The Revenue Act of 1975 will:

1) Increase the corporate income tax from 8 percent to 9 percent on a permanent basis and to 12 percent for one year only.

2) Increase the unincorporated business franchise tax from 8 percent to 9 percent permanently and to 12 percent for one year only. It would also remove the exemption from that tax for professionals.

3) Increase the gross earnings tax on banks from 4 percent to 6 percent and on building associations from 2 percent to 3 percent.

4) Increase the deed recordation tax rate from 0.5 percent to 1 percent.

5) Increase the tax rate on the gross receipts of public utilities from 5 percent to 6 percent.

6) Increase by one-third the motor vehicle registration fee

7) Extend the sales tax to charges for motor vehicle parking in parking lots or garages at 8 percent.

8) Increase the motor vehicle excise tax rate from 5 percent to 6 percent.

9) Increase the cigarette tax from 6 cents per pack to 10 cents per pack.

10) Increase the motor fuel tax from 8 cents per gallon to 10 cents per gallon.

A number of tax relief measures are also included in the 1975 Revenue Act. The 2 percent sales tax on food and nonprescription drugs and on laundry and dry cleaning services will be removed. The 5 percent sales tax on utility bills will be repealed as of June 1, 1976. In addition, the revenue act provides for the adoption for the D.C. individual income tax of the Federal individual income tax provisions permitting child care deductions and setting the level of deductions for taxpayers and dependents.

The Revenue Act of 1975 represents the city's responsible efforts to finance needed services while maintaining an equitable and reasonable tax burden for District residents and businesses.

## Request for Federal Payment

To help finance the 1976 operating budget, we are requesting appropriation of a Federal payment of $254 million. That is the full amount authorized by Sec. 502 of the D.C. Self-Government Act (P.L. 93-198, as amended). In compliance with the requirements of Section 501 of P.L. 93-198, we have prepared and submitted a detailed analysis of the effects of the Federal presence in the District and of intercity expenditure and revenue comparisons.

The amount authorized as the Federal payment for Fiscal Year 1975 was $230 million, of which $226.2 million was appropriated.

As discussed later, we are also requesting appropriation of a $3.5 million Federal Payment for the interim period beginning July 1, 1976, and ending September 30, 1976.

Revenue Sharing

The 1976 Financial Plan includes $30,849,000 in General Revenue Sharing funds. Of that amount, $27,000,000 is the estimate for new receipts and $3,849,000 is the carry-over from the Revenue Sharing Trust Fund.

With that brief discussion of operating budget needs and financing, I will turn to our capital outlay request for 1976.

Capital Improvements Program

The proposed 1976 capital improvements program totals $142.6 million.

We initially estimated that the District would require loan authority of $247.4 million from the U. S. Treasury to meet cash needs of the capital program during Fiscal Year 1976. That estimate has been reduced, however; and we are now requesting $ 226.8 million in Federal funds for the capital program for 1976.

As you are aware, the D. C. Self-Government Act provided authority for the District to borrow on the private, tax-exempt market to finance the city's capital projects and to refund outstanding debt. The city is now preparing for its first issue of general obligation bonds.

The Council has passed on first reading an act to authorize the issuance of $50,000,000 of general obligation bonds to refinance outstanding loans from the U. S. Treasury. The two loans to be refinanced are: (a) $6,000,000 borrowed on March 31, 1975; and (b) $44,000,000 borrowed on May 30, 1975. The loans were made at an interest rate of 8 percent, which was then the highest interest rate the District had paid on 30-year borrowings. The present interest rate on 30-year borrowings from the Treasury is 8 3/8 percent.

We expect to realize substantial interest cost savings from our new bonding authority. At 8 percent, the annual debt service on $50,000,000 borrowed for 30 years is $4,441,372. The District would save more than

$400,000 a year with bonds sold at 7 percent, a total savings of approximately $12 million over 30 years. With bonds sold at 6 1/2 percent, annual savings would be more than $600,000; at 6 percent, more than $800,000 a year.

With the size of our planned capital improvements program, those savings will multiply. The proposed 1976-1981 program calls for appropriations totaling $789 million during that period.

Timing of Bond Sales

We expect that the city's first general obligation bonds will be issued in early calendar year 1976. We anticipate that a second bond issue for approximately $100,000,000 will be scheduled for several months later. That bond issue will include financing for new projects authorized in the 1976 appropriations act. On the basis of current estimates, we will need to borrow $25 million on the private capital market in Fiscal Year 1976 to finance new projects, which are not eligible for Treasury financing under the D. C. Self-Government Act.

Budget Estimates for Interim Period

In addition to our appropriations request for Fiscal Year 1976, we have submitted budget estimates for the period beginning July 1, 1976, and ending September 30, 1976. That is the interim period resulting from the establishment of the new fiscal year, beginning October 1, 1976. The Congressional Budget and Impoundment Control Act of 1974 (P.L. 93-344) changed the fiscal year and required the President to prepare and to submit to the Congress budget estimates for the 3-month transitional period.

We estimated our appropriations requirements for the interim period in the following way. We carried out a careful analysis of District-wide expenditures during the first quarter of the fiscal year over the past several years. Expenditures were used rather than obligations because city agencies obligate the full-year costs of certain items (for example, utilities) at the beginning of the year and also obligate for certain equipment and supply purchases early in the year.

We found that expendiures during the first quarter averaged, District-wide, 26 percent of the total appropriation for the year. We used that percentage in estimating appropriations requirements for the 3-month interim period.

Federal Payment for Interim Period

We are requesting appropriation of a Federal payment of $63.5 million for the period July 1, 1976, through September 30, 1976. That is the full amount authorized by the D.C. Self-Government Act, as amended by P.L. 93-395 (August 29, 1974).

Essential Service Needs

In summary, the District is requesting an operating budget of $1,025,203,700 to meet the city's essential service needs during Fiscal Year 1976. The 1976 capital improvements program requests $142,595,000.

Thank you for your attention. We are available to answer any questions you may have.

59-211 O - 76 - 3

HIGHLIGHTS OF FUNDING 1976 BUDGET

Mr. COPPIE. Mr. Chairman, I think that the three or four areas that I would highlight are as follows. The budget for 1976 is balanced by a combination of increases including the Federal payment. We requested the full authorization of the Federal payment for 1976 of $254 million. This is a $24-million increase over the authorization of 1975 fiscal year.

Mr. Chairman, the revenue request to support the budget for 1976 does include an increase in the city taxes of approximately $46 million. That would be the actual yield for the 1976 fiscal year, and I would point out that that represents about a 7-percent increase in our tax program in the city. The city budget also is supported by our revenue-sharing entitlement. For the 1976 fiscal year, we propose approximately $31 million in revenue sharing, and this represents $27 million of new receipts for 1976 and approximately $4 million of a carryover from the 1975 fiscal year.

CAPITAL IMPROVEMENTS PROGRAM

On the capital improvements programs, there are two points that I would make. The first is the capital budget authority. We are proposing a budget for 1976 of $142.6 million which represents an actual decrease from the 1975 appropriation that was in excess of $200 million. Our capital program is financed currently from two sources, loans from the U.S. Treasury which we propose at the level of $247.4 million in the 1976 fiscal year, then in accordance with the Home Rule charter, all new projects that are proposed have to be financed from the commercial bond market under the current legal authority. There are currently about $38 million in new projects that are requested in the 1976 budget.

Finally, Mr. Chairman, I would call to your attention that this budget does provide the necessary requests to meet the interim period between July 1, 1976, and September 30, 1976, since the District fiscal year will be changed in accordance with the official fiscal year change that is part of the Federal Government. We propose the necessary spending authority and we also propose a Federal payment that has been authorized for that period at $70 million. Our request is for $63.5 million which is below the official authorization. With those brief observations on my part, Mr. Chairman, I will be ready for questions at the appropriate time.

Senator CHILDS. Thank you. Mr. Coppie; now Chairman Tucker, we would like to hear your statement.

OPENING STATEMENT OF COUNCIL CHAIRMAN TUCKER

Mr. TUCKER. Thank you very much, Mr. Chairman. I am pleased to represent the Council here this morning with the Mayor in presenting this budget request for fiscal year 1976.

As you indicated in your remarks, Mr. Chairman, as did the Mayor, this is the first budget presented under this new government. We are pleased with the support that you gave, Mr. Chairman, in this effort. We are happy for your leadership in this committee.

The Mayor and his associates and the Council have certainly been much aware of the new responsibilities that is ours under this new government. This is a responsibility which we look forward to handling and we believe we are capable of handling in the management of affairs as the custodians of the Nation's capital.

That new responsibility is primarily reflected in our increased revenue-raising and our general legislative authority. Both relate directly, of course, to the budget process. The money has to be raised to finance the services, and appropriate legislation needs to be enacted to make possible the availability of the services.

When I appear later on the Council's budget, I will provide you a detailed account of the extensive overall legislative effort of the Council in these first exciting—and rather difficult—11 months of home rule.

COUNCIL'S EFFORTS IN REVIEWING BUDGET

For now, I will attempt to give you an indication of the work that this Council has done in consideration of the document that is before us here today. I would say nothing has occupied the Council's time more than this—the preparation of this budget and review of this budget.

The members of the Council and the staff spent more than, according to our estimates, a third of our time on this budget. It translates into about 30,000 man and woman hours of budget review, and this is in addition to the thousands of hours of course, spent by the Mayor and members of the departments working through each detail of this document.

The budget, Mr. Chairman, does represent the best fiscal judgment of our government, both by the Mayor and the Council. The care and consideration given to this budget process and the confidence we have in its integrity will be presented to you today. I guess we think it is reflected in the President's remark while transmitting this budget to the Congress, when he said "it reflects the results of a constructive city budget process" and represents a "cornerstone of responsible city government" under home rule.

Mr. Chairman, I want the record of this proceeding to show the diligence with which the Council applied itself to its task. In this regard, I think it would be helpful for you to know something about this process.

We first determined that because we are in a period of economic crisis, subjecting us to the pressures being felt by all urban centers, we could not build a great deal of growth into this budget, this despite the growth of our public service needs, and they're growing in every respect.

As you know, generally in a time of economic crisis, public service needs are expanding. The operating budget, as the Mayor has noted, reflects a $105 million increase, most of which is required to meet wage, pension, and other so-called mandatory obligations. We started out, Mr. Chairman, with about 10 percent of this budget not under our control, so that these obligations must be met. Inflation, of course, has made its substantial contribution to these increases. We are, then, the victims of an historical fact: Needs multiply as resources dwindle.

FISCAL REQUIREMENTS IMPOSED ON CITY

We were mindful, however, that there is need for efficiency; a need to overcome the adverse pressure of the economy. Mr. Chairman, I must say to you in all candor, that our efforts to achieve that goal were and will continue to be handicapped to a substantial degree because major elements of our budget each year is directly tied to expenditures negotiated for us in the past. In other words, the District of Columbia government has been forced to address itself to fiscal requirements relating to matters over which we had neither a choice nor little or no voice: The cost of the subway system and the public operation of our bus system—teacher, police, and fire department pay raises and retirement programs—the stadium, just to name a few.

Perhaps I can best illustrate this point by reminding the subcommittee that the Congress in 1970, enacted the Court Reform Act. In so doing, Congress provided the city with a one-time-only payment of $5 million to finance the cost of that legislation. Since then, the District of Columbia government has had to include $15 million a year in its budget to pay the cost resulting from the Court Reform Act bill. I should note also that some 60 percent of the police and fire department budgets are earmarked for pensions and other benefit programs enacted for us by Congress before home rule.

So, as you can see, Mr. Chairman, we were presented with a rather formidable task: Foot the bill for the costs over which we have no control, maintain services necessary to the health, welfare, and public safety of our community and maximize efficiency, at a time when the dollars needed to accomplish all of that are disappearing.

COUNCIL'S REVIEW PROCESS

We realized first that we had to apply a microscopic test to every piece of the budget. During the more than 3 months we wrestled with it, the budget was subjected to 16 Council hearings, 18 committee meetings, and 71 briefing sessions and other discussions and forums. We heard from more than 350 persons and organizations, citizens and technical experts alike. Council committees issued 64 budget-related reports. Never before, Mr. Chairman, and Senator Mathias, was a District of Columbia budget so carefully and objectively considered by so many people both in and out of the government.

We discovered, however, that all of this was not enough. We had to make it clear to everyone that steps were being taken to insure even tighter budgets and increased efficiency in future years. We attempted to accomplish this in two ways. First, we began the very painful process to reduce the workforce of the District of Columbia government. We established the office of the District of Columbia auditor, as provided under the Home Rule Act.

CONTROLLING PERSONNEL COSTS

Mr. Chairman, we did not proceed to reduce the workforce because we felt there were too many people employed. We simply sought to reduce the workforce because we knew the budget somehow had to

come under some kind of controls, and personnel is the area in which that takes place in a government of this size.

So we didn't try, however, to decide which persons, which programs and how these reductions would come about except that hopefully no one would have to be fired, and while the Mayor perhaps asked for more assistance than the Council gave in this regard, we felt the Mayor and his associates were in a better position to determine how to best implement this policy which the Council directed in its budget response. It is the hope of both the executive and legislative branches that this considerable personnel reduction which will be reduced to 35,000 persons by the end of this fiscal year can be achieved through attrition. We are both cognizant, however, of the present economic facts of life—that in times such as these, fewer persons leave the government or any jobs. It will take, therefore, a great deal of hard work on our part to achieve our goals through attrition.

### OFFICE OF THE DISTRICT OF COLUMBIA AUDITOR

The office of the District of Columbia auditor was provided by Congress in the Home Rule bill. And it will, I am confident, be an invaluable element in our drive to make our government more efficient. That office is already assisting us in developing a constant, on-going review and analysis of our operation, and is providing us with recommendations for improvements. We have reviewed, and will continue to review with the auditor his role, to insure the kind of results we think will satisfy the requirements of that office.

In addition, the Council and the Mayor have agreed that there will be periodic reports on a variety of programs and services so that we can constantly evaluate and review where the government is with reference to the programs and services we provide.

### CONCLUDING REMARKS

Mr. Chairman, I will not attempt here today, to deal with the specifics of this budget. The Mayor has addressed himself to that in some detail, and he and his associates will continue to do so throughout this budget review. I will, of course, be available at your call to answer any questions you feel may require a response by me. Suffice it to say at this time, the Mayor's original request has been reduced by some $47 million. Not an easy task, given the fact that this government must not only provide services for the three-quarters of a million persons who live in the District, but also for one-fourth of a million persons who live around us but who require the same services from 9 to 5, 5 days a week that are required as a resident of this city. We also provide the services for the 15 to 20 million or whatever more who come here every year, millions of them here every day.

We have great problems we have to wrestle with with financing, and our needs are going to grow as in the case of all cities. We are aware, Mr. Chairman, of the responsibilities that are imposed upon us. We accept this responsibility. We would hope that there would be a very careful review of all of our fiscal needs, and we ask your support in all of this.

We have problems with metropolitan concerns. We are both a local city. We are a regional city. We are a national city, and we are an international city, and as such, we have responsibilities in each of these regards. We are aware of them each day as we carry out our duties. I would simply say as I close, Mr. Chairman, that both the Mayor and I feel that the appropriations request before you represents the minimum with which we can be expected to operate an efficient, stable government—the minimum with which we can be expected to meet the needs required of us. We hope that you will agree.

Thank you, Mr. Chairman, and Senator Mathias.

INTRODUCTION OF CITY COUNCIL MEMBERS

Senator CHILES. Thank you, Chairman Tucker. Do you have members of your Council here today that you would like to introduce to us.

Mr. TUCKER. At this time, there is present from the Council, the chairman of our Administration and Personnel Committee which works with the budget of the Council, Senator Bill Spaulding, I just promoted him, Councilman Bill Spaulding. Councilman Spaulding is the Council member from the fifth ward of our city which is the near northeast.

REMARKS OF SENATOR MATHIAS

Senator CHILES. Senator Mathias, do you have some kind of opening statement you would like to make?

Senator MATHIAS. Well, Mr. Chairman, I don't want to take time to make any extensive opening statement. I do have to take note of the fact that it's taken 104 years to reach this day. I think it's been 104 years since we have had a budget that was prepared and reviewed by an elected District of Columbia government. And I think that makes this day of certain signal importance. And I'm sure that I speak not only for myself, but for the subcommittee when I say that this budget which has taken 104 years to reach us will receive a reasonable and an objective and a positive review by the committee.

There is some anomaly in the fact that we're now into the 6th month of the budget year, the fiscal year, to which the budget addresses itself. But it is, however, a 15-month year rather than a 12-month year which gives us a little grace period. But I do congratulate the chairman on having called this committee and brought about this review within about 2 weeks of the time the budget was received here.

Now, I don't think, Mr. Chairman, that we can ignore the problems which have been discussed in the Senate District Committee in relation to the $50 million of general obligation bonds which the District had proposed to issue. And in that connection, we have, of course, information that the Rules Committee is approving authorization of $45,000 to enter into a contract for the audit of the books of the District. And I'm sure that this committee will have an intense and immediate interest in that, as well as in the statements of the Comptroller General yesterday calling for major improvements in the financial management system of the District.

Obviously, those observations will have some bearing on the manner in which we approach the budget. I have a number of questions which I will submit to the Mayor, but I know he will be happy to know that I'm not expecting immediate answers to them but will submit them in writing and if he will be kind enough to give us a written response, I believe it will make a better and more complete record and be a more efficient use of all of our time.

Mayor WASHINGTON. I would be happy to respond.

Senator MATHIAS. I know the Mayor and Council have labored very seriously, very conscientiously on this budget and will carry out their responsibilities for presenting it and advocating it to the committee. I think it's important that they do this because it's important that the subcommittee be satisfied and that each item is fully justified because there is a substantial fiscal load which is imposed on the taxpayers of the District and I think they deserve to be fully reassured that it's a load which is no heavier than it need be. There are many expenses for the city which, of course, you must budget over which you have no control. As Chairman Tucker points out, a major element of the budget is tied directly to expenditures negotiated in the past. And that is certainly true.

As Chairman Tucker further says, the fiscal requirements relate to matters over which we had neither a choice and little or no voice. So I think it might be helpful, Mr. Chairman, to have the uncontrollable or at least the reasonably uncontrollable budget items broken out some time in the course of this review in a way that will aid us to concerntrate on what are in fact the controllable budget items.

So as I suggest, I won't go into specific issues or questions now, but I will have some written questions to be submitted at the appropriate time.

Mayor WASHINGTON. We will be very happy to respond to those, Senator Mathias.

### SYSTEM OF CHECKS AND BALANCES

Senator CHILES. Thank you, Senator Mathias. Before I get into our specific questions, I would just like to say by way of an overall statement that I have watched with great interest the check and balance system working between the legislative and the executive branch of the city. I think it's a very healthy operation, and it sort of reinforces my support for and gives me a little confidence in my support for home rule.

I think that's very healthy as we find in our branch. Of course, under our own responsibilities and duties we also have to serve as a part of that process and so we will begin to do our thing as we get into these proceedings. I am also very sympathetic and listened with great interest to your statement, Chairman Tucker, that there are many items here in the costs and the obligations that you have inherited.

I think Senator Mathias has made a good suggestion that we try to break those out so that we can really see what are those obligations that have been saddled upon you before Home Rule. We need to know what their continuing effect is going to be and what should be the Federal

Government's responsibility for those obligations. I would just hasten to add, though, that while I think that right now is a time of opportunity, that time does not last forever. I found when I was running for the Senate, it was very convenient to be able to say, well, those things happened before I got here. I was not a part of that. I now feel because next year happens to be a year divisible by 6 for me, there reaches a time after about 5 years that I'm not able to say that as well. The people are beginning to say that you keep talking about they, and now we're thinking maybe it's you or it's we. And so use that opportunity while you have it.

It seems to me that now is a great time to say, sure we can do a lot of those things because those are not our problems. They are problems that we inherited. But there does reach some period of time in which they become your problems, as I'm now fiinding out. I would just add that.

CASH FLOW ESTIMATES FOR FISCAL 1976

At this point, I would like to insert into the record the cash flow estimates for fiscal 1976.

[The information follows:]

*Memorandum* • Government of the District of Columbia

TO: Mr. Warren Kane
Staff Assistant

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

FROM: Comer S. Coppie
Special Assistant
to the Mayor

Date: OCT 1 1975

SUBJECT: Fiscal Year 1976 Cash Flow Estimates

Attached are the city's cash flow estimates for Fiscal Year 1976. Separate tables are included for operating and capital funds.

It is estimated that the city will require $984 million in operating funds and $226.8 million in capital funds during Fiscal Year 1976. These estimates are based on a $1.025 billion operating budget request and a $142.6 million capital budget request. An additional $6.3 million is set aside as a reserve for pay raises and Bicentennial expenses in the operating plan. The $226.8 million required for capital expenditures is $20 million less than the amount shown in the President's budget.

Legislation is currently before the District Council that would abolish the fund designations but continue to require separate reporting of expenses and revenues for highway, water, sewer, and other purposes.

I also want to bring to your attention the fact that the District of Columbia ended Fiscal Year 1975 with an outstanding advance from the U. S. Treasury in the amount of $40 million. We are developing alternative plans to repay this amount. At least half of it can probably be paid by eliminating accounts receivable from the Federal Government in the General Fund. This would reduce the balance to the 2% limitation in the charter applicable to short term private debt carried over from one year to the next. The 2% limitation is not applicable to Treasury advances. However, it is our intention to keep short term debt from all sources within the 2% limitation. Ending the 1975 Fiscal Year with the advance outstanding was necessitated by a number of factors including: increases in accounts receivable from the Federal Government, failure to receive the full Federal Payment, reductions in accounts payable below estimates and other factors.

The capital outlay plan does not contain reductions for the repayment of long term loans with the proceeds of city bond issues. We expect to repay at least $50 million this year. However, because of the uncertainty of the bond market, we do not want to make a commitment to repay until the bonds are actually sold.

In addition to the capital requirements shown on the attached plan, the city will have to borrow an estimated $21.6 million on the private capital market to finance projects requested for the first time in the Fiscal Year 1976 budget. These projects are not eligible for Treasury financing under the Home Rule Act.

The requested loan appropriation will be well within the city's debt limit, even if all additional funds must be borrowed at 8 1/2%, which is higher than the current Treasury rate of 8 3/8%. Debt service on current debt is $78 million; debt service on an additional $358 million for 30 years at 8 1/2% would be $33 million. The total potential debt service, then, is $111 million. The city's limit, based on current revenues, is $130 million.

I look forward to discussing these plans in more detail with you at our meeting this week.

PROJECTED CASH FLOW - FISCAL YEAR 1976
(in thousands)

| | General[1] Fund | Highway Fund | Water Fund | Sanitary Sewage Works Fund | Metropolitan Area Sanitary Sewage Works Fund | Total All Funds |
|---|---|---|---|---|---|---|
| OPERATING EXPENSES | | | | | | |
| Estimated funds available: | | | | | | |
| Cash and Investments[2] | $4,458 | ($2,957) | ($3,600) | $2,534 | $294 | $729 |
| Due from Federal Government | ..... | 8,394 | ..... | ..... | ..... | 8,394 |
| Federal Payment Authorization | 254,000 | ..... | 3,250 | 2,438 | ..... | 259,688 |
| Receipts | 618,705 | 35,455 | 16,235 | 18,655 | 150 | 689,200 |
| Revenue Sharing (new receipts) | 27,000 | ..... | ..... | ..... | ..... | 27,000 |
| Total, estimated funds available | 904,163 | 40,892 | 15,885 | 23,627 | 444 | 985,011 |
| Estimated funds required: | | | | | | |
| Opening accounts payable | 93,554 | 2,775 | 1,050 | 386 | ..... | 97,765 |
| Appropriated budget operating request | 939,209 | 40,761 | 19,068 | 25,949 | 217 | 1,025,204 |
| Reserves: | | | | | | |
| Pay raise | 4,000 | ..... | ..... | ..... | ..... | 4,000 |
| Bicentennial | 2,285 | ..... | ..... | ..... | ..... | 2,285 |
| Closing accounts payable | (135,185) | (2,850) | (4,400) | (2,802) | (15) | (145,252) |
| Total, estimated funds required | 903,863 | 40,686 | 15,718 | 23,533 | 202 | 984,002 |
| Estimated closing cash balance | 300 | 206 | 167 | 94 | 242 | 1,009 |

1/ Includes Metrobus Fund.
2/ Includes $3,849 Revenue Sharing Trust Fund Carry-over.

CAPITAL OUTLAY STATUS
FOR DATES INDICATED
(In thousands)

| | General Fund | Metro | Highway Fund | Water Fund | Sanitary Sewage Works Fund | Metropolitan Area Sanitary Sewage Works Fund | Total |
|---|---|---|---|---|---|---|---|
| Capital Budget Authority | | | | | | | |
| Unobligated and unliquidated balance 6/30/75 | 339.3 | ..... | 34.3 | 15.6 | 56.5 | 7.1 | 452.8 |
| Proposed fiscal year 1976 capital budget | 85.8 | 41.0 | 9.5 | 4.8 | 1.5 | ..... | 142.6 |
| Total Potential Cash Requirements | 425.1 | 41.0 | 43.8 | 20.4 | 58.0 | 7.1 | 595.4 |
| Loans | | | | | | | |
| Appropriated through 6/30/75 | 618.5 | 218.5 | 130.9 | 51.0 | 86.6 | 23.0 | 1,128.5 |
| Proposed fiscal year 1976 request | 188.3 | 41.0 | 15.5 | 3.4 | ..... | ..... | 248.2 |
| Total Loans Appropriated | 806.8 | 259.5 | 146.4 | 54.4 | 86.6 | 23.0 | 1,376.7 |
| Outstanding loans to 6/30/75 | 555.4 | 218.5 | 129.4 | 44.3 | 55.0 | 15.8 | 1,018.4 |
| Proposed fiscal year 1976 draws | 147.8 | 41.0 | 16.3 | 8.4 | 1.4 | 11.9 | 226.8 |
| Total Potential Principal Borrowed | 703.2 | 259.5 | 145.7 | 52.7 | 56.4 | 27.7 | 1,245.2 |
| Outstanding loans to 6/30/75 | 773.9[1/] | ..... | 129.4 | 44.3 | 55.0 | 15.8 | 1,018.4 |
| Principal Repaid | 21.1 | ..... | 14.0 | 9.0 | 2.4 | ..... | 46.5 |
| Net Outstanding Loans 6/30/75 | 752.8 | ..... | 115.4 | 35.3 | 52.6 | 15.8 | 971.9 |
| Authorization 6/30/75 - 14% Authorization | ..... | ..... | ..... | ..... | ..... | ..... | 1,800.0 |

1/ General Fund includes Metro loans and principal repayments.

Senator CHILES. According to the chart for the operating expenses, the city is requesting an operating budget of $1,025 million. Current revenues are projected to total $975.9 million. How can the city call this request a balanced budget when the expenditures are some $50 million more than the revenues?

And Mayor, when you want Chairman Tucker or Mr. Coppie to answer any of these questions, that will be fine.

Mayor WASHINGTON. I'll let Mr. Coppie use his prepared statement.

Mr. COPPIE. Mr. Chairman, you call attention to the differential between the total revenue availability for 1976 as projected and the total operating budget request. There is the differential of approximately $40 million between proposed expenditures and available resources.

Mr. Chairman, we do not balance our budget on an obligation basis. We balance it on a cash basis, and for the 1976 fiscal year in the financial plan that has been presented as part of the budget and has specifically been presented and discussed with the committee, it is balanced. I would hasten to point out, however, that the closing accounts payable for the 1976 fiscal year does represent a substantial dollar increase over the 1975 fiscal year. We're currently looking at that to find out and to make a determination as to whether or not that is a valid or invalid figure. Our commitment will be to have before the committee before the official markup, a financial plan which we feel can support the budget for the 1976 fiscal year.

Senator CHILES. Over the last 2 fiscal years, the city has accumulated a deficit of nearly $50 million. This financial plan indicates that obligations are to be incurred that are $40 million more than the cash that will be available. This would bring the cumulative deficit to $100 million by the end of fiscal year 1976. Since the city has budgeted every possible dollar, isn't it reasonable to assume that the city would be forced into some short-term borrowing for operating expenses to cover this $1 billion budget?

Mr. COPPIE. Mr. Chairman, I do not identify with the figures that you have just used, but let me speak to the issues from our perspective. The city did complete the 1975 fiscal year with a cash imbalance of $69 million dollars. That is, we were on a cash basis, and completed the year with an imbalance of $69 million. In terms of our obligational authority, we met the requirements involved as they relate to the Antideficiency Act by keeping our books consistent with the obligational authority that had been given to us in the public law and the appropriation action of the Congress.

On a cash basis, we did have a problem, and that problem was addressed primarily by carrying over to the current fiscal year a $40 million advance from the U.S. Treasury which has now been repaid. I would point out that an imbalance between fiscal years is not unique to the District of Columbia. That happens in many jurisdictions across the country at both State and city levels.

However, it does have to be properly identified. It does have to be properly diagnosed, and it does have to be properly and subsequently addressed. Our current commitment is to complete the current fiscal year with an outstanding advance of $20 million or 2 percent of the

proposed operating budget. We hope that we can do that, and to fully address the imbalance over 2 fiscal years or by the end of the 1977 fiscal year.

CASH FLOW SYSTEM

Senator CHILES. I'm well aware that Congress approved the cash flow basis over the cash-in-hand policy for financing the District's budget. But is it reasonable to project that the city can handle $145 million in accounts payable at the end of this fiscal year? The last cash flow statement for 1975 that the subcommittee received indicated that the city expected to take into this fiscal year some $97 million. However, the final amount was $93 million as I understand the city made a big push to obtain cash discounts by speeding up the payments of bills. How much in terms of cash discounts will the city be losing by carrying over $145 million in accounts payable?

Mr. COPPIE. Mr. Chairman, the specific answer to that question is that we do not feel that we would be losing any significant amount of cash discount as a result of the increase in the closing accounts payable from the $97.7 million figure from the 1975 fiscal year, the opening accounts payable, and the closing accounts payable of $145.2 for the 1976 fiscal year. That is an oversimplification because I think the real issue that is involved here, which we have experienced over the last several years, is a closing accounts payable situation which started at about 10 percent of the approved budget, and increased to a little better than 14 percent of the approved budget for the 1974 fiscal year. That is actual experience, and for the 1975 fiscal year, we actually experienced a closing accounts payable of about 11 percent of the approved budget. The closing accounts payable for 1976 is estimated at better than 14 percent of the approved budget, which represented the experience for the 1974 fiscal year.

It now appears that that is high based on the 1975 experience, and as I indicated a moment ago, our pledge to you will be that we will have a valid financial plan based on the judgment of the city, before the committee before its official markup.

Senator CHILES. According to the city report, "Budgeting for City Objectives Under Home Rule," the city already faces an $80 million revenue shortfall in fiscal 1977. With this kind of situation already officially predicted, why does the city want to add to this strain, by charging nearly 15 percent of this year's expenses to next year's income?

Mr. COPPIE. Well, Mr. Chairman, as you have properly observed, the city did move to a cash basis in the 1970 fiscal year, with the approval of the Congress, and in order to balance this budget, it will be necessary for the city to stay on a cash basis. I think the real question is whether the amount that we propose to carry over in 1977, can be justified in the context of our current financing condition, and again, our commitment to you will be that we will have a valid financial plan at the time of markup.

TAXING RESIDENTS AND NONRESIDENTS

Senator CHILES. By the way, I note that the future agenda stated in that report, "Budgeting for City Objectives, Under Home Rule," contemplates the imposition of a tax on nonresidents, but I don't find

any mention of any additional taxes on city residents. Is there any contemplated now?

Mr. COPPIE. Mr. Chairman, the budget for the 1976 fiscal year does contain a 7-percent increase in our tax yield from additional taxes, and that is all against the District's residents. Although that should be qualified to the extent of the unincorporated business franchise tax being extended to the professional community and the sales tax on parking neither is a commuter tax, or a nonresident income tax, in the sense of that word.

What we have pointed out in our budgeting for city objectives is what the projected gap is going to be, over the next 5-year period, between proposed expenditures, projected expenditures and revenues. We are properly pointing out that in our judgment, it will be necessary for the city to get the authority to tax nonresident incomes.

I think it is important to keep in mind that better than 50 percent of all income earned in the District of Columbia is earned by nonresidents, and better than 50 percent of the employment base in the District of Columbia is nonresident employment, and Mr. Chairman, without in any way being presumptuous, there is no jurisdiction in the United States, including this one, that can have that kind of erosion of its tax base, and not have a serious problem in terms of financing its budget. This city has got to identify new sources of revenue, and one source that we have identified is the source of nonresident taxation, and it is our hope that the Congress will give us the authority to tax nonresident income in the years ahead.

### CLASSIFIED AND WAGE GRADE SALARY INCREASES

Senator CHILES. The budget justifications before the committee do not reflect the costs of classified and wage board salary increases that went into effect after October 1. What is the current estimate of the cost of these increases, as I believe the last figure we received was $20 million, but that was before the classified raise was held at 5 percent?

Mr. COPPIE. Mr. Chairman, the current estimate is $14 million.

### SEPARATIONS AND REPLACEMENTS

Senator CHILES. $14 million. The city originally set aside $4 million in the financial plan to meet approximately 20 percent of the pay raise requirements, with the remainder to be covered by the attrition of 3,000 city employees, without resorting to a reduction in force. The comittee has received two charts that indicate that the city experienced separations of nearly 3,000 over the last 2 fiscal years, but do you have a report of the early trends that indicate both the separations and replacements since July 1, 1975?

Mr. COPPIE. Mr. Chairman, I do, and I will see that that is incorporated into the official record of the hearing, and I also will see that the committee is kept informed of the program to substantially pay for the salary increases through a program of attrition.

[The charts follow:]

Fiscal Year 1976
Changes in Employment Level
Permanent Authorized Positions

| | On Board 7/15/75 | On Board Strength Reported 1st Quarter | Year to Date Appointments Number | Year to Date Appointments Amount | Year to Date Separations Number | Year to Date Separations Amount | Net Change | Current on Board Strength | Net Change in Employment Year to Date |
|---|---|---|---|---|---|---|---|---|---|
| General Operating Expenses: | | | | | | | | | |
| Office of the Mayor | 35 | 36 | 1 | 3.5 | .... | ..... | 3.5 | 36 | 1 |
| D. C. Auditor | 1 | 1 | ... | ..... | ... | ..... | ..... | 1 | ... |
| Executive Office: | | | | | | | | | |
| Office of the Secretariat | 23 | 23 | ... | ..... | ... | ..... | ..... | 23 | ... |
| Office of Public Affairs | 12 | 11 | ... | ..... | 1 | 3.8 | (3.8) | 11 | (1) |
| Office of Budget and Management Systems | 236 | 236 | 1 | 10.7 | 1 | 23.0 | (12.3) | 236 | ... |
| Municipal Planning Office | 72 | 72 | ... | ..... | ... | ..... | ..... | 72 | ... |
| Personnel Office | 63 | 60 | 4 | 75.3 | 7 | 125.6 | (50.3) | 60 | (3) |
| Legislation Office | 3 | 3 | ... | ..... | ... | ..... | ..... | 3 | ... |
| Office of Civil Defense | 8 | 8 | ... | ..... | ... | ..... | ..... | 8 | ... |
| Office of Human Rights | 30 | 28 | ... | ..... | 3 | 35.8 | (35.8) | 27 | (3) |
| Office of Consumer Affairs | 16 | 16 | ... | ..... | ... | ..... | ..... | 16 | ... |
| Department of Finance and Revenue | 462 | 447 | 1 | 5.7 | 24 | 324.1 | (318.4) | 439 | (23) |
| Office of the Corporation Counsel | 165 | 159 | 3 | 32.8 | 8 | 161.3 | (128.5) | 160 | (5) |
| Department of General Services | 509 | 501 | ... | ..... | 19 | 232.7 | (232.7) | 490 | (19) |
| Department of Economic Development | 174 | 169 | 1 | 5.8 | 9 | 97.6 | (91.8) | 166 | (8) |
| Public Library | 494 | 488 | 9 | 79.7 | 21 | 221.6 | (141.9) | 482 | (12) |
| Other Independent Agencies and Offices: | | | | | | | | | |
| Office of Youth Opportunity Services | 28 | 28 | ... | ..... | ... | ..... | ..... | 28 | ... |
| Office of Housing and Community Development | 281 | 281 | 3 | 5.8 | 5 | 44.5 | (38.7) | 279 | (2) |
| Board of Parole | 22 | 22 | 1 | 23.3 | 3 | 46.8 | (23.5) | 20 | (2) |
| Minimum Wage and Industrial Safety Board | 39 | 37 | ... | ..... | 2 | 12.0 | (12.0) | 37 | (2) |
| Recorder of Deeds | 61 | 61 | ... | ..... | ... | ..... | ..... | 61 | ... |
| Public Service Commission | 29 | 29 | 3 | 40.0 | 2 | 19.4 | 20.6 | 30 | 1 |
| Board of Appeals and Review | 4 | 4 | ... | ..... | ... | ..... | ..... | 4 | ... |
| Board of Elections and Ethics | 20 | 20 | ... | ..... | ... | ..... | ..... | 20 | ... |
| Office of the Surveyor | 29 | 28 | ... | ..... | 1 | 7.1 | (7.1) | 28 | (1) |
| Commission on the Status of Women | 2 | 2 | ... | ..... | ... | ..... | ..... | 2 | ... |
| Board of Labor Relations | 2 | 2 | ... | ..... | ... | ..... | ..... | 2 | ... |
| Department of Insurance | 23 | 23 | ... | ..... | ... | ..... | ..... | 23 | ... |
| Commission on Judicial Disbilities and Tenure | ... | ... | ... | .... | ... | ..... | ..... | ... | ... |

| | On Board 7/15/75 | On Board Strength Reported 1st Quarter | Year to Date Appointments Number | Year to Date Appointments Amount | Year to Date Separations Number | Year to Date Separations Amount | Net Change | Current on Board Strength | Net Change in Employment Year to Date |
|---|---|---|---|---|---|---|---|---|---|
| Public Safety: | | | | | | | | | |
| Fire Department | 1,499 | 1,499 | ... | ..... | 8 | 120.2 | (120.2) | 1,491 | (8) |
| Courts: | | | | | | | | 87 | ... |
| Public Defender Service | 87 | 87 | ... | ..... | ... | ..... | ..... | 44 | (13) |
| Bail Agency | 57 | 48 | ... | ..... | 13 | 147.0 | (147.0) | 18 | (2) |
| National Guard | 20 | 20 | ... | ..... | 2 | 1.4 | (1.4) | | |
| Education: | | | | | | | | 10,053 | ... |
| Public Schools | 10,053 | 10,053 | ... | ..... | ... | ..... | ..... | 6 | (2) |
| Board of Higher Education | 8 | 6 | ... | ..... | 2 | 13.8 | (13.8) | 203 | 8 |
| D. C. Teachers College | 195 | 203 | 12 | 205.0 | 4 | 62.4 | 142.6 | 821 | ... |
| Federal City College | 821 | 821 | ... | ..... | ... | ..... | ..... | 389 | (4) |
| Washington Technical Institute | 393 | 393 | ... | ..... | 4 | 60.7 | (60.7) | | |
| Recreation: | | | | | | | | | |
| Department of Recreation | 737 | 744 | 15 | 3.9 | 8 | 22.6 | (18.7) | 744 | 7 |
| Transportation: General Fund | 133 | 129 | ... | ..... | 4 | 56.2 | (56.2) | 129 | (4) |
| Highway Fund | 817 | 802 | 1 | 5.6 | 16 | 204.6 | (199.0) | 802 | (15) |
| Capital Outlay | 434 | 434 | ... | ..... | ... | ..... | ..... | 434 | ... |
| Environmental Services: | | | | | | | | | |
| Department of Environmental Services | 2,648 | 2,619 | 9 | 86.1 | 38 | 480.2 | (394.1) | 2,619 | (29) |
| Washington Aqueduct | 325 | 325 | ... | ..... | ... | ..... | ..... | 325 | ... |
| D. C. Council | 80 | 80 | ... | ..... | ... | ..... | ..... | 80 | ... |
| Metropolitan Police | 5,571 | 5,476 | 36 | 223.4 | 207 | 2,093.3 | (1,869.9) | 5,400 | (171) |
| Courts: | | | | | | | | | |
| Appeals | 52 | 52 | 9 | 134.2 | 9 | 138.2 | (4.0) | 52 | ... |
| Superior | 1,000 | 966 | 25 | 324.1 | 59 | 639.1 | (315.0) | 966 | (34) |
| Court System | 69 | 71 | 2 | 22.0 | ... | ..... | 22.0 | 71 | 2 |
| Department of Corrections | 1,706 | 1,688 | 37 | 319.0 | 35 | 374.2 | (55.2) | 1,708 | 2 |
| Human Resources | 7,602 | 7,541 | 52 | 584.8 | 150 | 2,080.7 | (1,495.9) | 7,504 | (98) |
| Grand Total | 37,150 | 36,852* | 225 | 2,190.7 | 665 | 7,849.9 | (5,659.2) | 36,710* | (440) |

CONTROL OF EMPLOYMENT BASE

Mr. COPPIE. Let me say that I think we are on the right course of action here, that is, to get a better control of the employment base of the city through a program of a freeze on hiring, and attrition of positions. Whether we will be successful in realizing our objective to have the salary increases substantially paid from this attrition of positions remains to be seen.

We know that we can substantially do the job, whether we can fully do the job, is something that we are still looking at.

POLICE, FIRE, AND TEACHER SALARY INCREASES

Senator CHILES. On November 10, there was transmitted to the City Council, a package of budget amendments that not only reduced the pay raise reserve by $2,656,500, but also indicated that the city would fall somewhat short of full achievement of decreasing full-time, permanent employment to the ceiling of 35,000.

When is the city going to come to grips with the funding of not only the classified and wage board pay raises, already in effect, but also the raises for police, fire and teaching personnel still in negotiation?

Mr. COPPIE. Mr. Chairman, with regard to the police, fire and teachers, those negotiations are going forward, and I think that we do not want to presume more than we should at this point, with regard to the negotiations. However, the City Administrator has made a commitment to the City Council, that within the next 10-day period, we will fully lay out for the Council, what the projected requirements are for the balance of this fiscal year.

We are on a schedule that will meet that commitment of the City Administrator to the City Council.

Mayor WASHINGTON. As far as that can be determined.

Senator CHILES. Can you give us any idea now, Mr. Mayor, Mr. Tucker is not here right now, but how you expect to fund those? Is that going to be a mandatory force reduction, or new taxes?

Mayor WASHINGTON. I think, it will not probably be a combination of those, but we are discussing it now realizing that police and fire, particularly, are in negotiation.

Mr. Coppie has said that the process we are talking about is still attrition, not forced reductions, and the plan which we have under study is a little tenuous in the sense that we are not actually sure where we will come out.

Senator CHILES. When would you think that this sort of picture will become clear so that we would have that up here? I know that you are still in negotiations but can you give me any estimate of time?

Mayor WASHINGTON. In the next 2 weeks, we are hoping that we will be able to conclude our negotiations. That is a big piece of it, Mr. Chairman. We are not trying to be restrictive in our response. It is just that you can appreciate the fact that we are negotiating.

Senator CHILES. Yes, sir.

Mayor WASHINGTON. We have run into at least two snags in the negotiation. It required mediation and arbitration on the ground rules. So that is the nature of the kind of negotiation we are in, and that is the biggest piece that is given us concern in putting the total together.

in terms of the needs for the pay raise. But, we are not talking about forced reductions.

NUMBER OF AUTHORIZED PERMANENT POSITIONS

Senator CHILES. Please clear up for us the various figures we encounter with regard to the authorized number of full-time permanent positions? Mr. Coppie's statement indicates that the city has 42,040 full-time, permanent positions in 1975, and that goes down to 40,254 in 1976.

Now, this is a reduction of only 1,786, and not the 3,000 mentioned in the statement. How does that square with the ceiling of 35,000 employees in full time, permanent positions by June 30, 1976?

Mr. COPPIE. Mr. Chairman, the 1,700 differential between the 42,040 and the 40,254 represents the number of authorized positions that we actually eliminated between the 1975 fiscal year and the 1976 fiscal year. The 35,000 represents the number of employees that we propose to have in positions by the end of the current fiscal year, which is June 30, 1976.

That is distinguished from approximately 38,000 who were on board at the beginning of the fiscal year, on July 1, 1975.

Senator CHILES. So, is what you are talking about then the difference between those that are actually physically on board, and what you expect to end up with in 1976, and the actual decline in your authorized permanent positions?

Mr. COPPIE. That is correct, Mr. Chairman.

Senator CHILES. Well, aren't you projecting a vacancy rate of 13 percent, where normally a rate of 5 percent is normally used in budgeting?

Mrs. MACK. I am Mrs. Mack from the District Budget Office. We do have a rate of vacant positions but I don't have the percent. Did you say 13 percent? For those number of positions remaining after the reduction of 3,000, we do intend over the next fiscal year to bring the lapse rate closer to the rate of funded positions.

CEILING ON FULL TIME PERMANENT EMPLOYMENT

Senator CHILES. Well, with further regard to the 35,000 ceiling on June 30, in employment, why does the budget propose to continue the ceiling at 39,619 on full time permanent employment?

Mr. COPPIE. Mr. Chairman, we don't believe that the public law should place a ceiling on District employment. The 39,619 ceiling was imposed on the city several years ago, by the Congress; we did not initiate that. Our objective would be in principle, to have it eliminated entirely, because we do not feel that the ceiling should be incorporated into public law. But we did not propose that it be changed for 1976.

INCREASE IN FEDERAL PAYMENT

Senator CHILES. All right, going into the federal payment, I will insert in the record, page 26 of the District's financial report, fiscal year 1975. This statement summarizes the federal payment, and its relation to the general fund.

[The statement follows:]

# FEDERAL PAYMENT AND ITS RELATION TO THE GENERAL FUND

FEDERAL PAYMENT AND ITS RELATION TO THE GENERAL FUND

| Fiscal Year | Appropriations | District of Columbia Share | United States Share | U.S. Share (Percent of Total) | Fiscal Year | Total Appropriations | District of Columbia Share | United States Share | U.S. Share (Percent of Total) |
|---|---|---|---|---|---|---|---|---|---|
| 1921 | $21,474,271 | $12,256,178 | $9,218,093 | 42.92 | 1950 | $ 98,331,275 | $ 87,331,275 | $ 11,000,000 | 11.19 |
| 1922 | 22,977,411 | 13,784,648 | 9,192,763 | 40.00 | 1951 | 103,924,822 | 94,124,822 | 9,800,000 | 9.43 |
| 1923 | 23,833,043 | 14,430,265 | 9,402,778 | 39.45 | 1952 | 121,265,978 | 110,865,978 | 10,400,000 | 8.58 |
| 1924 | 23,903,755 | 14,463,330 | 9,440,425 | 39.49 | 1953 | 113,589,327 | 103,589,327 | 10,000,000 | 8.80 |
| 1925 | 31,175,672 | 22,030,317 | 9,145,355 | 29.33 | 1954 | 129,111,304 | 118,111,304 | 11,000,000 | 8.52 |
| 1926 | 31,139,730 | 22,139,638 | 9,000,092 | 28.90 | 1955 | 139,578,760 | 119,578,760 | 20,000,000 | 14.33 |
| 1927 | 33,951,478 | 24,950,987 | 9,000,491 | 26.51 | 1956 | 143,179,303 | 125,179,303 | 18,000,000 | 12.57 |
| 1928 | 34,894,148 | 25,892,358 | 9,001,790 | 25.79 | 1957 | 155,579,025 | 135,579,025 | 20,000,000 | 12.86 |
| 1929 | 35,957,970 | 26,957,753 | 9,000,217 | 25.03 | 1958 | 166,096,999 | 146,096,999 | 20,000,000 | 12.04 |
| 1930 | 40,694,306 | 31,694,306 | 9,000,000 | 22.12 | 1959 | 185,915,914 | 160,915,914 | 25,000,000 | 13.45 |
| 1931 | 45,625,286 | 36,125,252 | 9,500,034 | 20.82 | 1960 | 199,806,074 | 174,806,074 | 25,000,000 | 12.51 |
| 1932 | 43,840,022 | 34,339,911 | 9,500,111 | 21.67 | 1961 | 199,522,707[3] | 174,522,707 | 25,000,000 | 12.52 |
| 1933 | 39,626,998 | 31,851,847 | 7,775,151 | 19.62 | 1962 | 209,571,780 | 179,571,780 | 30,000,000 | 14.31 |
| 1934 | 29,700,737 | 24,000,708 | 5,700,029 | 19.19 | 1963 | 224,594,494 | 194,594,494 | 30,000,000 | 13.35 |
| 1935 | 34,620,004 | 30,080,709 | 4,539,295 | 13.11 | 1964 | 240,934,361 | 203,434,361 | 37,500,000 | 15.56 |
| 1936 | 38,295,953 | 32,588,424 | 5,707,529 | 14.90 | 1965 | 265,062,212 | 227,562,212 | 37,500,000 | 14.14 |
| 1937 | 40,182,768 | 35,177,768 | 5,005,000 | 12.46 | 1966 | 285,093,147 | 240,843,147 | 44,250,000 | 15.52 |
| 1938 | 41,143,818 | 36,118,792 | 5,025,026 | 12.21 | 1967 | 318,057,766 | 260,057,766 | 58,000,000 | 18.23 |
| 1939 | 40,494,451 | 35,494,451 | 5,000,000 | 12.35 | 1968 | 371,269,747 | 301,269,747 | 70,000,000 | 18.85 |
| 1940 | 41,777,885 | 35,777,768 | 6,000,117 | 14.36 | 1969 | 435,474,907 | 346,109,907 | 89,365,000 | 20.52 |
| 1941 | 43,136,909 | 37,136,909 | 6,000,000 | 13.91 | 1970 | 528,960,521 | 412,794,521 | 116,166,000[1] | 21.96 |
| 1942 | 47,401,269 | 41,401,269 | 6,000,000 | 12.66 | 1971 | 591,262,769 | 460,262,769 | 131,000,000[2] | 22.15 |
| 1943 | 49,422,932 | 43,422,932 | 6,000,000 | 12.14 | 1972 | 641,466,600 | 467,812,600 | 173,654,000 | 27.07 |
| 1944 | 54,642,247 | 48,642,247 | 6,000,000 | 10.98 | 1973 | 718,091,300 | 536,591,300 | 181,500,000 | 25.28 |
| 1945 | 62,599,125 | 56,599,125 | 6,000,000 | 9.58 | 1974 | 777,764,647 | 590,314,647 | 187,450,000 | 24.10 |
| 1946 | 64,728,423 | 58,728,423 | 6,000,000 | 9.27 | 1975 | 845,616,600 | 619,416,600 | 226,200,000 | 26.74 |
| 1947 | 72,584,314 | 64,584,314 | 8,000,000 | 11.02 | 1976 | 939,208,600 | 685,208,600 | 254,000,000 | 27.04 |
| 1948 | 81,744,086 | 70,744,086 | 11,000,000 | 13.45 | | | | | |
| 1949 | 86,017,985 | 75,017,985 | 11,000,000 | 12.79 | | | | | |

1/ Includes $5,000,000 as provided in Public Law 91-106 for law enforcement activities in Fiscal Year 1970 only and $8,000,000 as provided in Public Law 91-297 for use in defraying the cost of the retroactive pay increases for policemen, firemen, and teachers.
2/ Includes $5,000,000 as provided in Public Law 91-358 for purposes of the D.C. Court Reform and Criminal Procedures Act of 1970.
3/ Excludes appropriations for capital outlay beginning with Fiscal Year 1961.

FEDERAL PAYMENT INCREASES

Senator CHILES. In 1974, the Federal payment was $187,450,000. In 1975, it was $226,200,000, an increase of $38,750,000 or 20.7 percent. For 1976, the requested Federal payment is $254 million, an increase of $27,800,000 or 12.3 percent.

On what basis, can the District justify such large increases in the Federal payment?

Mr. COPPIE. Mr. Chairman, by the Home Rule Charter, there are very specific requirements that the city has to follow in requesting the Federal payment for a particular fiscal year, and we have followed that requirement for the 1976 fiscal year. The Federal payment paper for fiscal year 1976 has been previously submitted to the committee, and I would respectfully ask that it be incorporated into the record at this time.

Senator CHILES. It will be made part of the Committee's file.

Mr. COPPIE. I would point out that the $254 million is what is authorized for the 1976 fiscal year in the Home Rule Charter. That is specifically what has been recommended by the President to the Congress in the appropriation request.

Moreover, Mr. Chairman, while you call attention to the 12.3-percent increase, I think it is important to observe that the authorized amount in the Home Rule Charter was arrived at, based on the legislative history that was developed by the city in consultation and cooperation with the Congress. It called for the Federal payment to maintain a relationship to general fund revenues in the city of approximately 40 percent.

This is to say, that the Federal payment was to be 40 percent of the requested general fund revenues for a particular fiscal year.

Mr. Chairman, we are essentially maintaining that relationship. The $254 million request for the 1975 fiscal year is at about 41 percent, rather than 40 percent, but it is generally in line.

Mr. Chairman, I would also point out that while the Federal payment has increased, its actual relationship to the total appropriated operating budget of the city has not significantly changed over the last 3 fiscal years. It has been at about 24 percent of the total appropriated budget request, as distinguished from the 1972 and the 1973 fiscal years, when it was as high as 27 percent and 25 percent. I think that on a percentage basis, based on the legislative history of the Home Rule Charter, we have met that requirement. Moreover, I believe that the specific requirements that we have to follow in order to get the necessary commitment from the President and the Office of Management and Budget and the ultimate appropriation of the Federal payment, from the Congress, have been properly, and hopefully, successfully addressed.

Senator CHILES. Well, of course, since 1963, the Federal payment has steadily increased from $30 million to $254 million, requested for 1976, so during that same period, the Federal payment has increased from 13 percent to the 27 percent as a proportion of the city's budget.

PROJECTED INCREASE IN FEDERAL PAYMENT

The Home Rule Act authorizes a Federal payment of $280 million for fiscal 1977. At a steady level of $300 million for each fiscal year thereafter, and in view of the District's own predictions of budget increases of 9 to 13 percent per year, is it wishful thinking to hope that the Federal payment would be held to no more than the currently authorized levels?

Mr. COPPIE. The Home Rule Charter authorizes the payment for the first 5 years of the Home Rule government. Now, I cannot speak for the Mayor or the City Council. I am inclined to think that as we move toward the $300 million level for 1978, we would propose that that amount be increased, and that there be an additional authorization for at least another 5-year period. Hopefully, we will be successful in achieving that objective.

Mr. WASHINGTON. Mr. Chairman, there has been a great deal of history on this, particularly in the authorizing committees, with respect to trying to arrive at a long term formula. We have had a variety of efforts here, and I think that the current 5-year projection is one that at least, we will live with. I think the whole idea in setting the five year projection, not the whole idea, but the principal idea, was to examine it in view of the prevailing circumstances, as we approach the fifth year. That is, examine it based not only the state of the economy, but also the nature of the services, and in lieu of taxes, determine whether or not the Federal payment is adequate, or inadequate, based on that kind of projection.

I would suspect that as we look down the line in the 5-year period, if nothing happens to the total economy, we could be talking about an added cost.

TABLE ON FISCAL YEAR 1976 FEDERAL PAYMENTS

Senator CHILES. As you indicated, Mr. Coppie, on March 10, 1975, the District published the "Federal Payment, Fiscal Year 1976." One of the highlights of that report is the estimate that tax-based deficiencies resulting from the Federal presence, are estimated to cost the city $330,700,000 annually. The details of the $330,700,000 are set out on table 5 on page 26, and that table will be made a part of the record at this point.

[The table follows:]

TABLE 5

ESTIMATED NEGATIVE IMPACT OF THE PRESENCE OF THE FEDERAL GOVERNMENT ON THE DISTRICT OF COLUMBIA TAX REVENUE
(Millions of Dollars)

| | | | |
|---|---|---|---|
| I. | Revenues Lost Because of Federal Mandated Exemption from District Taxes | | |
| | A. Federal Real Estate, 1975 | $ 98.5 | |
| | B. Other Exemptions 1975 | 5.0 | |
| | C. Federal Personal Property (Estimated)1975 | 18.1 | |
| | Subtotal | $121.6 | $121.6 |
| II. | Revenues Lost Because of Congressional Restraints on D.C. Taxing Authority | | |
| | A. Non-Resident Individual Income Tax | $125.0 | |
| | B. Exemption of Professionals from U. S. Franchise Tax | 4.9 | |
| | C. Exemption of Congressional Employees and Presidential Appointees | 2.3 | |
| | Subtotal | $132.2 | $132.2 |
| III. | Revenues Lost Because of Diplomatic Exemptions | | |
| | A. All Non-Property Tax Revenue Lost | $ 8.0 | $ 8.0 |
| IV. | Estimated Probable Revenues Obtainable If Federal Establishment Were Replaced by | | |
| | A. Business Income Taxes | $ 30 20 | |
| | B. Bank Taxes | 9.20 | |
| | C. Insurance Taxes | 9.50 | |
| | D. Sale and Use Tax | 20.00 | |
| | Subtotal | $ 68.90 | $ 68.90 |
| | Estimated Total Impact of Federal Presence | | $330.7 |

IMPACT AID FUNDING

Senator CHILES. Nearly one-third of the so-called deficiencies stem from the exempt Federal real estate. While undoubtedly Washington has a large amount of Federal real estate, so do many other areas with large Federal installations. Washington does receive impact aid funding, as do other localities in large amounts.

What amount of impact aid is expected in 1976?

Mr. COPPIE. Mr. Chairman, I would have to provide that for the record.

[The information follows:]

Impact aid estimated for fiscal year 1976, $3,530,400.

REIMBURSEMENT FOR SECRET SERVICE RETIREMENT FUNDS

Senator CHILES. All right, sir. On page 14 of the Federal payment booklet, there is an entry that indicates that the Metropolitan Police Department was reimbursed $1,682,766.33 by he Federal Government in connection with civil service transfer of secret service retirement funds. What does the police department have to do with the Secret Service?

Mr. COPPIE. Mr. Chairman, the police department has nothing to do with the Secret Service as such, but the annual pension requirements for retirees in the secret service are paid for out of the District of Columbia appropriated budget. We are reimbursed from the U.S. Treasury's budget specifically in the amount of that pension payment for the Secret Service.

FEDERAL PAYMENT FOR INTERIM BUDGET PERIOD

Senator CHILES. What is the Federal payment requested for the interim period, July 1 through September 30, 1976, when we make the transition to the new fiscal year?

I think you maybe gave that figure in your statement, sir.

Mr. COPPIE. Yes, sir.

Senator CHILES. $63.5 million?

Mr. COPPIE. $63.5 million.

Senator CHILES. How was that amount derived?

Mr. COPPIE. Mr. Chairman, that represents 25 percent of the authorization for the 1975 fiscal year of $254 million.

GENERAL REVENUE SHARING FUNDS

Senator CHILES. According to the justification book, the District expects $29,649,000 in general revenue sharing funds, and $297,328,000 in Federal grants. I will place the exhibit of the programing of the revenue sharing by agency in the record at this point.

[The information follows:]

REVENUE SHARING PROGRAM

AGENCY: General Revenue Sharing Program, By Agency

| | Amount |
|---|---|
| General Operating Expenses: | |
| Department of Finance and Revenue | $317.8 |
| Public Library | 499.3 |
| Office of Housing and Community Development | 309.7 |
| D. C. Law Revision Commission | 134.5 |
| School Transit Subsidy | 3,000.0 |
| Total, General Operating Expenses | 4,261.3 |
| Public Safety: | |
| Police Department | 1,376.4 |
| Fire Department | 2,014.1 |
| Department of Corrections | 2,140.0 |
| Total, Public Safety | 5,530.5 |
| Education: | |
| Public Schools | 8,149.0 |
| Recreation: | |
| Recreation Department | $208.2 |
| Human Resources: | |
| Department of Human Resources | 7,500.0 |
| Transportation: | |
| Department of Transportation | 2,500.0 |
| Environmental Services: | |
| Department of Environmental Services | 1,500.0 |
| TOTAL, DISTRICT OF COLUMBIA | 29,649.0 |

## SUMMARY OF FEDERAL GRANTS

Senator CHILES. And do you have a summary of the grants similar to the one published on page 14 of the committee report last year?

Mr. COPPIE. Yes, Mr. Chairman, we do, and we will see that that is incorporated in the record.

(The information follows:)

## SUMMARY OF FEDERAL ASSISTANCE/GRANTS TO THE DISTRICT OF COLUMBIA BY DISTRICT AGENCY

$ THOUSANDS

| Agency | Cash Revenue Received | | |
|---|---|---|---|
| | FY 74 Actual | FY 75 Estimated | FY 76 Estimated |
| 1. City Council | 145.2 | 230.7 | 95.2 |
| 2. Executive Office | 3,864.0 | 10,203.8 | 4,240.6 |
| 3. Office of Corporation Counsel | 41.8 | 25.3 | .... |
| 4. Department of Economic Development | 141.1 | 10.0 | .... |
| 5. Public Library | 680.1 | 321.8 | .... |
| 6. Department of Manpower | 20,027.5 | 22,710.7 | 22,608.3 |
| 7. Office of Youth Opportunity Services | 4,136.1 | 13,135.0 | 7,596.4 |
| 8. Office of Housing & Community Development | 6,769.6 | 15,904.0 | 122.0 |
| 9. National Capital Housing Authority | 15,947.0 | 17,155.0 | 20,434.0 |
| 10. Redevelopment Land Agency | 40,443.5 | 48,098.9 | 35,442.3 |
| 11. D. C. Parole Board | 1.0 | .... | 33.0 |
| 12. Minimum Wage & Industrial Safety Board | 65.5 | 297.3 | 353.6 |
| 13. Public Service Commission | .... | .... | 15.1 |
| 14. Commission on the Status of Women | 23.8 | 50.0 | .... |
| 15. Metropolitan Police Department | 201.5 | 729.1 | 55.3 |
| 16. District of Columbia Courts | 50.0 | 453.1 | 92.8 |
| 17. Public Defender Service | 202.3 | 129.0 | .... |
| 18. D. C. Bail Agency | 22.0 | 113.9 | 79.1 |
| 19. Department of Corrections | 404.1 | 434.1 | .... |
| 20. D. C. Public Schools | 36,440.4 | 35,388.8 | 34,806.8 |
| 21. D. C. Teachers College | 346.5 | 572.2 | 679.0 |
| 22. Federal City College | 4,214.7 | 8,785.3 | 4,533.1 |
| 23. Washington Technical Institute | 3,583.2 | 4,623.4 | 4,422.1 |
| 24. Department of Recreation | 1,262.6 | 2,027.1 | 13.0 |
| 25. Department of Human Resources | 182,897.7 | 197,053.9 | 202,005.9 |
| 26. Department of Highways & Traffic | 16,440.4 | 12,736.4 | 25,914.5 |
| 27. Department of Motor Vehicles | 1,033.1 | 1,373.4 | 720.8 |
| 28. Department of Environmental Services | 2,280.5 | 1,544.0 | 1,366.6 |
| Total | 341,665.2 | 394,106.2 | 365,629.5 |

INCREASE IN LOCAL REVENUE

Senator CHILES. In 1974, the local revenues were $524,253,000. In 1975, the revenues increased by $19.3 million to $553,526,000, an increase of 3.6 percent. For 1976, local revenues are projected to be $612,085,000, a 10.6 percent increase of $58,559,000.

How much of the $58.6 million increase is due to normal growth, and how much is due to new city taxes or new taxes?

Mr. COPPIE. Mr. Chairman, I believe the figure that you used, $612,085,000, is the total general fund estimate for 1976, and that compares with the $580.2 million for 1975. The total local tax projection for 1976, is $689.2 million, which compares with $643.8 million for the 1975 fiscal year, and the total associated with the new taxes, is $45.3 million.

Senator CHILES. The District is increasing local revenues by only 10.6 percent while the increase in the Federal payment is 12.3 percent. Shouldn't the District bear as much or more of the increase in the budget as the Federal Treasury?

Mr. COPPIE. Mr. Chairman, as previously pointed out, our Federal payment paper for 1976, we believe, offers the justifications. I think that the specific answer that we are prepared to give, at this time, without going into great detail, is that as long as we are denied the right to tax 50 percent of the personal income tax base in the District of Columbia, then I think this proportion, this ratio will continue, at least in the requests to the Congress.

Senator CHILES. As I read your prepared statement, Mr. Coppie, it seems to me that the District government's kind of performing the role of Robin Hood with respect to new taxes. They are giving relief to the District of Columbia residents, while you are mainly increasing the tax on out of the District residents. For instance, the District is taxing the income the professionals, and extending the sales tax to charges for motor vehicle parking in parking lots, while the sales tax on food and nonprescription drugs, laundry and dry cleaning services is being removed.

DISTRICT REVENUE IMPACT SUMMARY

Do you have a summary for the record of the impact on the District's revenues of these tax changes, both plus and minus?

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

[The information follows:]

THE REVENUE ACT OF 1975 AND SUBSEQUENT CHANGES
($000's)

| Revenue Item | Rates | Estimated Increase (Decrease) for FY 1976 Revenue on an Annual Basis | Estimated Increase (Decrease) for FY 1976 with October Passage of Revenue Act | Effective Dates |
|---|---|---|---|---|
| 1. Increase Motor Vehicle Registration Fee | One-third increase in present fees | $ 3,850 | $ 3,600 | November 1, 1975 |
| 2. Increase Motor Vehicle Excise Tax | From 5% to 6% | 1,800 | 1,240 | November 1, 1975 |
| 3. Increase Motor Fuel Tax | From 8¢ to 10¢ per gal. | 4,825 | 2,810 | November 1, 1975 |
| 4. Increase Deed Recordation Tax | From 1/2 of 1% to 1% | 2,700 | 1,730 | November 1, 1975 |
| 5. Exempt Utility Bills from Sales Tax | --- | 0 | 0 | June 1, 1976 |
| 6. Exempt Laundry and Drycleaning from Sales Tax | --- | (200) | (110) | December 1, 1975 |
| 7. Subject Parking Charges to Sales Tax | 8% | 3,300 | 1,700 | December 1, 1975 |
| 8. Exempt Food and Drugs from Sales Tax | --- | (6,800) | (3,670) | December 1, 1975 |
| 9. Increase Cigarette Tax | From 6¢ per pack to 10¢ per pack | 2,600 | 1,520 | December 1, 1975 |
| 10. Increase Utility Gross Receipts Tax | From 5% to 6% | 4,800 | 4,800 | July 1, 1975 |
| 11. Increase Banks, Building Associations Gross Earnings Tax | Banks: 4% to 6%<br>Bldg. Assoc.: 1% to 2% | 5,600 | 5,600 | [illegible]y 1 1975 |

| Revenue Item | Rates | Estimated Increase (Decrease) for FY 1976 Revenue on an Annual Basis | Estimated Increase (Decrease) for FY 1976 with October Passage of Revenue Act | Effective Dates |
|---|---|---|---|---|
| 12. Change Personal Exemption Amounts and Allow Child Care Deductions for Individual Income Tax | --- | $ 1,500 | $ 1,500 | January 1, 1975 |
| 13. Permanent Increase in Corporation Franchise Tax | From 8% to 9% | 3,100 | 3,100 | January 1, 1975 |
| 14. One Year Increase in Corporation Franchise Tax | From 9% to 12% | 9,300 | 9,300 | January 1, 1975 |
| 15. Permanent Increase in Unincorporated Business Franchise Tax | From 8% to 9% | | | |
| 16. One Year Increase in Unincorporated Business Franchise Tax | From 9% to 12% | 8,000 | 8,000 | January 1, 1975 |
| 17. Remove Professionals Exemption from Unincorporated Business Franchise Tax with an Allowable Salary of 70% and an Exemption of $2,500. Currently taxed Unincorporated Businesses Allowed Increased Salary Allowance from 20% to 30% with $5,000 Exemption. | | | | |

| Revenue Item | Rates | Estimated Increase (Decrease) for FY 1976 Revenue on an Annual Basis | Estimated Increase (Decrease)for FY 1976 with October Passage of Revenue Act | Effective Dates |
|---|---|---|---|---|
| 18. Require Professional Corporations to File as Unincorporated Businesses under UB Franchise Tax | 12% | $ 1,250 | $ 1,250 | January 1, 1975 |
| 19. Increase Water Service Charge | From 19¢ to 30¢ per 100 cubic feet in excess of 3600 cubic feet | | | |
| and | | | | |
| Increase Sewer Service Charge | From 98% to 90% of total increased water charge | 7,510 | 4,070 | July 1, 1975 |
| NET REVENUE INCREASE | | $53,135 | $46,440 | |

Department of Finance and Revenue
Fiscal Planning and Research
October 31, 1975

COMMUTER TAX

Senator CHILES. I understand the feeling of people in the District, and of the Council, that you do have these commuters that work and derive their income in the city, and whether they are paying their fair share or not, and also, the problem of the large Federal presence, with the Federal buildings not being on the tax rolls. Many of us in our States are concerned about that, but I note that according to the Bureau of Census, the District of Columbia had the highest level of per capita income in 1973, at $6,337 in per capita income. My State has a per capita income of $4,923, while Virginia and Maryland were $4,886 and $5,489, respectively, so it is not all a burden of being a resident here, when it does have the highest per capita income of any area.

Mr. COPPIE. It is important to observe in this, Mr. Chairman, that there is a correlation between personal income and urban density, and since we are completely urban dense, then, our income is going to be high, so the comparison with a State is not as valid as a comparison with another city, or other cities.

Senator CHILES. When were the revenue estimates in the budget prepared?

Mr. COPPIE. Mr. Chairman, they were prepared in the late summer, and our commitment has always been to have a valid revenue estimate to you, at the time of the markup.

MEMORANDUM OF DISTRICT OF COLUMBIA MUNICIPAL RESEARCH BUREAU, INC.

Recently, the District of Columbia's Municipal Research Bureau, Inc., published a memorandum that analyzed the District's financial operations for fiscal 1975. This memorandum is only four pages long, and I will insert it in the record at this point.

[The information follows:]

THE DISTRICT OF COLUMBIA MUNICIPAL RESEARCH BUREAU, INC.
ROOM 1400, 1612 K STREET, NORTHWEST, WASHINGTON, D.C. 20006 (202) 659-8003

RESEARCH MEMORANDUM NUMBER 1

This memorandum initiates a new form of Research Bureau report. "Research Memorandums" will contain several pages of information about a specific subject of current interest to city officials and to the public. These memorandums will be in addition to regular research and technical reports issued by the Bureau.

SUBJECT: Analysis of City Financial Operations for Fiscal 1975

DATE : November 1975

The City spent more from appropriated operating funds than it received during fiscal year 1975, based on the Annual Financial Report of the District, which was released on October 31. To illustrate how this occurred and how the 1975 experience compared to fiscal 1974, the City's cash receipts, its obligations, and its actual cash disbursements for each of the two years are summarized in the attached Table I.

The District is required to stay within the Congressionally approved operating appropriation, which was $919.9 million in 1975. In 1975 the City obligated itself to spend a total of $918.2 million. The operating revenues received to finance these expenditures were $872.7 million, resulting in an excess of obligations compared to revenues of $45.5 million for the year. By contrast, in fiscal 1974 the underfunding was $3.5 million.

On a cash basis, the City had disbursements of $942.0 million, which exceeded the $872.7 million receipts by $69.3 million. The 1975 cash disbursements exceeded total appropriations by $22.1 million because they included both expenditures from the 1975 appropriation, and payment of unfunded obligations from prior years' appropriations. The payment of past obligations in 1975 was greater than the amount of 1975 obligations deferred into future years.

The cash shortfall was offset in fiscal 1975 by using the cash balances at the beginning of the year, and by borrowing the maximum $40 million cash advance permitted by law in one year from the U. S. Treasury. This $40 million advance was in addition to outstanding advances of $25 million borrowed in prior years. During fiscal 1975 the City converted the outstanding $25 million operating advance to a long-term Treasury loan to be repaid over 30 years. This was justified by City officials on the basis that capital expenditures of $25 million in past years had been paid from current revenues and not from loans. If the conversion had not been done, the total Treasury advances on June 30 would have been $65 million.

In addition to the problem with appropriated funds, the City also spent $33.3 million more out of Federal grant funds than it received during the year. Provided these disbursements are eligible for Federal funding, the City should receive reimbursement in subsequent years for this cash shortfall. Cash available in other fund accounts was used on a temporary basis to offset the deficiency.

The District does not release a balance sheet in conformity with accepted standards, showing the overall position of the City's appropriated operating funds or of Federal grant funds. Although it is not feasible to prepare a balance sheet showing the position of Federal grant funds, it is possible to prepare such a report for operating funds on a pro-forma basis using information that is available in the City's financial report (see Table II). On this basis the combined appropriated operating funds deficit is an estimated $98.4 million. The fund deficit, in municipal accounting, is defined as the amount that will have to be paid from future appropriations.

Why was fiscal 1975 such a relatively bad year for the District? The primary reason appears to have been a $51.2 million supplemental appropriation, which was required mainly to pay for unbudgeted pay increases. This supplemental appropriation was never funded with additional revenues, except for a $5 million increase in the Federal payment. Spending limitations of $18 million and cash balances were supposed to offset the remainder.

A one year imbalance between revenues and expenditures, and a fund deficit occur with some frequency in other major cities; when promptly diagnosed and corrected, these fund imbalances or deficits cause no serious problems.

Because of the current concern over New York, comparisons of the District's financial operations with New York's are probably inevitable. Therefore, it is important to point out differences between the two cities' finances. The District has experienced a one year cash imbalance of about 7%, compared with repeated New York imbalances of greater amounts. The District's accumulated fund deficit is less than 10% of the current operating budget, compared to at least 25% for New York. And finally, the Mayor and City Council have approved a $53 million new tax package for fiscal 1976.

Nevertheless, the City is under substantial financial strain at the present time because of the need to offset the 1975 imbalance, because of inflation and the need to fund employee pay increases, and because of increasing costs for the Metro deficit, debt service, retirement costs, Medicaid and other program demands. It will require stringent measures and close attention to the balance between revenues and expenditures to insure there is no repeat of the fiscal 1975 experience.

Philip M. Dearborn
Executive Director

Table I
All Appropriated Operating Funds
Cash Receipts Compared to:
1. Obligations, 2. Cash Disbursements
1974 and 1975
(in millions)

| Cash Receipts | Fiscal 1974 | Fiscal 1975 |
|---|---|---|
| Property Taxes | $151.5 | $142.7 |
| Sales & Gross Receipts Taxes | 170.1 | 179.7 |
| Income & Franchise Taxes | 164.2 | 172.7 |
| Gasoline Taxes | 19.4 | 19.3 |
| Water & Sewer Charges | 26.0 | 25.8 |
| Motor Vehicle Licenses & Fees | 15.0 | 15.1 |
| Inheritance & Estate Taxes | 6.0 | 11.1 |
| Fines and Forfeitures | 9.3 | 9.0 |
| Charges for Current Services | 10.7 | 13.5 |
| Police & Fire Retirement Contributions | 9.6 | 13.1 |
| Other | 11.5 | 7.0 |
| Federal Payment | 191.5 | 231.8 |
| Federal Revenue Sharing | 37.5 | 31.9 |
| | $822.3 | $872.7 |
| 1. Obligations | | |
| General Operating | $72.6 | $79.6 |
| Public Safety | 209.3 | 230.8 |
| Education | 199.0 | 219.3 |
| Recreation | 14.0 | 14.8 |
| Human Resources | 223.1 | 232.0 |
| Highways and Traffic | 23.8 | 25.3 |
| Environmental Services | 47.4 | 54.6 |
| Refunds and Miscellaneous | 4.5 | 5.2 |
| Debt Service | 40.2 | 49.6 |
| Permanent Authorization | -8.1 | 7.0 |
| | $825.8 | $918.2 |
| Excess (Deficiency), Receipts Compared to Obligations | $(3.5) | $(45.5) |
| 2. Cash Disbursements | | |
| General Operating | 75.1 | 81.2 |
| Public Safety | 208.4 | 233.0 |
| Education | 182.5 | 232.9 |
| Recreation | 13.9 | 15.6 |
| Human Resources | 229.8 | 239.3 |
| Highways and Traffic | 24.3 | 24.7 |
| Environmental Services | 45.4 | 54.4 |
| Miscellaneous | 4.5 | 5.4 |
| Debt Service | 45.2 | 49.1 |
| Permanent Authorizations | -10.9 | 6.4 |
| | $818.2 | $942.0 |
| Excess (Deficiency), Receipts Compared to Disbursements | $4.1 | $(69.3) |

59-211 O - 76 - 4

Table II
Pro-Forma Balance Sheet
All Appropriated Operating Funds
June 30, 1975
(in millions)

| | |
|---|---|
| **Assets** | |
| Cash | $(2.7) |
| Investments | 4.6 |
| Accounts Receivable, current | 8.9 |
| Accounts Receivable, delinquent | 14.9 |
| Taxes Receivable | 19.2 |
| Due from Federal Government Stadium interest | 9.0 |
| Inventory, material and supplies | 16.9 |
| | $70.8 |
| **Liabilities** | |
| Vouchers Payable | 28.1 |
| Salaries Payable | 38.5 |
| Personnel Benefits Payable | 6.7 |
| Treasury Advance | 40.8 |
| Due to Teachers' Retirement Fund | 10.6 |
| Other Payables | 1.3 |
| Reserve for Undeliverable Checks | .6 |
| Reserve for Unobligated Allotments | 42.6 |
| Fund Deficit | (98.4) |
| | $70.8 |

OPERATING REVENUES/OPERATING APPROPRIATIONS

Senator CHILES. I would like to cover a few of the points raised in that memorandum. In 1974, a small deficit occurred when the operating revenues were $3.5 million less than the operating appropriations. However, in 1975, the deficit amounted to $45.5 million. The Municipal Research Bureau attributes the large deficit to the fact that the supplemental appropriation of $51.2 million, was unfunded except for the additional $5 million Federal payment. It would appear that the austerity measures the city promised last year, fell short of the mark.

That being the case, aren't we faced with the same kind of situation this year, when the city promises another austerity program of eliminating some 3,000 jobs in order to fund the classified and wage board increases?

Mr. COPPIE. Mr. Chairman, all of the figures used in that report have been taken from the official records of the District of Columbia government. The language used to interpret the figures, of course, is language of the Bureau.

There was no question, as I previously pointed out, that we did complete the 1975 fiscal year with a cash imbalance of $69 million. Our commitment is to address that problem and I believe it is going to take two fiscal years to do it. We hope to begin to successfully address it this year, and to close the gap during the 1977 fiscal year.

There is a problem, though, Mr. Chairman, that we are sensitive to.

CONVERSION OF ADVANCE

Senator CHILES. Last year, the District converted a $25 million advance from the U.S. Treasury into a 30-year loan. This kind of transaction concerns me because it sounds a little like the type of financing that New York started with, that eventually led to the problems that we now have facing us today.

What capital expenditures paid from current revenues did the city use to justify the conversion of the $25 million into a loan?

Mr. COPPIE. Mr. Chairman, let me first point out that the adjustment that we are discussing here, was done in complete consultation and with the complete support and cooperation of the U.S. Office of Management and Budget and the U.S. Treasury. As we looked at the situation, over a period of several years, what we found was that in an earlier period, where the Congress had authorized loan authority to the city to pay for the capital improvements program, that in fact, that loan authority was not used, and instead, what we did was to borrow short term from the Treasury, to pay for capital outlay costs that were to be paid for from long-term borrowing. So we converted the $25 million short-term advance that was outstanding at the end of the 1974 fiscal year to a long term debt to bring our program in line with what had been previously authorized and directed by the Congress in the appropriation acts of the city.

FEDERAL GRANT REIMBURSEMENTS

Senator CHILES. I also note that the research bureau report highlighted another factor in the District's financial report, namely that in 1975, expenditures from Federal grants exceeded the revenues from those grants by $33.3 million. More than 5 months now have passed since the close of the fiscal year. Can you tell the committee what the current status of the $33 million shortfall is?

Mr. COPPIE. Mr. Chairman, it is important to observe as the report does, that the $33 million represents a shortfall which will be reimbursed by Federal agencies to the city. I will provide a complete report for the committee, for the record, as to what the current status is, of that shortfall. What it really represents is a shortfall in the actual reimbursements on a cash basis from the Federal agencies.

[The information follows:]

FEDERAL GRANT CASH FLOW

The principal reason for the $30 million difference between receipts and expenditures in Federal grant programs in fiscal year 1975 was that a $27 million purchase of investments by the Redevelopment Land Agency was treated as an expenditure. If this is deducted, the actual difference between receipts and expenditures was only about $3 million.

Since the end of fiscal year 1975, District agencies have received about $5 million more than they have spent in Federal grant programs. The Office of Budget and Management Systems is undertaking a program to work with city agencies to improve the flow of cash in these programs.

LACK OF FUNDING MANAGEMENT

Senator CHILES. Well, I just wonder whether it indicates a lack of management in the programs—if you are putting the money out faster than it is in fact coming in?

Mr. COPPIE. We only pay it out, Mr. Chairman, at least we believe we only pay it out, based on firm commitments from the Federal agencies. So it is only on that basis, that we would move forward to actually make a cash payment, based on a line of credit that we had received from the Federal agency.

BONDING PROGRAM

Senator CHILES. Until recently, going into capital outlay and long-term borrowing now, the committee usually limited new capital outlay projects to $125 million annually. Last year, Congress approved $205 million worth of new capital outlay projects, including $44 million for the new courthouse.

For 1976, $142.6 million in new projects is proposed. I will insert in the record, an exhibit that was part of a Washington Post article of November 2, 1975.

[The exhibit follows:]

THE DISTRICT'S GROWING DEBT LOAD

[Dollar amounts in millions]

| | Amount borrowed | Cumulative amount borrowed | Year's debt service obligations | Debt service proportion of budget (percentage) |
|---|---|---|---|---|
| Before 1965 | $5.5 | $105.1 | | |
| 1965 | 10.7 | 116.0 | $6.0 | 2.3 |
| 1966 | 28.3 | 144.1 | 7.8 | 2.7 |
| 1967 | 21.5 | 165.6 | 9.2 | 2.9 |
| 1968 | 31.2 | 196.8 | 11.3 | 3.2 |
| 1969 | 68.3 | 265.0 | 16.3 | 3.7 |
| 1970 | 88.8 | 353.8 | 23.9 | 4.5 |
| 1971 | 51.2 | 405.0 | 28.0 | 4.7 |
| 1972 | 147.0 | 552.1 | 39.9 | 6.2 |
| 1973 | 134.7 | 686.8 | 49.4 | 6.9 |
| 1974 | 151.9 | 838.7 | 63.6 | 8.2 |
| 1975 | 192.1 | 1,030.8 | 81.3 | 8.8 |
| 1976 | (233.1) | (1,264.0) | (101.2) | (10.1) |
| 1977 | (239.4) | (1,503.4) | (121.1) | (11.4) |
| 1978 | (202.6) | (1,706.0) | (137.9) | (12.4) |
| 1979 | (194.3) | (1,900.3) | (153.6) | (13.3) |
| 1980 | (136.3) | (2,036.7) | (164.3) | (13.6) |

The figures forj1976 through 1980 are projections by the District's budget office that are based on conservative estimates of revenue increases and include tentative construction projects yet to be finally approved.

Senator CHILES. The exhibit shows the District borrowing to finance capital outlay has risen from $10.7 million in 1965, to $192.1 million in 1975.

During the same period, debt service as a proportion of the budget has jumped from 2.3 percent to 8.8 percent. For 1976, debt service amounts to 10.1 percent of the budget. I think the Mayor commented on this debt service in his statement.

On December 6, the Senate did not approve the District's plan to issue $50 million of city bonds to refinance a like amount of loans made from the Federal Treasury in March and May 1975. If the House concurs with the Senate's action, what would be the effect on the District's financial plan for 1976?

Mr. COPPIE. Mr. Chairman, there would be no immediate effect on the financial plans for the 1976 fiscal year. What was proposed, as you have observed, was a $50 million refinancing of current debt, and the objective was to realize a savings, in the actual debt service payments. The first debt service payment for those bonds would begin with the 1977 fiscal year. By the public law associated with our debt payments, we pay the second July, following the year in which it is borrowed, and that would be July 1, 1976, or October 1, 1976, for the 1977 fiscal year. That would be the effect, Mr. Chairman.

Senator CHILES. The City Council has discretion under the Home Rule Act to submit the question of issuing bonds to voters. Chairman

Tucker, can you tell me, why the Council elected not to submit the $50 million plan to the voters, and does this indicate that one way or the other, the Council's intention as to whether voters will ever vote on the bond issues?

Mr. TUCKER. We did consider this, Mr. Chairman. It is the nature of this particular issue, which we had in mind. Here, again, we were not wanting to issue bonds for new capital expenditures, but to effect some savings, in effect, in the way we could purchase money, and therefore, we are not submitting—we are not expanding, in effect, the city's obligation. What we were doing was seeking to reduce the city's obligation, by being able to buy money cheaper on the market, than in the Treasury.

Hence, we did not see this necessarily as an issue that should go to public, although we did have public hearings on it. The public had an opportunity to testify with regard to it. So, there was adequate public explanation of it.

Now, in a matter where we are going to issue bonds for some additional capital expenditures, for incurring new obligations, I think that would be a different matter of consideration by the Council.

Senator CHILES. The Council has really not crossed that bridge then, or taken that step.

Mr. TUCKER. That is correct. We have not had that issue face us.

Mayor WASHINGTON. That, Mr. Chairman, is a complete refinancing of an existing debt on capital expenditures. This is quite different than a new issue. This question has come up in several of our hearings, and we have had to differentiate between a new debt and a bonding referendum, such as exists in many jurisdictions, as opposed to refinancing an existing debt in an effort to try to bring the interest rate down and effect a savings. We are borrowing at the rate of 8 percent, from the Treasury, and each 1 point, would save about $400,000 a year, which is $12 million over the period. That is the difference, hoping that everybody understands, in contrast to a new debt and a bond referendum.

CURRENT CAPITAL DEBT

Senator CHILES. What is the current indebtedness of the city?

Mr. COPPIE. Mr. Chairman, the current long-term debt is $1,084 million and the short-term outstanding advance, to the U.S. Treasury, is $40 million.

Senator CHILES. What accounts for the $20.6 million decrease in loan authority from the Federal Treasury? Does the late consideration of the District of Columbia Appropriation Act enable this and are there any further reductions?

Mr. COPPIE. Mr. Chairman, I think the question has reference to the discussion which we have had with the staff which I have confirmed in writing. The actual draw from the U.S. Treasury can be reduced based on a reexamination which we have done of our actual cash requirements for the 1976 fiscal year, and we will give you a revised estimate.

Senator CHILES. Does the city plan to use the short-term borrowing authority in sections 471 and 472 of the Home Rule Act during the fiscal year 1976?

Mr. COPPIE. Mr. Chairman, I believe the answer at this point is that we probably will not use that authority.

Senator CHILES. When the $145 million of this year's bills are already being put against next year's appropriations where would the funds come from in 1977 to repay any short-term borrowing that you do?

Mr. COPPIE. Mr. Chairman, we, of course, will have the responsibility to develop a valid financial plan for 1977, just as we have presented what we consider to be a valid financial plan for each of the earlier years. The closing accounts payable for the 1976 fiscal year, which becomes a requirement to be paid in the 1977 fiscal year, will have to be financed from the 1977 proposed revenue bill, and we will make that necessary commitment at the time that we finally agree on a financial plan and submit it to the Congress for 1977.

DISTRICT ACCOUNTING AND FINANCIAL SYSTEMS

Senator CHILES. Four years ago, going into financial reporting now, the committee commented extensively in the report on the 1972 appropriations about the accounting practices and recordkeeping in the District of Columbia government. Quoting from that, it says:

> The Committee has continually pressed the District government to accomplish the implementation of an overall system of accounting, reflecting the financial operations of the District of Columbia government, in line with the directives of the General Accounting Office. The full implementation of such an accounting system is yet to be realized. The internal accounting systems of the various departments within the District government, leave much to be desired, since for the most part, they do not provide for complete accrued expenditures or the measurement of cost, either on a program basis or an organizational basis. The absence of this capability can only result in a continued detachment of responsibility from accountability, a situation which is not conducive to effective and efficient management practice.

That section of the report concluded with this statement:

> The committee feels that the continued requests for flexibility must be accompanied by demonstrated accountability in all areas of management practice. If resources are to be utilized effectively and efficiently, accurate financial personnel and statistical records must be maintained, which reflect organizational and program performance. Consequently, the committee directs the District government to, one, insure that a prototype accounting system, in line with directions and guidelines of GAO will have been operational and tested by June 30, 1972; two, implement an inventory control system for supplies and equipment with the necessary reporting mechanisms that will subject the system to analysis on the basis of cost and program effectiveness, as well as program need by June 30, 1972; three, implement a monthly personnel on duty reporting system that is not only reflective of the various categories on personnel appointed, but also interface to the amounts expended for personal services—personnel services in those categories as reflected in the financial reporting system, so that a continuing analysis on a month-to-month basis can be made at any operational program level.

GAO ASSESSMENT OF DISTRICT PROGRESS

Now, that should have been done by June 30, 1972, so the committee inquired of the General Accounting Office of their assessment of the District's progress in meeting these requirements, and here is how it will appear in GAO's Annual Report to the Congress on the status, progress and problems in Federal agency accounting during the fiscal year ended June 30, 1975.

The District government established a program in October of 1972 to (1) identify and—the specific accounting information needed from each District department and agency, (2) to determine an appropriate source for each type of accounting information identified, and (3) design or redesign each accounting system identified as a source of information to conform with the District's accounting principles and standards, which were approved in February of 1972.

The second task listed was to have been accomplished by December 31, 1974; however, it has never been completed.

Task number three has accordingly been delayed; instead of proceeding as originally anticipated, District officials determined that the objectives of the accounting system's development program could best be accomplished by initially concentrating on a principal accounting system, the financial management information system.

During fiscal 1975, the financial information that could be provided by the system was identified, formats of proposed reports were provided to all District offices, departments and agencies to solicit suggestions, the accounting design system was prepared, and work on implementing one of eleven subsystems was started. The general design was informally submitted for our evaluation on February 5, 1975. Although its preparation was a commendable effort, we have been unable to complete the evaluation of the design because it does not describe the perimeters of the system, interfaces with other systems, subsidiary accounts and records, classification coding, flow of source documents, internal controls and automatic data processing controls and audit trails.

The District plans to complete the detailed design for one of the subsystems of the financial management information system, the appropriation allotment subsystem, during the next few months and to implement this subsystem by October 1, 1976. Work on the detailed design of the other ten subsystems will not begin until the second quarter of fiscal 1976.

The District has two additional central systems, the payroll system and the revenue collection system. The District does not plan to begin describing the payroll system design until September, 1975, and will not establish a plan until early in fiscal 1976 for preparing the revenue collection system for preparation and design. No plans have been formulated yet for the design or redesign of the departmental accounting system, to be submitted for approval.

In order to understand this situation a little better, I have a few questions relative to the District government's accounting systems development efforts that I would like to submit to you. We are in a vote now, and so I would like to submit these questions for the record, if I could, and have your answer to that.

Mayor WASHINGTON. Mr. Chairman, we would be very happy to do it, and I think you have given us an opportunity to put some of this in perspective. Just the reading of that document indicates a fantastic amount of work, and I think we will be very happy to do that, to get a perspective.

[The questions and answers can be found in the appendix.]

ITEMS OF INTEREST IN COMMITTEE REPORTS

Senator CHILES. I will insert in the record at this point the usual report to the subcommittee of the actions taken with regard to issues raised in last year's reports.

[The report follows:]

Career Development Program

Public Schools of the District of Columbia

Question: Senate Report, page 25: "The Committee has been informed that the school system plans to reorganize the Career Development program to support the regular school program. The Committee requests that the school administration submit a detailed report on the implementation of those plans before hearings begin on the 1976 budget request."

Answer : Major changes in Career Development Programs are occurring in the vocational high schools as they are being converted from full-time alternative high schools to part-time specialized centers. These changes are being carefully coordinated with the expansion of introductory and exploratory technical programs in the academic high schools. Over the next three year period, the programs in the vocational high schools will be restructured so that each center focuses upon a cluster of training.

| | |
|---|---|
| Bell | Manufacturing Cluster; Service Industries Cluster |
| Burdick | Hospitality Cluster; Advanced Business and Office Cluster |
| Chamberlain | Personal Services; Advanced and Office Cluster |
| Phelps | Construction Cluster: Transportation |
| M.M. Washington | Health Cluster |
| Penn Center (former National Geographic Building) | Communications and Media Cluster |

Beginning in September 1974, a full range of tenth grade introductory programs are offered in the following academic high schools:

| | |
|---|---|
| Anacostia | McKinley |
| Ballou | Spingarn |
| Coolidge | Woodson |

Programs offered in these schools are equivalent to the tenth grade programs offered in the vocational high schools. The full range of tenth grade first level vocational programs include the following:

Electronics/Electricity
Drafting
Graphic Arts
Power Mechanics
Wood/Construction

Eleven academic high schools are currently offering tenth grade vocational programs in the following areas:

Electricity/Electronics
Graphic Arts

Tenth grade pupils at Woodson Senior High who desire vocational programs in health careers take the first level course at Woodson. Pupils ineligible to attend Woodson and wish to pursue health careers attend M.M. Washington and Burdick Vocational High Schools.

Pupils who desire specialized career preparation in business and office machines and secretarial science are pursuing programs at Burdick, Chamberlain, and M.M. Washington Vocational High Schools and the academic high schools.

Graphic arts (Printing) and drafting at the tenth grade level are offered in each of the twelve academic high schools. Advanced courses at the eleventh and twelfth grade levels are offered in the Penn Center which began servicing pupils in September, 1974.

Pupils who pursue courses at the Penn Center are registered in the academic high schools and attend the center one-half of each school day, morning or afternoon. Pupils spend the other hald of the day in the academic high schools where they pursue academic and related studies.

School buses are used to transport part-time students between the academic high schools and the vocational schools and center at mid-day.

Details relative to changes in vocational high schools are described in the attached document.

## Management Improvements in Department of Corrections

Statement:

Senate Report, page 23. "A recently issued GAO report has been severely critical of the overall management in the Department of Corrections. ..... The Committee will expect a report from the City administration and the Department during the FY 1976 budget hearings on specific positive steps taken to improve the situations described in the GAO report."

Response:

Corrective action has been taken to improve the security deficiencies noted in the GAO report. That action is listed below:

1. A new metal tower (#8) has been constructed to replace a smaller tower overlooking the outdoor recreation area. The taller tower increases visibility and is better located. It is now manned 24 hours per day.

2. Three new guard houses have been located between towers 9 and 10, 10 and 1, and 1 and 2, roughly, the western and southern perimeter of the complex. These positions are always manned on the 4 p.m. to midnight shift and as needed on the midnight to 8 a.m. shift (fog, special activities, etc.). Their positions along the fence line were specifically chosen to strengthen the perimeter.

3. New radios were purchased so that all towers are now in contact with all other towers and with the control center. Radio checks are made once an hour from 4 p.m. until 8 a.m. Every tower is required to respond to each check. The Department employs walkie-talkies as temporary back-ups whenever radios are being repaired.

4. Special high-intensity outdoor lighting has been installed in the areas of the chapel, dining hall, dormitories, and academic school. This lighting provides increased visibility from towers and for internal stations. New lighting was also installed in the parking lot areas, supplying added security for visitors.

5. A metal detector has been installed at the Central Facility. It has the ability to distinguish keys or badges from heavier metal. All visitors and staff pass through the machine as an additional check after a "pat down" search.

6. A female correctional officer has been employed to conduct "pat downs" of female staff and visitors to the institution during the regular business day. In fact, all employees entering through #1 tower (the main entrance) are searched on entering and leaving. In addition, four female part-time employees are on duty during visiting hours.

7. A new, more specific procedure for the search (or shake-down) of living areas has been instituted. Every week, at least one dormitory or shop area is chosen at random by the senior captain to be searched. The shake-down is supervised by the senior captain or the watch captain. With this more specific procedure and clear assignment of responsibility, the Department believes the contrabard situation is being better controlled.

8. The exterior motor patrol previously was a general patrol of the Lorton-Occoquan Reservation. The Department now concentrates this patrol in the immediate area of the facilities. The two-man vehicle is in constant radio contact with the perimeter towers and the control center so that information can be relayed and the vehicle can be dispatched to areas of suspected trouble.

9. The special responsibility for perimeter security has been assigned to one duty officer on each shift. His responsibility is coordination and supervision of the fence line, tower, gate and exterior patrol functions. This change pins down clear assignment of responsibility.

10. Photographs of all residents had been kept organized on the basis of squad assignments. The central facility now has an additional cross reference by dormitory assignment. This will greatly aid in speeding identification procedures in case of an escape or disturbance.

11. Finally, a "hot line" has been set up with the Fairfax County Police. Lifting the phone from its cradle causes it to ring at Fairfax Police Headquarters. In case of an incident, Fairfax Police have agreed to contact the Virginia State and Prince William County Police. The system is tested daily. A siren is sounded now in case of escape or disturbance to alert all personnel and to warn Lorton community residents.

Further, the Department has begun its comprehensive program evaluation in order to assure itself and the District of maximum service delivery to Department clientele and of greater safety to Metropolitan area residents.

A major step in management improvement was taken in November 1974 with the initiation of the Program Management Performance Technique (PROMPT) throughout the Department. This information reporting and feedback system should pay dividends in better planning and budgeting at all levels. This, coupled with a separate program for improvement of its data base, should better enable program managers to become more efficient and effective.

Another facet of the Department's efforts in management improvement is its Management and Supervisory Training Program (MAST), now funded for a second year. Basically, the program is designed to build and enhance existing skills to develop a central cadre of trained supervisors and managers. It has both short - And long-term goals.

All inmate furlough programs were curtailed pending the development of new guidelines. New criteria has been defined, and implemented; all inmates on furlough are in compliance with the new guidelines. Emphasis is to be placed on the monitoring of the furlough program through ADP capacity.

## Staffing Patterns for Correctional Programs

Statement:

Senate Report, page 20: "In the report accompanying the 1974 appropriation bill, the Committee expressed concern over the lack of staffing standards in the criminal justice system, in particular in the Department of Corrections. ..... The Committee directs the Department to review staffing needs and patterns for consideration for 1976."

Response:

During the past several years, the budget process has afforded the Department the opportunity to review its manpower utilization. The institution of budget hearings at various management levels allowed administrators to look at workloads, review existing staffing levels and justify increases according to need as expressed in quantifiable terms. In this way, a preliminary start at management analysis was made the result of which has been a better understanding of each unit's activity and corresponding manpower needs.

The next step in this analysis has been the establishment of workable staffing standards. Due to the variety of activities existing in the Department's operational milieu, several kinds of "standards" have been identified. In most cases these standards are broad objectives. Their refinement into quantifiable standards is in process. The following discussion outlines the logic used in arriving at the present staffing. Where factors entering into a unit's functioning were few and the work fairly routinized, a simple ratio was used as a standard. However, in areas where performance guidelines were less structured, the standard was expressed as a broad objective. Explanations and examples of these "standards" are as follows:

1) Necessary Operational Minimum - This standard identifies the staffing level necessary to operate a particular unit on a day-to-day or shift basis. For example, it was determined that five stewards were necessary to operate a culinary unit, allowing for two stewards per shift, two shifts per day and a supervisor. Once this standard was established for a unit of a particular size, then variations were made based on variables such as volume, hours required to perform a task, specialized procedures, etc.

2) Shift Coverage - This standard is based on the need to perform certain tasks on a round-the-clock daily basis. The most obvious example is in the area of security where the movement of residents must be under constant surveillance. The computation of shift coverage becomes complex when other factors, such as the number of posts, duties, holidays, etc., are accounted for.

3) Shift Coverage and the Provision of Essential Services - This standard was applied to areas where the provision of specialized services, on a daily rather than round-the-clock basis, is an objective in addition to shift coverage.

An example of this is in Health Services, where peripheral services such as dental or laboratory work are desirable in addition to constant hospital coverage by doctors, nurses, and MTAs. Another example is in the Department's halfway houses where a certain number of employees are needed to man the front desk on a round-the-clock basis in addition to the day time counselors, treatment specialists, secretaries, etc.

4) Ratios - Where applicable, and appropriate, ratios of employees to workload were used. This is easily done once the number of man-hours needed to accomplish a task is established. A large number of units fell into this category such as Parole, Employment Development, and Automatic Data Processing. In each case, the study workload produced a workable ratio of employees to tasks or, for example, parole officers to parolees, job developers to referrals, programmers to programs written.

5) Policy Goals - In some cases, workload and the related staffing is a direct function of a policy decision. The best example of this in the Department is in the area of analysis where the degree of operation is the result of an administrative decision rather than of services necessary for day-to-day operations. The Office of Program Development and Coordination exemplifies this where staffing patterns were determined by the amount of analysis the Department felt it could afford at the time. Increases or decreases to this complement, then, are functions of the need and affordability of such services.

6) Services to the Population - In at least two units of the Department, staffing standards were linked exclusively to the size of the resident population. These two units are Recreation and Religion. Other factors such as shift coverage, policy decisions and operational minimums do not bear on these staffing levels. Although ideal ratios of recreation specialists or chaplains to residents can be quoted, it is understood that these services will be provided to the entire population regardless of staff available.

Using these categories as guidelines, classes or groups of organization units have been identified and specific standards listed. The standards reflected do not represent on-board strength, or Congressional authorization, but desirable levels.

| Category | Staffing Standards |
|---|---|
| Security | A standard for correctional officer staffing is roughly 5.2 officers times the number of posts to be manned. Particular objectives, such as tighter entrance security, a greater number of shakedowns, or improved perimeter patrol may cause variations. |
| Food Service | The minimum complement required to operate a kitchen equals 5, or 1 chief, 4 stewards. This allows 2 stewards per shift, 2 shifts a day. Variations from the standard are due to volume, total number of hours required for feeding, specialized cell block requirements, and required clerical support. |

| Category | Staffing Standards |
|---|---|
| Medical | The proposed staffing is based on a post assignment plan. NTA/Nurse assignments provide for round-the-clock, seven-days-a-week coverage with allowances for peaks. Medical officers were assigned on roughly the same basis. Variations are due to workload and specialized services necessary. |
| Parole | A caseload size of 50 parolees is considered workable for one Parole Officer. In addition, a 4:1 ratio of professional to secretaries and a 6:1 ratio of Parole Officers to supervisors is required. |
| Program Development and Coordination | The proposed staffing for Program Coordination and Planning is assigned on a functional basis according to the type of activity and degree of review required. In Management Analysis the staffing provides for the processing of 150 Department Orders a year, 11 major studies, 25 routine studies, and 3 reviews of policy issues. |
| Records | At the smaller institutions, i.e., WDC, Maximum, Minimum, a standard of 1 Records Clerk is required. The larger institutions are staffed as follows for 1976: Youth Center One = 3, Youth Center Two = 3, Central = 5, and D.C. Jail = 12. Variations exist due to volume and different activities; the D.C. Jail is responsible for intake, sentence computation and the initial generation of records. |
| Halfway Houses | A standard of 11 positions per small house, of which there are 2, and 15 positions per large house, of which there are 4 is used. An administrative unit of 4 positions is also included in the proposed figure. The capacities of houses generally average 50 for large and 35 or under for small. |
| Employment Development | A workload projection of 6,000 cases exists. A caseload ratio of 1 Specialist to 260 cases is desired in addition to a 1:6 supervisory ratio and a 1:4 clerical ratio. |
| Diagnostic Unit | The C&P Officers in this unit can handle 120 cases per C&P per year or a total of 500-600 cases yearly. Psychologists, of which there are 4 in 1976, require 15 hours per case. |
| Orientation | One C&P Officer can handle 15 cases per week. There are 2 C&Ps in the proposed staffing for 1976. |

| Category | Staffing Standards |
|---|---|
| Classification and Parole | Caseload standards are as follows:<br>1:50 at Youth Institutions<br>1:60 at Adult Facilities<br>1:100 at Detention Centers |
| Psychological Services | In general, the Psychologists require 2-4 hours weekly per case for 3-6 months. The percentage of the population requiring care varies at the institutions: 30 percent for adult institutions, 50 percent at Youth. |
| Education | Factors figuring into the standard are: hours per day of classroom instruction (6); average class size (15); percent of population participating; length of participation. Proposed staffing is predicated on an increase in inmate participation: at Central Facility 40 percent are expected to participate on a half-day basis; at Youth institutions, 80 percent on a six-hour per day basis; at smaller institutions, participation is limited for lack of space. |
| Recreation | Staffing is a function of the volume or population at any facility. |
| Religion | Staffing is a function of the volume or population at any facility. |
| Automatic Data Processing | Data entry clerks can handle 221 entry transactions each per day. Complement of Programmers and Systems Analysts can handle 17 programs each a year. |
| Engineering | The proposed staffing provides for round-the-clock operation of utility plants and a basic complement of skilled workers at each institution, plus certain specialty workers who cannot be assigned to any institution. |
| Personnel | Staffing based on workload calculations made from an assumed employee level of 1,928. |
| Training | A standard of one Employment Development Specialist to every 450 employees is workable. One instructor can provide 940 hours of instruction, average class size being 20. |
| Transportation | Staffing is based on the workload, given the age of the equipment, and the number of driving assignments. |
| Inmate Finance | The staffing standard is one Finance Officer for every 250 accounts handled. |

59-211 O - 76 - 5

| Category | Staffing Standards |
|---|---|
| Supply | Functional activities dictate the staffing: paperwork, commodity flow, and property transactions. |
| Switchboard | Staffing standards depend on round-the-clock and peak-load coverage. |
| Time & Leave | Proposed staffing provides for one supervisor and one time and leave clerk for every 500 employees. |
| Accounting | This is a functional area where staffing is based on workload and specialization required. |
| Budget | Staffing is based on the number of assignments necessary in producing and administering capital and operating budgets yearly. |

These standards represent the Department's objectives, and goals. Wherever possible, the 1976 budget has been structured to incorporate these standards.

Security at Children's Center

Senate Report, page 28: Youth Program -- To improve security and protection for staff and residents at the Children's Center, Laurel, Maryland, the Committee recommends $25,000 for 5 security guards. The additional protection will be provided for Oak Hill and Cedar Knoll and for a central security force that will serve Maple Glen and the grounds of the Center. The Committee requests the Department of Human Resources to identify the needs for additional security coverage at those facilities and to report to the Committee before the start of hearings on the FY 1976 budget request.

The present security needs of the Institutional Care Services Division are as follows:

| Grounds of Physical Plant Security | Have | Need | Request |
|---|---|---|---|
| Staff to man gate at Route 198 and River Road (1 guard - 3 tours - 7 days per week) | 0 | 5 | 5 |
| Staff to man gate at Route 132 and River Road (1 guard - 3 tour - 7 days per week) | 0 | 5 | 5 |
| Staff to man gate at Cedar Knoll (1 guard - 3 tours - 7 days per week) | 0 | 5 | 5 |
| Staff for Roving Patrol (4 guards - 2 tours - 7 days per week) | 8 | 10 | 2 |
| Supervisory Staff (1 per tour) | 1 | 3 | 2 |
| Sub-total | 9 | 28 | 19 |
| **Internal Security Staff** | | | |
| Additional Guards - Oak Hill (1 at gate - 1 patrol - 2 internal 7 days - 3 tours and one supervisor per tour) | 15 | 23 | 8 |
| Additional Guards - Cedar Knoll (4 guards - 3 tours - 7 days per week and one supervisor per tour) | 5 | 13 | 8 |
| Additional Guards - Maple Glen (1 guard - 3 tours - 7 days per week) | 1 | 5 | 4 |

| | | | |
|---|---|---|---|
| Additional Guards - Receiving Home (1 guard - 3 tours - 7 days per week and one supervisor) | 2 | 8 | 6 |
| Sub-total | 23 | 49 | 26 |
| Court Coverage Staff | | | |
| Additional staff for court coverage (3 trips per day - 2 guards per trip 5 days per week) | 0 | 6 | 6 |
| Additional staff for Receiving Home (2 trips per day - 2 guards per trip 5 days per week) | 0 | 6 | 6 |
| Sub-total | 0 | 12 | 12 |
| Grand Total | 32 | 89 | 57 |

There are presently 32 guard positions in the division. The needs listed above represent an increase of 19 for grounds patrol, 26 for internal security and 12 for court coverage. A total of 57 additional staff.

There are 5 new guard positions allocated in the Fiscal Year 1975 budget included in the grounds patrol that have never been filled. Until the total ICSD staff is increased to meet the previously proposed requirements, the 5 new guards when hired will be used to replace Oak Hill guards on court trips and provide internal security services.

Proper forms have been submitted to the Department of Human Resources Personnel Office requesting recruiting and merit promotion actions on these positions and there is an exemption from the freeze to fill them, but as of this date there have been no interviews or hiring commitments.

The money for the unfilled guard positions is being used to help finance the purchase of the armed guard service that is being contracted for from the D. C. Department of General Services. These guards provide grounds security coverage from 4:00 p. m. to 8:00 a. m. daily. There are two guards on each of two shifts, from 4:00 p. m. to 12:00 midnight and 12:00 midnight to 8:00 a. m. If the guard positions remain unfilled for the rest of the fiscal year, we will continue to use the money to finance this armed guard service.

If all of the present guard positions were filled it would help considerably in reducing the overtime used by Oak Hill guards who are providing security on the court trips but little else. We would still need the armed guards on the two night time tours. We would have no one to man our three main gates or to supplement the Receiving Home guard force. In other words, we would still need the 57 additional guards to implement the plan listed above.

The total guard force is inadequate now because in recent years ICSD has not been able to increase its guard force strength but the services for guards have increased. The implementation of the Differential Detention Program brought about the need for three round trips to court daily but no new staff were provided. Transportation detention children from Cedar Knoll to Oak Hill for daily visiting increased the demand for guard services. The instability of the detention population resulting in many more abscondences and abscondence attempts also creates a need for guard patrol and guard availability.

The incidence of intruders being sighted on the grounds of the Institutional Care Services Division institutions has increased in the past two years. There have been two successful kidnappings from Maple Glen during this period by armed intruders.

The presence of the guards as outlined above would tend to discourage these unlawful intrusions and in addition to providing the security needed, give both residents and staff the feeling of security so that they can go about their mission in a comfortable relaxed atmosphere.

Community - Based Group Homes
For District Youth

Senate Report, page 28: "Youth Programs -- The Committee approves the redirection of staff from institutions to community group homes for youth who are wards of the city and for youth who are adjudicated delinquent or in need of supervision. The Department is urged to press forward with the move to community facilities and to obtain the needed homes as quickly as possible. The Committee requests a progress report on these efforts by January 15, 1975. Suitable community facilities are needed to carry out the differential detention program for youth."

1. A priority I objective within Bureau of Youth Services for FY 75 is to obtain three community-based facilities and relocate 45 children's Center residents who are adjudicated delinquents or in need of supervision (PINS). Despite continuing efforts to achieve this objective, little progress has been made. A summary of action taken to date follows:

2. On July 1, 1974, 72 positions from the Institutional Care Services Division, BYS, were assigned to Youth Group Homes. The transfer was made in anticipation of the opening of the additional facilities for many of the children presently living in the institutions under BYS. As the residences are opened, staff will be ready to move with the children. Suitable facilities were located, inspected and applied for early in the fiscal year. They were at 123 New York Ave., N. E., 30 Que Street, N.W., and 1218 T Street, N.W. All three were ruled out subsequently: the first two due to the owner's failure to accept the proposed rental figure and/or make improvements necessary to meet the D.C. Code requirements, and the latter due to nonacceptance by neighborhood residents.

3. An acceptable facility at 1817 13th Street, N.W., has been approved and another, at 2704 Ontario Road, N.W., is pending. However, when these residences are acquired, they will not be available for relocation of Children's Center residents, but will be used as replacement for Bolling Youth Base which must be vacated no later than February 28, 1975 and Williams Residence, 1825 16th Street, N.W., which is closed and the lease terminated because the owner failed to accomplish needed repairs.

4. The Youth Group Homes program was initiated in March, 1965 as a demonstration project with a grant from the U.S. Department of Health and Welfare. The purpose of the program was to show the feasibility of providing community-based residential alternatives to institutionalization of:

Juveniles awaiting disposition of charges of delinquency, probationers showing adjustment difficulties at home who were considered as needing and being able to benefit from pre-institutional group home living; and wards committed for delinquency residing at Children's Center who were considered ready to leave the institution, but without family resources to return to.

The project was also designed to show the feasibility of providing the residential services by para-professional staff and in primarily impacted areas of the inner city (to where most of the recipients of service would live upon discharge from the residences). The program was incorporated into regular budget in early 1968.

The main programmatic thrust of Youth Group Homes since 1965 has been the continued and expanded provision of alternatives to institutionalization to provide needed options to the Court in the administration of juvenile justice. Two additional program types were added in 1970 and 1972 and the pre-institutional probation program was dropped in 1972. At present 12 group homes are in operation to meet the needs of children in the four program types as follows:

a. Open detention (Shelter Programs) for juveniles with pending charges of delinquency or being in need of supervision. (PINS) children are placed by Court Orders following detention hearings. Potentially, every juvenile charged with being delinquent or in need of supervision could be placed in one of six shelter residences. The figure could be 1000 or more children.

b. Dependent Children - Adjudicated dependents committed to SRA. Residents in the group homes for dependents are referred by or through social workers in SRA's Bureau of Family Services. Thus, every dependent ward seven years of age or older for whom there is no family, or foster home placement, and who does not require institutionalization as emotionally disturbed or profoundly retarded, is eligible for placement. An estimate of about 200 dependent children needing group placement seems valid.

c. Adjudicated Delinquents (Committed to SRA) Most referrals to this program come from social workers at Children's Center, some from Court Orders in directed commitments to specific residences and from aftercare workers supervising wards who have been living with their families and whose placements have broken down in some way.

d. Adjudicated Pins (Commited to SRA) Referrals sources are the same as for adjudicated delinquents.

There appears to be a need for at least one more group home, possibly two, for male wards adjudicated as delinquent who remain at Children's Center for lack of such resources. A residence for female adjudicated PINS is needed. About 20 girls presently living at Maple Glen could be placed in a group home if it were available.

One or more group homes could be utilized for PINS boys at Maple Glen who are believed capable of managing such placement in the community. Thus, a minimum of seven group homes is needed (five additional and two for replacements).

5. Efforts will continue to locate the needed community group homes as soon as possible. A proposal is currently under consideration to redesignate a shelter admissions facility with a declining population as a community based group home for institutionalized PINS.

Group Home Residents as of February 13, 1975

| CATEGORY | NO. OF RESIDENTS |
|---|---|
| Shelter Program | 61 |
| Dependent Children | 40 |
| Adjudicated Delinquent | 19 |
| Adjudicated PINS | 6 |
| TOTAL | 126 |

SURVEY OF STAFFING STRUCTURE

D.C. DEPARTMENT OF HIGHWAYS AND TRAFFIC

The House of Representatives Committee on Appropriations, in its report on the District of Columbia appropriation bill for the fiscal year ending June 30, 1975, directed the District to make a complete survey of the staffing structure and needs of the Department of Highways and Traffic, and report to the Committee the results of the study prior to the submission of the 1976 budget. Particular attention was called to the large number of vacant engineering and engineering technician positions.

As a result of this study, the department has taken action to abolish 147 vacant Capital Outlay positions. This action is reflected in the department's 1976 budget request. In addition, one vacant position has been transferred to the Office of Municipal Planning, and 13 guard positions have been transferred to the Department of General Services. This provides a total reduction of 161 in the total authorized positions of the department, from 1,549 to 1,388.

No vacant operating expense positions have been abolished. These positions are necessary to carry out the various maintenance programs of the department, and to provide administration and support services. The positions have become vacant due to normal turnover, and remain vacant due to the restrictions on filling vacancies as contained in Commissioner's Order No. 74-202, dated 10/2/74. Furthermore, it is deemed advisable to defer any action concerning these positions pending the completion of the current reorganization study relative to the establishment of a Department of Transportation in the District government.

The action taken by the department as a result of this study has reduced the number of Capital Outlay positions to the minimum level necessary to carry out our Capital Outlay programs for the present and the immediate future.

The attached analysis is subdivided by budget category.

Administration and Program Support

Office of the Director

6 positions. This office provides the necessary executive direction to carry out the functions of the department. All positions are required.

Business Administration

52 positions, including 7 Capital Outlay positions. This subcategory provides all of the administrative support for the department, including budget, financial, personnel, management and procurement. All positions are deemed necessary.

Central Motor Pool

38 positions. The central motor pool was established in the department by 1972 F.Y. budget action transferring positions from other District agencies. Any reduction in these positions would result in reduction of services to other D.C. agencies.

Design, Engineering and Research

140 positions, including 125 financed from Capital Outlay. As a result of this study, 38 Capital Outlay positions in the Bureau have been abolished. The remaining 125 are the minimum required to carry out the design, materials research, and right-of-way functions necessary in connection with the department's present Capital Outlay program. The fifteen operating positions are necessary to provide administrative direction for the bureau, secretarial and clerical services, and engineering functions in connection with non-Capital Outlay projects.

Construction and Maintenance

Maintenance of Streets

274 positions, including 155 Capital Outlay. The survey resulted in abolishment of 48 Capital Outlay positions. The remaining 155 are engineers, technicians and inspectors engaged primarily in Capital Outlay street resurfacing projects, as well as sidewalk, curb and gutter and alley construction. The 119 operating expense positions are engineers, technicians, inspectors and asphalt workers engaged in the street maintenance program, and secretarial and clerical assistance.

Maintenance of Bridges

149 positions, including 81 funded from Capital Outlay. 46 Capital Outlay positions have been abolished and one has been transferred to the Municipal Planning Office. The remaining Capital Outlay positions are required for the construction now under way on such large projects as the Center Leg from Massachusetts Avenue to New York Avenue, the H Street Viaduct, the South Capitol Street bridge widening, and the 14th Street Bridge deck reconstruction. The 68 operating expense positions are required to operate the two draw bridges, maintain 347 bridges, tunnels, underpasses and other structures, and to provide secretarial and clerical support.

Maintenance of Trees and Landscaping

148 positions, including 5 Capital Outlay. The 143 operating expense positions in this category are necessary to maintain approximately 100,000 street line trees, including planting, trimming, spraying and removal of dead and diseased trees, as well as 700 acres of landscaped areas. Any reduction in this force would require the department to place additional work under contract. The 5 Capital Outlay positions provide inspection on tree and beautification contracts financed from Capital Outlay.

Procuring and Maintaining Mobile Equipment

152 positions, all funded from Operating Expenses. These positions include mechanics to maintain the department's fleet of construction equipment and passenger vehicles, and the truck drivers and equipment operators necessary to carry out the department's street maintenance program.

Utility Coordination and Control

16 positions, including 15 funded from Capital Outlay. The Capital Outlay positions are inspectors who coordinate the necessary utility work in advance of construction on all of our Capital Outlay construction projects. The one position funded from Operating expenses is the division head.

Traffic Engineering and Operations

Traffic Planning and Design

62 positions, including 48 Capital Outlay. 9 Capital Outlay positions in this category have been abolished.
These 62 positions are utilized in the planning and design of the street lighting system; planning of traffic control systems through the use of such measures as signals, signs, street markings, and channelization; preparing geometric designs for the highway system; and conducting traffic research. The operating expense positions provide staff for work not connected with Capital Outlay projects, and for secretarial and clerical support. No further reduction can be made in this category without hampering this division's capability of performing its function.

Traffic and Electrical Services

194 positions, including 10 Capital Outlay. This division performs maintenance on the traffic signal system; fabricates and installs traffic control and parking signs; installs street pavement markings; repairs parking meters; maintains the police call box and fire alarm systems; operates the Public Schools security alarm system; and maintains two-way radios for this department and other D.C. agencies. The 184 operating expense positions cover a wide variety of crafts and technical skills, and are necessary to carry out the division's functions. The 10 Capital Outlay positions provide electrical inspection on Capital Outlay projects.

Traffic Operations

44 positions, including 15 funded from Capital Outlay. One Capital Outlay position has been abolished. These 44 positions are utilized in recommending changes in street lights, traffic signals and other traffic control devices resulting from complaints, requests, and surveillance; effecting detour routes in connection with major construction projects, including METRO; operating fringe parking lots; making parking studies and recommendations as to the location, time limits, and fees for parking meters. The Capital Outlay positions are utilized for functions of the division related to Capital Outlay construction projects.

Telephone Communications

41 positions, all financed from operating expenses. This division operates the D.C. central telephone switchboard on a 24 hour basis, and provides the necessary detail information for approval for payment of all C & P Telephone bills rendered to the D.C. Government, including the pro-rating of common use equipment charges among the various D.C. agencies. 35 of these positions are telephone operators; the remainder are administrative, secretarial and clerical.

Traffic Systems and Transit Planning

21 positions, including 8 Capital Outlay. This division plans traffic control systems including those connected with public transit, such as preferential bus lanes and priority bus movements. Other present activities include planning for a network of commuter bicycle routes; unbalanced lanes; and electronic surveillance and control of traffic movements.

Planning and Programming

ADP

12 positions, all financed from Capital Outlay. This category provides all of the ADP services required by the entire department, including the development and implementation of computer programs; key punch services; and scheduling and coordination with the staff of the District's SHARE computer.

Planning, Programming and Research

39 positions, all financed from Capital Outlay. 5 positions have been abolished.
These positions are necessary to provide the comprehensive transportation planning required by various requirements of the Federal Aid Highway Act. This includes coordination with the Transportation Planning Board of the Metropolitan Washington Council of Governments in relation to regional planning. Other activities include the programming of all Federal aid construction projects with the Federal Highway Administration, and conducting planning research projects. Any further reduction in this category would affect our ability to meet necessary requirements for obtaining Federal aid highway funds.

REPORT ON MANAGEMENT IMPROVEMENT EFFORTS

FISCAL YEAR 1974 AND FIRST HALF OF FISCAL 1975

ORGANIZATION AND MANAGEMENT DIVISION

OFFICE OF PLANNING AND MANAGEMENT

Grant Proposal (EXXON): The Nelsen Commission study recommended that an executive and supervisory training program be established in the District Government. The Organization and Management Division and District Personnel Office jointly forwarded a proposal to Exxon Corp. for funding such a program. The company has funded a consultant contract to develop a management development plan for city executives, and is being requested to provide funds for making operational an Executive Development Program for a period of two years.

Management Assistance to the Board of Elections: Home Rule legislation mandated three city-wide elections to be held in 1974. The significance of these elections and the complex ballots and machines involved has placed a great deal of strain on the Board of Elections. Therefore, the Organization and Management Division staff provided assistance to the Board in the following major areas:

a. Revisions were made to a proposed contract for a new electronic vote tabulating system which reduced the estimated cost of the contract services from $90,000 to $30,000.

b. Improved procedures were developed for ballot collection and security.

c. Research into, and evaluation of, a prototype vote tabulating machine has led to mechanical refinements and proposed contractual revisions. As a result, the Board of Elections developed sufficient confidence in the prototype to order 30 of these machines in time for the November 1974 general election, and has plans to expand use of the machines throughout the city.

d. Logistical support was provided in each of the three 1974 elections.

e. A vote tally board was designed and constructed for use in the general election.

f. An inter-departmental coordinating committee was established for administrative support.

Establishment of a Department of Manpower: Home rule legislation provided for the transfer of the D. C. Manpower Administration from the Department of Labor to the District Government. A review and analysis was performed for the Mayor which included alternative organization structures for employment services activities and manpower training programs, as well as assessment of funding requirements and administrative issues which needed to be considered. Organization and Management Division staff also participated on, and provided administrative support to, a transitional task force, and promulgated necessary issuances which established the Department of Manpower in July, 1974.

Activities Relating to the Home Rule Act: Transition to home rule for the District of Columbia necessitates completion of numerous activities.

Various levels of administrative, coordinative, and supportive activities have been and are being provided by OPM relative to:

1. Analysis of the electoral process under the Act to pinpoint dates and time lapses between each required activity within the process;

2. Transfer of the DCMA functions to the District, including consideration for combining various manpower and training activities into a cohesive organizational structure within the city government;

3. Transfer of RLA, NCPC (local planning) and NCHA operating functions;

4. Projecting the needs and providing advanced planning for support to the Mayor, City Administrator, and Council under the elected form of government; and

5. Analysis of need for issuing new organizational orders, administrative directives, etc., and updating existing ones, necessary to implement the new government.

Benefits may be reflected in the achievement of the most effective and efficient transition possible to implement the new form of government with the least possible disruption to day to day public services.

Energy Conservation Matters: An executive order and guidelines were developed and adopted which established an Office of Petroleum Allocation within an existing agency (Office of Civil Defense,) and a Departmental Energy Group to form city-wide policy and central commodity management for petroleum, oils, lubricants, and heating oil (Department of General Services). Additional responsibilities were assigned to existing agencies without a request for increase in appropriated positions or funding, and the placement of organizational responsibility has permitted the District to respond timely to the fuel shortage and related energy matters.

Review of Vacant Lot Problems: The Mayor's Complaint Center completed a study focusing on community problems associated with litter on vacant lots. The Organization and Management Division reviewed the organizational responsibilities by agencies of the District Government for disposition and maintenance of vacant lots and referred both reports to those agencies.

Evaluation of the Current System of Feeding the Inmate Population at the Department of Corrections: Recommendations were made to improve the method of food buying, reduce the amount of waste, standardize costs, obtain more efficient use of inmate help, standardize staffing and policy procedures, and employ a food administrator. This study, when adopted, will result in a more efficiently managed, less costly food service program.

Office of Consumer Affairs: Analysis was completed concerning the organizational placement of an Office of Consumer Affairs within the District Government with recommendations of its functions, powers and interagency relationships. Further assistance was provided in coordinating administrative requirements and establishing requirements for the position of Director. The Office was established along lines recommended, enabling progress on the consumer front to begin.

Review of Management Policies of Department of Corrections: A review of management policies was conducted at the request of the department in followup to a GAO report on the Lorton Complex. Areas of policy

investigation included the department information system, policy communication procedures, furlough eligibility, escape reporting, civilian clothing procedures, internal organization of the Lorton Complex (Medium Facility), personnel accountability, and medical facilities. A simultaneous review was performed by the Corporation Counsel to determine legality of departmental directives and procedures respecting furloughs and community programs. Implementation of report recommendations can lead to a more effective utilization of resources in a department of 1700 employees and an operating budget of over $30 million.

D. C. Usury Legislation: Interest rate data for the Metropolitan Washington Area were developed and presented before the D. C. Council at a Public Hearing on legislation to change the D. C. usury ceiling. This included a 2 year comparison between: (1) Metropolitan Area contract home mortgage interest rates and prime interest rates; and 2) volume transfer transactions of residential properties in the District, Northern Virginia, and Rockville, Maryland. Copies of the written document were distributed to all Council members for use with other evidence, in determining action on the usury legislation.

Management Study of Zoning Secretariat Administrative Activities: A management review of activities was conducted to identify problem areas and pose solutions for improving administrative activities undertaken to support the Board of Zoning Adjustment. Benefits and results of this study include:

1. The scheduling of executive sessions within one week of public hearings by the Board of Zoning Adjustment.

2. Personnel transfers supplementing the staff of the Board in order for efficient preparation of draft orders to be circulated to the Board.

3. Reorganization of the case filing system for better access by the staff in order to maintain efficient service for the public.

4. Utilization of voting sheets used and signed by Board members at executive sessions to improve the recording accuracy of decisions.

5. The preparation and dissemination of an "administrative procedures bulletin" circulated to the staff establishing basic office procedures.

6. Scheduling of Zoning Commission public hearings.

Analysis of Administrative and Organizational Framework for Taxicab Services: Public Law 93-140 directed the Public Service Commission to study the adequacy of service and regulation of the taxicab industry in the city. The PSC requested the Organization and Management Division to analyze the existing governmental administrative framework for servicing the taxi industry. A report citing problems and alternatives was prepared and submitted to the PSC, Police Department, Department of Motor Vehicles, the Transportation Systems Coordinator, and the Hackers Appeal Board. In addition, the office coordinated the establishment of a taxicab task force to develop public policies and an action program. The Organization and Management staff is participating in this task force and has prepared a report on administrative and management considerations for review by this group.

Transfer of Security Personnel: The Nelsen Commission study of the District Government recommended that the Department of Highways

and Traffic transfer its security guard positions, and budget for same, to the Department of General Services. Both departments agreed to the transfer, and the Organization and Management Division coordinated necessary budgetary and personnel arrangements and developed an executive order to accomplish the transfers. Better control and utilization of security personnel is the anticipated benefit.

Non-Driver Identification Cards: The City Council enacted an ordinance to provide identification cards for non-driver District residents over age 15. The Organization and Management Division researched the administrative requirements to implement the ordinance and developed an executive order to place the function in the Department of Motor Vehicles. Implementation of the ordinance provisions have been delayed pending the location of funds.

Automated Water Billing: In response to citizen complaints to the Mayor's Complaint Center, the Organization and Management Division reviewed the District's water and sewer administrative problems in the billing operation. The resultant study identified key problem areas and recommended that an automated water and sewer billing procedure be established by the Department of Environmental Services. That department concurred with the recommendations and hired a consultant with the necessary hardware capability to make a feasibility study. Results of this study are expected in the near future.

establishing a Rent Control Commission. Since the Commission could not become immediately operational, the Organization and Management Division arranged all logistics and provided staff assistance to establish a temporary Rent Control Information Office. The Organization and Management staff then provided necessary assistance to make the Commission operational, including establishment of procedures and orientation of temporary staff; developing Rent Control Act summaries and regulations for distribution to the public; drafting and clearing executive orders; drafting landlord and tenant petition forms; assembling legislative history and organizational material for use by the Commission; developing a proposed schedule of operations; and arranging a transition for continued support to the Office of Housing and Community Development.

Analysis of a Department of Commerce: The Nelsen Commission study recommended that the District establish a Department of Commerce which would merge existing responsibilities of the Department of Economic Development, Recorder of Deeds, Surveyor's Office, and other small entities. An analysis has been prepared which discusses relationships and presents alternatives for establishing a department in phases to minimize organizational, administrative and staffing problems. Significant problem areas were highlighted. The proposals are under study at this time.

Department of Housing and Community Development: The home rule bill provided for the transfer of the Redevelopment Land Agency and National Capital Housing Authority to the city government. A steering committee was established by the Mayor to recommend a structure and schedule of administrative actions for a consolidated Department of Housing and Community Development. The Organization and Management Division participated on the Organization Task Force to the steering committee. Recommendations of this task force are under consideration at this time.

Followup on Council Regulations: A continuing process is needed to assure that the Executive Office is apprised of all legislative actions of City Council which may require implementation by agencies of the city government. The Organization and Management Division has therefore initiated a continuing process of monitoring Council legislation from the public hearing stage to final adoption, so that the Division is in a position to draft executive orders as necessary for timely implementation.

Assistance to the Central Planning Office: Following the staff buildup toward a central planning capability within the Office of Planning and Management in FY 1974, a number of administrative actions were required to quickly make operational the Planning Division. Staff of the Organization and Management Division was detailed for a lengthy period to coordinate necessary actions including the establishment of administrative and grant accountability procedures.

Analysis of Organizational Responsibilities and Structure for Transportation Programs: The Nelsen Commission study of the District Government recognized a relationship between the efficient movement of people and goods and the organizational structure and division of functions employed by the city toward that goal. Recognizing the limitations of that study in terms of its depth and assessment of organizational alternatives, the Organization and Management Division conducted a more thorough analysis which culminated in proposals for redirecting transportation priorities and realigning organizational responsibilities. These proposals are under study at this time.

Space Utilization in the City Government Headquarters: The expansion of City Council staff resulting from additional responsibilities under home rule legislation has necessitated analysis of alternatives for locating the added staff and facilities. This required space action has also provided an opportunity to evaluate the use of space throughout the District Building for the purpose of establishing guidelines and policy on future space allocation. The Organization and Management Division, utilizing data supplied by the Department of General Services, made proposals for consideration by the Space Review Committee of the city government. Action is underway on several of the recommendations.

Orientation for New Officials: The Management staff places considerable importance on the adequate orientation of new top officials in the District Government in order to facilitate their understanding of government procedures and familiarity with directors and officials of other agencies with whom they will be dealing. In this context, the Organization and Management division designed and coordinated orientation seminars for the newly-appointed librarian and for top staff of three agencies transferred to the city government: Redevelopment Land Agency, National Capital Housing Authority, the Department of Manpower (formerly D. C. Manpower Administration in the Department of Labor). In addition, an orientation was held for summer interns in order to make best use of their temporary services.

Management Assistance to the Service Area Budget Workshops: The Community Services Division of OPM requested assistance of the management staff in the conduct of the service area budget workshops for FY 1976. Staff was assigned to work closely with that division in the coordination of task force efforts to plan the workshops and to provide a management resource at each of the workshops in the nine service areas. The staff attending the workshops later reported citizen recommendations having management implications.

Implementation of Nelsen Commission Recommendations: The Nelsen Commission study of the District Government cited 451 recommendations for improving the management and organization of the city bureaucracy. The Organization and Management Division has expended considerable efforts toward coordinating and monitoring implementation of the study recommendations, where feasible. A report of progress on implementation of Nelsen Commission recommendations by various city agencies is being submitted separately.

Management Assistance to the Service Area Advisory Committee: The Service Area Advisory Committee is the government advisory body to the city-wide service area system. A committee task force was established to review the role of the service area in relation to provisions of home rule legislation. Organization and Management Division staff was assigned to provide technical support to the task force in considering such proposals as the decentralized delivery of services, adoption of common service boundaries for all agencies, reorganization of government advisory structures, reorganization of complaint and information services, and provision of an apparatus to relate to the Advisory Neighborhood Councils which will report to the City Council.

Motor Fleet Management: An Office of Motor Fleet Management was established in 1972 within the Department of General Services, and since that time DGS has been actively implementing the centralized motor fleet concept to all District agencies except Public Schools and the Police Department. Organization and Management staff has coordinated unified efforts between District agencies to promote consolidation of maintenance functions under the Mainstem automated system; worked cooperatively with the Office of Budget and Financial Management to review maintenance requirements and requests for new vehicles; and published clarifying directives on the status of vehicles. Further efforts are also continuing to tie in Public Schools and the Police Department to the overall system.

Organization Handbook: In FY 74 the first city handbook on the organization and functions of the District government was published by the Organization and Management Division. Efforts have continued since that time to update and revise this handbook to accurately reflect the many changes which continually occur.

Followup on GAO Audits: The General Accounting Office performs various audits in District agencies as part of its investigatory responsibilities. The Organization and Management Division reviews these reports and coordinates implementation action where appropriate, particularly where management implications are involved.

Staffing Patterns for D.C. Court System

Senate Report, page 20: "The Committee also requests a review of the workload and staffing of the District of Columbia Courts. The Courts' staffing requirements have been based on workload estimates that have proved to be higher than workload experienced. In the judgment of the Committee, it may be possible to identify savings in the court operations and to redirect the excess funds into other criminal justice programs, in particular community correctional programs."

On the contrary, the work load of the Superior Court has increased steadily over the past several years. For instance, with the assumption of jurisdiction over serious felony cases the number of defendants against whom felony indictments were filed in the Criminal Division of the Superior Court jumped from 2,348 in 1972 to 3,514 in 1974. There has also been an increase since 1972 in the number of civil cases filed as the Superior Court gradually assumed general jurisdiction over all civil actions in the District of Columbia. As the Court has expanded its jurisdiction over these more complicated criminal and civil cases, more documents have been filed and far more hearings have been held in each individual case than at an earlier period when the work load was composed essentially of less serious and complex matters.

Insofar as specific development of staffing standards is concerned, both the General Accounting Office and the Superior Court have made attempts to determine whether such standards exist in any court system in the United States, but both agencies have been unsuccessful. Court personnel have contacted court officials in other cities with the view toward developing some valid statistical method by which work load standards can be compared. In view of the

total absence of any standards anywhere, no definitive standard can be presented at this time.

It is apparent, however, on the basis of a general survey of the operations of the Court that, if anything, the Court is understaffed. By law, the Superior Court has 44 judges. To operate the courtroom and chambers activities of each judge, the following personnel are necessary: courtroom clerk, bailiff, secretary, law clerk, court reporter, and the judge himself, for a total of 264 persons.

The Social Services Division has 290 employees, and the work load of each employee consists of 60 work units. Under nationally recognized standards of the American Correctional Association, each probation officer is to carry a maximum work load of 50 units (units are arrived at by assessing certain point weights to the preparation of presentence reports and the supervision of probationers). These major units are complemented and supported by such other divisions as a marriage license bureau, an auditor master's division, the attorney advisor's division, a fiscal operations division, planning and research division, and the personnel office, all with comparable staffing patterns.

The Superior Court Personnel Office has 10 employees to service the personnel actions with respect to a total of 1,135 court employees. Federal government offices generally show a ratio ranging from 34 employees for each personnel staff member to a ratio of 100 to 1. In the D. C. government comparable ratios range from 42 to 1 to 80 to 1. By contrast, the Superior Court ratio is 113.5 to 1.

Thus, in the two areas of court operations in which generally approved standards are available, the court operates with fewer employees than the national standard.

The Civil Clerk's Office consists of 77 employees. These personnel handled 158,655 new cases in 1974, each one consisting of a file ranging from a single document to as many as several hundred. These documents must not only be correctly received for filing, filed in appropriate jackets, but in many instances advice must be provided to lawyers as well as laymen with respect to the particular matter. The Civil Motions Commissioner's Office consists of 3 persons and it alone handles 7,011 motions. In many instances, drafting or redrafting of orders for the judges to sign to conform to court rules is necessary.

Similarly, the Criminal Clerk's Office, consisting of 59 persons, has the responsibility for handling the files, judgments, and sentences of 94,214 criminal defendants. Any error can result in premature release of a criminal or the unwarranted incarceration of an innocent defendant. For that reason, extreme care in the handling of the documents and thorough supervision are essential.

The Family Division Clerk's office consists of 72 employees, exclusive of the Commission on Mental Health which is a specialized unit with a chairman and a five-member staff operating under Chapter 5 of Title 21 of the District of Columbia Code (1973 edition). These employees handle some 21,529 cases per year, with many consisting of extensive pleadings and orders each of which must be documented and/or coded. The nature of the business of the division is such that requires extensive communication with the parties and their attorneys. This is above and beyond mere notifications

and relates to the difficulties normally associated with any traumatic experience. With the staff presently available, this activity, together with the general business of the office, strains employee commitment to outside limits. The care which must be exercised in receiving and processing cases must be of the highest order so as not to jeopardize liberty, property or the interests of the community.

The Central Violations Bureau has a staff of 17 people processing 135,015 moving traffic citations and 1,309,365 parking or non-moving traffic citations.

The Data Processing Division, consisting of 61 persons, including 47 key punchers, has the responsibility for keeping up-to-date files on all cases filed in the Criminal, Civil and Family Divisions, plus maintaining records of all moving and parking traffic violations filed with the Central Violations Bureau. All of the files for each division must be updated daily and checked for accuracy due to the fact that each division depends on information provided in reports prepared from the files. The Criminal Division and Central Violations Bureau particularly must have extreme accuracy; if the files were in error it could result in the incarceration of an innocent person. The files for all of the divisions are also used extensively for statistical reports.

Significant Items in House and Senate
Appropriations Committee Reports

| Item | Action taken or to be taken |
| --- | --- |
| 1975 House Report | |
| Youth Opportunity Services | |
| 1. The requested appropriation of $354,000 to maintain community-based youth programs now funded by Federal (OEO) grants due to expire at the end of fiscal year 1974 has been allowed. In the event that Federal funding becomes available in 1975, this appropriation is not be used and shall be allowed to revert to the Treasury. | 1. OEO funds were provided to maintain community-based youth programs. The $265,800 appropriated for that purpose will revert to the Treasury. |
| Study of Taxicab Meters | |
| 2. The Committee has not approved the request to delete the prohibition against the use of funds to study the merits of installing meters in the city's taxicabs. | 2. The Public Service Commission accepted the recommendation of their consultants that meters not be installed in taxicabs operated in the District of Columbia. A bill was introduced on May 27, 1975, in the Council of the District of Columbia to authorize the establishment and maintenance of a taxi meter system in the District. |

| Item | Action taken or to be taken |
| --- | --- |
| 1975 House Report | |
| Board of Elections | |
| 3. The Committee is concerned with the growing costs of the Board and urges that efforts be made to consolidate the number of elections held in the city. | 3. Each election conducted in the District of Columbia has been established by an Act of Congress on a day set by the Act. The Board of Elections and Ethics believes that the only possible consolidation in the next 5-6 years is to move the 1978 Primary Election for Congressional Delegate from May to September, when the Primary Election will be be held for Mayor and Councilmembers. The other Primaries held in May include the Presidential Preference Primary and the election of delegates to the national nominating conventions; those elections must be held prior to the August conventions. |
| Metropolitan Police Department | |
| 4. District officials have reduced the authorized strength of the uniformed force to 4,750 officers for 1975. In the opinion of the Committee, the crime statistics today do not justify that reduction. | 4. It is the opinion of the Chief of Police that the authorized strength of 4,750 officers is adequate under the present conditions if sufficient funds are available to keep actual strength reasonably close to authorized strength. |

| Item | Action taken or to be taken |
| --- | --- |
| 1975 House Report | |
| D.C. Criminal Justice Act Payments | |
| 5. The problems and abuses incident to the program of legal representation for indigent defendants over the years have been a matter of record, and every effort should be made to institute safeguards and prevent recurrences. | 5. About 2 years ago, the Board of Judges of the D.C. Superior Court adopted a resolution limiting the amount of compensation that an attorney could receive from Criminal Justice Act (CJA) appointments in the Superior Court, in any one year, to $18,000. To help ensure that expenditures under the CJA are kept to a minimum, the Court has: (a) increased the use of law students to handle certain cases under supervision; (b) required that all CJA vouchers, except those involving the trial of a case, be reviewed by a single judge; and (c) developed new CJA forms to obtain more detailed data on time spent on cases. In addition, a defendant's financial status is reviewed periodically to determine whether or not the defendant can contribute to the cost of his or her defense. It should be noted that the statutory compensation rate for attorneys under CJA is considerably less than the rate prevailing in the general legal market. |

| Item | Action taken or to be taken |
| --- | --- |
| 1975 House Report | |
| Reimbursement for Court Maintenance | |
| 6. The Committee recommends a reduction of 10 percent in the request for the Courts' reimbursement for the maintenance of the U. S. District Courthouse. A general provision is included to limit the use of appropriations to 90 percentum of the standard level user charge established pursuant to law. | 6. The Mayor's Legislative Program for 1975 includes a proposal to delete Section 47-204(a) of the D. C. Code, which provides for reimbursement by the Courts to the U. S. Government of the cost of the space used by the U. S. Attorneys and U. S. Marshals for the District. This action would remove the statutory requirement for the 75 percent reimbursement. |
| Reimbursement for Justice Department Services | |
| 7. A study was conducted by the Department of Justice, which resulted in a reduction in the reimbursement formula from 75 percent of expenditures to 53 percent of expenditures. In the opinion of the Committee, the formula should be reviewed annually. There is still a lack of program information in justification of the amount requested. | 7. Discussions are continuing between Federal and District officials on appropriate methods of financing those services and on the District's share of the expenditures of the two Federal units. The city's budget request for Fiscal Year 1976 does not provide funding for the reimbursement because the appropriations language that required the reimbursement was not included in the President's Fiscal Year 1976 budget. There is no statutory authority for the reimbursement. |

| Item | Action taken or to be taken |
| --- | --- |
| 1975 House Report | |
| Board of Higher Education | |
| 8. The Committee notes the effectiveness of the Board with regard to the planned consolidation of the D.C. Teachers College and the Federal City College. | 8. The Board submitted a progress report to the concerned Congressional Committees in October 1974. The Board plans to merge completely Federal City College and D.C. Teachers College as soon as all necessary steps can be carried out. The administrative services and student services for the two institutions have been consolidated, and the 1976 budget request provides for the equalization of expenditures by the two colleges in those areas. Plans for merging academic programs are being developed and reviewed, but it appears unlikely that the merger will take place by the start of the 1975-76 academic year. |
| Department of Human Resources - State Agency Assistance Functions | |
| 9. The Committee has approved the request for nine positions and $150,000 to allow the Department to maintain its State Agency Assistance functions. In the event Federal funding becomes available in 1975 this appropriation is not to be used and shall revert to the Treasury. | 9. The Department of Human Resources has not received Federal funding for those functions, and the appropriated funds are therefore being used as planned. |

| Item | Action taken or to be taken |
| --- | --- |
| 1975 House Report | |
| Department of Human Resources - Community-Based Services | |
| 10. The bill includes $3,710,000 to fund community-based services provided by private agencies currently financed by OEO contracts that will expire on June 30. In the event Federal funding becomes available in 1975, this appropriation is not to be used and shall be allowed to revert to the Treasury. | 10. The United Planning Organization (UPO) has continued to receive Federal funding for community-based services. Therefore, funds earmarked for services provided by private agencies financed through UPO have not been used. Funding totalling $500,000 was approved to provide funding for community-based programs that would have been eligible for funding from the Health and Welfare Council. The Department has contracted with six private agencies for the provision of the following services:<br><br>(a) Information Center for the Handicapped ($100,000), to provide for information, referral, and direct services to the Handicapped<br>(b) Bonabond ($120,000), for a third-party custody drug abstinence program<br>(c) Woodley House ($12,841), to support their residential center that provides services to psychiatric patients<br>(d) Change, Inc. ($16,675), to provide additional meals for the elderly<br>(e) S. E. Neighborhood House ($17,770), to provide additional meals for the elderly<br>(f) Episcopal Diocese of Washington ($15,555), to provide meals for the elderly. |

| Item | Action taken or to be taken |
| --- | --- |
| 1975 House Report | |
| | 10. (continued)<br>A request to reprogram $2,450,000 of the funds to finance an unexpected increase in the general public assistance caseload has been submitted to the Appropriations Committees. |
| Department of Highways and Traffic | |
| 11. District officials are directed to make a complete survey of the Department's staffing structure and needs and to report the results of the study prior to submission of the 1976 budget. | 11. The Department of Highways and Traffic conducted a staffing survey, which resulted in the abolishment of 147 vacant Capital Outlay positions. A copy of the survey report has been submitted to the Appropriations Committees. |

| Item | Action taken or to be taken |
| --- | --- |
| 1975 Senate Report - General Operating Expenses | |
| Performance Measurement | |
| 1. The Committee is especially interested in the efforts of the Office of Budget and Management Systems in the area of performance measurement. | 1. Selected programs in 14 District agencies under the direct administrative control of the Mayor are included in the first phase of the performance monitoring system (PMS). The first phase is expected to go into operation on July 1, 1975. Initial reports on performance for the selected programs will be available in the Spring 1976. A report entitled "Improving Program Performance" has been submitted to the Committees. |

| Item | Action taken or to be taken |
| --- | --- |
| 1975 Senate Report - General Operating Expenses | |
| Bond Issuance Program | |
| 2. The Committee should be informed if additional resources are needed to carry out the important and complex task of issuing bonds to finance the city's public works program. | 2. The 1976 budget request for the Office of Budget and Management Systems includes two new positions to meet added responsibilities in the capital program resulting from provisions in the Charter, including bonding authority. Also, two new positions are requested to set up a cash management unit, which will invest proceeds from bond sales. |
| Management Improvements | |
| 3. The Committee directs the Office of Planning and Management to submit a detailed report on management improvement efforts during Fiscal Year 1974 and the first half of Fiscal Year 1975. | 3. The Management Services Division of the Office of Planning and Management has been transferred to the Office of Budget and Management Systems, which was established at the end of calendar year 1974. A report on recent management improvement efforts prepared by the Office of Planning and Management (now the Municipal Planning Office) has been submitted to the Appropriations Committee. |
| Municipal Audit Director | |
| 4. The Committee also urges the District to appoint a permanent director for the Office, so that ongoing leadership will be provided. | 4. The Office of Municipal Audit and Inspection has been transferred to the Office of Buget and Management Systems, which was established at the end of calendar year 1974. The acting director of the former office has been named head of the audit unit; he reports directly to the Director of OBMS, who is responsible to the Mayor for the District's internal audit function. |

| Item | Action taken or to be taken |
| --- | --- |
| 1975 Senate Report - General Operating Expenses | |
| Information on Real Property Tax Program | |
| 5. The Committee notes the Department of Finance and Revenues efforts to increase public information on the real property tax and urges the continuation of those efforts. | 5. The Department now mails notices of proposed assessment to all property taxpayers each year regardless of whether or not there is a change in assessment from the previous year. The notice is accompanied by a brochure that explains the assessment process in the District and tells how the taxpayer may appeal the assessment. The notice and brochure for Fiscal Year 1976 assessments also contain information regarding the Property Tax Revision Act of 1974. |
| Property Assessment Program | |
| 6. The additional resources are for the development of a 2-year cycle for the assessment of real property. The Department of Finance and Revenue has stated that a one-year cycle will go into effect by 1977. | 6. The Property Tax Revision Act of 1974 provides that all properties in the District be assessed annually by Fiscal Year 1978. The Department reports that all taxable properties are now being assessed every two years in accordance with a recent court decision. A new computer-assisted system for assessing property is being developed with addditional resources provided for Fiscal Year 1975. Data needed for the new system are being gathered by assessment field personnel. The Department's goal is to complete data gathering and computer systems development before January 1977 in order to meet the Fiscal Year 1978 deadline for annual assessment. |

| Item | Action taken or to be taken |
| --- | --- |
| 1975 Senate Report - General Operating Expenses | |
| Lead-Base Paint Program | |
| 7. The Committeee reaffirms the importance of identifying the universe of need for a lead-base paint poison prevention program and urges the Department of Economic Development to evaluate its inspection procedures in this area. | 7. The Department of Economic Development reports that it is continuing efforts to identify all units having conditions pointing to lead-base paint poison problems. Units are identified through inspections in response to complaints about lead-base paint, inspections in response to referrals of units inhabited by risk-age children with confirmed elevated blood-lead levels, and preliminary determinations by inspectors as to the potential for the existence of lead paint poisoning hazard during all housing inspections. Inspection procedures are continuously reviewed and evaluated. |
| Youth Programs | |
| 8. The District is directed to proceed with an evaluation of all youth programs and to submit the results to the Committee. | 8. The Office of Youth Opportunity Services is now carrying out an evaluation of youth programs throughout the city. About 200 programs operated by both government and private agencies will be reviewed. The evaluation is scheduled to be completed in the early Fall of 1975. |

| Item | Action taken or to be taken |
| --- | --- |
| 1975 Senate Report - General Operating Expenses | |
| Organization of Housing Programs | |
| 9. The Committee is particularly interested in the city's plans for organizing the housing functions to include the Redevelopment Land Agency and the National Capital Housing Authority. | 9. The Mayor submitted to the City Council on April 8, 1975 Reorganization Plan No. 3, to establish the Department of Housing and Community Development. That plan has gone into effect. |
| Metrobus Subsidy Formula | |
| 10. The Committee is looking forward to receiving the results of the study to determine the most equitable formula for allocating the Metrobus operating deficit among participating jurisdictions. | 10. The Washington Metropolitan Area Transit Authority reports that an allocation formula has been recommended by the Committee on Development of Metrobus Deficit Allocation Formula, composed of members of the WMATA Board of Directors and staffs of the local governments. The recommended formula was:<br>(a) Separate allocations of costs revenues.<br>(b) Costs -<br>(1) Variable costs to be calculated on the basis of weighted bus miles and bus hours.<br>(2) Variable costs to reflect the additional cost of incremental peak period service.<br>(3) Variable costs for dedicated services to be assigned to the jurisdiction served and for nondedicated services to the jurisdiction where operated. |

| Item | Action taken or to be taken |
| --- | --- |
| 1975 Senate Report - General Operating Expenses<br>Metrobus Subsidy Formula - continued | (4) Fixed costs to be allocated on the basis of the relative share of buses assigned to each jurisdiction in the peak period.<br>c. Revenues -<br>(1) Revenues deposited in the farebox of interjurisdictional closed-door (dedicated) service to be assigned to the jurisdiction served.<br>(2) Revenues from intrajurisdictional passenger trips to be assigned to the jurisdiction of trip.<br>(3) Revenues from interjurisdictional passenger trips made on non-dedicated service to be assigned on the basis of passenger miles generated in each jurisdiction.<br>At the present time, variable costs are approximately 85 percent of the total operating costs and fixed cost, 15 percent ot the total. Of total variable costs, about one-third are mileage-related and two-thirds hourly related.<br>The Committee also recommended that should any jurisdiction's share of the deficit incurred in Fiscal Year 1975 exeed the following designated percentages of the total deficit, the |

| Item | Action taken or to be taken |
|---|---|
| 1975 Senate Report - General Operating Expenses | |
| Metrobus Subsidy Formula - continued | method for allocating fixed costs will be opened for renegotiation:<br><br>District Columbia 56 percent<br>Virginia 30 percent<br>Maryland 24 percent<br><br>It was further recommended that consistent and repeated gathering of data be made by WMATA staff in the administration of the formula and that details for implementing the formula be made available as an appendix to any agreement.<br><br>Final action on the recommendation has not been taken. |
| School Transit Subsidy | |
| 11. The Committee wishes to be kept informed of adminstative improvements in the school transit subsidy program and the associated savings to the District. | 11. The operational guidelines for distribution of the reduced fare transit tokens for students are continuously reviewed. Application blanks used to purchase the reduced fare tokens are distributed exclusively in the central offices of all schools and are stamped with the name of the school and the date of issue. The applications are void 2 weeks after issuance. Applications that do not bear a school stamp and date are not honored. This latest directive was issued May 27, 1975.<br><br>The Office of State Administration of the D. C. Public Schools has established a liaison with representatives of WMATA, WMATC, and D. C. Office of Budget and Management Systems to aid in dealing effectively with problems in the administration of the transit subsidy program as they arise. |

| Item | Action taken or to be taken |
| --- | --- |
| 1975 Senate Report | |
| Senate - Public Safety<br>Use of Civilian Employees by Metropolitan Police Department | |
| 1. The Committee urges the Department to continue its analysis to identify additional police officer positions that can be filled by civilian employees with no loss of service and protection for the public. | 1. The Metropolitan Police Department is continuing efforts to replace police officers with civilians in all cases where such replacement is feasible. Of the 100 additional civilian positions authorized for FY 1975, 74 have been filled through exemptions from the current hiring freeze in the District Government. Authorization for expansion of the program will be sought if an evaluation of the initial effort is favorable. |
| Police Overtime | |
| 2. The Committee expects the Department to control over time expenditures carefully and to continue to explore ways to limit the time police officers must spend in court waiting to testify. | 2. The Metropolitan Police Department is making every effort to hold down overtime costs. In calendar year 1974, for example, the number of court appearances was reduced 6.6 percent below calendar year 1972. During the same period, the number of hours spent in court was reduced by 20.0 percent. The total amount expended for overtime in Fiscal Year 1974 was 22.9 percent less than the amount used in Fiscal Year 1973.<br><br>With the cooperation of the courts, certain procedural changes have to be made that have reduced the amount of court time required. Among the procedures are: (a) use of check-in procedures for traffic case defendants to permit |

| Item | Action taken or to be taken |
| --- | --- |
| 1975 Senate Report - Public Safety | |
| Police Overtime - continued | |
| | 2. (continued)<br><br>earlier dimissal of officers when the defendant does not appear; (b) revision of the Department's General Orders to require that court days be established for detectives as well as for uniformed officers; (c) requirement that only one officer must appear for "papering" a case, even though the arrest may have been made by two or more officers; and (d) continuous monitoring of the number of officers subpoenaed.<br><br>In addition, each payroll is examined to determine whether an apparently excessive amount of overtime was used by any particular unit. If such excesses are noted, explanations are required. Unit commanders are frequently reminded of the necessity of holding down overtime. |
| Workload of D.C. Courts | |
| 3. The Committee requests a review of the workload and staffing of the District of Columbia Courts. | 3. A report from the D.C. Courts has been submitted to the Appropriations Committees. |

| Item | Action taken or to be taken |
| --- | --- |
| 1975 Senate Report Public Safety | |
| Cooperation To Reduce Police Overtime | |
| 4. The Committee directs the courts to continue to work with the Metropolitan Police Department to reduce the amount of time that police officers must spend in court. | 4. At the Superior Court's initiative, all traffic trials are screened on the morning of the trial date so that the police officer can be excused immediately if the defendant is not present. At a meeting in January 1975 between officials of the Court, the Metropolitan Police Department, and the Department of Motor Vehicles, a task force was appointed to identify ways to achieve further savings in police time. As a result, an experimental program that would reduce police officer court time is presently under consideration.<br><br>At the suggestion of the D.C. Corporation Counsel, the Court has agreed to have citation release cases that are prosecuted by the District of Columbia "papered" on the day prior to the presentment of the defendant in court. Under this system, the officer will be excused as soon as the papering has been completed. Under the present system, cases are papered on the day of presentment, and the officer must stay in the courtroom until the presentment occurs. |

| Item | Action taken or to be taken |
| --- | --- |
| 1975 Senate Report | |
| Staffing for Department of Corrections | |
| 5. The Committee directs the Department of Corrections to review staffing needs and patterns for consideration in 1976. | 5. A report on staffing standards has been submitted to the Appropriations Committees. In summary, the Department has carried out budget hearings at various management levels to give administrators the opportunity to look at workloads, to review existing staffing levels, and to justify requested increases. This approach provided a start at management analysis by fostering a better understanding of each unit's activity and corresponding manpower needs.<br><br>The next step is the establishment of workable staffing standards reflecting broad objectives and the development of quantifiable standards. |
| Management Improvements in Department of Corrections | |
| 6. The Committee will expect the Department to use a portion of the increase provided to establish a special management improvements staff. The Committee will expect a report on the steps taken to correct the problems cited by a report of the General Accounting Office. | 6. A report on corrective actions taken by the Department has been submitted to the Appropriations Committees. |

| Item | Action taken or to be taken |
| --- | --- |
| 1975 Senate Report - Public Safety | |
| Lorton Improvement Program | |
| 7. The Committee urges the District Government to reach agreement on the Lorton Improvement Program. | 7. The Mayor submitted to the Council in April 1975 a revised reprogramming request to finance the Lorton Improvement Program. The revised request was necessitated by the increase in estimated costs for carrying out the plan. The Council is considering the recommended reprogramming action. |
| 1975 Senate Report - Education | |
| Improved and Innovative Programs | |
| 1. Because of the declining population at the elementary school level, approximately $2.3 million will be released in 1975 to fund improved and innovative programs. Plans also call for significant changes in administrative organization, planning and management services, and staff development. The Committee requests that the Public Schools submit a detailed report on the results of the planned changes. | 1. The school system reports that actual membership in the elementary schools on October 17, 1974 was 74,432, higher than the projected 73,300. Approximately $2 million was freed for improved and innovative programs. That amount supports approximately 140 TSA-15 positions. As of October 22, 1974, those positions were being used in the following ways:<br>(a) 63 positions, including 37 positions shifted from the Impact Aid budget, to increase the number of pre-kindergaten teachers;<br>(b) 45.5 positions to increase the number of kindergarten teachers;<br>(c) 15 positions to improve remedial instruction;<br>(d) 18 positions to serve as open space classroom coordinators;<br>(e) 3 positions converted to 5 GS-4 teachers aides. |

| Item | Action taken or to be taken |
| --- | --- |
| 1975 Senate Report - Education | |
| Career Development Program | |
| 2. The Committee requests that the school administration submit a detailed report on the planned reorganization of the Career Development Program. | 2. A report has been submitted to the Appropriations Committees. |
| Coordination Between Public Institutions of Higher Education | |
| 3. The Committee urges the Board of Vocational Education to continue to work with the Board of Higher Education to improve coordination between the public institutions of higher education. | 3. The Board of Vocational Education reports that the question of coordination between the public institutions of higher education will be resolved by the creation of the University of the District of Columbia, as authorized by Public Law 93-471 |
| Tuition Rates | |
| 4. The Committee has expressed concern over the low tuition rates charged to nonresidents attending the District's public colleges. The Committee directs the Board of Higher Education to reevaluate tuition policy and to report the results to the Committe. | 4. The nonresident tuition policy for Federal City College and D. C. Teachers College has been reassessed by the Board of Higher Education. The Board has concluded that to increase the nonresident tuition beyond the amount now approved in the face of the current tight job market in the District would have a severe impact on nonresident students, most of whom must work to pay for tuition.<br><br>In Academic Year 1975-76, FCC and DCTC will have uniform tuition rates. For FCC, the undergraduate nonresident tuition rate for students carrying a maximum |

| Item | Action taken or to be taken |
| --- | --- |
| 1975 Senate Report - Education | |
| Tuition Rates - continued | |
| | 4. (continued) full-time load will increase 8 percent over the current $825 per year; for graduate students, the rate will increase 100 percent over the $15 per credit hour now in effect. At DCTC, the undergraduate nonresident tuition rate will increase 10 percent of the current $33.75 per credit hour rate. The graduate nonresident tuition at DCTC will decrease by 13 percent. |
| 1975 Senate Report - Recreation | |
| Evaluation of Youth Programs | |
| 1. The Recreation Department is part of the juvenile justice system. The Committee expects that those programs will be included in the evaluation of youth programs. | 1. The Recreation Department reports that many activities of the Roving Leader Program have been coordinated with the Office of Youth Opportunity Services, as well as with other youth-serving agencies. They have worked together in implementing programs that have helped prevent and control juvenile delinquency. |
| 1975 Senate Report - Human Resources | |
| Welfare Benefits Standards | |
| 1. The Committee directs the Department to base welfare payments on current cost-of-living standards. | 1. The public assistance benefits standards now in effect are based on the cost of living index for February 1973. The increased benefits standards proposed for Fiscal Year 1976 will be based on a more recent cost-of-living index. |

| Item | Action taken or to be taken |
| --- | --- |
| 1975 Senate Report - Human Resources | |
| Per Child Costs for Day Care | |
| 2. The Committee directs the Department of Human Resources to redirect available resources if necessary so that the average cost per year per child in day care programs can be increased from $1,800 to $2,000. | 2. The Department reports that inflationary cost increases have necessitated an increase in the average cost per year per child for day care services. The average cost is approximately $2,000. |
| Model Cities Day Care Program | |
| 3. Every effort should be made to continue the present level of day care service in the city, especially in the Model Cities area. | 3. The Model Cities agency has agreed to provide the local funding share for the Model Cities day care programs through April 30, 1975. An additional $110,000 was needed to support the program through June 30, 1975. |
| Community Group Homes for Youth | |
| 4. The Committee requests a progress report on efforts to develop more community-based facilities for youths who are wards of the city or who are adjudicated delinquent or in need of supervision. | 4. A report has been submitted to the Appropriations Committees. |
| Security at Children's Center | |
| 5. The Committee requests the Department of Human Resources to identify the needs for additional security coverage at the Children's Center, Laurel, Maryland. | 5. A report has been submitted to the Appropriations Committees. |

| Item | Action taken or to be taken |
| --- | --- |
| 1975 Senate Report - Human Resources | |
| Private Agency Programs | |
| 6. The Committee concurs with the House reduction of $800,000 below the budget request and recommends that the reduction be applied primarily to funding for the United Planning Organization headquarters staff. | 6. The United Planning Organization continued to receive OEO funding for both headquarters, staff and delegate agencies. No funds were provided by the Department of Human Resources. |
| Adult Foster Care | |
| 7. The Committee recommends that the District give careful attention to the needs of the Adult Foster Care Program in the formulation of the FY 1976 budget request. Moreover, the Committee would have no objection to the redirection of funds to provide an increase for the program should funds become available. | 7. Payments to operators of adult foster care homes will be increased by $30 a month. |
| Comprehensive Child Care Planning | |
| 8. The Committee has been informed that the Department of Human Resources will have a comprehensive child welfare plan completed by September 1, 1974. | 8. The Department of Human Resources delivered a copy of its Comprehensive Child Care Plan to the General Accounting Office on November 8, 1974. The transmittal letter from the DHR Director expressed his desire and willingness to discuss the document. Copies of the plan have been submitted to the Appropriations Committees. |

| Item | Action taken or to be taken |
| --- | --- |
| 1975 Senate Report- Human Resources | |
| Comprehensive Child Care Planning | |
| | 8. (Continued)<br><br>The Plan deals with protective services, subsidized adoption, and other vital programs.<br><br>This year, DHR has established an additional emergency care group home under a purchase-of-service arrangement and has approved the establishment of another such home. Efforts continue to develop additional traditional foster homes. The Department also tries to return children to their families whenever possible. |
| Care and Treatment of the Mentally Retarded | |
| 9. The proposed bill provides an increase of $900,300 to initiate an 8-year program for improving the care and treatment of mentally retarded persons in the District of Columbia. | 9. The increased funding approved for Fiscal Year 1975 has supported the expansion of the New Careers Program, development of a pay scale and payment to residents working at Forest Haven, and the movement of 25 to 50 persons from Forest Haven into community settings. Training and educational programs at Forest Haven have been expanded with local and Federal funding. The Fiscal Year 1976 budget requests added resources for the second year of the improvement program. |

| Item | Action taken or to be taken |
| --- | --- |
| **1975 Senate Report - Human Resources** | |
| Mental Health Programs | |
| 10. To ensure that operations begin as quickly and as smoothly as possible at the Residential Center for Emotionally Disturbed Children under construction at the Area B Mental Health Center, the Committee urges the Department of Human Resources to begin recruiting for a director and secretary for the new facility during the third quarter of 1975. | 10. The two positions were advertised with a closing date for receipt of applications of March 1, 1975. They have not yet been filled. |
| **1975 Senate Report - Highways and Traffic** | |
| Use of District-owned Motor Vehicles | |
| 1. The Committee is encouraged by the steps taken by the District Government to reduce and restrict employee use of District-owned vehicles; but more needs to be done. | 1. The Department of Highways and Traffic assigned city cars on a 24-hour basis to nine employees during the 1974-1975 snow season, down from 38 employees who were assigned cars for overnight use the previous year. In addition, four Department officials are authorized to use city cars on a 24-hour basis year-round to meet their responsibilities for traffic control and surveillance and for emergency situations. |

| Item | Action taken or to be taken |
|---|---|
| 1975 Senate Report - Highways and Traffic | |
| Traffic Safety | |
| 2. The Committee would have no objection to a reprogramming of funds to enlarge the D. C. Traffic Safety Education Program to accommodate handicapped adults. | 2. The D. C. Traffic Safety Education Program to accommodate handicapped adults could not be started during FY 1975 because funds were not available for reprogramming. The cost for the program was estimated to be $102,000 and 2 full-time positions. |
| Control of Motor Vehicle Exhaust Emission | |
| 3. Last year's report called upon the Department of Motor Vehicles to work with area jurisdictions in developing cooperative agreements for the control of motor vehicle exhaust emission. The Committee requests a progress report on the development of cooperative agreements. | 3. Responsibility in this area rests with the Air Quality Planning Committee, as outlined in the 1971 Agreement for Air Quality Planning for the National Capital Interstate Air Quality Control Region. The 1971 Agreement provided for each jurisdiction to work individually and collectively toward improved and expanded activities aimed at improving air quality through vehicle exhaust emission programs. There are laws pending in the Maryland and Virginia State Legislatures and in the District of Columbia Council to establish exhaust emssion standards. The District is scheduled to begin its full-scale program to test exhaust emissions about July 12, 1975. The city's proposed emission standards have been tentatively approved by the Environmental Protection Agency. |

| Item | Action taken or to be taken |
| --- | --- |
| **1975 Senate Report - Environmental Services** | |
| **Clean Up Program** | |
| 1. It is the desire of the Committee that the Mayor make a major commitment of Public Employment Program jobs in a special effort to clean up the city. | 1. During Fiscal Year 1975, a total of 76 positions funded under the Public Employment Act Program and the Comprehensive Employment and Training Act Program were authorized for the solid waste management program of the Department of Environmental Services. |
| **Use of District-Owned Motor Vehicles** | |
| 2. The Committee is encouraged by the steps taken by the District Government to reduce and restrict employee use of District-owned vehicles; but more needs to be done. | 2. In January 1974, the Department of Environmental Services had authorized the 24-hour use by employees of 57 District-owned motor vehicles. In January 1975, that number had been reduced to 34, of which 23 were authorized for the snow season only. |
| **Reports on Clean Up Program** | |
| 3. The Committee requests quarterly reports on the Department of Environmental Services' progress in carrying out the clean up program. | 3. Reports have been submitted to the Appropriations Committees. |

| Item | Action taken or to be taken |
|---|---|
| **1975 Senate Report - Environmental Services** | |
| Solid Waste Management | |
| 4. The Committee urges the Department of Environmental Services to continue to explore ways to increase the productivity of refuse collection crews and to recover valuable resources from solid waste. Development of the Lorton resource recovery project should proceed as soon as possible. | 4. The Department recently held discussions with sanitation workers union officials to brief them on proposed pilot studies to test certain productivity improvements. The studies will evaluate the effects of changes in crew size, work standards, and route patterns, including the effects of the consolidation of Wednesday bulk pick-up with regular second-day collections. The 1976 Capital Improvements Program requests $9,651,000 for the development of Resource Recovery Facilities at Lorton, Virginia. |
| Billing for Water and Sewer Services | |
| 5. The Committee requests a report on the Department of Environmental Services' progress in eliminating the backlog in the billing operation for water and sewer service charges and in improving the management of the billing system. | 5. Efforts are under way to improve the billing system. A substantial portion of the billing backlog was eliminated by the rendering of back bills for the Upper Northwest part of the city in the Spring of 1975. |
| **1975 Senate Report - Capital Improvements** | |
| Wilson Swimming Pool | |
| 1. The Committee has approved $3,100,00 for the construction of the swimming pool at the Wilson Senior High School, with several restrictions on the location and design of the facility. | 1. The D. C. Public Schools report that all provisions as stated in the Senate Report have been complied with in the design of the facility (i.e., its location, the design features intended as noise abatement measures, the location of the faculty parking lot, and the orientation of the entrance lobby). |

| Item | Action taken or to be taken |
| --- | --- |
| 1975 Senate Report - Capital Improvements | |
| School Facility Planning | |
| 2. The Committee has denied requests for initial funding for new school projects because of the need for further planning for capital facility needs for public schools. To aid in the planning, the Committee will have no objection to a reprogramming request for the $200,000 needed for school facility planning. | 2. The Fiscal Year 1976 request for operating funds for the D. C. Public Schools includes funds to establish a Division of Facilities Planning, to improve the management of the Schools' capital improvements programs and repair and maintenance activities. The 1976 capital outlay budget includes funding for first-stage design work for five senior high school moderization projects. The funds will be used to develop the detailed cost estimates and specifications that must be available before the District can issue bonds to finance the new projects. |
| Lincoln Center | |
| 3. The Committee encourages the District to move ahead with the replacement of the obsolete building at the Lincoln Center for the Mentally retarded and Physically Handicaped through the reprogramming of surplus funds available from completed projects. | 3. The FY 1976 Capital Improvements request includes $402,600 for this project. Funds for the project will have to be borrowed on the private capital market, in accordance with the provisions of the D.C. Self-Governmental Reorganizational Act of 1973 (Public Law 93-198). |
| Renovation of Glenn Dale Hospital | |
| 4. The Committee has not allowed the request to purchase the Metropolitan Hotel and Extended Care Facility. The Committee believes the city should develop a plan to bring Glenn Dale Hospital into conformance with life safety standards and should seek funds to accomplish the needed improvements. | 4. The Executive Budget request for Fiscal Year 1976 included funding for the renovation of Glenn Dale Hospital. That request was denied by the City Council, which added to the 1976 budget $8.4 million for the purchase of Metropolitan Hotel and Extended Care Facility. |

59-211 O - 76 - 6

| Item | Action taken or to be taken |
| --- | --- |
| 1975 Senate Report - Capital Improvements | |
| Washington Technical Institute | |
| 5. The Committee concurs in the House allowance of $50,276,500 for continued development of the permanent campus for Washington Technical Institute. The Committee has no objection to the provision of adequate parking facilities at the new campus. | 5. The current design of the WTI campus does not provide for parking facilities. An environmental impact study of the campus, however, concluded that some off-street parking space was required to prevent extensive use by WTI students and faculty of on-street parking on nearby residential streets. |

| Item | Action taken or to be taken |
| --- | --- |
| 1975 Conference Report | |
| Residential Permit Parking Program | |
| 1. The conferees are agreed that no residential permit parking program shall be implemented without prior discussion and approval of the appropriate committees of Congress. | 1. The Fiscal Year 1976 budget request for the Department of Highways and Traffic contains $50,000 for the administration of a residential permit parking program. The program was authorized by the City Council in late calendar year 1974. |
| Office of Human Rights | |
| 2. The conference action deletes $139,100 proposed by the Senate for the Office of Human Rights. The conferees are agreed that the three-member Commission on Human Rights may be staffed within existing sources. | 2. The 1976 budget request includes $58,200 and 3 staff positions for the Commission on Human Rights. Staff assistance is now being provided under the Comprehensive Employment Act Program. |
| Commission on the Status of Women | |
| 3. The conference action deletes $17,600 proposed by the Senate for the Commission on the Status of Women for the conversion of a temporary status and other costs. The conferees are agreeable to the continuation of that position in a temporary status. | 3. The Commission was unable to retain the GS-9 Staff Assistant position because of the lack of funds. A GS-6 Program Assistant position is being funded under the Comprehensive Employment and Training Act Program. |

| Item | Action taken or to be taken |
| --- | --- |
| 1975 Conference Report | |
| D. C. Criminal Justice Act Program | |
| 4. The conferees note that the 1975 appropriation bill for the District includes for the first item funds for private attorneys who represent indigent defendants in the city's court system, and point out the need for complete coordination of this program with those of the Public Defender Service. | 4. There has been substantial coordination between the D. C. Courts and the Public Defender Service in the administration of the D. C. Criminal Justice Act. For example, the Public Defender Service prepared the initial draft of the plan for the representation of indigents that the Joint Committee on Judicial Administration issued pursuant to Public Law 93-412, the D. C. Criminal Justice Act. |
| Public Assistance Payments | |
| 5. The increase of $300,000 over the House allowance is to raise benefits to public assistance recipients to 85 percent of the cost of living for February 1973 on January 1, 1975, as recommended by the House. Part of the increase in benefits will be financed by anticipated savings produced by the city's welfare reform program to be redirected. | 5. The increase in public assistance benefits was instituted on schedule. |
| Services for Children and Youth | |
| 6. The conferees are agreed that the Department of Human Resources should carry out the recommendations of the Congress with regard to (1) increased utilization of group homes and other community based facilities for the care and rehabilitation of delinquent youths and youths in need of supervision and (2) the completion of the Department's comprehensive plan for protective and rehabilitation services to children and review of the plan with the General Accounting Office. | 6. A report on actions in these areas has been submitted to the Appropriations Committees. |

SUBCOMMITTEE RECESS

Senator CHILES. We are going to have to recess now. Some of these other questions I have on the overall statements, I can get into as we hear the various departments. There may be some that I would like to ask again and to get further comment on when we reconvene next Monday morning, so we will recess the subcommittee now until 10 a.m. next Monday.

[Whereupon, at 11:55 a.m., Wednesday, December 10, the subcommittee was recessed, to reconvene at 10 a.m., Monday, December 15.]

| Item | Action taken or to be taken |
|---|---|
| 1975 Conference Report | |
| School Health Program | |
| 7. The conference action deletes $100,000 proposed by the Senate for the school health program, Bureau of Clinical Services. The conferees note that the Department of Human Resources has the largest personnel base in the District Government and offer no objection to the staffing of the school health program within existng resources. | 7. Because of financial constraints on the Department during Fiscal Year 1975, it was not possible to hire additional staff to expand the school health program. The same level of services that was provided in Fiscal 1975 had been provided during Fiscal 1974. |
| Appearance of the City | |
| 8. The conferees expect a marked improvement in the appearance of the city within the coming year and quarterly reports on the use of the funds should be made to the Committee on Appropriations by the Department of Environmental Services, outlining specific improvements resulting from the appropriation of the funds. | 8. Reports have been submitte to the Appropriations Committees. |

# DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1976

MONDAY, DECEMBER 15, 1975

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

The subcommittee met at 10:45 a.m., in room 1223, Everett McKinley Dirksen Office Building, Hon. Lawton Chiles (chairman) presiding.

Present: Senators Chiles and Mathias.

## DISTRICT OF COLUMBIA

### OFFICE OF THE MAYOR

**STATEMENT OF WALTER E. WASHINGTON, MAYOR-COMMISSIONER**

**ACCOMPANIED BY:**

**MARTIN K. SCHALLER, EXECUTIVE SECRETARY, OFFICE OF THE MAYOR-COMMISSIONER**

**COMER S. COPPIE, DIRECTOR OF OFFICE OF BUDGET AND MANAGEMENT SYSTEMS**

#### JUSTIFICATION

Senator CHILES. The subcommittee will now consider the budget estimate of the Office of the Mayor. The 1976 budget request is in the amount of $1,426,400, and provides for a total of 37 positions. This compares with the $617,000 appropriated last year. The number of positions requested is increased by two over the amount that can be sustained by the adjusted base level. The opening statement from the justification book will be inserted in the record at this point along with the agency summary.

[The justification follows:]

#### OFFICE OF THE MAYOR

The Mayor, under the District of Columbia Self-Government and Governmental Reorganization Act of 1973, is the Chief Executive Officer of the District Government. As Chief Executive he has responsibility for the organization and management of the City government, determination of overall policy direction and preparation of fiscal and budget programs.

The Mayor also has extensive duties as an official representative of the City, to its citizens, national leaders and international visitors.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Office of the Mayor

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 20 | $475.3 | 27 | $617.0 | 37 | $1,426.4 | +10 | +$809.4 |

| Page No. | Analysis of 1976 Change: | | | | |
|---|---|---|---|---|---|
| AA-4 | Budget adjustments: | | | | |
| | 1. Transfers in: | | | | |
| | Office of the Aging | | | +1 | +12.3 |
| | Commission on the Arts | | | +8 | +87.4 |
| | 2. Transfer out: | | | | |
| | Office of Municipal Planning | | | -1 | -35.7 |
| | 3. Base reductions | | | ... | -35.6 |
| | Total, basc adjustments | | | +8 | +28.4 |
| AA-5 | Program increases: | | | | |
| | 1. Pay raise annualization | | | ... | +19.1 |
| | 2. Staff an Office of the Aging: | | | | |
| | GS-16 Executive Director | 1 | $11.9 | | |
| | GS-12 Assistant to the Commission on the Aging | 1 | 6.2 | +2 | +18.1 |
| | 3. Mayor's ceremonial expenses | | | ... | +10.0 |
| | 4. Increased dues ($20.0) and communications ($8.0) | | | ... | +28.0 |
| | 5. Supporting services for the International Visitors Committee | | | ... | +15.0 |
| | 6. Grants and subsidies for the Commission on the Arts | | | ... | +300.0 |
| | 7. Support for nutritional programs for City residents and to better meet the needs of elderly citizens | | | ... | +350.0 |
| | 8. Local grant matching funds for Office of the Aging grants | | | ... | +40.8 |
| | Total, program increases | | | +2 | +781.0 |

COMMISSION ON AGING AND ARTS COMMISSION

Senator CHILES. To support the request, we have the following witnesses: the Mayor; Martin K. Schaller, the executive secretary; and Mr. Comer Coppie, budget officer.

Mayor WASHINGTON. I must say at the beginning, Mr. Chairman, that some of the additions to my office, which varies from time to time, are related to recent reorganizations that have been passed by the Council and signed by me that involve at least two new units, the Commission on the Aging and theArts and Humanities Commission. The transfer of the Aging and Arts Commission into the executive office of the Mayor result from those reorganizations. Basically, where they have been moved out of operating departments into my executive office it has been done in order to give them more stature in the organizational framework. Martin, you can give the details.

Mr. SCHALLER. Mr. Chairman, you had requested the other day that you wanted us to respond to specific questions relating to the transfer of both the arts function and the aging, and I have prepared a rather detailed reply to these questions which were submitted previously either for the record or to present to you today. I am prepared to do that at the present time.

Senator CHILES. What is the policy of bringing operating programs into the Mayor's office?

Mayor WASHINGTON. I wouldn't say that there is a definite policy, but in connection with the aging, for instance, the process that we have gone through to try to elevate the stature of those Commissions into a better framework in the executive branch has been basically to take them out of other agencies, or other departments where they have been somewhat subverted.

Senator CHILES. Where was aging before?

Mayor WASHINGTON. Aging was in the Human Resources Department, which is one of our biggest departments, and it was basically a Commission with minimum staff. The feeling both of those people on the Aging Commission and the HEW's senior citizens activity indicated that it perhaps was suppressed in such a large agency, and it needed a little more stature and a little more attention at the executive level. I think we were in full agreement that that was the case, and the activities of that body, of course, have been expanded to conform with the Older Americans Act, where they receive certain funding, and also to put them in a position to look broadly at problems of nutrition, housing, manpower, what have you, with respect to the many problems that are facing the elderly.

I would say that this move was recommended by the Aging Commission members as being one that they felt was needed to get the Commission and that aspect of its activity out of such a large agency where it was believed to be subverted in terms of its ability to function broadly in the interest of the elderly citizens.

MAYOR'S CEREMONIAL EXPENSES

Senator CHILES. Would you describe the requirements due to home rule that necessitates the increase of $10,000 in the Mayor's ceremonial expenses?

Mr. SCHALLER. I am prepared to respond to that. Mr. Chairman, if I may, I would like to read my brief reply here for the record.

The $10,000 appropriation in the Mayor's ceremonial expense fund has not been increased since 1943. Inflation has completely eroded the purchasing power of this amount in the past 32 years. The large number of foreign and U.S. dignitaries which come to our city each year and which require ceremonial and courtesy calls on our Mayor requires the exchange of gifts and other appropriate courtesy. An increase in this ceremonial fund is required irrespective of the coming Bicentennial year. However, as a result of the Bicentennial, the number of foreign dignitaries who are expected to visit the Mayor's office is expected to increase markedly. There is no way that we could adequately meet our ceremonial responsibiilties for the Mayor with the current $10,000 allocation.

DUES PAID BY MAYOR'S OFFICE

Senator CHILES. What dues are now paid by the Mayor's office?

Mr. SCHALLER. The District of Columbia Government is represented in a number of major national and international organizations concerned with the problems of mayors and municipalities. Those to which the District government pays dues through the Mayor's office are the National League of Cities, the Council of State Governments, the U.S. Conference of Mayors, the International Union of Local Authorities, the National Conference on Uniform State Laws and the Town Affiliation Association, which is the sister city program. I have a summary that could be inserted in the record.

Senator CHILES. The summary will be inserted in the record at this point.

[The summary follows:]

| | |
|---|---|
| National League of Cities | $4,200 |
| Council of State Governments | 4,250 |
| U.S. Conference of Mayors | 4,250 |
| International Union of Local Authorities | 450 |
| National Conference on Uniform State Laws | 2,800 |
| Town Affiliation Association—Sister City Program | 450 |

INTERNATIONAL VISITORS' COMMITTEE

Senator CHILES. What is the present level of supporting services provided the International Visitors' Committee?

Mr. SCHALLER. There are at the present time no special funds set aside to provide supporting services to the Mayor's Committee on International Visitors. The $15,000 which is requested would be used to provide such services to the committee. The purpose is to develop programs to encourage foreign visitors to visit the Nation's Capital. Supporting services now provided by the Office of the Secretariat are minimal, and include such things as reproduction of stationary and small supplies. The $15,000 would be used to provide part-time secretarial staff assistance, for printing and reproduction of such things as maps and brochures in major foreign languages for distribution to appropriate organizations, and for liaison with the various other organizations in the city which provide ongoing services to foreign visitors.

We have had a Mayor's Committee in the District of Columbia government for some 6 years now which is a voluntary committee that's

been functioning without funds but has been able to work with such groups in the city as the travel writers, the hotels, the restaurants, and so on, in attempts to make life somewhat easier in our city for foreign visitors. They've been reasonably successful in some of their activities, but it is really impossible for them if there is not even anyone to literally answer a telephone, and to maintain a steady liaison with the various organizations in our city that already are providing many ongoing services for the foreign visitor.

This will not duplicate that, but we don't really have the ability to work effectively with them in a liaison capacity to see what they are doing and how we can help to make it easier for the foreign visitors in Washington, D.C.

Mayor WASHINGTON. I think also there is one other point, and I am glad you raised this question. I am not sure that many people really understand the nature of our responsibility in this area. Some look upon it as purely ceremonial, but we have over 130 embassies and missions in this city. They involve, in most cases, not only the embassy but the chancery. We are not only involved in activities with this large group, because we are the home base, but in each of the visits of heads of state, we participate with the President both in the introduction of the foreign dignitary and the receipt of the foreign visitor and his party. We are present at the White House, the Chairman of the Council and myself, and also in other ceremonies that are involved, usually to present the Key to the City to each of the foreign heads of state, in special ceremony, generally at the Blair House or at the State Department.

I mention that because this is one of the activities that is looked upon in some instances as just highly ceremonial, but it has a great deal to do with the impact of this nation and its relationship with foreign countries. For instance, in recent months, if not in years, the foreign heads of state that visit here have been bringing their urban officials; mayors and city councilmen and others, so that during the time that the head of state is here, there are discussions going on in the urban scene between my office and these officials about different problems and our approaches to them and mutually looking for solutions. This has been especially true from the Soviet Union and a number of other European countries and from Japan. It has also been true from a number of the independent and emerging African countries. Recently, from Columbia, we had the mayors from their two largest cities who joined the President in a visit to Washington and we were able to not only consult with them, but also to provide orientation tours and other appropriate kinds of activity that support the effort.

Now, I mention this because two things are involved, one, the ceremonial, and the other, the extent to which both the International Visitors Committee and this Government get involved in the numerous activities relating to the foreign field. And it is unlike that even in New York, where the United Nations is located, that they are as active as we are in the foreign field. Here, there is not only the embassy, but the chancery, and from day to day we have many activities going on. Even if we participated in only one Independence Day ceremony a year, it would be one every three days. But then you add the visits by the heads of state, and other visits by special foreign visitors who come on spe-

cial programs. Either they are looking at Metro, or how we handle waste water, or what have you, and this represents a very substantive activity for the Nation's Capital and our city government.

Now, the State Department, as you know, has sent me around the world twice, at their expense, to visit capitals, to follow up on the relationships that were established at the local level, particulary in the urban field, and those have been rather substantive, and we have established, I think, a kind of rapport that has been highly supportive to the State Department, and they tell us that it has, in fact, been important.

I have taken this to try to thumbnail another perspective of the entire area of ceremonials relating to what we are doing. Some of our missions and activities I would rather not indicate in some instances, what we have had to do to help them in their day to day needs, are highly confidential, but they are activities which are very, very substantial with respect to the interest of this Nation, and you won't find it happening in any other place, I believe.

NUTRITIONAL PROGRAMS FOR ELDERLY

Senator CHILES. Outline, if you will, the need for the $350,000 requested for nutritional programs for the elderly, and describe the current level of the city's nutritional programs for the elderly.

Mr. SCHALLER. I can do that, Mr. Chairman. The Office of the Aging, which has now been placed into the Executive Office of the Mayor, has a current budget of $1,431,772. This amount comprises primarily grant funds. There are community grants of $509,000, which is a title 3 program; nutrition grants, which is a title 7 program, of $742,000; a training program for $20,000; and administration of $160,000. The $160,000 comes directly from Department of Human Resources funds. Out of the $1.4 million in funds in the present aging program, only $160,000 have come out of directly appropriated funds from the Department of Human Resources and will be transferred over to the new Office of the Aging when it is established within the Executive Office of the Mayor.

The current budget calls for an additional $350,000, which includes $250,000 for a nutrition program and $100,000 for administration.

Senator CHILES. For administration of what, now?

Mr. SCHALLER. Of the additional feeding program which we had planned to put on top of the existing program.

Senator CHILES. You don't need $100,000 to administer $250,000, do you?

Mr. SCHALLER. It would be needed for the additional positions that are requested in the Office for the Aging. We are including two new positions in that office, and an expansion of the feeding centers. We have 44 feeding centers at the present time, and there will be an expansion of those centers. So, it would require additional administrative funds to carry out that expanded feeding program.

Senator CHILES. I am trying to get it straight. Do you need $100,000 to work on your entire nutritional program or something, or are you talking about $100,000 new money to administer $250,000?

Mayor WASHINGTON. I think what he is saying is that in the administrative cost there is also included the overhead for new centers. It is

the cost for the personnel, and I think overhead is perhaps, a better, description. That would be the leasing of the sites and the necessary personnel to support it. These are all factors. The rest of it, of course, is just the nutritional needs. Is that so, Martin?

Mr. SCHALLER. That is correct, Mayor.

MEALS ON WHEELS AND HOT MEALS PROGRAMS

Senator CHILES. Now, this is an additional fund. What kind of Federal funds are you now receiving for Meals on Wheels and the Hot Meals programs?

Mr. SCHALLER. I don't have a breakdown into specific programs Mr. Chairman, of our present allocation of $742,500 for nutrition. I can't break it out in the actual feeding programs.

Mayor WASHINGTON. We have approximately 45 feeding centers. That is handled by older American grant money, for the most part, and that involves the hot lunch program, basically. We provide luncheon meals 5 days a week for the senior citizens, and the feeding sites are located in churches, leased space in a few other operations and also in about 12 of the 16 housing projects. That is the nature of the feeding sites, and there are approximately 45.

Mr. SCHALLER. The total amount for nutrition is $742,500, at the present time. That includes providing about 1,520 meals a day, 5 days a week, reaching about 3,000 people.

Senator CHILES. What percentage of the need do you estimate that you are reaching now, and what percentage will you reach with the new funds?

Mr. SCHALLER. The Department of Human Resources people tell me that we need to reach approximately 750 to 1,000 additional people a day. The present request would feed an additional 780 people a day.

Mayor WASHINGTON. Mr. Chairman, what he is referring to is the fact that currently the feeding program is administered by the Department of Human Resources. That responsibility would now go into the Executive Office of the Mayor as an operation.

Senator CHILES. So there again you are transferring an actual program.

Mayor WASHINGTON. We are transferring an actual program into the Executive Office. Yes, sir, that is correct.

OPERATING PROGRAMS IN MAYOR'S OFFICE

Senator CHILES. That brings us back again to my opening question, do you think that is good policy to transfer operating programs into the Mayor's office?

Mayor WASHINGTON. I think it is good on a limited basis. I don't think we're talking about many transfers. You see, the other problem with it is that the Aging Commission, for example, becomes a State agency. And I am the State agency, normally, for this kind of activity under the Older Americans Act. We believe that though there is some operational aspect to it, it is not so substantive that it would overextend the executive office of the Mayor either for the Commissions on the Arts or on the Aging. Now, I don't believe that we would continue to just transfer any office or program into the executive office.

Senator CHILES. It would be a great move for other programs to want to get into your office.

Mayor WASHINGTON. Yes. Well, just about anything you can name wants to be part of the Mayor's executive office. You put your finger on a problem. Now, most of the Commissions that were in other departments are desirous of coming into the executive office of the Mayor. However, because of the peculiar nature of the Aging Commission which has a statutory type of function, as a State agency, and it is very closely related to my responsibilities under the Older Americans Act, it is a justified transfer. I think this is manageable. I think the Arts transfer is manageable. I believe we're going to have some question as we try to go beyond that, because there is, as you point out, a great desire to be a part of the executive office.

CAR FOR COUNCIL CHAIRMAN AND COST OF CHAUFFEURS

Senator CHILES. I notice there is a change requested in the general provisions which would allow a chauffeur-driven car for the City Council Chairman in addition to the one currently enjoyed by the Mayor. In addition, the change would also increase the limit on the amount of appropriated funds for providing such a chauffeur service from the current level of $12,000 per year to a combined amount of $32,500 a year. These questions really would relate both to the Council and to the Mayor's office. What would be the rationale of the request for the Chairman of the City Council requiring a chauffeur-driven car?

Mr. TUCKER. Do you want me to answer that now?

Senator CHILES. Well, on these questions it kind of overlaps, so maybe we will go ahead and get you up here, too. This will be the last question for the Mayor.

Mr. TUCKER. Mr. Chairman, I don't feel particularly comfortable having to justify the need for adequate transportation to do the city's business. I would just submit for the record what some other cities do in this regard with reference to the Chairman of the Council, just a few cities that we checked. It does not matter to me whether the car is chauffeur-driven or not, or what model or style it is. What is important is, it seems, on the basis of the testimony of the 350 witnesses who testified before the Council in the course of our hearings, not one witness raised a single question with reference to this matter. I think they understand to some degree that the nature of the Chairman's work being established by the Congress as a full-time job, head of the legislative branch, where the Congress has transferred 98 percent of its legislative functions, from 435 members of the House and 100 members of the Senate to 13 people, with a good deal of the responsibility of that leadership placed in the Chairman of the Council.

In addition, therefore, to those heavy legislative responsibilities, which cannot all be accomplished behind my desk, we have a population that is twice the size of the average congressional district. That is the size of the District of Columbia. That whole area is the constituency of the Chairman of the Council. He is expected to be deeply involved in the work and the concerns and the involvement of that whole community, which involves the long hours, 7 days a week, and he is expected to be there, sometimes three and four places at the same time, running in and running out, you know, to bring a greeting here, to

speak there, to respond to a matter there, to participate in a meeting here.

That is the constant work of the Chairman of the Council, every day, 7 days a week. The purpose simply is to provide transportation that at one time was there for a government with considerably less responsibility and for a legislative branch to which Congress had transferred its authority, considering the position important enough to establish it as a full-time position.

PRESENT TRANSPORTATION AVAILABLE TO COUNCIL CHAIRMAN AND MEMBERS

Senator CHILES. What is presently available now? Is there a motor pool? How do you presently get around?

Mr. TUCKER. There is a limited number of cars in a pool from which we draw our transportation. When I say we. I mean the full Council.

Senator CHILES. The full Council.

Mr. TUCKER. That is correct.

Senator CHILES. Does the Council have the use of the motor pool and how many cars are available now?

Mr. TUCKER. I'm not sure. That pool is not exclusively for the Council. The Council draws its transportation from the motor pool, which is in the Department of Transportation.

Senator CHILES. Does the Council presently assign any of its employees to driving Council members?

Mr. TUCKER. No. The Council had an old car—do we still have that?—which is used primarily in the transport of materials, equipment, documents, et cetera. This car is available for the transport of employees when a pool car is not available and it happens to be available. So, it is on a hit and miss basis, as it is available, when it is not in other use in the transport of Council documents, materials, et cetera.

Senator CHILES. Is there a problem now presently in getting transportation from the motor pool on a priority basis, or is there any priority system?

Mr. TUCKER. Well, I am sure that if each member of the Council had a chance to speak, and I find myself speaking for all of them, because ideally, they do have responsibilities. If we could do what I would like for us to be able to do, and that is to provide transportation individually for each of them, because in some measure they have somewhat of a problem that the Chairman has. That is not possible and it is not feasible, but my colleagues in their judgment thought that the Chairman ought to at least have full-time transportation, and as I say, the citizens felt so, and the Mayor in his support of that budget supports that position. But we have a general problem with transportation in the city as two public employees who must regularly be available across the city.

CHAUFFEUR SERVICE FOR MAYOR

Senator CHILES. At this time, I would insert in the record a report the subcommittee has received regarding the cost of providing chauffeur service to the Mayor.

[The report follows:]

# *Memorandum* • Government of the District of Columbia

TO: Mr. Warren Kane
Staff Assistant

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

FROM: Comer S. Coppie
Special Assistant to the Mayor

Date: NOV 5 1975

SUBJECT: Cost of Chauffeur Service to the Mayor

As you requested, the attached is a report that provides the cost of chauffeur services provided to the Mayor from July 1, 1974 through June 30, 1975. (F.Y. 1975)

The excess above the $12,000 limitation in the District of Columbia Appropriation Act of 1975 was charged to the nonappropriated budget.

For the 1976 F.Y. we increased the limitation to $32,500. This will be divided equally between the Mayor and the Chairman of the City Council. This request is based on government-wide wage grade salary increases approved since the limitation was initiated.

Additionally I am enclosing a copy of the communication I sent to you on May 7, 1975 to support the chauffeur-driven car requirements of the Mayor.

Please let me know if I can be of further assistance to you.

D. C. DEPARTMENT OF TRANSPORTATION
COST OF CHAUFFEUR SERVICE PROVIDED MAYOR
July 1, 1974 Thru June 30, 1975

| Employee | Regular Salary | Overtime Pay | Night Differential Pay | Holiday Pay | Total |
|---|---|---|---|---|---|
| Aulin Johnson | $11,515.68 | $2,815.60 | $ --- | $157.11 | $14,488.39 |
| Melvin Bryan | 5,177.98 | 3,100.96 | 413.11 | 28.30 | 8,720.35 |
| Ronald Ward | 2,678.24 | 2,560.07 | --- | 150.03 | 5,388.34 |
| Total | $19,371.90 | $8,476.63 | $ 413.11 | $335.44 | $28,597.08 |

***Memorandum*** ● **Government of the District of Columbia**

TO: Mr. Warren Kane
Staff Assistant

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

FROM: Comer S. Coppie
Special Assistant to the Mayor

Date: MAY 1975

SUBJECT: Need for Chauffeur-Driven Car for Mayor

At your request, we are submitting the following justification for the chauffeur and car provided to the Mayor of the District of Columbia on a 24-hour basis.

As chief executive for the District, the Mayor is responsible for the public safety and the health and welfare of District residents and visitors. To carry out those crucial responsibilities, the Mayor must be on call 24 hours a day, 7 days a week. For example, the Mayor is informed of all second alarm fires, and he customarily attends four alarm fires in the city. The Mayor must also be ready to go to the scene of civil disturbances, natural disasters, and other emergency situations at any hour of the day and night. In our judgment, the Mayor's presence in such situations is required by the nature of his overall legal responsibilities for the city even though his presence may not be required by specific statute.

In connection with the Mayor's presence in emergency situations, it should be noted that his car serves as a mobile communications and command center and that the driver must be trained in the use of the communications equipment.

Beyond the duties involved in the day-to-day administration of the District, the Mayor has significant ceremonial responsibilities, which require his attendance at local, national, and international affairs scheduled throughout the day and evening.

Being the Mayor of the District of Columbia is a 24-hour a day job. We believe the provision of a full-time chauffeur and car is completely justified on the basis of the responsibilities and duties of the city's Mayor.

Please let me know if you have any questions on this matter.

Senator CHILES. The report indicates that from the period July 1, 1974, through June 30, 1975, the cost of this service was $28,597.08. Inasmuch as the limitation in the 1975 Appropriation Act was $12,000 for such services, how did the District exceed the limitation by $16,597.08?

Mr. COPPIE. Mr. Chairman, the limitation was against the appropriated funds provided for in the appropriation bill for that particular fiscal year. The differential between the $12,000 and the $28,597.08 figure that you referred to was provided for from non-appropriated fund sources.

Senator CHILES. Well, if that is true, then, are these funds coming off of money granted by Federal agencies for other programs such as special education or feeding the elderly?

Mr. COPPIE. Mr. Chairman, the differential is paid for from Federal grant overhead funds, and it is a justifiable expense against the overhead funding that is made available to the city as part of its Federal grant programs. I would emphasize that it is a justifiable expenditure. I would also emphasize that it does in no way discriminate against the program requirements of the various Federal grants that it is taken from.

Senator CHILES. From what I understand, Mr. Mayor, you are required to fulfill your duties sometimes in the night as well as the daytime, so there would necessarily be some overtime in that. Looking at the salaries, is it necessary, do you think, to have three men, even though I know they are not all full time? I notice that only one is full time, and the others are part time. I am just wondering whether transportation could be assigned from the police or fire departments where your duties involve you having to go to the scene of a fire or something after hours.

Mayor WASHINGTON. Well, Mr. Chairman, I think what we have done is tried to move to as many different combinations as possible. I certainly would not want to assign that out to other agencies. Now, one of the reasons why we went to that process is that there was a very substantive reaction to the amount of money that one person made.

Senator CHILES. Too much overhead for one.

Mayor WASHINGTON. Too much overhead for one person on an overtime basis.

Senator CHILES. Overtime, I mean.

Mayor WASHINGTON. The suggestion was made by the Congress then that we would consider two or three persons on different shifts. You see, the problem with me is quite different. As the chief executive, I am in the role of having to not only supervise some 60 agencies, but be on the scene in many, many instances that are beyond just an emergency, such as the jail event, the police event, demonstrations, what have you, and I never know what it might be. The normal day for me is about 16 hours, and that comprises all of the city's business within those two shifts. Now, if you begin to build that up on overtime for one person, you really have a problem. It worked the same on Saturdays. This past Friday, for instance, I did 21 hours. It is a substantive thing, but it got started that way and ended up that way.

It is not just an occasional emergency. It is the compacting of 16 hours plus whatever else is required and I think that is why we got into the consideration of shifts. Isn't that the case, Comer?

Mr. COPPIE. Yes.

COST OF CHAUFFEUR SERVICE FOR MAYOR AND COUNCIL CHAIRMAN

Senator CHILES. What would this $32,500 a year provide?

Mr. COPPIE. Mr. Chairman, that would provide a total of $32,500 or the total driver requirements for the Mayor and the Chairman of the City Council. That is $16,250 apiece.

Senator CHILES. That is not going to be enough in view of the $28,500 incurred by the Mayor alone last year.

Mr. COPPIE. Well, anything beyond that would be paid for from nonappropriated fund sources.

Senator CHILES. Well, that means, again, you are going to go back and dip into the grant funds and everything else. It just seems like you know the amount, whatever is going to be needed and you ought to put it in here so that everybody can know what it is going to be.

Mr. COPPIE. Well, Mr. Chairman, we would have no problem with that. I think that the limitation was not requested by the city. It was imposed by the Congress, and specifically originated in the Senate.

Senator CHILES. Well, the Congress is trying to impose a limitation on the overall expense, and you are continuing to find some way to go around the limitation. I think we have been through this hoop a number of times, and it would be much better to go on and, if we are going to have it, and set forth the amount that it is going to be. Let that be the amount that is actually used, and let's stop getting into the other funds.

Mr. COPPIE. I would like to establish for the record——

Senator CHILES. How much is going to be necessary for what you are really requesting? What are you talking about for both the Mayor and the Chairman? I mean, how much, again, so it is visible, so the public can see what it is, and so the Congress is going to know what it is?

Mr. COPPIE. I would say that it would be about double the total amount that was required for the Mayor between June 1, 1974, and June 30, 1975.

Senator CHILES. So, we are talking about——

Mr. COPPIE. $25,000 additional, or thereabouts.

Senator CHILES. You had $28,000 that you used before, $28,500——

Mr. COPPIE. That is correct.

Senator CHILES. So you would be——

Mr. COPPIE. Around $60,000, Mr. Chairman.

QUESTIONS SUBMITTED BY SENATOR CHILES

Senator CHILES. Around $60,000. Thank you.

I will submit our other questions for answers in the record.

[The questions and answers follow:]

*Question.* What are the current costs of the Commission on the Arts? How will the additional $300,000 be awarded? Isn't there also $35,100 for leasing space

for a gallery, school and administrative staff space for this Commission? Why is a school required?

Answer. The current costs of the D.C. Commission on the Arts and Humanities are:

| | |
|---|---|
| National Endowment for the Arts (NEA) State block grants | $205,000 |
| Artist-in-schools program | 12,200 |
| Staff | 101,000 |
| Staff office space | 12,000 |
| Total | 330,200 |

The additional $300,000 will be used to increase the number of programs that are funded by the Commission on the Arts. It will also be used as a source for matching funds for the Artist-in-Schools Programs ($6,100).

Currently, there are no plans to lease space for a gallery and administrative staff of the Commission on the Arts. However, funds for school space are required for the Artist-in-Schools Program.

*Question.* Why is the Office of Aging located in the Mayor's Office? Describe its current budget, staff activities? What are the current budget, staff and activities of the Commission on Aging? What legal assistance is currently provided the elderly?

Answer. The Office of Aging has been transferred to the Mayor's Office in order to give it the visibility needed to coordinate effectively the myriad of services for this growing population. It will have the high level locus necessary for planning, developing and insuring that a full range of health, education, employment and social services are made available to the elderly. This will be done in concert with older citizens, families, community leaders, private agencies and other government agencies.

The current budget for the Office of Aging is as follows:

| | |
|---|---|
| Federal funds: | |
| Community grants (title III) | $509,272 |
| Nutrition (title VII) | 742,500 |
| Training (title IV–A) | 20,000 |
| Administration | 160,000 |
| Subtotal | 1,431,772 |
| Local funds (fiscal year 1976 budget) | |
| Administration | 100,000 |
| Nutrition | 250,000 |
| Subtotal | 350,000 |
| Grand total | 1,781,772 |

Staff activities of the Office of Aging include the provisions of assistance to the elderly in the areas of nutrition, transportation, health, employment, housing, recreation, financial, information, referral and counseling.

The Commission on Aging will have staff and other resources made available to it in accordance with positions and funding approved in the current budget. The functions of the Commission are to:

1. Serve as an advocate for the elderly;
2. Approve the annual state plan as required by the Older Americans Act;
3. Conduct or participate in public hearings and forums on the needs of the elderly;
4. Review and comment on proposed District and Federal legislation and regulations affecting the elderly; and
5. Cooperate with other agencies on matters pertaining to the elderly.

Currently, legal assistance is provided to the elderly by the Georgetown Law School through the Protection for the Elderly Program (PEP).

## Office of the Secretariat

### STATEMENT OF MARTIN K. SCHALLER, EXECUTIVE SECRETARY, OFFICE OF THE MAYOR-COMMISSIONER

### ACCOMPANIED BY IRA N. KELLOGG, JR., CHIEF ADMINISTRATIVE PROCEDURE SECTION, OFFICE OF THE SECRETARIAT

JUSTIFICATION MATERIAL

Senator Chiles. On the Office of the Secretariat, the 1976 budget request is in the amount of $746,200, and provides for a total of 33 positions. This compares with the $567,100 appropriated last year, and there is a increase of 8 in the number of positions that can be sustained by the adjusted base level. The opening statement from the justification book will be inserted in the record at this point along with the agency summary.

[The justification follows:]

OFFICE OF THE SECRETARIAT

The Office of the Secretariat, Executive Office of the Mayor, provides the primary administrative staff support to the Mayor. The office is engaged in a wide range of staff responsibilities, including the performance of ministerial duties for the Mayor; maintenance of official records; issuance of notary public commissions; administering the provisions of the Administrative Procedure Act (Public Law 90-614); publication of the District of Columbia Register; managing a District Government-wide directives system; maintenance of the publication fund; publication storage and distribution of all D.C. regulations; making arrangements for public hearings of the Mayor; providing personnel, budget and fiscal assistance and support for other offices under the jurisdiction of the Mayor; handling ceremonial and protocol functions and the greeting of foreign visitors, the issuance of proclamations; public service awards and other activities of this nature; providing administrative support for the Hackers License Appeals Board and Police Complaint Review Board; processing applications for temporary street and alley closings; processing appointments to the various boards, committees and commissions in the District of Columbia; and preparing advertising orders for local newspapers as required by law. These above functions represent a large part, but not all of the detailed staff duties performed in this office.

Priorities have not been set among the varied ministerial and administrative responsibilities of the Secretariat as they must be considered not only equally essential but also equally important.

Our mission in fiscal year 1976 will continue as it has in past fiscal years and our budget request is prepared in line to meet those needs. Because advertising orders have been increasing, and publication requests and costs have been rising steadily, the Secretariat is requesting additional positions and funds for the coming fiscal year. In addition, our request for additional positions and funds stems from an anticipated increase in workloads associated with matters relating to appointments to Mayor's commissions and committees; a fifty percent anticipated increase in D.C. Register and Municipal Code Publication; and a major increase in ceremonial activities related to the Bicentennial.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Office of the Secretariat

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 30 | $646.3 | 25 | $567.1 | 33 | $746.2 | +8 | +$179.1 |

| Page No. | Analysis of 1976 Change: | | | | |
|---|---|---|---|---|---|
| BA-4 | Base adjustments: | | | | |
| | 1. Non-recurring - pay supplemental | | | ... | -9.0 |
| | 2. Abolishment of temporary position | | | ... | -5.2 |
| | 3. Base reductions | | | ... | -2.1 |
| | Total, base adjustments | | | ... | -16.3 |
| BA-5 | Program increases: | | | | |
| | 1. Reallocation | | | ... | +21.3 |
| | 2. Pay raise annualization | | | ... | +12.0 |
| | 3. Four months funding for eight positions to codify Municipal Code, maintain its supplementals, increase D. C. Register publications from weekly to twice a week, handle increased workload of issuing awards, proclamations, correspondances, plan ceremonial affairs associated with Bicentennial celebrations, expedite and upgrade quality of recruitment for Mayor's advisory boards and commissions: | | | | |
| | GS-12 Executive Staff Assistant | 1 | 9.3 | | |
| | GS-9 Legal Publication Specialist | 1 | 6.4 | | |
| | GS-9 Staff Assistant | 1 | 6.4 | | |
| | GS-6 Secretary Steno | 1 | 3.8 | | |
| | GS-6 Secretary | 1 | 3.8 | | |
| | GS-5 Editorial Assistant | 1 | 3.3 | | |
| | GS-4 Clerk-Typist | 2 | 6.2 | +8 | +39.2 |
| | 4. Printing of Municipal Code and supplementals, D. C. Register | | | ... | +64.3 |
| | 5. Advertising | | | ... | +47.8 |
| | 6. Equipment - rental of computerized typewriter | | | ... | +3.3 |
| | 7. Inflationary increases for telephones and postage | | | ... | +7.5 |
| | Total, program increases | | | +8 | +195.4 |

RESPONSIBILITY FOR CEREMONIAL AND PROTOCOL ACTIVITIES

Senator CHILES. All right, Mr. Schaller and Mr. Kellogg are to support this request. I think these gentlemen can justify this, and we thank you, very much, Mr. Mayor for being with us again today.

Mayor WASHINGTON. All right, thank you, Mr. Chairman.

Senator CHILES. There seems to be an overlap in the justifications between the Mayor's office and the Secretariat. Both mention reception of foreign visitors. Bicentennial activities and other ceremonial activities. Is this division into two groups merely a device to make the Mayor's office look smaller?

Mr. SCHALLER. No, sir, the Office of the Secretariat is the staff office within the executive office of the Mayor that provides all ceremonial and protocol assistance to the Mayor with respect to ceremonies and receptions involving foreign visitors and dignitaries, and U.S. citizens both throughout the country, as well as, ceremonies involving citizens of our own city. There is no special office within the immediate Office of the Mayor which receives foreign or other visitors. It is the Mayor himself who receives such visitors, and it is the executive secretary, which is myself, of the District of Columbia in the Office of the Secretariat that provides the staff assistance necessary for the preparation of such visits. Therefore, there is no duplication or overlap whatsoever.

The preparation for these visits involves such things as presentation of keys to the city, awards, proclamations and greetings, and the exchange of gifts, and the holding of receptions as appropriate. The executive secretary of the District of Columbia is the ceremonial and protocol office of the city, and in that capacity assists the Mayor or represents him at ceremonies involving foreign and other dignitaries. This has been one of the traditional functions of the executive secretary of the District of Columbia, so my office is actually the staff office within the executive office of the Mayor that provides all of the assistance necessary to the Mayor relating to such visits.

QUESTIONS SUBMITTED BY SENATOR CHILES

Senator CHILES. I think the rest of these questions can be just answered and submitted for the record.

Mr. SCHALLER. I have prepared the answers, which include a detailed breakdown on the funding requirements for the District of Columbia regulations, Municipal Code publication, as well as the additional positions required.

Senator CHILES. Three additional positions?

Mr. SCHALLER. Yes, sir.

Senator CHILES. Fine.

Mr. SCHALLER. I have given you a complete breakdown on the duties and functions involved.

Senator CHILES. All right, if you will just submit those for the record, then.

Mr. SCHALLER. I will do that.

[The questions and answers follow:]

*Question.* Why is a 50% increase anticipated in the D.C. Register and Municipal Code Publications?

Answer. I believe the increase in funds requested for D.C. Regulations and Municipal Code publication, represents a 35 percent increase rather than a 50 percent increase. The original appropriation estabilshed by the Congress, itself, five years ago was $198,000. That level of appropriation had remained the same through last year. In the 1975 fiscal year, this was reduced to $150,000 as part of the overall base reductions which were made by the Budget Office, across the board, in all District Agencies. However, there is an urgent need in the 1976 fiscal year to request an additional $48,000 to bring the level of funds for Regulations and Municipal Code publications back to its original figure. A number of reasons account for this. The Council of the District of Columbia has given the Office of the Secretariat responsibility for publication of the statutes at-large which are passed by the Council. This is an entirely new responsibility under our new Municipal Code publications requirements. In addition, the Municipal Code is now nearing completion, and will require considerable expenditure for reproduction and amendment services. Further, we have had a 150 percent increase in the number of D.C. Register pages published this year over the amount which was published in the last calendar year, before home rule. Also, we have gone from an every other week publication of the D.C. Register to a weekly publication of the Register because of the heavy publication workload coming from the D.C. Council.

*Question.* Why are 3 additional positions required for the issuance of awards and proclamations and appointments to boards, committees, and commissions?

Answer. There are approximately 110 active Mayor's Boards, Commissions and Committees in the District of Columbia, with some total of 1200 members. We now have only one full-time staff assistant, and one part-time typist to handle the staff work necessary with respect to the appointment process involved in maintaining 110 Boards with over 1200 members. The staff work necessary involves the search for candidates; review of background and resumes; preparation of background and resumes; preparation of background papers to the Mayor for actual selection; preparation of swear-in ceremonies, letters of appointment, certificate of appointment, oaths of office; preparation of letters and certificates of appreciation for fast service to retiring members; provide temporary staff assistance relating to needs for office supplies and equipment for newly established Committees; handling the confirmation processes at hearings at which the appointee must appear before the D.C. Council. All this involves a major clerical, typing, recordkeeping and research workload, since there is a constant turnover of members on these Boards, Committees and Commissions. The additional positions requested includes a staff assistant at the GS–9 level, and two clerical personnel (secretary-steno GS–6 and clerk-typist GS–4), to handle the paper work, typing and record keeping requirements. With one full-time and one part-time person, it simply is not possible to efficiently and effectively monitor and carry out the responsibilities relating to appointments to Boards, Committees and Commissions.

## District of Columbia Council

**STATEMENT OF STERLING TUCKER, CHAIRMAN, COUNCIL OF THE DISTRICT OF COLUMBIA**

**ACCOMPANIED BY:**

**WILLIAM SPAULDING, CHAIRMAN, ADMINISTRATION AND PERSONNEL COMMITTEE**
**ROBERT WILLIAM, SECRETARY**
**EDWARD WEBB, GENERAL COUNSEL OF THE COUNCIL**
**COMER S. COPPIE, DIRECTOR, OFFICE OF BUDGET AND FINANCIAL MANAGEMENT**

### INTRODUCTION OF ASSOCIATES

Senator Chiles. Mr. Tucker, I believe you have a prepared statement and summary regarding the budget request for the Council, and you can either read that or submit it for the record, whichever you would like to do. First of all, I will place in the record the opening policy statement and the summary of the Council's budget estimates.

[The material follows:]

### Council of the District of Columbia

The Council of the District of Columbia was established pursuant to Section 401 of the District of Columbia Self-Government and Governmental Reorganization Act of 1973 (Public Law 93-198). The Council has broad legislative powers and responsibilities including budget review, taxation, governmental reorganization and general legislation affecting the well-being of the citizens of Washington. Because of the District's distinctive character, the jurisdiction of the elected Council covers matters normally dealt with at both the state and municipal levels.

The Council meets in weekly legislative sessions and holds numerous public hearings and conferences to assure legislative proposals are understood by the persons affected prior to their enactment.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Council of the District of Columbia

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 36 | $660.0 | 56 | $990.9 | 101 | $2,030.5 | +45 | +$1,039.6 |

| Page No. | Analysis of 1975 Change: | | | | |
|---|---|---|---|---|---|
| AB-5 | Base adjustments: | | | | |
| | 1. Non-recurring - equipment | | | ... | -4.5 |
| | 2. Non-recurring - pay raise supplemental | | | ... | -23.0 |
| | 3. Transfer out: | | | | |
| | D. C. Auditor | | | -3 | -63.2 |
| | 4. Base reductions | | | -3 | -53.7 |
| | Total, base adjustments | | | -6 | -144.4 |
| AB-7 | Program increases: | | | | |
| | 1. New positions: | | | | |
| | GS-15 Legislative Counsel | 1 | 32.5 | | |
| | GS-13 Committee Directors | 7 | 166.5 | | |
| | GS-13 Executive Assistant to Council Members | 12 | 285.3 | | |
| | GS-12 Computer Program Analyst | 1 | 10.1 | | |
| | GS-12 Council Recorder | 1 | 20.1 | | |
| | GS-12 Director Legislative Service Unit | 1 | 20.1 | | |
| | GS-11 Assistant Legislative Counsel | 1 | 16.9 | | |
| | GS-11 Legislative Assistants | 10 | 84.4 | | |
| | GS-9 Assistant Recorder | 1 | 14.0 | | |
| | GS-9 Financial Analyst | 1 | 7.0 | | |
| | GS-8 MCST Director | 1 | 6.3 | | |
| | GS-7 Committee Staff | 6 | 68.8 | | |
| | GS-7 Committee Staff | 6 | 34.4 | | |
| | GS-7 Administrative Assistant to Legislative Counsel | 1 | 11.5 | | |
| | GS-4 Clerk | 1 | 4.1 | 51 | 782.0 |
| | 2. Reallocations to provide funding for current positions | | | ... | +274.8 |
| | 3. Increased costs: | | | | |
| | Transportation | | 7.0 | | |
| | Rent, communications and utilities | | 30.2 | | |
| | Other services | | 46.0 | | |
| | Equipment | | 13.3 | ... | +96.5 |
| | 4. Pay raise annualization | | | ... | +30.7 |
| | Total, program increases | | | +51 | +1,184.0 |

INTRODUCTION OF ASSOCIATES

Mr. TUCKER. All right. Sitting with me here, Mr. Chairman, are Mr. Spaulding, who is chairman of our Administration and Personnel Committee of the Council, the Secretary of the Council, Mr. Robert Williams, and the General Counsel, Mr. Edward Webb.

Senator CHILES. Fine. We are glad to have them.

Mr. TUCKER. Mr. Chairman, I would like to maybe summarize parts of the statement. I don't think it all needs to be read. I would just point out and draw your attention to the new authorities that are in the Council under the Home Rule Act. As you know, it is a combination of a State legislature, a city council, a county council, and with what might otherwise be Federal responsibilities.

I just want to point out the extent to which the body has taken seriously its work. The number of introductions of bills, we have conducted 35 regular meetings of the Council in these 11 months, eight additional meetings in addition to that in carrying out the work of the Council. There have been 205 introductions of bills. There have been 198 regular and special resolutions of one kind or another, 11 reprogramings which have come over from the Mayor's office that we had to review under the law. We have held over 118 public hearings and meetings of one kind or another. There have been 43 measures which have been enacted into law through the processes established under the law, and another seven acts are now under congressional review.

We have had, of course, the budget during this short period. We have had the revenue package during this short period. The Council itself is organized into eleven standing committees and two special committees, and we have a meeting of the Committee of the Whole each Monday. We have had 40 such meetings.

During the existence of the Council, these committees have been referred 349 legislative matters, and have acted on 178, and 171 are now pending for consideration. So, we have been working at the business to which we have been assigned.

FISCAL YEAR 1976 BUDGET REQUEST

The Council is requesting a total fiscal year 1976 appropriation of 101 positions, and $2,030,500. This represents an increase of 21 positions over fiscal year 1975 as authorized by Congress. Congress approved an additional 30 positions by reprogramming in fiscal year 1975. When we were up at the budget hearing last year, it was the position of the Congress that we ought to, since we didn't know exactly how the Council was going to be reorganized, that we ought to wait.

During the interim period, under the old Council, we established a Transition Commission. These were people from the Brookings Institution and such other places who served as advisers to the Council in looking at the law, trying to build a structure under it sufficient to carry the weight of the responsibility, suggesting means by which we might be organized, and serving as a technical, independent resource in helping the new Council get organized.

I will leave, Mr. Chairman, for the committee, a copy of the Transition Commission's report.

Senator CHILES. Thank you, we will keep that in our file.

Mr. TUCKER. Based upon that, the Congress did authorize through reprograming 30 additional positions for that transition period, and the 21 additional positions are in line with the general thrust of the transition report, simply providing for the additional committee structure which had been established beyond that as recommended.

COUNCIL STAFF INCREASE

Of the amount that we are requesting, $1,841.8 million represents salaries and benefits to personnel. The staff request before you would provide each of the 13 committees a committee staff assistant, a legislative assistant, and a clerk typist. We have——

Senator CHILES. Wait a minute. Now, that is each committee?

Mr. TUCKER. Each committee of the Council.

Senator CHILES. All right.

Mr. TUCKER. I might distinguish the difference between the Council members' staff and the committee staffs.

Senator CHILES. That is what I was trying to get, now.

Mr. TUCKER. Yes. Each Council member has an executive assistant, which is a professional assistant, and the title, administrative assistant, which is a secretary. So, there are two persons who are available to the members of the Council as their personal staff. At the present time, we have for each Council committee one full-time professional member, and we have a clerk typist shared between two committees as we are presently staffed.

Senator CHILES. What level are you going to?

Mr. TUCKER. We have not proposed increasing the size of the personal staffs at all. We have proposed in the new budget to provide a legislative assistant to the——

Senator CHILES. That's this GS–11?

Mr. TUCKER. That is correct.

And to provide a full time clerk-typist for each committee. We're finding that it doesn't work for one person to be——

Senator CHILES. Does each Council member end up heading a committee?

Mr. TUCKER. That is correct.

OFFICE OF GENERAL COUNSEL

Now, as you look at that, we might just look at that chart and we see the various units. We have an Office of General Counsel which you will find recommended in the Transition Commission report and an Office of the Legislative Counsel. The Office of General Counsel has the responsibility of being the in-house lawyer for the Council, though we are represented generally in court by the Corporation Counsel, of the city executive branch but on each of our matters in the Council, the General Counsel has to keep up with it—are we legally sufficient in what we're doing, what is the history of the law with reference to involvements and serves as a daily legal advisor to committees in the work of various committees.

Senator CHILES. Who writes the ordinances or the proposed changes to the laws that you passed?

Mr. TUCKER. Our legislative counsel has that function and does the drafting of our laws and our regulations and our resolutions.

Senator CHILES. Who rules on the legal sufficiency of them? Your laws and regulations? Does that fall to your legislative counsel?

Mr. TUCKER. Our legislative counsel, who happens to be a lawyer, although often that is not the case, but the legal sufficiency is ruled upon by the General Counsel. He has a larger responsibility, a broader responsibility in terms of not only that specific law but in terms of the history of the legislative actions, other legislative actions that may have been taken, work or other committees that might be underway, et cetera, whether there is conflict or confusion. He has a broader knowledge of the work of all committees since the legislative counsel is a lawyer-client relationship as you understand, and the general information about the work of the Council is held more in the General Counsel's office. It was recommended to us that there be this division by the Transition Commission to that each function can be carried out in a very clear and very specific way.

OFFICE OF THE SECRETARY

And then you have the Office of the Secretary which provides the supportive services for the Council. The Office of the Secretary, of course, has to coordinate the work of all these committees, coordinate the work of all the Council, coordinate the work between the various branches of government that comes through the Council, coordinate the work between the Council and the Congress, and coordinate relationships between the Council and the community on matters of community concern, and provides us the supportive services.

The secretary sees that everything is out on time, must have knowledge of all of the Council's work, and a very good knowledge of the government itself and its workings and the function of the agencies and departments of government.

Under the office of the secretary, you will see, of course, the support services to the committees, the Council recording unit. That is our transcribing service. We must keep adequate records. The committees of the House and the Senate want to review these matters with reference to their oversight responsibility. The court wants these matters when we are in court, and, of course, the Council needs a good legislative history.

LEGISLATIVE SERVICE UNIT

The Legislative Service unit is the one which makes sure that the legislative history is complete on all matters, that when all committees meet, the total records, and all the documents are available, and that they are kept in a way that we can refer to them. We use them as our in-house "Library of Congress" on Council activities, so that it is the source. It is the central source where all the official documents of the Council are kept. They also have responsibility to be sure of all the official transmittals under the law, and there are many that are required; to see that everything is in the shape that it should be, and they are complete. Again, we are required to provide these to the Congress, to the executive branch, to the public and to the courts as may be required. That is the function of that unit.

I think that covers pretty much the organizational chart.

COST OF SNOW REMOVAL PROGRAM

Senator CHILES. This would be part of another budget, I know, but I meant to ask the Mayor about it and I forgot to, so I will ask you. I just heard that there was only $100,000 budgeted this year, I think, for the snow clearance. I believe the average has been $800,000 a year for that. Did that come before you all? Did you all discuss that in your budget deliberations?

Mr. TUCKER. I read this story, yes.

Senator CHILES. I just heard that over the news.

Mr. TUCKER. Comer, do you want to respond to that, please?

Mr. COPPIE. I can speak to that. The newspaper article was substantially accurate, Mr. Chairman, but it is one that we have been reviewing, and we are prepared to make the necessary request of the City Council to realign the function as it currently exists. The problem that has developed is essentially as follows.

For a great many years, the city requested about $1 million in the budget to pay for snow removal. That was reduced from $1 million to $500,000, I believe, 3 years ago, and that is the amount that remained in the base as available for snow removal until the current year.

Senator CHILES. Now, you are talking about in the past, when you were coming up here for your full budget, you requested $1 million, and then Congress reduced it to $500,000?

Mr. COPPIE. That is correct, Mr. Chairman. It was reduced by Congress to $500,000.

Senator CHILES. Right.

Mr. COPPIE. This year, as a result of the substantial reductions that were made in the budget, the amount that remained available for snow removal was $128,000, and the new Director of Transportation, who was here earlier but has now left, has recognized this problem, and he has consulted me about it. We are going to propose an amendment to the City Council to realign that budget to restore the amount to the base allowance for snow removal of the Department of Transportation to meet the necessary requirements.

Senator CHILES. What would you realign it to? I mean, is the $800,000 essentially accurate? That is what the cost has been running every year?

Mr. COPPIE. The cost has been running between $800,000, $900,000, and $1 million. Obviously, there is some considerable relationship between that and the snowfall.

Senator CHILES. Surely.

Mr. COPPIE. Well, the reason it is not so obvious, Mr. Chairman, is that even when there is no snowfall, they still have to—if there is speculation that it is going to snow—build the necessary manning requirements. That, of course, is costly, and that is why, even without snow, there is sometimes considerable cost involved. They are tied into a weather reporting system in Pennsylvania which really is used for the alert service, but there is a problem here.

Senator CHILES. Where are you going to get the money from?

Mr. COPPIE. Mr. Chairman, there is a request in the Department of Transportation budget to increase the street lighting cost by more than $1 million. An examination of that amount indicates that it is probably going to be something less than that, in light of the current reduction that we witnessed in the fuel adjustment charge that will

affect the city's billing. Therefore, that money can be reduced and restored to the base to meet, in part, the costs associated with snow removal.

Senator CHILES. Then, you do anticipate that you will change the budget and reflect the actual amount needed?

Mr. COPPIE. That is correct, Mr. Chairman.

### THE DISTRICT OF COLUMBIA RENTAL ACCOMMODATIONS ACT

Senator CHILES. Mr. Tucker, the committee has received considerable correspondence regarding the District of Columbia Rental Accommodations Act recently enacted by the City Council. There is great concern that this act would drive real estate investors from the city, and that the already short supply of low and moderate rent housing will be diminished even further. It is my understanding that the District of Columbia Committee of the House of Representatives referred to the City Council the mass of testimony they collected with regard to the potential impact on the Rental Accommodations Act. Has the Council taken any action as yet in regard to that material?

Mr. TUCKER. Mr. Chairman, I was just inquiring as to whether that information has come, because it was our understanding that they would be referring this material to us, and we had that understanding with the committee of the House. At the time of their consideration, I told them that we would review it once it was received. We have not yet received that material, but we are, however, in the absence of that material, aware of the concern. Let me just state, however, prior to commenting on what the likely steps might be, we find that real estate industry itself is somewhat confused as to what would represent a reasonable Rental Accommodations Act. The history of this is that the Congress, prior to the time of home rule, considered the passage of a rent control bill for the District of Columbia. It made the decision that it would provide rather enabling legislation which would give us that authority to enact such legislation ourselves.

I was then vice chairman of the appointed Council, and chairman of its Housing and Urban Development Committee. Under the law, we were required, under the enabling legislation, to establish a hearing to determine whether or not such legislation was needed. In preparation for that hearing, I organized a committee of approximately 30 persons, including landlord and tenant representatives from the associations and individuals, who assisted me in the preparation of that hearing, and in the preparation of the witness list. They sat through the hearings with us, which lasted over a period of several days.

We had several meetings, with that group meeting with my committee. It was determined by that committee by almost unanimous vote that, unhappily it appeared, based upon some of the practices that existed and the nature of the shortage, that some form of rental accommodation was needed. Out of that group I appointed an equal number of representatives of landlord and tenant persons to help in the drafting of major provisions of such an act.

### DETERMINING A REASONABLE FORMULA

They did, under considerable difficulty, but with a great deal of sincerity. The one thing they couldn't agree upon was what a reason-

able formula should be. We took all of their matters into consideration and came up with one. Under that law, the enabling legislation, expired the early part of this year. That law required that this matter be reviewed at the end of that period. Under a new committee, chaired by Councilmember Nadine Winter, in response to that law, a hearing was held early in the year to determine whether or not there was still a further need for the continuation of such an act. It was determined from that hearing that there was a need.

I participated personally in many discussions with landlord groups and tenant groups, trying to achieve some accord, reasonable accord with reference to the formula, particularly, because that was the heart of the issue. There was a bill that was eventually passed by the Council. It was vetoed by the Mayor. The Council, rather than simply overriding the Mayor's veto, and there were votes in the Council to do that, and there was a disposition on the part of the lawyer, the Council's private counsel, to do that, I prevailed upon the Council for us to sit with the Mayor and see if we could come up with another one rather than vetoing the bill.

We did that, sitting with the Mayor and some of his principal representatives. In our consultations and my individual consultations and the Council's individual consultations with members of the real estate industry during that period, there was not enough of a consensus on what the formula shall be; that it was a be damned if you do and be damned if you don't kind of a thing. Whatever the formula was, our desire was to be equitable.

Now, we recognize, at least I do, personally, and some members of the Council recognize, that there is room for some adjustment in the Rental Accommodations Act. I believe that some of the bureaucracy can be relieved, and the redtape can be relieved. I believe that the formula might well be reviewed, and ought to be reviewed. We have the study that was done, commissioned by the Federal City Council, which speaks eloquently to some of the possibilities. We are concerned about overkill. We are concerned about the question of diminishing further the housing supply and working out something whereby there can be a balance. The real estate industry recognizes that there probably still is a need, and admits there is a need, for some form of a Rental Accommodations Act, but wants certain kinds of changes.

I have invited them, as recently as 10 days ago, when I met with a delegation of them, to try to get together, representing several different groups in the industry, to bring back to us their best collective judgment now and a recommendation as to how we might deal with that question. They have agreed to do so. With that information, together with other information that we now have, and as we further consult with tenant groups, we hope to deal with the problem.

I also asked that they include in that consideration some of the representatives of tenant groups, so that if jointly they can come with a recommendation on which they can reasonably agree, the opportunities of getting it passed would be, of course, imminently better.

So, I do recognize, Mr. Chairman, that this is an imperfect law. I do recognize that potentially it can create problems. I recognize some of the problems that may be there now, and hopefully I can provide the kind of leadership that can correct those problems and

bring greater equity, if there is inequity, and also to determine what equity is, in terms of a reasonable law.

NEW HOUSING STARTS

Senator CHILES. What kind of information did you all have or does the city have in regard to whether there are actually new housing starts going on now in the city? Is it almost all conversions of what is already there? And if there are new starts, what kind of starts are they? Are they condominium?

Mr. TUCKER. Let me begin my response by saying, one of the hats I wear is that of chairman of the Council of Metropolitan Governments, that is, the 17 governments in this metropolitan area, where there is a population of a little over 3 million people. One of the things that we find from our economic studies of the region is that there are not an awful lot of housing starts anywhere in this region. They have been going down steadily. There are fewer housing starts in the city, for a couple of reasons. One, we have less land, of course, than other areas, and so we don't have the housing starts, I am deeply concerned. Even though we do have some land, we don't have the housing starts, and it is related, I think, to a number of factors.

We have some condominium conversion, although we do have a law which permits it under certain conditions.

Senator CHILES. How is that law working out?

Mr. TUCKER. Well, we are about to have a new law. That old law has almost expired. We have extended it. It has created, to our knowledge, no specific hardships, although there are certain modifications of the law that are proposed. In fact, tomorrow night we are going to have to—This afternoon is the final markup on that. We have been in consultation with the industry on this question. Generally, there is good agreement, fairly good agreement; on it except the gain, what shall be exempted and again a formula which we hope can be resolved today. I've expressed the view to the committee and the committee chairman shares that view that condominium conversion and condominium living is not in and of itself necessarily a bad thing. Your State, I guess, Mr. Chairman, led the way in it and we are mindful of some of the difficulties.

Senator CHILES. We've got a few vacancies down there.

Mr. TUCKER. Yes.

Senator CHILES. 75,000 of them.

Mr. TUCKER. We've carefully researched this question generally to see what some of the parallel problems might be, so this is a very ticklish problem and we do anticipate a law, that in enactment will be reasonably acceptable to landlords and tenants alike.

Senator CHILES. Well, I know it is a problem, and you are damned if you do and damned if you don't, but I really think there are some pitfalls both ways. I hope you can come up with something, some provisions there.

SUNSHINE LAW

I note that language was placed in the authorizing bill providing for the Council to hold all of its meetings in the open. That was prior

to the time Congress had sort of cleaned up its own ship and now that we have kind of cleaned up our own ship, I can ask you, how are you all doing with your open meetings?

Mr. TUCKER. Again, we note that your State led the way in the whole matter of the sunshine law. I said in appearing before the subcommittee in the House on appropriations that we probably had more sunshine than we bargained for. I can say categorically that—all of our meetings where decisions are made are held in the public—markups, hearings, our regular committee meetings, Council legislative sessions and our Committee of the Whole—all of those meetings are held in the public in open session. Even all announcements of hearings are made public whenever any hearings are to be held.

So we have had no complaints in the community and the lack of their availability to the process. Most meetings are well attended by the public, also at the committee meetings. All legislative sessions of the Council are very well attended and people with interest follow the bills very closely, and as I said all markups and all regular committee business are in the open.

We found up to this point no special difficulty with the sunshine provision of the law. As a matter of fact, I personally like it, and I believe most members of the Council do because it provides the public an opportunity to not only understand its side of the issue but that there are other sides of the question that must be debated and must be considered. So I think it's a good educational process, even though it makes necessary the exposure of points of view that might otherwise not be exposed.

Senator CHILES. I think it's healthy that the public understand that often there has to be trading at times, and there have to be other accommodations made, and that is part of the process this is going to go on, and it's better if they can kind of see the process.

Mr. TUCKER. I agree with you very much on that, sir.

CETA POSITIONS

Senator CHILES. I note that there are now some 43 Council positions funded by the Comprehensive Employment and Training Act funds. Will these positions be transferred to the Council's regular rolls if the full increase of 51 additional positions is allowed?

Mr. TUCKER. These positions are tentative and under law now are scheduled to expire June 30, so we can't count on that. Those are slots that the executive branch has shared with us; through their cooperation, we were able to have them.

We have taken into account in our request, Mr. Chairman, that should the law be extended or another one be enacted where such positions are available, we're almost counting on having some positions, because what we've asked for is not what we should have asked for in terms of the 101 positions. We probably should have asked for more, but because we were asking the rest of the Government to try to come up with as many cuts as it possibly could and we had cut from the budget of the rest of the Government, we felt that the Council probably ought to do the same. We had different points of view. We had some who said in this first year of the new Government, in the first year of the new legislative branch, that we probably should

have asked for everything that we needed so that we would not be handicapped in any way, but our judgment was that we would simply take our chances in the future on eventually filling our full staff of of what we needed, asking now for what we must have.

We don't have the full research capacity that we need to research all issues. We use these positions pretty much in that capacity. Hopefully, there will be some available still for that purpose or from some other source. But we did feel that the basic fundamental primary staff positions we ought to ask for now, and some of the supportive services, such as research, we would try to rely on CETA or some other such sources or utilizing voluntary resources that might be available from agencies, organizations, and institutions who from time to time are very helpful to us.

Senator CHILES. Well, I know that is a dilemma, but again this, from our standpoint, it's much better to know that when you say this is the staff you need, that that is how it's going to run and not taking money—it's like taking money for the chauffers, again if it's coming out of somewhere else, then we've got a distorted picture as far as the budget request.

Most of those 43 positions now are doing research?

Mr. TUCKER. Research and fact gathering.

Senator CHILES. Again, this has been one of the criticisms of the CETA program that these positions are just in city hall, and this is all across the country.

Mr. TUCKER. But I must say that we are using our CETA program on a number of people who are—I mean they are not high level employees. Many of them we use as clerks, as messengers, and in many ways we do provide opportunities for people who are not highly skilled. But we do have a large CETA program. and when the Manpower Office comes up, they can discuss more fully how CETA is used in government and outside of government, in some community agencies.

Senator CHILES. Do you know what the total number of CETA personnel is in the city?

Mr. COPPIE. Approximately 1,226.

Senator CHILES. 1,226?

Mr. COPPIE. Yes, sir, but that is in the title VI program.

There are an additional 450 people in the title II program.

Senator CHILES. Thank you, Mr. Tucker.

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

QUESTIONS SUBMITTED BY SENATOR CHILES

Senator CHILES. I will place in the record our other questions and ask you to respond to them.

[The questions and answers follow:]

*Question.* What is the status of the bill in the Council of the District of Columbia to authorize the establishment and maintenance of a taxi meter system in the District of Columbia? Is the Council familiar with the provision of the appropriations act that prohibits the use of funds to study the merits of installing meters in city taxicabs? Did not consultants to the Public Service Commission recommend that meters not be installed in taxicabs operated in the District of Columbia?

Answer. Bill 1–99 "To establish and maintain a meter system of taxicab fares" was introduced in the Council May 27, 1975 and referred to the Committee on Public Services and Consumer Affairs. A public hearing was held on June 27, 1975. The Committee is aware of both the study to which you refer and of the provision in the appropriations act. The Committee has not reported out Bill 1–99.

*Question.* Please explain the $2,500 budgeted under "Chairman's Allotment".

Answer. These funds are necessary to facilitate the Chairman's responsibility for entertaining dignitaries visiting the city, to carry out State Department functions, and to pay for incidental expenses incurred by the Office of the Chairman not otherwise suitable for inclusion in line-item expenditures.

*Question.* How is the Council enjoying the special box out at RFK Stadium? Do I correctly understand that no city funds were used in the construction of this box? Are any city funds used to provide tickets for the Redskin games for the Members of the Council? Who provides the refreshments that are available at the bar in the Box? (When the common fan is forced to pay $1.00 for a bottle of beer and 65¢ for a cold hot dog why shouldn't members of the Council with their GS–12 equivalent salary buy their own refreshments? Perhaps the prices would come down if they had to pay the same prices as joe fan.)

Answer. The "Special Box" at RFK Stadium, is Box No. 9 and is referred to as the VIP Box. It is not used solely by the members of the Council and their guests. On various occasions the Box is used by dignitaries such as Pentagon brass (Air Force vs. Navy games), or Howard University officials.

The area where Box #9 is located, was formerly used by the Redskin Football team "family" (coaches, families, and administrators). The VIP Box was established when stadium modifications, costing less than $1,000 were effected in the summer of '74. These modifications consisted of dividing the large area formerly used for the Redskin family into two separate boxes (#8 and#9), one for VIP use and one for continued use of the Redskin family. With the addition of step riser platforms Box No. 9 accommodates 30 people. Armory Board funds were used for this work. Tickets for Council members were furnished from the 1000 complementary tickets the Redskin organization is authorized by their contract with the D.C. Armory Board. This is standard procedure throughout the National Football League.

Refreshments for the VIP Box are provided by the "Sports Lounge", a stadium concession. Prices charged members are the same prices the fans are charged.

## District of Columbia Auditor

### STATEMENT OF MATTHEW S. WATSON, D.C. AUDITOR

### ACCOMPANIED BY COMER S. COPPIE, DIRECTOR, OFFICE OF BUDGET AND FINANCIAL MANAGEMENT

#### PREPARED STATEMENT AND BUDGET ESTIMATE

Senator Chiles. We now go to the District of Columbia auditor. The budget request is $163,000. It provides for a total of 10 positions. This is a new function, and the positions requested are an increase of 3 over the amount that can be sustained by the adjusted base level. We will place in the record the opening statement and the summary of budget estimate and hear from Mr. Matthew S. Watson, the District of Columbia auditor.

[The material follows:]

#### District of Columbia Auditor

The Office of the District of Columbia Auditor was established by the Home-Rule Charter as an independent office within the city government. The legislative history of the Charter indicates that this Office is to have the same relationship with the Council as the United States General Accounting Office has with the Congress.

The Office will conduct an independent audit program each year which will cover a representative sampling of the entire operation of the Government. This program will include performance and management audits, as well as financial audits. As an adjunct of the independent audit program, the Office may from time to time study particular topics requested by the Council. In addition to the audit function, the District of Columbia Auditor must certify the city's projected revenues to insure compliance with Charter restrictions dealing with debt financing.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: District of Columbia Auditor

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| ... | ..... | ... | ..... | 10 | $163.0 | +10 | +$163.0 |

| Page No. | Analysis of 1976 Change: | | | | |
|---|---|---|---|---|---|
| AC-5 | Base adjustments: | | | | |
| | 1. Transfer in: | | | | |
| | Council of the District of Columbia ..... | | | +3 | +63.2 |
| | Office of Municipal Audit and Inspection ... | | | +4 | +68.7 |
| | Total, base adjustments ..... | | | +7 | +131.9 |
| AC-7 | Program increases: | | | | |
| | 1. New Positions: | | | | |
| | GS-13 Auditors ..... | 2 | 10.0 | | |
| | GS-12 Auditor ..... | 1 | 5.5 | +3 | +15.5 |
| | 2. Other office expenses ..... | | | ... | +15.6 |
| | Total, program increases ..... | | | +3 | +31.1 |

Senator CHILES. Mr. Watson.

Mr. WATSON. I have no formal opening statement. Do you have the answers to questions which we submitted. I don't think I have an extra copy with me.

I can respond again to the questions.

Senator CHILES. All right. There's been considerable interest in an audit of the District of Columbia government; section 455 of the Home Rule Act mandates the District of Columbia to conduct a thorough audit of the accounts and operations of the District. What are the current efforts of the auditor to meet the requirements of section 455?

Mr. WATSON. Our efforts have been similar to the General Accounting Office type of work, which has been to during the year perform audits in a representative sampling of the activities of the District government.

We have not conceived the role in terms of a comprehensive financial audit, as has been talked about in the House and Senate recently. First of all, we are far too small for this type of operation that's being discussed. Second, if that is to be carried out, it would probably be best carried out on a contract basis rather than through government personnel, since it would require having for a short period of time, a very large number of people, which we probably would not want to have on a year-around basis. The discussions in the Senate District Committee have been talking in terms of having over 100 people at one point, working on a financial audit.

We view ourselves more in the role the GAO has, of performing something a bit more general than the financial audit, so that aspect is included in terms of studying questions of management and performance, legislative effectiveness and city effectiveness in general.

Senator CHILES. Well, if you are not going to perform the thorough audit that's required by section 455, what are you doing in regard to seeing that there are accounts and records so that a thorough audit can be conducted? We don't need another GAO necessarily, if that's your function.

Mr. WATSON. Well, I would disagree there. I think the city needs its own internal capacity, because I think we have a different focus than GAO's focus, even operating within the District of Columbia.

With regard to the question of what we are doing to insure the capability of having an audit performed, we have begun in cooperation with the Office of Budget and Management Systems, with the Council's Budget Committee, and with outside people in the District who have the same interest, of beginning to develop the mechanisms that we can have a better disclosure of financial information.

I think there's agreement within the city that the mechanisms that have been developed over the years which have been primarily for informing Congress, are not the same sort of things that one wants for public disclosure and full disclosure that the Council may be wanting to use.

We have begun this, and intend to continue on this type of review program, but it again will be both the disclosure in terms of formal reports and the information available in terms of management systems—what information is it that agencies need to function efficiently, what do they have, how this can be improved.

AUTHORIZATION FOR PERFORMING AUDITS

Senator CHILES. If you're going to function as sort of a GAO for the District, who would authorize or trigger your looking at some particular department or agency or performing an audit?

Mr. WATSON. This will come about in several fashions. One will be, we are having, we have ongoing now, our own audit programs, which are self-generated studies. The second area that we would be having is formal requests from the City Council. I can give some examples of the types of work we've begun doing in these areas. With regard to our own generated program, we have begun a study of what happens to new programs in the city government.

Every year, Congress or the City Council are creating new programs; the Executive requests them. We're looking at basically what the gestation period of a new program is, how long it takes to establish a new program, and what sort of planning should be done prior to requests for appropriations to insure that new programs will be started promptly after an appropriation is made. This is something that we've been looking at in a sampling across the whole government.

With regard to direct requests, we were requested earlier in the year to do some work with regard to personnel funding in the Department of Human Resources. The question came up with regard to Human Resources as to whether or not the budget request submitted originally by the Executive was sufficient to fund the existing personnel.

We have been doing the study in several phases. We issued a preliminary report in July and I can give you additional copies of these reports. The preliminary report on July 25 dealing with the question of just whether the dollars were sufficient for the continuing personnel, where we determined there was a shortage in the order of about $6 million which would have to be increased in the Department of Human Resources budget, and the executive has been working with the supplemental budget with regard to that.

We, in addition to that, answered some questions from Mrs. Shackleton on that preliminary report, and issued on November 3 a report dealing with the personnel system within DHR. In looking at some of the problems in the budgetary process we examined the data available within the system, how accurate the personnel reporting systems are there, and we've made some recommendations as to additional automation within the personnel system. I can submit for you the series of reports.

Senator CHILES. Thank you, we will keep these in the committee files and please see to it that we receive a copy of each report you issue.

RESPONDING TO CITY COUNCIL REQUESTS

Mr. WATSON. We also expect basically, within our limited staff, that we will respond to the formal requests by the Council. We at present have a total of four professionals including myself and one secretary, which is somewhat limited in answering very many formal requests as well as conducting our own program.

We do, though, expect that when formal requests are made we will respond to them. We also will, if we are able to, respond to requests

from individual Council members or individual committees. An example of that which we've done was a question raised with regard to the Resource Recovery Center contract by Mr. Hobson, which we did submit a letter report.

An additional part of our annual program is annual program responsibilities a statutory responsibility to certify revenue estimates with regard to bond financing of new projects. The Home Rule Act in section 603 requires that debt service, including principal and interest on the District's long-term capital bonding cannot exceed 14 percent of the following year's revenues as estimated by the Mayor and certified by myself. Since the bonding process involves many, many variables and the executive is going to have to be deciding when to go to the market, and that should be their decision, we are on a continuing basis maintaining ourselves in a position to certify the revenue estimate, should this become necessary for bonding.

TOTAL NUMBER OF PERSONNEL

Senator CHILES. What's the total number of audit personnel now authorized and what's the total number of personnel requested for fiscal 1976, and where will they be located?

Mr. WATSON. Located? You mean administratively?

Senator CHILES. Yes.

Mr. WATSON. The 1975 budget includes the office. The auditor has a part of the City Council. This was done apparently basically for convenience in drafting the budget request last year. This year, as you'll notice in the budget, we follow what appears to be the intent of the statute that it be an independent office, although it has a closer relation to the legislative branch, I guess, and I guess we fall into the category of the GAO, we have an independent office in the legislative branch.

The budget is somewhat confusing because of the way the office has been put together. The actual budget in 1975 included only three positions, my own, one auditor and one secretary. There is, the budget presentation shows, a higher number of existing positions and these result from transfers from other departments, from the Municipal Audit Inspection, principally.

We have on board now a total of five people, which have been done, starting last year, through CETA supplements. We took the money that was available for the three positions and through using the CETA supplements, we have filled five positions there. The reason we have not filled seven, which would appear to be the existing positions, is that a number of the positions which were transferred to us apparently did not have funding last year, and since we are operating on a continuing resolution, we are continuing under last year's funding.

The request is that we go up to a total of 10 personnel, which would be myself, seven professionals, two administrative, and two secretarial personnel. At present, we are divided in terms of background so that we cover a broad range of the governmental problem. My background, my professional training is in law with a strong economics and accounting background. It had been most recently with the General Accounting Office.

We have two persons on our staff with master's degree in public administration and one with a master's degree in business administration, with a concentration in accounting. I expect that as we grow we will add in somewhat of this mix.

TOTAL AUDIT CAPABILITY OF CITY

Senator CHILES. Now how many auditors do you have, Mr. Coppie?

Mr. COPPIE. Thirty, Mr. Chairman, including grant funding. Twenty-three are paid for from appropriated funds, seven from grants.

Senator CHILES. Why is it that we have 30 positions in the Mayor's Office of Municipal Audit and Inspection and only 10 positions budgeted for the District auditor? Could these functions be merged into one audit activity for the entire District of Columbia government since four positions have already been redirected to the City Auditor's Office already?

Mr. COPPIE. The main reason for the 30 positions authorized for OMAI as compared with 10 positions for the District of Columbia auditor is because OMAI was established in 1952 and the audit staff was increased gradually over the years. The District of Columbia Auditor's Office on the other hand, was recently established under the Home Rule bill with only three positions authorized by Congress. The other positions were acquired by transfer from other District agencies.

We believe that merging of the audit functions would be contrary to the intent of Congress when it established three levels of auditing under the Home Rule bill—Internal Audits, Office of the District of Columbia Auditor, and GAO. When Public Law 93–198 was passed, we reviewed the legislative history of the bill to gain as much insight as possible into the intention of this legislation. On the basis of our review we came to the following conclusions:

The legislative history of the Home Rule bill indicates that members of the House and Senate District Committees wanted to provide adequate assurances that the District would have strong control systems with respect to budget, accounting, and financial management responsibilities. All three levels of auditing are intended to be part of the comprehensive budget and financial management control systems provided under title IV, part D of the bill. House Report No. 93–482 includes the following comments on this part of the bill:

> It is the intent of this Committee in granting greater self government to the District that both Congress and the general public will have continuing assurances that the District's resources, whether obtained from the Federal Government or the local taxpayers, are being handled in accord with existing laws, and programs are being conducted efficiently, effectively, and economically. It is the further intent of this Committee in section 736 (GAO Audit) that this information be provided on a timely basis, validated and concurred in by someone who is independent and objective.

It is abundantly clear from our review of the legislative history of the bill that it fully intended to authorize three levels of audit, each responsible to a different authority; that is, the Mayor, the Council, and the Congress. There are clear indications in this that the bill intends more emphasis to be given to auditing under the House Rule government. Accordingly, there are no indications in the bill of its legislative history that there was any intention to reduce, restrict or diminish the authority and responsibility of the internal audit function

under the Mayor. On the contrary, the bill and its background indicate that internal audit is a vital part of the District's overall control system.

Senator CHILES. Well it seems like now, when we're going to have all these auditors, and we are still saying we do not have enough auditors now to put in process a full audit of the city or to get something going, that is kind of hard for me to understand.

Mr. COPPIE. Well, of course, Mr. Chairman, as you know and realize, the city does not support the way this thing has broken in Congress, and I think that's unfortunate, but there is audit capability in the city, both on the Executive side and the Legislative side, as Mr. Watson has pointed out.

Senator CHILES. Well, there might be audit capability but there doesn't appear to be any mechanism right now of what you're going to audit, and looking at what GAO's been saying over the years, and we see from their report of some 2 or 3 years ago, we still don't have any mechanism that anybody can get a handle to audit on, so again, you have got 30 auditors and he has got, we're talking about another 11, and we still are not getting the mechanism.

Mr. COPPIE. Well, Mr. Chairman, I am well aware of the criticism that the Comptroller General has directed at the city in his statement before the House District Committee last Monday, or a week ago today. I think it is important to point out that he did not use the word chaotic, as reported in the Washington Post. He did point to some very significant problems, in his judgment, and he said in the area of controls, that there were problems that were "widespread and severe."

On the other hand, I think it is important to recognize that the city has given a priority to financial management improvement, and we are prepared to document that very specifically in the report that will be given to the committee.

### MANAGEMENT AUDITING REPORTS OF GAO

Additionally, in the area of management auditing that the General Accounting Office has done, and the District's commitment to address those audits by way of management improvement, we did report to the City Council, the Congress and the general public in June of 1975, on all GAO audits that had been done for the city between 1970 and 1975 with the last audit shown in here dated March 20, 1975. That report has been previously provided to the committee, but I would also like to have it incorporated into the record.

I think, Mr. Chairman, it is also important to observe here that what we're talking about, in one part, in the way of an audit that has been called for in the Senate, is a traditional post audit that is done for States and cities across the country, sometimes by a postaudit capability that is in the Government, sometimes by a postaudit capability that is on a consultant basis, such as one of the big eight consulting firms.

What has been pointed out by the city, and pointed out by the Comptroller General is that our accounting system, and our reporting system are part of the accounting system, that has been tied to the Federal reporting system. We meet the basic requirements of the Federal accounting, reporting system, and our reports are substantially called for by the U.S. Treasury.

This is as distinguished from the accepted municipal accounting standards, but we're committed to developing and implementing in the city government what you would find in most cities and most States throughout the country, and it is going to take some additional time and some additional effort, and I might say, some additional resources.

Senator CHILES. How long?

Mr. COPPIE. I think that the basic reporting mechanism, Mr. Chairman, will be in place within 2 years.

Senator CHILES. Well, I would think as far as effort and resource, is that that ought to be the joint thrust of both your 30 auditors and of the 11 auditors that Mr. Watson has got. It seems like to me that we are going to have a hard time going anywhere until that is in place. I think as far as, you talk about the sale of bonds, or anything else the city is going to want to do, it is a different ball game. Maybe you did meet the Federal requirements, although it looks like there were considerable problems in looking at the GAO's statements over the years. Even taking that at face value, that you do meet those requirements now, that is not the ball game any more.

ADDITIONAL RESOURCE REQUIREMENT

Mr. COPPIE. I would want you to understand, Mr. Chairman, from our point of view, that our system is a sound system. It does need considerable improvement, and our commitment is to bring that kind of improvement to the city, but it is going to require a partnership with the Congress in order to do that job in a shorter period of time, and with additional resources.

Senator CHILES. Well, are you making some proposal for those additional resources?

Mr. COPPIE. Mr. Chairman, the proposal in this budget is rather limited. We requested about a half million dollars in 1973, which was denied in the ultimate appropriation bill to the city, and the progress that we made over the last several years, which I have indicated has been substantial, has been done through the resources that have been available to the city, but not through the fresh infusion of funds.

I am prepared to document for the specific review of this committee, what we believe would be required in order to give this thing a new sense of urgency.

Senator CHILES. Well, I think you should do that.

You estimate that audit report recommendations made to city agencies could have resulted in savings, or could result in savings in excess of $17,000, in fiscal year 1974. That sounds like an awful small——

Mr. COPPIE. That should be $17 million.

ADDITIONAL HIGHWAY AUDITORS

Senator CHILES. Seventeen million; that's a little better. Why are two additional auditors requested for Federal aid highway projects, when the city is deleting positions to the interstate system from the highway program?

Mr. COPPIE. Well, the basic audit requirement associated with the Federal Highway Administration program will continue, and we need that audit capability in order to meet Federal standards.

QUESTIONS SUBMITTED BY SENATOR CHILES

Senator CHILES All right, the rest of these questions we'll just let you answer for the record, if you will.

[The questions and answers follow:]

STUDIES ON PERSONNEL SYSTEMS

*Question.* Inasmuch as the justifications indicate that the Auditor is to have the same relationship to the City Council as the GAO has to the Congress, does the City Council approve of the statement on page AC–1 of the justifications that: "As an adjunct of the independent audit program, the Office *may* from time to time study particular topics requested by the Council." (The GAO *must* make investigations and reports ordered by either House or a Committee of Congress.)

Answer. The Office will conduct studies specifically requested by the Council, such as the series of reports issued concerning personnel systems of the Department of Human Resources. (See item 3 of answer to question 3) The Office will endeavor to respond to requests of individual committees and Councilmembers. (See, for example, item 7 of answer to question 3) A copy of our regulations dealing with reports is attached.

[The information can be found on page 157.]

STATUS OF POSITIONS ALLOCATED TO AUDITOR

*Question.* What are the job titles, grades, and salaries of the 7 positions currently allocated to the Auditor?

Answer:

| | |
|---|---|
| District of Columbia, GS–16 | $36,338 |
| Deputy Auditor, GS–13 | 22,906 |
| Management Auditor, GS–12 | 19,386 |
| Auditor, GS–11 | 16,255 |
| Administrative Assistant, GS–7 | 13,254 |

Since we are functioning on a continuing resolution, we have not filled previously unfunded positions transferred to this Office.

PROGRESS REPORT ON MAJOR PROJECTS

*Question.* What progress has been made on the four major projects cited on page AC–6?

Answer. (1) A review of the progress of agencies in establishing new programs provided by the Fiscal Year 1975 budget.

The field audit effort has been substantially completed. The report is now in first draft form and being reviewed.

(2) A study of procurement procedures, with particular emphasis on possibilities for increasing minority, local and small business participation in city contracting.

After a preliminary review, initial conclusions were presented at Council hearings. Since there is legislation pending before the Council to establish a Commission to study this matter, we have held our review in abeyance and will be available to supplement the Commission study.

(3) An audit of Department of Human Resources personnel funding and control procedures.

A preliminary report was issued July 25, 1975. Additional information concerning the preliminary report was submitted to Mrs. Schackleton in a letter report dated September 9, 1975. A final report concerning the DHR Personnel and Payroll Documentation and Information System was issued November 3, 1975.

(4) As a part of revenue certification, a study of trends in city revenue with an analysis of the changing impact of taxation on various segments of the city economy.

As yet, no revenue certification has been required. We have, however, gathered sufficient data to promptly issue such a certification when required by the statute.

The following additional programs have been undertaken:

(5) A continuing program of assistance to the Council and Executive in developing more meaningful financial planning and reporting mechanisms has been undertaken. This program is not expected to produce reports, but rather, agreement as to required data flow.

(6 A study of processing times for various city activities is underway. Conclusions with regard to the Vital Records Office were contained in a report issued December 8, 1975. (Attached) Additional reports will be forthcoming.

(7) A letter report to Mr. Hobson concerning potential conflicts with regard to feasibility studies which support the City's proposed resource recovery center.

(8) A study of cash and check handling procedures is underway.

(9) Studies of overtime compensation and local communications systems are in the planning stages.

TRANSPORTATION EXPENSES

*Question.* What is the transportation expense of this office?

Answer. Transportation expenses of the office include local transportation for various on-site inspections of city agencies as well as transportation related to training activities.

FINANCIAL AUDITS

*Question.* There has been considerable interest in an audit of the District Government. Section 405 of the Home Rule Act mandates the District of Columbia to conduct a thorough audit of the accounts and operations of the District.

What are the current efforts of the Auditor to meet the requirements of Section 405?

Does the Auditor agree with the GAO that at the present time there are no accounts and records to audit and that the first requirement is to establish a system?

Answer. The size of this Office does not allow for full scale financial audit. We interpret the legislative history of the statutory requirement to provide that each year we conduct audits of a representative sample of District agencies to ascertain both their financial integrity and management capability. The diversity of our activities to date is shown in our answers to question 3.

I believe that the Accounting Records are not sufficient so as to allow preparation of a certified financial statement. Improvements in the system are therefore necessary before a comprehensive audit could take place. This is not to say, however, that more limited audits of individual activities and evaluation of relative performance cannot be performed.

COUNCIL OF THE DISTRICT OF COLUMBIA
OFFICE OF THE DISTRICT OF COLUMBIA AUDITOR
1329 E STREET, N.W.
WASHINGTON, D. C. 20004

11 September 1975

ADOPTION OF RULES

Office of the District of Columbia Auditor

NOTICE

The Office of the District of Columbia Auditor hereby gives notice that in addition to the proposed rules published in the D.C. Register, Volume 21, Supplement 4, pages 3961-4017, dated June 27, 1975, it intends to adopt the following Rules:

PUBLICATION OF REPORTS

FORMAL REPORTS

1. Reports of the District of Columbia Auditor shall be in formal report form, letter form or such other form as is appropriate to the subject matter.

2. Five working days prior to intended publication of a report, a prepublication copy of the report shall be delivered to the Chairman of the Council and each member of the Council and to the Mayor. During this five working-day period, the report shall remain privileged, unless released under rules established by the Council.

3. On the sixth working day after delivery of a report to the Council, the report shall be available to the public in the Office of the District of Columbia Auditor. Notice of the title of the report shall be published in the District of Columbia Register.

INFORMAL RESPONSES

1. From time to time, the Auditor may make written responses to questions raised as to government operations by the Chairman of the Council, Council

committees, and individual Council members. Responses to such questions shall be delivered to the questioner. If the question was raised in a Council or Committee meeting, copies of the answer shall be delivered to each other Council member associated with the meeting. Responses shall remain privileged unless released by the Member or Committee to whom addressed. Informal responses shall not contain recommendations for Executive action. The information contained in the written response may, however, be the basis, in whole or in part, of a later formal report which becomes public.

2. The Auditor may, in his discretion, respond to inquiries from members of the public or nongovernmental bodies. Such responses shall be public to the extent that personal confidences of the person making the inquiry are not revealed.

Action on the foregoing will be considered in not less than thirty (30) days.

Interested persons may submit comments in writing to the District of Columbia Auditor, Room 937, 1329 E Street, N. W., Washington, D.C. 20004 no later than 30 days after publication of this notice.

Noah S. Watson

MATTHEW S. WATSON
District of Columbia Auditor

## District of Columbia Office of Public Affairs

### STATEMENT OF JOHN DROF, PRINCIPAL ASSISTANT, PUBLIC AFFAIRS OFFICE

### ACCOMPANIED BY COMER S. COPPIE, DIRECTOR OF BUDGET AND MANAGEMENT SYSTEMS

#### OPENING STATEMENT AND BUDGET SUMMARY

Senator Chiles. We will now go into the Office of Public Affairs and put in the opening statement and budget summary. The request is $256,200 for 12 positions, compared with $263,000 last year, with the same number of positions.

#### INTRODUCTION OF WITNESS

Senator Chiles. Mr. Sam Eastman?

Mr. Drof. No, sir, I'm John Drof. Mr. Eastman is ill today. I do not have an opening statement.

Senator Chiles. All right, we will just insert the policy statement from the justification and the budget summary.

[The materials follow:]

#### Office of Public Affairs

The Office of Public Affairs is the central agency of the Executive Branch of the District Government for news announcements. The Office has the principal responsibility for working with the news media in an effort to give the community accurate, fair and full accounts of City government activities. The work of the office includes preparation of news releases, reports and statements on City matters, the arrangement of news conferences and drafting of speeches. The office also supplies information on City government matters in response to a sizable flow of inquiries from out of the community and from our own residents. Photographers supply pictures ot the city government departments and agencies upon request. Brochures about the City Government are published and disseminated by the office.

The continuing goals of this office are to strengthen the city government's public information functions and to improve the quality of informational materials disseminated to the news media and to the public. The objectives of the office are to develop and carry out means that will better inform the public about District Government services and activities.

SUMMARY OF 1976 BUDGET ESTIMATES, APPROPRIATION: GENERAL OPERATING EXPENSES, OFFICE: OFFICE OF PUBLIC AFFAIRS

| Page No. | | 1974 obligations | | 1975 allotment | | 1976 estimate | | 1976 change | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| | | 12 | $244.9 | 12 | $263.0 | 12 | $256.2 | ..... | −$6.8 |
| | Analysis of 1976 change: | | | | | | | | |
| BB-4 | Base adjustments: | | | | | | | | |
| | 1. Nonrecurring—pay raise supplemental | | | | | | | | −6.1 |
| | 2. Base reductions | | | | | | | | −8.8 |
| | Total, base adjustments | | | | | | | | −14.9 |
| BB-5 | Program increases: 1. Pay raise annualization | | | | | | | | +8.1 |



59-211 O - 76 - 11

PUBLICATION OF "FOR YOUR INFORMATION"

Senator CHILES. In July of 1972, the District government published the booklet, "For Your Information." This booklet is now very much out of date. When is it going to be revised?

Mr. DROF. It is being revised right now, sir, and should be ready for distribution in early spring.

PUBLICATION OF TELEPHONE DIRECTORY

Senator CHILES. How about the telephone directory?

Mr. DROF. We have nothing to do with that. That is published by the Department of Transportation.

Senator CHILES. By the Department of Transportation?

Mr. COPPIE. They are in the process of investigating that. It will be out this year, this fiscal year.

Senator CHILES. How did that get in the Department of Transportation? That ought to be Office of Public Affairs.

Mr. COPPIE. The budgeting for telephone services in the city traditionally provides for the issues specifically. It has to do with the fact that the telephone system is tied in with the total electrical system that the city proposed.

ASSURING DISTRICT AGENCIES HAVE OPEN MEETINGS

Senator CHILES. What steps does the Office of Public Affairs take to make sure that District departments, agencies, boards and commissions have open meetings at any time an official action of any kind takes place pursuant to section 742 of the Home Rule Act?

Mr. DROF. As Mr. Tucker pointed out, the District of Columbia Council now makes available notices of all hearings. We also publicize them through the news media, and we make information available through news releases and through direct calls to the news media about when public hearings will be held and when hearings that we know about will be held.

Senator CHILES. Thank you, Mr. Drof, that's all I have.

Mr. DROF. Thank you.

## District of Columbia Office of Budget and Management Systems

**STATEMENT OF COMER COPPIE, DIRECTOR, OFFICE OF BUDGET AND MANAGEMENT SYSTEMS**

**ACCOMPANIED BY:**

**PATRICIA SMITH, ADMINISTRATIVE OFFICER, OFFICE OF BUDGET AND MANAGEMENT SYSTEMS**

**DR. WILLIAM KRAUSE, DEPUTY DIRECTOR FOR FINANCIAL OPERATIONS, OFFICE OF BUDGET AND MANAGEMENT SYSTEMS**

### OPENING STATEMENT AND BUDGET SUMMARY

Senator Chiles. Next will be Office of Budget and Management Systems. Again, we have Mr. Coppie and I note that the request is $5,238,000 for a total of 296 positions. This compares with $3,324,800 and 42 positions. Mr. Coppie, I will put the opening statement and the budget summary in the record and we'll let you proceed as you wish.

[The material follows:]

### Office of Budget and Management Systems

#### INTRODUCTION

Urban governments across the U.S. find themselves caught up in the throes of growing budgetary pressures fueled by continued wage-price escalation and lagging revenue growth. An easing of these trends in the foreseeable future is unlikely in light of the uncertain national economic picture. To meet the challenge of increased citizen demands for improvement in the level and quality of City services under such conditions, it will be imperative for urban governments to develop the executive organizations and tools necessary to manage resources more effectively and to evaluate the results of current programs and policies.

A major step in this direction was taken by the District Government on January 1, 1975, with the creation of the Office of Budget and Management Systems. This new office was formed by merging the Office of Budget and Financial Management, the Office of Municipal Audit and Inspections, and the central computer services and management analysis functions of the former Office of Planning and Management.

The primary missions assigned to the Office of Budget and Management Systems by the Mayor are to improve the management of City resources and to ensure that programs and services are in fact producing the results public officials and citizens alike expect. The scope of this new office's responsibility encompasses the formulation and execution of the City's annual operating and capital improvements budgets; preparation of multi-year operating and capital improvements plans; implementation of a comprehensive productivity improvement and performance measurement program; provision of organization analysis and administrative support services to the Mayor and the City Administrator; performance of continuous fiscal and management audits of District Government operations; management and accounting of City funds as well as improving financial management systems and practices throughout District Government; and the allocation of positions and funds associated with Public Service Employment programs operating in the Nation's Capital.

IMPACT OF HOME RULE

The District of Columbia Self-Government and Governmental Reorganization Act of 1973 (PL 93–198) mandates a series of requirements which will significantly increase the scope and complexity of the District's fiscal and management responsibilities under home rule. Most notably, the Charter:

Requires the submission of multi-year operating and capital improvements plans in support of annual budget requests.

Authorizes municipal bond financing of capital improvement projects.

Permits the City to borrow money through the execution of negotiable notes not to exceed specified ceilings.

Authorizes a broader investment program for District monies and the use of private banks or depositories in lieu of the U.S. Treasury.

Requires the Mayor to report on the performance of City programs in relation to established goals.

Public management *flexibility* and *accountability* are two key concepts underlying the Home Rule Act. The framers of the charter authorized sufficient flexibility, especially in the fiscal affairs area, for the District Government to realize greater economy and efficiency of operations than would have been possible prior to self-government. At the same time, more stringent requirements have been placed on public officials to ensure accountability to the public for the cost and performance of City programs and services.

ACCOMPLISHMENTS AND PLANS

Over the past year notable progress has been made and more intensive efforts initiated toward further strengthening the District Government's financial and executive management capabilities. Selected highlights of our activities and accomplishments are as follows:

A system for projecting the future cost implications of current and proposed program commitments has been developed and refined.

A detailed proposal on a modern accounting system which will better serve management and provide more effective control over the expenditure of public funds and resources has been developed and submitted to the U.S. General Accounting Office for comments and approval.

A system to prevent the over obligation of grant funds has been developed and installed.

Payments processing for certain goods and services received by the District, such as utilities, has been centralized to ensure accurate accounting of such expenditures and more timely payments to vendors.

Significant progress has been made on the identification of performance measures for selected City services and on the development of a system to track the actual level and quality of services provided. When fully operating, this system will help ensure that programs are achieving the results expected for tax dollars expended.

In the year head, our efforts to develop a fully integrated resource management system for the District Government will proceed on schedule. With the functional responsibilities consolidated in the Office of Budget and Management Systems under Commissioner's Order No. 74–264 of December 31, 1974, higher priority will be given to improving the management and performance of service delivery operations. During fiscal 1976, we plan to:

Complete the development, implementation and testing of the first phase of the performance monitoring system (PMS), as well as undertake several productivity improvement demonstration projects.

Improve resource management by designing and installing a control system for materials purchased, stored and used by the District Government; and by developing a control system for all facilities owned, leased, occupied or otherwise controlled by the District Government.

Expand the Automated Position Management and Personnel Reporting System until District-wide implementation is achieved. Ultimately, this system will be integrated with the existing automated payroll system to provide a highly effective control tool.

Study the feasibility of automating the District's budget preparation and execution system.

Evaluate voucher audit functions performed by certain District departments and agencies vis-a-vis those of the District Accounting Division, with a view towards greater centralization of such functions through the realignment of

responsibilities and resources. Such centralization will prevent the duplication of efforts and, at the same time, afford improved central control in payments for goods and services received by the District Government.

Expand the utilization of optical character technology to include the processing of time and attendance reports, vouchers and other documents used District-wide and submitted to the District Accounting Division for central processing. The use of this new technology will generate considerable savings in future years.

Formulate and administer borrowing programs for the issuance of long- and short-term indebtedness.

Design, develop and implement the District's cash management program, including the investment of surplus funds in governmental and non-governmental interest-bearing securities and accounts.

Strengthen central management over the entire District ADP program to assure compliance with sound fiscal management in the obligation and expenditure of funds in this area. The major objective is to achieve economies of scale wherever possible, while increasing capacity, productivity and the quality of services through the application of modern techniques.

Continue the formulation, coordination and implementation of programs for improving the management and organization of the District Government.

Continue the design and administration of an effective audit and inspection service and make recommendations for the improvement of the financial, accounting and management practices of the District of Columbia Government and related agencies.

The efforts and accomplishments outlined above will go a long way toward providing a solid foundation for our new city government under home rule. Equally important, rapid progress in resource management will be indispensable if the City is to sustain its commitments and improve service quality during this period of growing fiscal constraints.

BUDGET REQUEST

To meet our on-going fiscal, financial and comptroller responsibilities and to continue the improvement program in those areas as well as carry out the additional functions transferred by Commissioner's Order No. 74-264, we are requesting a total of $5,238,500 and 296 positions in FY 1976. The request, all appropriated resources, reflects a net increase of $1,913,700 and 115 positions (after base reductions) over the FY 1975 allotment for the former Office of Budget and Financial Management. This increase falls into two categories, namely the functional realignments totaling $1,743,000 and 82 positions and a request for new resources in FY 1976 totaling $656,100 and 42 positions, as follows:

The functional realignments include the following components from the Municipal Planning Office: (1) the Computer Services Division with $711,900 and 42 positions. To create a base budget for the District's SHARE Computer Program other comparative transfers from SHARE members totaling $219,700 were made through the budget process to provide required resources for that component, for a grand total for Computer Services of $931,600, and (2) the Organization and Management Division with $215,800 and 10 positions. Lastly, the formerly independent Office of Municipal Audit and Inspections, with $595,600 and 30 positions, was merged with related functions to become part of the Office of Budget and Management Systems.

Of the requested increase in FY 1976, (1) 25 positions without funding are earmarked for the SHARE Computer Program. Funding for these positions is being made available through the comparative transfers addressed above. (2) Four positions and $28,800 are proposed for the establishment of a Cash Management Unit which is needed to carry out added responsibilities for financial management mandated by the Home Rule Charter. The proposed unit will analyze the City's relationship with private banks and investors, monitor the City's cash flow and determine investment opportunities on a daily basis. (3) To offset the increased workload associated with the new requirements in the capital improvements process, that is the advent of municipal bonding and the submission of the Six-Year Capital Improvements Program simultaneously with the annual budget request, we are requesting two new positions and $16,400. (4) To meet the audit frequency requirement of the Federal Highway Administration, two positions and $15,400 are part of our request for increased resources in FY 1976. The

OBMS audit and inspection staff resources are currently insufficient to meet this audit frequency requirement. These positions would be dedicated to audits of District-wide Federally funded highway projects exclusively. (5) To facilitate the performance of audits generally, we are requesting $24,000 to expand the utilization of computer services which will result in improved audit coverage and increased capability for the analysis and evaluation of data. (6) To offset the loss of Federal assistance for activities in the resource management improvement area, we are also requesting $14,500 for the rental of space for regular staff engaged in such activities. Space is not available in District-owned or-leased facilities. (7) Three positions and $25,000 are requested in order to develop a city-wide energy conservation, planning and implementation system, and to establish goals and strategies for energy conservation in 1976. (8) Six positions and $75,-000 are proposed in order to implement the City Council's FY 1976 Savings Program. These appropriations will provide centralized, strict monitoring of and liaison with District agencies in their hiring and spendng practices. We expect that these funds will enable the District to achieve the Council's goal of reduced costs in FY 1976 and enable the provision of detailed reports on savings programs required by the City Council throughout the year. (9) Lastly, mandatory increases for the annualized cost of the general salary increase of October 1974 in the amount of $478,200.

In FY 1976, our appropriated funds are expected to be supplemented by direct Federal assistance provided under the Comprehensive Employment and Training Act (CETA), a public service employment program superseding the Emergency Employment Act Program. The District of Columbia has received $4,386,500 under Title II of that Act and $4,563,300 under Title VI and these amounts are reflected in the budget document for this Office pending the distribution of funds among participating District departments and agencies. The fiscal year 1975 allocation totals $6,314,400 and 1,390 positions, with $2,635,400 and 575 positions in FY 1976. The Federal assistance received in fiscal years 1974 and 1975 from the Department of Housing and Urban Development under the "701" Comprehensive Planning Assistance will in all likelihood not be carried over to FY 1976. That assistance provided support for the OBMS efforts to improve the grants management process and to develop the resource management improvement system, activities which henceforth will be carried forward under appropriated funds. We are hopeful that the Federally funded staff in this area can be absorbed through attrition.

The indirect Federal assistance shown in this budget is cost recoveries for central support services in the administration of grants received District-wide. Our indirect cost recoveries are basically utilized for the establishment of additional positions to cope with the increased workload associated with and generated by District-wide grants funded programs.

In concluding, I believe that the budget request before you will permit this office to meet its fiscal, financial, comptroller and management responsibilities and objectives in the coming fiscal year.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Office of Budget and Management Systems

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 179 | $3,319.3 | 181 | $3,324.8 | 296 | $5,238.5 | +115 | +$1,913.7 |

| Page No. | Analysis of 1976 Change: | | | | |
|---|---|---|---|---|---|
| BC-10 | Base adjustments: | | | | |
| | 1. Non-recurring - pay raise supplemental .... | | | ... | -277.7 |
| | 2. Base reductions ..... | | | -15 | -301.6 |
| | 3. Transfers in: | | | | |
| | Share Computer Services from the Municipal Planning Office ..... | | | +44 | +776.1 |
| | Share Computer financing for a permanent base from member agencies: | | | | |
| | Finance & Revenue ..... | ... | 50.0 | | |
| | General Services ..... | ... | 44.7 | | |
| | Environmental Services | ... | 125.0 | ... | +219.7 |
| | Organization and Management function from the Municipal Planning Office ..... | | | +12 | +222.9 |
| | Formerly independent Office of Municipal Audit and Inspection ..... | | | +32 | +618.2 |
| | Total, base adjustments ..... | | | +73 | +1,257.6 |
| BC-13 | Program increases: | | | | |
| | 1. Pay raise annualization ..... | | | ... | +478.2 |
| | 2. New Positions: | | | | |
| | Cash Management Unit: | | | | |
| | GS-14 Program Analysis Officer ..... | 1 | 10.5 | | |
| | GS-11 Program Analyst .... | 1 | 7.0 | | |
| | GS-8 Budget Assistant .... | 1 | 6.1 | | |
| | GS-5 Secretary ..... | 1 | 5.2 | +4 | +28.8 |

| | | | | |
|---|---|---|---|---|
| Hiring and Spending Monitoring: | | | | |
| GS-14 Program Analyst ..... | 1 | 10.5 | | |
| GS-14 Computer Systems Analyst ... | 1 | 10.5 | | |
| GS-13 Computer Systems Analyst ... | 1 | 9.6 | | |
| GS-13 Systems Accountant ..... | 1 | 9.6 | | |
| GS-12 Computer Programmer ..... | 1 | 8.4 | | |
| GS-12 Program Analyst ..... | 1 | 8.4 | +6 | +57.0 |
| Establish Energy Conservation Program: | | | | |
| GS-13 Program Analyst ..... | 1 | 9.2 | | |
| GS-11 Program Analyst ..... | 1 | 7.4 | | |
| GS-5 Secretary ..... | 1 | 5.2 | +3 | +21.8 |
| Additional Audit Capabilities: | | | | |
| GS-12 Auditor ..... | 1 | 8.0 | | |
| GS-11 Auditor ..... | 1 | 7.4 | +2 | +15.4 |
| Monitor Capital Expenditures: | | | | |
| GS-12 Program Analyst ..... | | | + 2 | +16.4 |
| Computer Specialists: | | | | |
| Convert tempoary positions to permanent ..... | | | +25 | ..... |
| 3. Computer Rental Time: | | | | |
| $3.2 for energy conservation program, | | | | |
| $18.0 for hiring and spending monitoring, | | | | |
| and $2.8 for the increased audit programs .... | | | ... | +24.0 |
| 4. To provide for space rental for the Resource Management Improvement Unit previously funded by Federal assistance ..... | | | ... | +14.5 |
| Total, program increases ..... | | | +42 | +$656.1 |

INTRODUCTION OF ASSOCIATE

Mr. COPPIE. Mr. Chairman, I'd like to officially introduce Mrs. Patricia Smith, the administrative officer of my office. Mr. Chairman, I do have a prepared statement, but I would just like to briefly summarize the overall responsibility for the office.

RESPONSIBILITIES OF BUDGET OFFICE

Mr. Chairman, our primary responsibility falls into the broad area of budget and financial management, that is the formulation of the city's annual budget, the execution of the city's annual budget, and the formulation of the city's multiyear program and financial plan, both on the operating side and the capital outlay side. We have the responsibility of the city's central accounting system and are designing an improvement to that system.

Then, Mr. Chairman, we also have the responsibility of executive management, and the broad area of executive management improvement. In addition, we also carry the responsibility for the city's internal audit responsibilities, which we discussed a moment ago, under the authority of the Executive. Moreover, we have such additional responsibilities as the city's grant management program and the implementation of the city's public services employment program, the CETA program, as has been discussed here this morning.

ESTABLISHMENT OF CASH MANAGEMENT UNIT

Senator CHILES. During the second supplemental, there was an extensive discussion of the city's investment of its cash. The committee was assured that maximum yield was being realized from the city's funds. Why, now, then, are there four new positions requested to establish a cash management unit?

Mr. COPPIE. Mr. Chairman, at the time of the second supplemental. this continues through today, and will continue until the policy is changed, the city is served by the U.S. Treasury. The Treasury serves as essentially our banker and our broker. All our funds are on deposit there and all investments are done with and through the U.S. Treasury.

We have under active consideration the possibility of realining our deposits to the private sector. If that's done, the potential for greater investment return on the part of the city, assuming that we're geared up to take advantage of that opportunity, will, in fact, be there.

Senator CHILES. Is that what you think these four positions would do?

Mr. COPPIE. They will be working day to day on a cash management improvement program, particularly geared to taking advantage of the opportunities that would be available to the city to enhance our cash yield position.

Senator CHILES. Well, what kind of expertise are you hiring here? Is this just more of the detail work, or is this expertise that you're hiring?

Mr. COPPIE. It would be expertise; people that have had actual experience.

Senator CHILES. How much would you be paying these people? I'm concerned about what kind of expertise you would be buying and whether that could better be done in contracting for a service or using some service, as many cities do.

Mr. COPPIE. Well, the chief of this unit, Mr. Chairman, would be a GS–14 program analysis officer, and I believe the annual salary is apparently running in excess of $20,000 a year.

Senator CHILES. Well, you're not getting too much of an expert, if you're really going to start playing with day-to-day activities, are you?

Mr. COPPIE. I think we can. The person would be under my Deputy Director for Financial Management Operations, who is well schooled in this area. The person that will be handling this on a day-to-day basis will be under his general supervision.

Senator CHILES. How much money are you talking about for the entire four-man unit?

Mr. COPPIE. The request for this year, Mr. Chairman, will be just under $30,000, and on an annual basis, that would run around $100,000, Mr. Chairman.

RESPONSIBILITIES OF CASH MANAGEMENT UNIT

Senator CHILES. Have you looked at what you could get for $100,000 if you were using some service?

Mr. COPPIE. I'd like to ask Dr. William Krause, my Deputy Director for Financial Operations, to speak to this.

Dr. KRAUSE. We have looked at that and we have discussed it with financial advisory services and others. What we need are people that can contact, for instance, banks and others that we might enter into repurchase agreements with and take bids on a daily basis and keep track of the details that you mentioned, keep track of where our money is, how much we have in each of those accounts, put it together and make calls and take bids for the money.

We're not going to be involved in a lot of long-term investments, which is the area that we would primarily need the kind of financial advisory services that you refer to.

Senator CHILES. What kind of cost benefit analysis have you run as to your portfolio that you're talking about and how this $100,000 is going to fare against that? Do you know what your additional earnings are going to be, and what are your risks? Again, I'm just a little concerned that you are going to make these decisions rather than the $20,000 guy as to what you're going in and out of and that they're running the detail?

Dr. KRAUSE. What we're thinking of having is, in essence, an investment committee within the government that would include the city treasurer, and representatives from our office, the auditor's office and the city council who would meet about once a month to discuss generally where we're headed, and then given instructions to this unit as to what kind of investments we would be getting into. I think the important thing is that the kind of investments we'd be getting into in this area are very short term and very limited, basically repurchase agreements and certificates of deposit. We wouldn't be getting into bonds and the type of investments where we really would need some financial advisory services.

At the present time, all we can invest in are Treasury notes, and we have a very slow turnaround. We can only invest when we have money available for 2 to 3 weeks. If we get the kind of authority that we're looking for from the Council, we'll be able to make overnight investments, and these would be backed up 100 percent by Treasury obligations. In terms of the risk, we feel there would be a minimum risk associated with it, but we would be able to turn the money over quite a bit more.

Senator CHILES. Enough to justify $100,000 more spending?

Dr. KRAUSE. I think so. This unit would be doing more; it would be doing investments. We will be keeping our money in a number of banks in the District. We'll have to be making decisions on where that money goes, keeping track of where the money is, and when it will have to be shifted from savings accounts to operating accounts, and to disbursement accounts.

Right now, all of our borrowing is done through the Treasury, and that's been on a basis where on very short notice we can call the Treasury, tell them how much we're going to need, and then send over a confirming letter within a period of 2 or 3 days, the money is made available to us. Under the provisions of the Home Rule Act, we'll be issuing general obligation bonds for all new projects, and that requires a lot more advanced planing because it has to go through the entire Council process and then the congressional layover period. This unit is going to be dealing with all the work that is involved in preparing for bond issues as well, and if we get into the provisions of the act that you asked about the other day, the short-term loan provisions, where we're issuing notes in the private market, this unit would have to handle that, too. It would involve a wide range of responsibilities.

Mr. COPPIE. I was low on that salary, Mr. Chairman. The annual salary for GS–14 is just under $30,000 a year.

Dr. KRAUSE. We have received résumés from a number of people who are looking for jobs in this area. It's surprising right now that the qualifications of people who are in the job market looking for jobs and are willing to accept that kind of salary.

### TRANSFER OF PROGRAMS AND FUNCTIONS TO BUDGET OFFICE

Senator CHILES. I hope you'll check the reason of why they're looking for a job. I would sure hope that you're not hiring away from New York.

Mr. Coppie, it looks like there's a lot of consolidation of programs into the Office of Budget and Management systems. I'm sure this is a measure of confidence the city is placing in your leadership, but doesn't the taking on the responsibilities for computer management and the audit functions sort of impinge on your ability to get to the development of programs and of an accounting system that the city needs? Aren't you going to bog down in being a program operator?

Mr. COPPIE. I think the important consideration here, Mr. Chairman, is having the right people in the right positions and the proper delegation of responsibility and authority to them. While we can always improve in some areas as far as the quality of people is concerned, I think overall, the quality of persons is very high in the

Office of Budget and Management systems, and I believe the delegated responsibility and authority to carry out the mission of responsibility is there.

I think in the year that this office has been functioning, we realized a high return and we do have a distance to go, but I don't think that the observation that your questions suggest is a valid one.

PRELIMINARY SURVEY OF NEW MUNICIPAL OFFICE BUILDING

Senator CHILES. It might not be today, but at some stage it would be valid, you know, if you keep letting them put programs on you or if you keep taking programs of which you're going to be, in effect, an operator rather than a manager of the entire system. For instance, why is the preliminary survey of the new municipal office building to be conducted by the Budget Office instead of the Department of General Services?

Mr. COPPIE. Mr. Chairman, it could have been placed in the Department of General Services budget. The way the budget was finally approved by the city, it was placed in my office. I think the primary reason for that is that the study is going to be given a considerable management emphasis.

As I pointed out a moment ago, the executive management responsibility is in the Office of Budget and Management Systems. However, there will be a high degree of coordination with the Department of General Services and with other departments of the city, including the City Council.

QUESTIONS SUBMITTED BY SENATOR CHILES

Senator CHILES. I think that will be all for this morning, Mr. Coppie. We have some other questions that I will ask you to respond to in the record.

[The questions and answers follow:]

NEW POSITIONS

*Question.* Is the net gain due to functional transfers 82 or 73 positions? How was the Office able to achieve a reduction of 9 positions in the budget and financial operations areas? (BC–10) Why then are 15 new positions requested for these areas? (BC–12)

Answer. The net gain in positions for FY 1976 is 73 positions after functional transfers and base reductions.

The reduction of 9 positions in the budget and financial operations areas was achieved by abolishing positions that had been vacant and unfunded in FY 1975.

The increase of 15 new positions in FY 1976 is requested for added responsibilities or new programs that did not appear in the FY 1975 budget as follows: (1) Four positions are required for the Cash Management Unit in Financial Operations to carry out added responsibilities for financial management as mandated by Sec. 448 of the District of Columbia Self-Government and Governmental Reorganization Act of 1973. (2) Six positions are requested to provide strict monitoring of and liaison with all District agencies in their hiring and spending practices. This procedure will entail monthly reporting of all terminations and appointments, calculating savings from terminations estimating within grade increases, monitoring reprogrammings and projecting annual requirements for all categories of spending. (3) Three positions are requested to develop a city-wide energy conservation, planning and implementation system, and to establish goals and strategies for energy conservation. This is an added responsibility deemed necessary by the Mayor and the City Council. (4) Finally,

two positions are requested to handle increased requirements under Sections 443 and 444 of the District of Columbia Self-Government and Governmental Reorganization Act in the area of capital improvements.

HIGHWAY AUDITORS

*Question.* How many auditors are presently assigned to highway projects? In view of the City's decision to delete portions of the interstate program in favor of using the funds for METRO, why are two new auditors requested for highway projects?

Answer. Two auditors are presently assigned to audit highway projects on a full time basis. The personal services for the two auditors are funded from the highway Capital Outlay funds. This is a temporary arrangement until the two new positions requested are authorized.

Even though portions of the Interstate program are deleted, audits of all Federal-aid programs are still required by the Federal Highway Administration. All claims for Federal reimbursement of Highway projects are contingent upon acceptability of audits. Internal audit requirements are stipulated in the Federal-Aid Highway Program Manual under Volume 1, Chapter 9, Section 1, as follows:

"*4. Policy.*—The correctness and propriety of Federal-aid claims and compliance with governing laws and regulations are inherent in the certifying responsibility of the State. Consistent with this responsibility, audits are to be made by the State or at its direction to determine, at minimum, the fiscal integrity of financial transactions and reports, and the compliance with laws, regulations and administrative requirements. The audits will be scheduled with reasonable frequency, usually annually, but not less frequently than once every 2 years, considering the nature, size and complexity of the activity. Audits which are reviewed and determined acceptable by FHWA will be used in lieu of Federal audits."

Despite curtailment of funding for the Interstate programs, the District Government is still required to provide audits of other Federal-aid programs. The two positions requested is the minimum number needed to meet the FHWA requirements.

RESOURCE MANAGEMENT IMPROVEMENT

*Question.* Please explain the Federal assistance that was formerly received for resource management improvement? Why is rent money required when there is no personnel requirement?

Answer. The Resource Management Improvements Division has received federal assistance for the past three calendar years—1973, 1974, 1975—Under HUD's Comprehensive Planning Assistance Program, funded by Section 701 of the Housing Act of 1954, as amended. The funds supported, in part, two demonstration projects aimed at a major priority of the District: that of strengthening the Mayor's fiscal planning and management capabilities. The two projects, the Multi-Year Plan and the Mayor's Performance Monitoring System, reflect mandated functions of the Mayor under P.L. 93-198, Part D—District Budget and Financial Management. It should also be noted that these two projects have been and continue to address HUD's first priority for the expenditure for '701' funds as outlined in its handbook CPM 6041.1A and subsequent revisions.

Both projects were initiated in 1973 in response to the Mayor's needs for a systematic approach to evaluating fiscal policies and making resource allocation decisions. The Multi-Year Plan examines the overall city revenue and budget trends for the next five year period, thus providing a basis for developing policies which will permit the city to meet priority needs and to maintain fiscal stability in the future. Having a substantive and organized body of information on future trends, such as that supplied by the April, 1975, publication "Budgeting for City Objectives Under Home Rule," affords sufficient lead time to plan and take action now to meet the challenges ahead.

The Performance Monitoring System seeks to improve the productivity of city services by monitoring and analyzing current delivery systems to find less costly and more effective ways of meeting program needs and objectives. This project has been considerably expanded in the face of what are clearly mounting fiscal pressures on the city which make it impossible to meet the escalating costs of service demands with a shrinking resource base. Currently over seventy city

programs are being analyzed through the use of performance measures for the purpose of identifying and implementing service improvements.

The HUD funds have been utilized since 1973; however, the amounts allocated havebeen steadily decreasing as a result of the following factors:

Decreases nationwide in the size of the federal program.

A decision by the HUD area office, as stated in the Area Director's letter of April 8, 1975, to restrict the Mayor's perogatives in the use of '701' funds by funding traditional comprehensive planning activities rather than supporting the Mayor's and national HUD's first priority of strengthening the management capability of the chief executive officers.

In managing its total resources for the two projects, the Resource Management Improvements Division decided, where possible, to seek personnel funding and to utilize the increasingly limited federal monies for support costs, such as rent. As in most programs, the personnel costs were greater than the support costs, but federal funds were simply not available to cover all personnel. Thus, rather than split personnel salaries between federal and District funds, the Division sought to simplify accounting procedures by allocating the total resources available in the most efficient way.

### Funds Budgeted for Expiring Federal Grants

*Questions.* Please list in terms of positions and dollars all of the programs for which District funds are being budgeted that were supported by Federal assistance (grants) in fiscal 1975.

Answer. A table follows:

| | Positions | Amount |
|---|---|---|
| Office of Budget and Management Systems: | | |
| Resource management improvement unit—To continue space rental agreement | | $14, 500 |
| Department of Human Resources: | | |
| Staffing for area B and area C community health centers | 15 | 266, 700 |
| Department of Environmental Services: | | |
| To replace reduction in the war on rats grant | 10 | 86, 400 |

It is not likely that Federal assistance will be provided for these programs in Fiscal Year 1976.

### Distribution of CETA Positions

*Question.* Please outline the assignments of the 575 positions provided by Federal assistance/grants.

Answer. At the time of budget formulation no information was available on future funding under Title VI of the Comprehensive Employment and Training Act. Fiscal year 76 budget estimates were based on fiscal year 75 positions. Since that time additional funding in the amount of $6,579,377 was made available to the District under Title VI. Listed are the participating agencies at the 575 level and at the current level of 1226:

| Agency | Then | Now |
|---|---|---|
| Bicentennial Programs | 22 | 53 |
| Budget and Management Systems | 11 | 43 |
| City Council | 18 | 22 |
| Consumer Affairs | 2 | 5 |
| Department of Corrections | 24 | 36 |
| Department of Economic Development | 22 | 22 |
| Department of Environmental Services | 61 | 63 |
| Federal City College | 0 | 5 |
| Finance and Revenue | 3 | 3 |
| Fire Department | 0 | 14 |
| General Services | 17 | 72 |
| Housing and Community Development | 6 | 7 |
| Department of Human Resources | 50 | 262 |
| Human Rights | 0 | 35 |
| Department of Insurance | 1 | 2 |

| Agency | Then | Now |
|---|---|---|
| Legislative Office | 3 | 6 |
| Public Library | 5 | 16 |
| Department of Manpower | 6 | 18 |
| Office of the Mayor | 4 | 5 |
| Office of Municipal Planning | 8 | 22 |
| National Capital Housing Authority | 30 | 45 |
| Opportunities Industrialization Center | 10 | 14 |
| District of Columbia Personnel | 3 | 6 |
| Police Department | 10 | 2 |
| Pride, Incorporated | 15 | 30 |
| Project Build, Incorporated | 45 | 48 |
| Public Service Commission | 0 | 2 |
| Recorder of Deeds | 0 | 5 |
| Department of Recreation | 20 | 22 |
| Redevelopment Land Agency | 20 | 20 |
| Public Schools | 40 | 40 |
| Comm. on the Status of Women | 1 | 2 |
| Unemployment Compensation Board | 25 | 25 |
| United Planning Organization | 0 | 30 |
| United Way of the National Capital Area | 54 | 54 |
| Washington Area Transit Authority | 15 | 0 |
| Youth Opportunity Services | 23 | 164 |
| Board of Parole | 0 | 1 |
| Board of Elections and Ethics | 0 | 1 |
| Board of Labor Relations | 0 | 1 |
| CAMPS Staff | 1 | 3 |

TRANSFERS TO SHARE COMPUTER PROGRAM

*Question.* What additional transfers are contemplated in FY 1977 to the SHARE computer program? Why not make these transfers now and reduce the shifting around of funds between D.C. agencies?

Answer. The entire method of funding the SHARE Computer facility is currently being studied and it is uncertain at this time how the funding will be handled in the FY 1977 budget. We are, however, considering a procedure that would avoid the shifting of funds betwen agencies.

*Question.* Where is the $4,563,300 referred to on page BC–22?

Answer. The $4,563,300 results from combining the $1,927.900 actually obligated in the Current Year Allotment to the $2,635,400 carried over as the Adjusted Base for the 1976 Budget Year.

*Question.* Doesn't the 575 positions for 1976 compare with the 815 for 1975?

Answer. At the time of budget formulation funding for the program was uncertain. Since that time sufficient funding has been provided to allow for 1226 positions under Title VI and 592 positions under Title II. The 1976 funding level for Title II of the Comprehensive Employment and Training Act is $3,-157,213 providing 592 positions. Since Title II funding was substantially lower than the 1975 funding level 499 participants were transferred from Title II to Title VI to avoid mass terminations later in the grant year.

*Question.* List the monthly rate of unemployment for the District since July, 1974?

Answer. The monthly rate of unemployment in the District from July, 1974 to October, 1975, the latest motnh data is available.

| | | | |
|---|---|---|---|
| July 1974 | 6.0 | March 1975 | 7.6 |
| August 1974 | 6.2 | April 1975 | 7.8 |
| September 1974 | 6.3 | May 1975 | 8.5 |
| October 1974 | 6.2 | June 1975 | 7.6 |
| November 1974 | 6.5 | July 1975 | 8.1 |
| December 1974 | 6.7 | August 1975 | 8.3 |
| January 1975 | 6.8 | September 1975 | 8.6 |
| February 1975 | 7.3 | October 1975 | 9.0 |

*Question.* What kind of positions has the CETA funds been used for?

Answer. Positions funded by CETA provide a wide range of city services including:

1. Positions for the staff of the Rent Commission.
2. Positions for WMATA to perform a bus rider survey.
3. Sanitation workers to help clean up the city.

4. Positions to automate the water billing system in the city.
5. Positions in the Unemployment Compensation Board to handle the increase in persons filing for unemployment compensation.
6. Positions in the Department of Recreation to prepare and maintain the playgrounds.
7. Positions to rehabilitate public housing.
8. Positions for Parking Meter Collection Agents to increase city revenue.
9. Positions that provide needed services to the youth, elderly, offender, drug addicts and Spanish-speaking citizens.

*Question.* How many EEA and CETA funded individuals have been transferred to permanent city jobs?

Answer. EEA, 705; CETA, 44.

*Question.* Will CETA funds be used to absorb the Council ordered 3,000 employment reduction?

Answer. The CETA funds available to the District are not sufficient to completely handle the reduction ordered by the Council. CETA funds will be used to assist in those areas most everely hampered by the reduction. Whenever possible CETA funds will be used to insure the continuation of essential city services.

ADDITIONAL MONITORING POSITIONS

*Question.* What is meant by "strict monitoring" in the justification of the GS–14 and GS–12 Program Analysts? What is the distinction between the strict monitoring and liaison with District agencies performed by the Budget Operations Division and that by the Financial Operations Division? Doesn't one side of the Budget Office speak to the other? Why does strict monitoring under Financial Operations call for a GS–14 Computer Analyst and 3 other computer personnel? Why are these computer related personnel in the Financial Operations Division when there is a Computer Services Division also in the Budget Office?

Answer. The "strict monitoring" of personnel hiring and spending referred to on page BC–33 will entail close scrutinization of all appointments to determine whether funds are available to pay for existing personnel for the entire year, as well as for any new hires requested. This will involve monthly reporting of terminations along with calculations of savings, new commitment costs, calculating within grade increases from the actual anniversary date, monitoring reprogrammings and projecting annual requirements for all spending.

The Budget Operations Division will handle the analytical side of the hiring and spending. That is, determining whether agencies requesting authority to hire additional employees is a valid need, whether funds are available not only for the new hire but also for existing salaries, overtime, within grades, and fringe benefits, and whether a reprogramming of funds will be necessary during the year. The Budget Operations Division also reports to the City Council monthly on savings attained through attrition.

The Financial Operations Division has responsibility for designing and maintaining the automated portion of the position management and personnel reporting system. It is, of course, necessary for Budget Operations and Financial Operations to work closely together in developing an efficient and effective system of control. However, the two Divisions do have very different responsibilities—Budget Operations being analytical and Financial Operations having system design.

The Computer Services Division's major responsibility is in the area of acquisition and maintenance of computer hardware and overseeing the utilization of the hardware. Therefore, the computer related positions for the position management and personnel reporting system are, we feel, appropriately requested under the Financial Operations Division where the design and maintenance of the *system* occurs.

D.C. COMPUTER CAPABILITY

*Question.* Please list the D.C. agency computer capability? What is the long range outlook for further consolidation?

Answer. The following is a listing of the major computer centers within the District of Columbia. The Annual Report of Automatic Data Processing contains a detailed breakdown of all ADP resources.

Office of Budget and Management Systems—D.C. Share Computer Center:
IBM S370/158 3.0 megabytes of core
Batch Processing with RJE support
Time Sharing Option (TSO)
Customer Information Control System (CICS)
Advanced Text Management System (ATMS)
Metropolitan Police Department:
IBM S370/158 2.0 megabytes of core
Batch Processing with RJE support
Customer Information Control System (CICS)
On-Line Criminal Justice System (CJIS)
Department of Human Resources:
IBM S370/145 1.0 megabytes
Batch Processing (no RJE support)
Customer Information Control System (CICS)
On-Line Medicaid and Medical application
D.C. Superior Court:
IBM S370/145 512K of core
Batch Processing
Unemployment Compensation Board:
IBM S360/50 512K of core
Batch Processing (no RJE support)
Customer Information Control System (CICS) (under development)
Federal City College:
IBM S370/145
Batch Processing with RJE support
Time Sharing Option (TSO)
Customer Information Control System (CICS)
Washington Technical Institute:
IBM S370/145
Batch Processing with RJE Support
Time Sharing Option (TSO)
D.C. Public Schools:
RCA Spectra 70 35E
RCA Spectra 70 46G
Batch Processing
Limited time sharing capability

At this time, there are no plans to consolidate the major computer centers. There have been discussions in the area of consolidation by some agencies, but no definite recommendations toward that end.

*Question.* Why does the D.C. Government plan to do computer work for the U.S. Tariff Commission?

Answer. The District of Columbia government participates in the Computer Services Share Program administered by the federal Department of General Services Administration (GSA). This program refers agencies who do not have their own computer equipment to other computer centers who have available time on their systems. The GSA Computer Services Share Program referred the U.S. Tariff Commission (now the U.S. Trade Commission) to the D.C. Share Computer Center and we have been servicing them for three years. Their cost for utilization of computer facilities has averaged $40,000 per year.

### Major Audit Findings

*Question.* Summarize all major findings of audits performed by Municipal Audit and Inspection.

Answer. Major findings and recommendations are presented in our Annual Report for Fiscal Year 1974. Our audit reports covered a wide spectrum of District Government activities resulting in total measurable savings of nearly $18 million. [Clerk's Note: The Report is in the Committee's files.]

We are presently in process of completing our Annual Report for Fiscal Year 1975. Audit recommendations made in these reports could result in savings of

about $7 million. A summary of the major cost savings and additional revenue follows:

| | |
|---|---|
| Office of Budget and Management Systems: | |
| Revenue Sharing Funds Apportioned to District Agencies in Fiscal Years 1973 and 1974 (No. 412–111) | $6, 700, 000 |
| Office of the Corporation Counsel: | |
| Review of 1971, 1972, and 1973 LEAA Action Grant Funds Awarded to the Office of the Corporation Counsel (No. 431–132) | 3, 565 |
| Department of Corrections: | |
| Review of 1971 LEAA Action and Discretionary Grants Awarded to the Department of Corrections (No. 431–104) | 24, 749 |
| Review of LEAA Subgrant No. 74–23 Awarded to the Department of Corrections (No. 531–75) | 21, 089 |
| Subtotal | 45, 838 |
| Office of Criminal Justice, Plans, and Analysis: | |
| Review of 1972 and 1973 LEAA Grant Funds Awarded to Howard University (No. 431–131) | 6, 806 |
| Board of Elections and Ethics: | |
| Audit of Negotiated Services Contracts Numbers 2083 and 2084 between the D.C. Board of Elections and Ethics and Control Data Corporation (No. 542–62) | 33, 091 |
| Department of Environmental Services: | |
| Review of Adjustment of Solid Waste Disposal Fees Granted Browning-Ferris Industries, Inc. (No. 562–65) | 10, 000 |
| Review of Procedures for Drawing Automotive Parts from the Contractor Operated Stores (No. 562–43) | 7, 838 |
| Subtotal | 17, 838 |
| Department of General Services: | |
| Survey of Fidelity Bond Coverage in the District of Columbia Government (No. 562–42) | 12, 078 |
| Department of Highways and Traffic: | |
| Audit—Penn Central Transportation Company, Force Account Design and Construction of a Portion of the Inner-Loop Freeway Generally Identified as Interchange "C" connecting the Southwest Freeway with the 11th St., Bridges (No. 543–24) | 13, 591 |
| Review of Stuart Petroleum Co., Relocation Costs for Fuel Oil Line and Water Main (No. 443–122) | 8, 779 |
| Subtotal | 22, 370 |
| Department of Human Resources: | |
| Audit of Negotiated Services Contract between DHR and Northern Systems Company (No. 442–101) | 21, 397 |
| Public Schools: | |
| Review of a Transaction between D.C. Public Schools and Westchester Academy Press, Inc., (No. 462–130) | 6, 738 |
| Total | 6, 869, 721 |

SUBCOMMITTEE RECESS

Senator CHILES. The subcommittee will stand in recess until 10 a.m. on Wednesday, December 17, when we will continue on general operating expenses with the Municipal Planning Office.

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

[Whereupon, at 12:30 p.m., Monday, December 15, the subcommittee was recessed, to reconvene at 10 a.m., Wednesday, December 17.]

# DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1976

THURSDAY, DECEMBER 18, 1975

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

The subcommittee met at 10:06 a.m., in room 1114, Everett McKinley Dirksen Office Building, Hon. Lawton Chiles (chairman) presiding.

Present: Senator Chiles.

## DISTRICT OF COLUMBIA

### CORPORATION COUNSEL

#### STATEMENT OF C. FRANCIS MURPHY, CORPORATION COUNSEL FOR THE DISTRICT OF COLUMBIA

##### OPENING REMARKS OF SENATOR CHILES

Senator CHILES. The subcommittee will come to order. This morning we will continue with the budget requests of various agencies of the District of Columbia. We will first take up the budget of the Corporation Counsel, including the request for settlement of claims and suits. Then we will go to the Recreation Department. We are proceeding a little out of order on the budget today because both the Corporation Counsel and the Director of the Recreation Department are leaving the District government this month and we wanted to hear their testimony before they left. Before proceeding further, I would like to extend my best wishes to both Mr. Murphy, who has 23 years of District service, and to Mr. Cole, who has more than 40 years' service.

We at this time will hear from you, Mr. Murphy.

Mr. MURPHY. Thank you, Mr. Chairman.

Senator CHILES. I might just kind of say that at some stage here we may have another closed session of the Senate, so I may have to leave. We'll go as far as we can, and I hope that won't interrupt us.

##### PREPARED STATEMENT

Mr. MURPHY. Mr. Chairman, I have a statement which is part of our budget material which I believe would be part of the record, so with your permission I will just summarize it.

Senator CHILES. Yes, we will make that a part of the record and put the budget summary in the record too.

[The statement follows:]

## Office of the Corporation Counsel

The Corporation Counsel, pursuant to statutory authority, is responsible for providing legal services to the Mayor, the District of Columbia Council and all of the Departments, agencies, boards and commissions of the Government of the District of Columbia. As attorney and chief law officer of the District of Columbia Government, the Corporation Counsel has charge of all of its law business. Through his professional staff, he is responsible for conducting prosecution of all cases, including criminal, instituted by the District of Columbia Government and defense of all suits against the District of Columbia, its officers, employees, and agents, arising out of performance of official duties. Furnishes legal advice to the Mayor and District of Columbia Council and the several departments and agencies of the District of Columbia and upon request of the Mayor and the District of Columbia Council renders written legal opinions. Such opinions, in the absence of specific action by controlling court decisions, are the guiding statements of law, to be followed by all District officers and employees in the performance of their official duties.

In the formulation of the FY 1976 budget, primary consideration was given to having sufficient manpower and resources to provide quality as well as quantity legal services to all agencies, boards, commissions, etc., which comprise the District of Columbia Government. The diversified legal services required by the District of Columbia Government in the past, and certainly those that are required by the present District Government, can only be provided if this office has sufficient staff and operating funds. It cannot be stressed too strongly that this is a "service" agency. It does not have control over the legal services that are required by the departments, agencies, etc., of the District of Columbia Government. In any planning of budgetary needs, one cannot lose sight of the fact that this agency is involved in every activity in which the District of Columbia is a party. The quality of legal services provided significantly affects the effectiveness of every program in every agency, board, commission, etc. of the District Government. In order to provide the quality and quantity of service that the citizens of the District of Columbia are entitled to receive this office needs staff and operating funds. The goals, objectives, and priorities established for this agency are to have sufficient manpower and resources to maintain efficient, effective, quality legal services for the entire District of Columbia Government.

The nine new positions—seven attorney and two staff—being requested are considered mandatory if legal services are to be provided in the critical areas of civil litigation, juvenile prosecutions, environmental and consumer protection problems, and appellate actions. Existing staffs simply cannot cope with current caseloads. The practice of law is a changing, challenging business and staff must be supplied so the Government can fully provide services to the people it represents. The justification for the requested positions is set forth on schedule 5 in the attached budget presentation. Funding being requested for these new positions is for four months. A minimal increase in funds is requested for mandatory operating costs. For many years it has been necessary to hold vacancies, create lapses, and reprogram funds needed for operating costs. This practice merely adds to continually growing backlogs and the chronic need for staff to cope with day-to-day services.

A review of all claims and lawsuits that were settled for amounts in excess of $500 for property damage and $1,000 for personal injury in fiscal years 1973, 1974 and those in supplemental appropriation action in fiscal year 1975 clearly show that if funds were available in the regular appropriation for payments of settlements of property damage not in excess of $1,500 and personal injury not in excess of $5,000 that about 92% of property damage and 81% of personal injury claims and lawsuits could be processed for payment more expeditiously. An additional $200,000 will be required to process settlements for property damage not in excess of $1,500 and personal injury not in excess of $5,000.

Four months funding for nine new positions—seven attorney and two staff—will be $59.2 thousand. Mandatory costs—reallocations and annualization of the October 1974 pay raise—are $176.3 thousand. A total increase for operating expenses due to inflationary costs is $23.1 thousand for telephone service, printing

and reproduction, stenographic services, and supplies. An increase of $200.0 thousand is required to eliminate administrative delays in effecting payments on claim settlements. All increases are considered mandatory if the Office of the Corporation Counsel is to efficiently and effectively fulfill its statutory responsibility of providing total legal services to the District of Columbia Government.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Office of the Corporation Counsel

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 185 | $3,346.2 | 185 | $3,614.6 | 185 | $4,014.2 | ... | +$399.6 |

Analysis of 1976 Change:

| | | | | |
|---|---|---|---|---|
| Base adjustments: | | | | |
| 1. Non-recurring - pay raise supplemental | | | ... | -26.9 |
| 2. Base reductions | | | -9 | -32.1 |
| Total, base adjustments | | | -9 | -59.0 |
| Program increases: | | | | |
| 1. Pay raise annualization | | | ... | +115.9 |
| 2. Reallocations | | | ... | +60.4 |
| 3. Additional attorneys and staff to meet workload increases: | | | | |
| New Positions: | | | | |
| GS-14 Trial attorney | 1 | 9.2 | | |
| GS-13 Trial attorney | 2 | 15.8 | | |
| GS-12 Attorney-Advisor | 1 | 6.7 | | |
| GS-12 Trial attorney | 2 | 13.4 | | |
| GS-11 Trial attorney | 1 | 5.5 | | |
| GS-9 Investigator | 1 | 4.6 | | |
| GS-6 Clerical Assistant (Steno) | 1 | 4.0 | +9 | +59.2 |
| 4. Funds to meet settlement of claims and suits | | | ... | +200.0 |
| 5. Inflationary costs for supplies, materials, printing, telephone and stenographic services | | | ... | +23.1 |
| Total, program increases | | | +9 | +458.6 |

BUDGET REQUEST

Mr. MURPHY. Mr. Chairman, we are asking for a total budget of $4,014,000-plus, which represents an increase of $458,000 over last year. Of that increase, we are asking for $200,000 in moneys available for settlement of claims, along with an increase in authority so that we could settle personal injury claims up to $5,000 and property damage claims up to $1,500. According to our calculations, we believe that we could handle by direct payments 70 to 80 percent of the claims which we presently come to Congress for in the regular budget and the supplemental to obtain specific appropriations for claims under $10,000.

In addition to that, we are requesting an increase of $59,000 for 4 months' funding for nine new positions. Mr. Chairman, those new positions involve seven attorney positions and two staff positions. The attorney positions would be allocated as follows: three positions to our Civil Proceedings Division and two to our Juvenile Division, one to our Appellate Division and one to a new unit that we have created over the last few years, Environmental and Consumer Protection.

These positions, in my view, Mr. Chairman, are very critically needed in the office. The attorneys are presently laboring under extremely heavy case loads. To give you an example, the attorneys at juvenile court are responsible for being prepared to try six cases each day, 5 days a week. Of course, the attorneys are not going to try all those six cases, but they never know which of the six will go to trial, and that is, in my view, a very serious work load. We really cannot expect attorneys to operate with those heavy case loads indefinitely. We have the same situation in the civil proceedings, where the number of cases has increased tremendously over the last several years. Very frankly, sir, I have had, over the last couple of years, situations where attorneys have had to leave the office because of health problems, both physical and mental.

So, I just feel that these additional positions are really critically needed in the office.

Over and above that, we are asking for an increase of $176,000 which are mandatory reallocations and annualization of the 1974 pay raise and $23,000 for inflationary increases.

In claims, Mr. Chairman, we are requesting a total of $58,946 to settle claims which are made in the total of $1,451,000.

Senator CHILES. Would you explain why the nine positions that are being dropped from the base budget amount to only $59,000, while the nine new positions are $258,600?

Mr. MURPHY. The budget reduction of the nine positions and the $59 000 do not directly relate to each other. The $59,000 consists of a base reduction of $32,100 and a nonrecurring pay raise supplemental of $26,900. The full year cost of the nine new positions is $175,900, not $258,600.

SETTLEMENTS AND JUDGMENTS FOR LORTON INMATES

Senator CHILES. The committee read with interest a recent newspaper article dealing with the $300,000 court award by a Lorton inmate who, according to the article, had been beaten by some Lorton

guards. The article indicated that the District had no defense, and only the amount of the award was in question. The article says eight inmates were invloved. We understand that claims for two of the inmates were settled for $10,000 and $5,000. I wonder if you could tell us why we were able to settle those two cases for those amounts and yet we got hit for $300,000 on another claim?

Mr. MURPHY. Yes, sir, When the cases were originally coming to trial, we offered settlements in the amounts of $10,000, I think, to three of them and $5,000 to one, which were accepted, but one of the plaintiffs did not accept, and his case had been severed for trial at any rate. That is the one that ended up with a judgment of $300,000.

That particular plaintiff claimed permanent emotional disturbances, and he had been hospitalized for about 8 months after the particular incident. After the judgment was entered of $300,000, we filed a motion for a new trial or remittitur, and the court has granted that motion and reduced that judgment to $75,000, and we do not know whether the other side will appeal that or not. At this time, they have not appealed it.

Senator CHILES. It has been reduced to $75,000?

Mr. MURPHY. Yes, sir.

Senator CHILES. In a case like that, then, it is the Corporation Counsel's attorneys who are trying that case. Is that correct?

Mr. MURPHY. Yes, sir.

Senator CHILES. Have we got some very good trial lawyers in there?

Mr. MURPHY. I think we have some excellent trial lawyers. I think, frankly, sir, one of our problems is that those attorneys are extremely overworked, and they are trying to prepare several cases at one time, and while they do a good job, they cannot do the thorough job they would like to do, when they are under tremendous time pressures.

In these particular cases, I might note that of the other cases that went to trial, judgments came in at $30,000, and it was for that reason that in this last trial we knew we had no defense that we could successfully put into the case, so that is why in the last case you mentioned, the $300,000 judgment, that we did not contest liability, but just the amount of damages.

Senator CHILES. Sometimes the contesting of liability weighs in the measure of damages.

Mr. MURPHY. That is correct. Many times by fighting liability when you do not have a chance to beat it, you are just increasing the damages.

### RAISING AUTHORITY TO SETTLE CLAIMS AND SUITS

Senator CHILES. What is the rationale for the District wanting to raise the level of claims the Mayor can settle from $500 to $1,500 in the case of property damage and $1,000 to $5,000 in the case of personal injury?

Mr. MURPHY. We are not really changing the total amount of settlement authorization, but we are asking for an increase in the amount that we can pay directly. Part of our budget request today involves asking for appropriations for claims which we have previously settled under existing authority, and we believe that if we can have the direct authority to make immediate payment in the amounts that we are re-

questing, we could handle ourselves at least 70 to 80 percent of the claims for which we now have to wait and come to Congress for appropriation.

Senator CHILES. I see. That seems to make good sense to me. I hope we'll give you that.

### OUTCOME OF LORTON INMATE'S SUIT

Going back to this other case, if we had no defense, then it, I guess, necessarily was an unprovoked attack on the basis of the Lorton guards. What kind of disciplinary action was taken against the guards?

Mr. MURPHY. As I recall, Mr. Chairman, the difficulty with that whole situation was that we know the inmates were beaten because we have the medical records of treatments, but they could not pinpoint the particular guards. We could get no testimony from any of the guards as to who did what. So, we ended up with a situation we could not prove—we could not say this particular officer did that particular thing, for disciplinary purposes, nor could we get any aid from the officers in any of these claims that the inmates had made, so on both ends of that stick, we had our hands tied behind our backs.

Senator CHILES. You mean the officers would not come forward as to whether there was or was not violence, or they wouldn't help you in defending the case?

Mr. MURPHY. They would all say where they were, because this was quite a large operation, spread throughout the facility, and no one would admit that where he was there was any violence involved.

Senator CHILES. Well, I can understand your dilemma, but it seems like to me it is a continuing dilemma. We've got some guards out there, then, now, that perpetrated this, they have cost us $300,000 plus administering, evidently, some unwarranted beatings of people whose civil rights were affected. How are we going to know this isn't going to happen in the future?

Mr. MURPHY. I don't know. All I can say, Mr. Chairman, is that it hasn't happened since, and we are going back to 1968, but it was a very difficult situation as we found it. The problem was that a determination had been made by the department that 40 or 50 hardcore troublemakers had to be moved out of the population, and when they went about doing that, all the trouble ensued.

Senator CHILES. I have some questions that we will submit in writing on the number of your case loads and so forth for you to answer in the record.

[The questions and answers follow:]

*Question.* What are the current caseloads in civil litigation, juvenile prosecutions, environmental and consumer protection problems and appellate actions?

Answer. The current active caseload in the specific Divisions requested is as follows:

CIVIL PROCEEDINGS DIVISION

| | Pending July 1, 1975 | Received July 1, 1975, Dec. 12, 1975 | Total |
|---|---|---|---|
| Lawsuits | 2,143 | 362 | 2,505 |
| Claims | 3,922 | 305 | 4,227 |

A record of matters disposed of between July 1, 1975 and December 12, 1975 is not immediately available.

*Juvenile division*

Juvenile matters pending as of October 31, 1975:

| | |
|---|---|
| Delinquencies | 1858 |
| In need of parental supervision | 100 |
| Neglect | 234 |
| Total | 2201 |

*Special assignments division*

Environmental and Consumer Protection matters pending as of December 15, 1975:

| | |
|---|---|
| Lawsuits | 82 |
| Administrative matters | 164 |
| Petitions for interim rent increases | 118 |
| Total | 364 |

*Appellate division*

Appellate cases pending as of December 15, 1975—230.

*Question.* What has been the level (number of cases) of juvenile prosecutions over the last five years? Please outline the types of juvenile cases now being handled? Why has there been such big increases in the trial preparations and Child Born out of Wedlock areas?

Answer: (*a*) Juvenile Division:

JUVENILE DIVISION

| | 1971 | 1972 | 1973 | 1974 | 1975 |
|---|---|---|---|---|---|
| Juvenile cases filed [1] | 9.6 | 6.9 | 7.4 | 7.4 | 8.2 |
| Adult cases filed [2] | .8 | | | | |
| Court hearings [1] | 26.8 | 25.4 | 21.3 | 22.5 | 23.1 |

[1] Statistics reflect cases filed in thousands.
[2] Nonsupport cases transferred to Special Litigation Division as of Feb. 1, 1971.

(*b*) All cases covered by criminal statute involving juveniles (18 years of age and under) plus persons in need of parental supervision and delinquencies.

(*c*) Every case that is continued is recounted since an Assistant Corporation Counsel must reprepare the case each time it is continued. Judge Murphy is currently reviewing all Child Born out of Wedlock cases filed in the last 15 years and taking necessary court action in all cases. Juvenile staff is required to prepare for every case.

*Question.* What has been the batting average of the inexperienced Civil Proceedings Division staff described in CB–16? How does it compare with 5 years ago?

Answer. The question presupposes a knowledge, or at least an understanding, of the changes in law which have occurred in the District of Columbia in the past five or six years. Without such knowledge, attempting to compare the experience of five years ago with the experience today is like comparing apples and oranges.

In *Spencer* v. *General Hospital of the District of Columbia*, 138 U.S. App. D.C. 48, 425 F.2d 479 (1969), the court abolished the proprietary-governmental distinction between official conduct, which was used as the basis upon which a suit could or could not be maintained against the District government, and substituted in its stead the discretionary-ministerial standard. That is, formerly the District government could not be held liable for causing injury or damage where the alleged wrong or neglect arose out of a governmental function. Now, the District government can be held liable for this type of alleged wrongful conduct unless it can be shown that the conduct was predicated on high level policy making.

The direct result of this change is that whereas formerly the District could successfully move for dismissal of actions seeking damages for peronal injuries and property loss arising out of the operation of public hospitals (malpractice), police or correction departments (false arrest, assault and battery, etc.), schools (assault, failure to supervise, etc.) and the like, presently the District must litigate all of these cases on the merits. Exposure to judgments has correspondingly increased. For example, in 1971 the total amount of judgments and settlements paid out on claims was $249,058.00. By 1975 this sum had risen to $1,741,393.00. This change results from the increased number of cases in which liability must be litigated on the merits and the tendency of juries in this jurisdiction to award ever increasing sums in monetary damages.

When the District's governmental immunity defense was still viable, inexperienced assistants could safely be assigned the task of preparing and presenting the proper motions for dismissal to the same extent that a recent law school graduate is perfectly capable of serving as a clerk to a judge to research the law. In those cases where governmental immunity was not available as a defense, thereby requiring disposition on the merits, more experienced assistants would be assigned responsibility for the defense depending upon potential exposure. Although statistics were never kept for this latter category, it is safe to say that defendants' verdicts composed a much greater percentage of all cases tried on the merits when compared to the present experience.

Another area where the complexity of litigation has increased over the past five years is that of constitutional and statutory equity litigation where declaratory and injunctive relief is sought. Batting averages here have no relevancy and are best left to the playing field for prior to 1970 courts in the District of Columbia were very reluctant to delve into the operation of governmental agencies such as schools, penal institutions and the police department. Thus, *Hobson* v. *Hansen*, 269 F. Supp. 401 (D. D. C., 1967) was a singularly unique lawsuit in the manner in which it delved into the operation of the District of Columbia Public School System. At that time, this office was able to assign three or four of its more experienced attorneys to handle that litigation. Today, several assistants in the Civil Proceedings Division are responsible *solely* for handling at least one lawsuit of comparable import and several of them are handling three or four of these type actions. Often they must singularly oppose a number of attorneys who apparently have considerable time to devote to that one case, not to mention the opposition's ability to recruit professional expertise, on a voluntary basis, from across the country. The assistants who handle these cases are also required to maintain a full caseload of the regular type civil litigation which was previously mentioned.

By way of illustration, the caseload of one senior assistant in December, 1975, is as follows:

In the United States District Court—6 jury actions, 7 nonjury actions and 14 equity actions; in the Superior Court—31 jury actions, 1 nonjury action and 5 equity actions. This assistant handles no claims, or small claims lawsuits, libels, or other similar cases involving limited monetary damages or minor equitable relief.

In sum, the changes in law and litigation which have occurred in the past several years make it useless to compare success ratios. Further, given the many factors involved in litigation there is no way to compare success ratios for experienced as opposed to inexperienced attorneys. This much is certain; however, the ever increasing caseload means that each attorney has less and less time to properly prepare a defense to each case he or she must handle. To this extent, the quality of the defense to which the District government is entitled is being seriously compromised.

*Question.* What has been the number of cases settled in each of the last three years by allowing a defendant to plead guilty to a lesser offense?

Answer. No statistics are available.

Senator CHILES. Thank you very much, Mr. Murphy. We are delighted to have you before us, and we hope you are going to enjoy your next career.

Mr. MURPHY. Thank you, Mr. Chairman. It has been a pleasure being here.

## Department of Recreation

### STATEMENT OF JOSEPH COLE, DIRECTOR, DEPARTMENT OF RECREATION OF THE DISTRICT OF COLUMBIA

#### REMARKS ON COLE RETIREMENT

Senator Chiles. All right. We will go on to the Recreation Committee budget now. While Mr. Cole and his associates are coming to the table I will insert the opening policy statment and budget summary in the record.

[The material follows:]

#### D.C. Department of Recreation

The establishment of Department priorities, in consultation with administrative and management staff, was most difficult, as all needs are essential and urgent.

The Department's priority listing follows:

(1) Annualization of salaries for positions approved in F.Y. 1975.

(2) Staff and maintenance requirements for new recreation centers, swimming pools, and special programs opening in F.Y. 1976.

(3) Workload in the Bureau of Program Services, Special Programs Division brought on by impacted needs to provide urgently needed services for the mentally retarded, the physically handicapped, and the mentally ill. Vastly increased costs for supplies to operate the Department's forty-two (42) public swimming pools.

The recommended increase for the Department of Recreation in the amount of $2,063.0 in operating costs for F.Y. 1976, directly ties in with the policies and goals of the Department as shown herein. Likewise, the approved Capital Improvement Budget for nine (9) projects in the amount of $5,995.7 supports the urgent and immediate needs of the Department, in light of the District of Columbia's austere budget and the new source for funding Capital Improvement Projects under self-government. Therefore, the mark is positively in keeping with the Department's policies and goals.

*Statement of Accomplishments:* The Department of Recreation is a major agency of the District of Columbia Government serving the recreational, social, physical, cultural, and mental needs and desires of the urban city. Many programs, activities, and services have highlighted the accomplishments of the Department. In F.Y. 1974 and F.Y. 1975, new programs were initiated and are now in operation.

Day Care at twenty (20) locations now serving 450 pre-school age children.

After School Care programs at twelve (12) locations now serving 550 children between the ages of 6 years and 14 years of age.

Opening of seven (7) new centers and six (6) swimming pools provided increased recreation opportunities for a very large segment of the community.

In the category of Capital Improvements accomplishments, seven (7) major multi-complex recreation centers were opened for the first time and two (2) new neighborhood centers in newly completed public schools were also opened for comprehensive recreation programs and services.

Another major accomplishment was the construction of the six (6) new swimming pools, one of which serves the mentally retarded and physically handicapped.

The Department has greatly strengthened its contact and has received major support from the commercial sector in support, chiefly, of its youth sports and athletic programs.

There has been a major increase in the use of community recreation facilities by community groups and individuals, perhaps because of the energy crisis and increased cost of commercial entertainment.

The Department has improved, as an accomplishment, its maintenance capability through a few new and urgently needed positions acquired in F.Y. 1974 and F.Y. 1975.

There are many other Department services where accomplishments can be listed, such as services for Senior Citizens, specifically in transportation, as well as in programs for the Mentally Retarded and Physically Handicapped. More direct services are being provided for the "hard-to-reach" and juvenile delinquent through the Department's Roving Leader Program.

Greater services have been provided to all areas of the city through the Department's Mobile Recreation Programs and Services. Greater emphasis is placed on the ecology through the Department's Youth Gardens Program. Camping experiences have greatly increased and will continue to be on the uprise with completion of the final construction of the Resident Camp.

Vast strides have been made in all of the above program and service categories.

As the approved budget recommendations for F.Y. 1976 move forward, this agency does not anticipate any diverse effects on the Department's capability to administer, manage, and provide wholesome, comprehensive and varied recreation programs, activities and services for the citizenry. Redirection and reprogramming will, if necessary, be sought should the occasion arise. Reprogramming requests brought on by rapidly increasing costs for Capital Improvements Projects could possibly be necessary during the fiscal year.

It is a known and positive fact that provision of quantity and quality public recreation and park programs and services greatly contribute to the health and well being of the citizenry in any large urban city. Provision of well planned, useable public recreation areas, both out-of-doors and indoors, to meet the varied recreation interest and needs of our citizenry is a must today. This is especially true in face of mounting unemployment and greater demands for more public recreation, energy shortage and the escalating cost of living. Many families and individuals have reduced their out-of-town travel and now depend heavily on close-to-home type services for their recreation.

To highlight the Department's vital fiscal needs for FY 1976, focus has been placed on the most critical and essential needs in both the Operating and the Capital Outlay budgets. Funding requested in each of these categories relates and directly ties in with the overall goals and policies of the Department of Recreation. In light of the District of Columbia's critical, austere budget, a sound and positive review was made of all Divisional FY 1976 budget requests and only essential and necessary requests have been submitted in this presentation to support the city's Recreation Department FY 1976 program needs.

*Annualization:* The annualization of salaries for eighty-six (86) positions approved in FY 1975, ($750.5) and the annualization of the FY 1975 pay raise ($671.0) fall into the mandatory category for full year funding. This request is necessary and essential.

*Staffing and Maintenance:* Total funds in the amount of $557.1 are kindly requested for approval to support urgently needed recreation leadership staff and maintenance staff to provide recreation programs and services, both indoor and out-of-doors that are near completion or scheduled for completion and operation within F.Y. 1976. Four (4) of these centers are in public schools that include multiple areas for community recreation. The Junior Village Swimming Pool and Gymnasium are also included for opening in F.Y. 1976 along with a new Youth Gardens Center in Far Northeast. Seven (7) Senior Citizens Centers are also included and one (1) new swimming pool. One (1) new outdoor recreation center is also included for provision of recreation programs and services. The total funding to support the above staffing needs is $352.0 which is included in the $557.1 total previously referred to.

Maintenance of these vast facilities and program requirements is also urgently needed as support in carrying out the Department's responsibility to maintain new operations in F.Y. 1976. The amount of 205.1 will be used for this purpose, and it is a part of the total $557.1.

*Workload:* Improved services, increased needs and program growth in several areas of the Department's programs and operations have definitely increased the Department's workload. To support the Department's urgently needed and essential workload, it is requested that $84.4 be approved for this vital function.

Workload is identified and requested in the following areas of the Recreation Department's operation.

In the Division of Special Programs, expressed community needs and known needs within the Department, and growth in programs for the mentally retarded and physically handicapped, as well as mental health needs, have placed a tremendous impact on existing programs. More services and the enrichment of services are needed in these operations. Supplies for operation of the Department's forty-two (42) swimming pools have more than tripled within the past fiscal year and are still skyrocketing. For the swimming pools to stay in full operation, this item in the workload request is practically mandatory. The resident year-round camp site in Scotland, Maryland at Point Lookout is scheduled for final completion in F.Y. 1976. To maintain and protect this vast 217 acre camp site development will definitely require at least one (1) maintenance man to live on the site year-round.

*Capital Outlay:* The Department is requesting nine (9) Capital Improvements Projects for F.Y. 1976, totaling $5,995.7. Each project is in keeping with the Department's goals and policies. The justification for each project and the scope of work is contained in the Department's submitted F.Y. 1976 Capital Improvements requests. All projects are urgently needed and kindly requested for approval. Three (3) of the nine (9) projects have had previous funding. The remaining six (6) have been requested in prior years and have full support of the involved communities and the Service Area Committees.

The Department will make every realistic effort to continue to plan, administer, manage, and operate quality programs and activities for all citizens in and for the District of Columbia. It will also strongly support and coordinate its programs and activities with National visitors, especially during the 1976 Bicentennial Year.

All of the Department's items requested herein have been thoroughly examined, carefully screened and justified by the Director in cooperation with appropriate members of the Administrative, Management and Supervisory staff, as well as with the organized citizenry on items of request which directly relate to their interest, need, safety and well-being. It is, therefore, kindly requested that the full amount in both the Department's Operating Budget and Capital Improvements Budget be approved.

Our Nation's greatest resource is in our youth.

Summary of 1976 Budget Estimates

APPROPRIATION: Recreation

Office: Department of Recreation

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 779 | $14,0119 | 883 | $15,758.7 | 810 | $16,314.7 | -73 | +$556.0 |

Analysis of 1976 Change:

| | | | | |
|---|---|---|---|---|
| Base adjustments: | | | | |
| 1. Non-recurring - pay raise supplemental .... | | | ... | -496.7 |
| 2. Transfer out: | | | | |
| Municipal Planning Office ..... | | | -1 | -23.8 |
| 3. Base reductions ..... | | | -148 | -986.5 |
| Total, base adjustments ..... | | | -149 | -1,507.0 |
| Program increases: | | | | |
| 1. Pay raise annualization ..... | | | ... | +671.0 |
| 2. Annualization of prior year program costs | | | ... | +750.5 |
| 3. Special Program Division: | | | | |
| Staffing & Maintenance: | | | | |
| Youth Gardens Program: | | | | |
| GS-9 Director ..... | 1 | 3.3 | | |
| Board rate hours ..... | .. | 1.1 | | |
| Supplies ..... | .. | .7 | | |
| Senior Citizens Program: | | | | |
| GS-7 Recreation Specialist ..... | 4 | 21.6 | | |
| GS-6 Recreation Specialist ..... | 4 | 19.4 | | |
| Utilities ..... | .. | 20.2 | | |
| Wilson Senior High Pool: | | | | |
| GS-9 Manager ..... | 1 | 1.1 | | |
| GS-8 Assistant Manager | 1 | 1.0 | | |
| BR-3 Lifeguards (year round) ..... | .. | .6 | | |
| BR-3 Lifeguards (summer) | .. | .5 | | |
| BR-3 Night Watchman .... | .. | .5 | | |
| BR-1 Locker Aides ..... | .. | .4 | | |
| Custodial hours ..... | .. | 3.6 | | |
| Night differential ..... | .. | .2 | | |
| Utilities and supplies . | .. | 4.2 | | |
| Junior Village Pool: | | | | |
| BR-6 Pool Manager ..... | .. | 1.6 | | |
| BR-5 Asst. Manager ..... | .. | 1.5 | | |
| BR-3 Lifeguards ..... | .. | 4.6 | | |
| BR-1 Locker Aides ..... | .. | 3.6 | | |
| BR-1 Night Watchmen ..... | .. | 1.8 | | |
| Utilities and supplies ... | .. | 9.3 | +11 | +100.8 |

| | | | | |
|---|---|---|---|---|
| Mental Retardation and Physically Handicapped: | | | | |
| GS-7 Therapeutic Recreation Specialist | 3 | 10.8 | | |
| Board rate hours | .. | 1.6 | | |
| Resident Camp: | | | | |
| WG-7 Caretaker | 1 | 3.6 | | |
| Mental Health Program: | | | | |
| GS-9 Recreation Specialist | 2 | 8.4 | | |
| Aquatics: | | | | |
| Supplies | .. | 60.0 | +6 | +84.4 |
| 4. Unit Operations Division: | | | | |
| Staffing and Maintenance: | | | | |
| Fletcher-Johnson Elementary and Junior High School: | | | | |
| GS-10 Supv. Recreation Specialist | 1 | 1.2 | | |
| GS-9 Recreation Specialist | 1 | 1.1 | | |
| GS-5 Recreation Specialist | 2 | 1.5 | | |
| GS-4 Recreation Specialist | 2 | 1.3 | | |
| Board rate hours | .. | 2.6 | | |
| Custodial hours | .. | 1.5 | | |
| Night differential | .. | .2 | | |
| Utilities | .. | 6.4 | | |
| Supplies | .. | 9.0 | | |
| Gage-Eckington Elementary School: | | | | |
| GS-9 Director | 1 | 1.1 | | |
| GS-8 Assistant Director | 1 | 1.0 | | |
| GS-7 Recreation Specialist | 1 | .9 | | |
| Board rate hours | .. | 2.5 | | |
| Custodial hours | .. | .7 | | |
| Night differential | .. | .2 | | |
| Utilities and supplies | .. | 7.1 | | |
| New Elementary and Junior High - Oxon Run: | | | | |
| GS-10 Supv. Recreation Specialist | 1 | 9.7 | | |
| GS-9 Recreation Specialist | 1 | 8.8 | | |
| GS-8 Recreation Specialist | 1 | 7.9 | | |
| GS-6 Recreation Specialist | 1 | 6.5 | | |
| GS-5 Recreation Specialist | 1 | 5.9 | | |
| Board rate hours | .. | 6.3 | | |
| Custodial hours | .. | 11.4 | | |
| Night differential | .. | 1.4 | | |
| Utilities and supplies | .. | 8.3 | | |
| Bancroft Elementary School: | | | | |
| GS-9 Supv. Recreation Specialist | 1 | 3.3 | | |
| GS-5 Recreation Specialist | 1 | 2.2 | | |
| GS-4 Recreation Specialist | 1 | 2.0 | | |
| Board rate hours | .. | 5.0 | | |
| Custodial hours | .. | 2.0 | | |
| Night differential | .. | .5 | | |
| Utilities and supplies | .. | 7.1 | | |
| Langdon Park East: | | | | |
| GS-10 Director | 1 | 1.2 | | |
| GS-9 Assistant Director | 1 | 1.1 | | |
| GS-9 Recreation Specialist | 1 | 1.1 | | |
| GS-8 Recreation Specialist | 1 | 1.0 | | |
| GS-7 Recreation Specialist | 1 | .9 | | |
| GS-6 Recreation Specialist | 1 | .8 | | |

| | | | | |
|---|---|---|---|---|
| GS-5 Recreation Specialist | 1 | .8 | | |
| Board rate hours ..... | .. | 2.0 | | |
| Night differential ..... | .. | .2 | | |
| Utilities and supplies ... | .. | 8.7 | | |
| Junior Village Recreation Center: | | | | |
| GS-8 Recreation Specialist | 1 | 6.0 | | |
| GS-7 Recreation Specialist | 1 | 5.4 | | |
| Board rate hours ..... | ... | 12.1 | | |
| Utilities and supplies ... | .. | 8.7 | | |
| Increase cost of utilities | .. | 74.6 | +26 | +251.2 |
| 5. Maintenance: | | | | |
| Support Staff: | | | | |
| WG-9 Mason ..... | 1 | 5.8 | | |
| WG-9 Locksmith ..... | 1 | 5.8 | | |
| WG-9 Mechanic ..... | 1 | 5.8 | | |
| WG-7 Truck Driver ..... | 2 | 10.2 | | |
| WG-7 Maintenance Worker ..... | 2 | 10.7 | | |
| WG-5 Mechanic ..... | 1 | 4.9 | | |
| New School Based Centers: | | | | |
| Fletcher-Johnson: | | | | |
| WG-7 Maintenance Worker ... | 1 | .8 | | |
| Gage-Eckington: | | | | |
| WG-7 Maintenance Worker ... | 1 | .9 | | |
| WG-5 Buildings & Grounds Worker ..... | 1 | .8 | | |
| Oxon Run New Elementary: | | | | |
| WG-7 Maintenance Worker ... | 1 | 7.2 | | |
| Recreation Based Centers: | | | | |
| Langdon Park East: | | | | |
| WG-5 Maintenance Worker ... | 5 | 4.1 | | |
| Junior Village Center: | | | | |
| WL-7 Maintenance Worker ... | 1 | 5.4 | | |
| WG-5 Buildings and Grounds Worker ..... | 2 | 8.8 | | |
| Supplementary Staff for New Centers: | | | | |
| WG-8 Engineering Custodian | 4 | 24.6 | | |
| WL-7 Engineering Custodian | 2 | 11.5 | | |
| WG-5 Buildings and Grounds Maintenance Worker ..... | 7 | 33.7 | | |
| Utilities and supplies .... | .. | 64.1 | +33 | +205.1 |
| Total, program increases ..... | | | +76 | +2,063.0 |

Senator CHILES. Mr. Cole, we want to extend our remarks to welcome you to the committee, and also our best wishes upon your soon-to-be retirement after, I think, 40 years' service with the city.

Mr. COLE. Thank you very much, Mr. Chairman. It has been an enjoyable 40 years, tough at times, but even in tough times you could find it enjoyable, with the support of the various committees to help us to gain the ground that we have to help people with their recreational activities and services here in the District of Columbia. Thank you.

Senator CHILES. Yes, sir.

BUDGET REQUEST

Mr. COLE. Mr. Chairman, the Department of Recreation is requesting $16,246,400 in the fiscal year 1976 budget, and increase of $1,994,700. In the Capital budget, we are requesting $5,995,700. If that figure, Mr. Chairman, may appear to be a little bit different from yours, it is because in one of the questions which was submitted to us yesterday, two projects have been dropped from the fiscal year 1976 operating budget. They are the Langdon Park East Recreation Center, where there were 12 positions involved for staffing and maintenance, in the amount of $21,900, and the Junior Village Center, where there were 5 positions in the operating budget and support funds totaling $46,400, for a total of 17 positions and $68,300.

Mr. Chairman, the fiscal year 1976 budget contains a request for increased funds in the amount of $750,500 for the annualization of 86 positions and $671,000 for annualization of the fiscal year 1975 pay raise. These increases fall into what has been determined as the mandatory category of funding, and this request, Mr. Chairman, is most necessary and essential. The staffing and maintenance request in the amount of $488,800 directs itself to the new facilities which will be opening in fiscal year 1976. We have requested funding for the months that the centers are expected to be operating in fiscal year 1976.

This primarily, Mr. Chairman, addresses itself to our increases, and we are very hopeful that we can continue to carry on our services as we have with the support of the committee.

SHAPIRO TRACT ACQUISITION

Senator CHILES. Thank you, sir. We have a number of questions, a lot of which we will submit in writing, that you can answer. I note in the Shapiro tract item that there is $2,094,000 to purchase 4.06 acres of land. This purchase is supported by the Adams Morgan community, and we expect to hear from representatives of the community next month when we take testimony from the public. Would you explain the need to expend $500,000 an acre for a playground?

Mr. COLE. Mr. Chairman, I would say that this is perhaps a little more than what I would say is a playground. This community is a very mixed community, Spanish-speaking, black, whites, poor, and deprived type people. Primarily SAC area 7 is one of our deprived areas in open and green space. Studies made by the National Capital Planning Commission and studies made by our Planning and Research Division show that this area ranks second in the lack of open space. This is the only site that we are able to find which would lend itself to the kinds of services that people need in this particular community.

It would not only contain the facilities needed for the playground, but would also have a recreation building so that we could run varied and comprehensive types of recreation programs to meet the interests and needs of the people in this community.

Senator CHILES. Is this money for the purchase of the site, or are you going to condemn it?

Mr. COLE. This is for purchase of the site, sir.

Senator CHILES. What is the use of the land presently?

Mr. COLE. Presently it is open space. There are no persons living on it; nor are there houses or anything else on the land.

Senator CHILES. Who has agreed with this kind of a valuation on open spaces in a deprived neighborhood for $500,000 an acre for valuation?

Mr. COLE. I didn't quite understand the first part of your question, Mr. Chairman.

Senator CHILES. I am concerned about the price, if we are talking about a purchase, $500,000 for an acre in what you describe as being a deprived neighborhood, a distressed neighborhood, which is now open space. So we are not paying for buildings on it, what is the highest and best use that someone could use that space for, what kind of revenue could they get out of it? How do we get to the figure of $500,000 an acre? I am just wondering if the city shouldn't be condemning this site and trying it to determine what the price should be, rather than be purchasing the tract.

Mr. COLE. I will try to answer that in two parts, Mr. Chairman. We have been working with the Department of General Services through their Real Estate Division. These assessed prices that we have here have been determined through work in the real estate office of the Department of General Services, and it is prime property, as I stated. Part of it overlooks Rock Creek Park. And the value has been assessed by the Department of General Services. I believe there is a representative here from the Department who could deal with that.

Senator CHILES. I would like to hear from him if he is here.

ASSESSMENT OF SHAPIRO TRACT

Mr. COLE. Mr. Walter Kelly.

Mr. KELLY. Yes; sir.

Senator CHILES. Mr. Kelly, my question—I don't know whether you were in the room or not—dealt with the valuation that is placed on the Shapiro tract, and how that was determined at $500,000 an acre.

Mr. KELLY. Mr. Chairman, the process that we followed is that our staff will make a fair market value appraisal of the property, add to it any other administrative costs we feel we will incur during the process of acquisition. But before the property will be acquired from the owner, we have to go through a process of hiring private appraisers, and they would then make two independent appraisals of the estimate of the value of the property from which we will make an offer to the owner.

If the owner does not agree with the fair market value as established by these two independent appraisers, he can refuse the offer and we will have to go through the condemnation process. That process would involve a court case and a determination by the court as to what the fair market value is.

Senator CHILES. Your independent appraisers, are they MIA?

Mr. KELLY. MIA, you mean——

Senator CHILES. Their qualifications, their professional qualifications.

Mr. KELLY. They are professional appraisers; yes, sir.

Senator CHILES. What's the property presently assessed at and carried on the tax books?

Mr. KELLY. The property is presently assessed at $253,295.

Senator CHILES. That's the basis upon which your tax is set for real estate purposes?

Mr. KELLY. Yes, sir.

Senator CHILES. Do you have any general rule of thumb about what your assessment normally is running in the District in regard to market value?

Mr. KELLY. Normally, the assessments are running approximately 55 percent. In this particular case, the assessments are rather low, approximately 14 percent.

Senator CHILES. Who is the owner of this tract?

Mr. KELLY. The owner is Mr. Shapiro. Other than that, I don't have any more information on it at this point.

Senator CHILES. It's an individual that owns it?

Mr. KELLY. It is an individual; yes.

Mr. COLE. Mr. Chairman, I might just add to that question, these are two brothers who own this tract. They were formerly in real estate, and I believe one is still in real estate.

Senator CHILES. Do you know how long they've owned the tract?

Mr. COLE. No; I do not, Mr. Chairman.

Senator CHILES. Hasn't there been some discussion of using this tract for apartments for the Spanish-speaking community?

Mr. COLE. To the best of my knowledge, in some of the community meetings, Mr. Chairman, which I have attended, the answer would be yes, there has been some discussion, the extent of which or the depth of it I really do not know.

SURSUM CORDA NEIGHBORHOOD CENTER

Senator CHILES. Mr. Cole, I note in the Washington Post on Sunday, November 23, there was an editorial concerning the Sursum Corda Neighborhood Center. It described a $2 million facility, and explained that the residents are attempting to raise $600,000 to complete the cost of constructing the center.

Then in the Post of December 2, there was a full page advertisement describing the proposed neighborhood center and listing the funds that had been raised to date, which come to about $1.4 million. Are you familiar with that center, sir?

Mr. COLE. Yes, I am, sir, very much so, Mr. Chairman. I've been a part of the planning and assisting with the planning of it, yes.

Senator CHILES. You have been part of it, the planning and assisting? How does that fit in with the city's recreational plan, or do you see the city making any use of that center, or will it be completely private or is there any plan in regard to how to use that?

Mr. COLE. There is a proposed plan of how the city could use it, yes, Mr. Chairman, and we worked with that proposed plan. It is what I

would call, though, in a mixing bowl, and I simply mean by that that we are here dealing with a private agency seeking Government funds and I find this——

Senator CHILES. They are seeking Government funds?

Mr. COLE. They will be. They are proposing to seek Government funds through the District government, for both capital and operating. They will be. It's not in our fiscal year 1976 budget.

Senator CHILES. I understand that they have already had earmarked a community development grant and a Model Cities grant, is that correct?

Mr. COLE. That is correct; sir, yes.

Senator CHILES. Who will run the Center?

Mr. COLE. I understand from our last meeting with the representative of Sursum Corda, that there will be a joint type of an executive committee to be composed of persons with the Police Boys Clubs and the Department of Recreation and citizens from the community. So it would be, hopefully, from the proposed plan, that the Department of Recreation would be the chief operators of the building once built, and if all goes well in the right direction as far as funding is concerned.

Senator CHILES. Then it would be turned over to the Department of Recreation as the chief operator, if they are seeking city funds?

Mr. COLE. This is what I have understood from the representative that we have been talking with, yes sir.

Senator CHILES. It's still in preliminary stages at this time. You're not seeking any city funds at this time for staffing or equipping the Center?

Mr. COLE. No, sir; we are not in the 1976 budget.

Senator CHILES. All right, sir; Senator Hollings has given me some questions regarding the Sursum Corda Community Center and I would like you to answer them in the record.

[The questions and answers follow:]

QUESTION #1

Mr. Cole, how many playgrounds and community centers are currently in use which have been built for operation by the Recreation Department?

ANSWER

Currently in use Mr. Chairman are 152 centers used by the Recreation Department. I would like with your permission, Mr. Chairman, to clarify for you our various type of operations. There are 87 school based facilities that we use by agreement with the Board of Education for community recreation purposes. There are 18 National Capital Housing community buildings and recreation areas used by the Department through agreement with the National Capital Housing Authority. The balance of 47 remaining were directly build by Capital Improvement Funds to the Department of Recreation.

QUESTION #2

How many full fledged community or recreation centers do you have similar to the Chevy Chase Community Center and the Benning Park Community Center?

ANSWER

Six Major community centers.

QUESTION #3

Are these community centers or recreation centers the principal or the major physical facilities which the Recreation Department uses to deliver its services to the residents of particular neighborhoods?

ANSWER

Yes--These community recreation centers are the major physical facilities serving residents of the particular neighborhoods. For clarification, Mr. Chairman, I would like to state that we have three (3) primary categories of facilities to deliver services to the citizenry of the District of Columbia. Community centers which are our large centers, such as Chevy Chase, Benning Park, Benning Stoddert, Kenilworth Parkside and Bald Eagle fall into this category. The second category is our major recreation centers. Primarily these are operated out of public schools which have built-in community recreation facilities, this also includes some of our large recreation centers. The third category is our neighborhood centers that

serve primarily a smaller segment of a larger community. These are generally in elementary schools and the Department's small recreation areas.

QUESTION #4

In the Washington Post on Sunday, November 23, there was an editorial concerning the Sursum Corda Neighborhood Center. It described a $2 million facility and explained that the residents are attempting to raise $600 thousand to complete the cost of constructing the Center. In the Washington Post on December 2 there was a full-page advertisement describing this proposed Neighborhood Center and listing the funds that had been raised to date which come to about $1.4 million. Are you familiar with the Sursum Corda Neighborhood Center, Mr. Cole.

ANSWER

Yes.

QUESTION #5

Has the Recreation Department's architectural and planning staff reviewed the design of the Center from the point of view of its suitability to support Recreation Department programs?

ANSWER

Yes.

QUESTION #6

Are you familiar with the plans for equipping the Center when it is completed?

ANSWER

Yes.

QUESTION #7

Has your staff participated in developing the detailed lists of equipment for purchase and installation in the Center?

ANSWER

Yes.

QUESTION #8

As designed and as proposed to be equipped, would the Sursum Corda Neighborhood Center fully support your normal range of programs and services for residents of a neighborhood?

ANSWER

Yes.

QUESTION #9

Has the District of Columbia Government in its capital budget with reference to the Recreation Department provided any funds for use in completing the construction cost of the Center?

ANSWER

No.

QUESTION #10

Can you explain why not?

ANSWER

No--This is a non-governmental facility to be planned, constructed and operated by a private agency whose primary interest and goals, as I understand them, are to provide programs and services in densely populated and deprived communities. It is not the policy of the D.C. Government to request funds through its departmental budgets for Capital Improvement or operating funds.

QUESTION #11

Does the District's Capital Budget include the funds needed for equipping the Center when it is constructed?

ANSWER

Currently, Mr. Chairman, it does not.

QUESTION #12

Are you personally aware of the projected cost of equipping this Center when it is completed?

ANSWER

Yes.

QUESTION #13

As you understand the timetable for the construction of the Center, when is it expected to be completed and ready for use?

ANSWER

If the construction commences in April of 1976 as projected, the Center should be completed around October 1977.

QUESTION #14

You have submitted your Department's recommended budget to the Mayor's Office for FY 1977, have you not?

ANSWER

Yes.

QUESTION #15

In that submission did you include funds for the operation of Recreation Department programs in the Sursum Corda Neighborhood Center?

ANSWER

No.

QUESTION #16

Do you have any physical facilities comparable to the proposed Neighborhood Center in the Northwest No. 1 Urban Renewal Project Area for delivering Recreation Department programs to the residents of that area?

ANSWER

At present Mr. Chairman we do not; however, we have requested funds in the Department's 1977 operating budget to provide staff and maintenance for the new Dunbar Community School in which there are similar type of facilities.

QUESTION #17

Are you familiar with the composition of the families and the economic status of the residents of this Northwest No. 1 Urban Renewal Project Area?

ANSWER

Yes--There are poor deprived families in this area and many of them are on very low incomes or unemployed. I was formally working in this area.

QUESTION #18

Is it not the case that this is a neighborhood which is predominantly Black and also predominantly low and moderate income?

ANSWER

Yes--As stated in Answer 17 above.

QUESTION #19

How can you explain the fact Mr. Cole that the District of Columbia Government has itself financed the construction of a large number of recreation and community centers which you operate in the city and yet you have not made any commitment of District of Columbia funds in the capital or operating budgets for the operation of this badly needed Neighborhood Center in Northwest No. 1?

ANSWER

Mr. Chairman, this is a land-locked area most of the sites were owned by the Redevelopment Land Agency (RLA). More recently large high rise apartments have been built which have excellerated the need for such a center as Sursum Corda. I think that this is a very good idea for the city and private agency to come together in a coordinated

effort to provide urgently needed recreation services for the citizenry in the Northwest No. 1 community. This area was formally highly commercial with scattered residents.

QUESTION #20

Do you feel that the District of Columbia Government is dealing equitably with the residents of this inner-city neighborhood when compared to the facilities which you have provided and the programs which you are delivering to other neighborhoods in the city?

ANSWER

Yes.

QUESTION #21

Would it be consistent with your concept of the obligations of the Recreation Department and of this city if the Congress were to provide in the pending legislation an amount to insure completion of the construction of this Center and its equipment?

ANSWER

I would fully support this, it has great merit.

QUESTION #22

Would your answer be the same if I asked if the Congress should include in its appropriations for the District's FY 1977 and annually thereafter the funds required for the operation of the Center?

ANSWER

Yes.

QUESTION #23

If this action were to be taken by Congress as you understand the situation would it then be possible for the Recreation Department to assume the responsibility for the completion of construction and operation of the Sursum Corda Neighborhood Center?

ANSWER

Completion of any construction project is made by the Department of General Services. Should funds be made available to the Recreation Department to operate the center we could assume the responsibility and would like to do so.

QUESTION #24

What is your personal recommendation as to the action which this Committee should take?

ANSWER

My personal recommendation would be approval of funds needed to complete construction and support of staffing and maintenance funds needed to operate the Sursum Corda Center.

LINCOLN CENTER FOR MENTALLY RETARDED

Senator CHILES. Last year, I understand the committee encouraged the District to proceed with the Lincoln Mentally Retarded via reprogram of surplus capital outlay. In view of the number of such requests submitted to the committee, why didn't the District cover this project through reprograming?

Mr. COLE. The new center for the mentally retarded, physically handicapped at 5th and L, Sts. S.E. I believe is what you're addressing yourself to at this time, Mr. Chairman?

Senator CHILES. Yes; sir.

Mr. COLE. The reprograming process, of course, starts with the Department of Recreation making such a request to the Department of General Services. I would say that we had no knowledge, actually, of what funds in the amount that's requested to plan and build the new center for the mentally retarded were available for reprograming, because there were other projects that were involved, and for which approval was given both by the City Council and the Congress to reprogram other projects. We have been in the reprograming process, but this specific one, we did not get directly into it.

SWIMMING POOL PLAN

Senator CHILES. If the committee approves the swimming pool for the Palisades Recreation Center, how many pools will have to be built to satisfy the 1962 plan?

Mr. COLE. Mr. Chairman, I saw that question and immediately I began to look for the 1962 plan. We found parts of what you're addressing yourself to. There were 15 pools at that time planned under what I would call now the outmoded, outdated type of report, because we have recently, within the past month and a half, come up with the latest plan for projection of all types of recreational facilities.

We have built 6 of the 15 swimming pools that were planned in the 1962 plan. Nine of those were not built; however, one of the nine locations was the Palisades area. So in answering your question, of the outdated, I would call, plan, not updated like the one we have now to submit to the committee which I believe would be of great help and interest to the committee, we have only been able to carry out construction of six of those pools connected with the 1962 plan.

Senator CHILES. Well, how many pools would be required to be built now under the updated plan?

Mr. COLE. The updated plan addresses itself to the year 1990, and it addresses itself to the possibility of 30 more pools being needed, both indoor and outdoor.

Swimming has been a very fast growing activity here in the District of Columbia, along with tennis, and everyone knows that tennis was one of those that everyone seems to love, but swimming also has been moving very rapidly in the District of Columbia. Some of the reasons, I would say, would be due to the fact that we emphasize swimming, and some of it has been done because of the record that Mark Spitz showed in the past Olympics. The youngsters admire him and they are all trying to duplicate some of his achievements and other Olympics swimmers from this area.

COMPREHENSIVE PLAN

Through the help of Congress, we've been able to develop large swimming teams, have swimming meets and various events in our pools. Also, the energy crisis itself has kept a lot of people in the city and who look for water activity, so it addresses itself, actually, to about 30 more pools needed by the year 1990 in our comprehensive plan that we have here, Mr. Chairman, which I would like to submit for the record. I think you'll find this very interesting.

Senator CHILES. Thank you, sir. We'll certainly take a copy of that and place it in our files.

SWIMMING POOL FEES

Senator CHILES. How much of the cost of the pools will be received through fees?

Mr. COLE. We do not charge fees at all, Mr. Chairman, to enter the pools. We found from past experiences that in charging fees—and I just stated, I've been around 40 years—we've found kids who were not able to pay the fee. They would be standing on the outside of the fence, and we want no one standing outside the fence, so we have no charge at this time, and I say at this time, Mr. Chairman, because it is always better to keep your options open and maybe we will find that we might have to begin charging some fees.

Senator CHILES. You make no distinction, then, between the section of the city in which you're placing the pool or anything of the economics?

Mr. COLE. None whatsoever, Mr. Chairman. Everybody's treated alike.

Senator CHILES. Thank you very much, Mr. Cole, we will submit the rest of the questions for answer in the record.

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

[The questions and answers follow:]

1. In the Suburban areas there are numerous programs organized by the Recreation Departments but staffed by volunteer coaches and in large part supported by private funds. Does the District have comparable programs for city youth? What opportunity for league play are offered to city youth?

RESPONSE:

Yes--very definitely, in fact we believe comparable or superior to the Recreation Departments in suburbia. Leagues for city youth are set up by the D.C. Department of Recreation in the following sport and athletic programs, baseball, basketball, bowling, football (tackle, touch, flag) golf, kickball, paddle tennis, soccer, softball, volleyball (co-recreational) table tennis, tennis, including a very large summer instructional program which involved over 12,000 youth. Track and field--In this activity city youth have participated in the United States Youth Games among 12 of the largest cities in the United States in various sections of the country and have won the games on three occasions and have frequently come in second or third. The games involved track and field, basketball, bowling and tennis. Swimming--This activity involves team swimming from the city's various swimming pools, water shows, diving contests, water safety training, life guard training, and swimming leagues.

2. Forty of the 76 additional positions requested are to staff the following 7 new facilities?

| | Program | Maintenance | Total |
|---|---|---|---|
| Wilson Senior High Pool | 2 | ... | 2 |
| Fletcher-Johnson Elementary-Junior High Schools | 6 | 1 | 7 |
| Gage Eckington Elementary School | 3 | 2 | 5 |
| Oxon Run Elementary-Junior High | 5 | 1 | 6 |
| Bancroft Elementary School | 3 | ... | 3 |
| Langdon Park East Center | 7 | 5 | 12 |
| Junior Village Center | 2 | 3 | 5 |
| Total | 28 | 12 | 40 |

The Committee is informed that due to construction delays, there is no need for the positions for the Langdon Park East Playground in Fiscal 1976. What is the situation with regard to the readiness of the other new facilities? Please describe how the staffing requirements were derived for these new facilities? Why is there such a heavy maintenance requirement in the case of the Junior Village facility?

RESPONSE:

I am advised by the Department of General Services and through the testimony of the Director of that department (Mr. Sam Starobin) that all of the other new facilities will be ready for opening in FY 1976. The staffing pattern is based on the type and size of the facility, the program activities and services needed by the community and the staffing requirements. Maintenance requirements for Junior Village Recreation Center (page HA-15 and HA-76) have been deleted from the FY 1976 Budget Request. Mr. Chairman, the Department only requested three positions amounting to 14.2 thousand dollars for six months funding in 1976. Based on maintenance requirements and standards the request, I believe, is minimal. This facility also has large outdoor ground areas which would have required maintenance services if the facility had been left in.

3. Is not the GS-10 ($15,300 per year) salary requested for Supervisory Recreation Specialists to manage youth centers with a three to four person staff a little high?

RESPONSE:

No, Mr. Chairman. Salaries established in this category, Supervisory Recreation Specialist, are based on their duties and responsibilities and are in keeping with Civil Service standards and the GS-188 series. These persons must be highly trained with college degrees or equivalent in experience to be appointed to such positions. They must have received a degree in recreation, health and physical education, sociology, elementary education or like subjects which would include specialization in the arts (performing arts or fine arts) dramatics, music and the dance. It is my belief, Mr. Chairman, that the Supervisory Recreation Specialist positions are underpaid and that a review of the Civil Service standards should be made to upgrade these positions, especially in our multi-community recreation center category.

4. The Recreation Department takes in $340,000 a year in fees and collections. (a) What are the main components of those receipts and please describe some of the fees? (b) When are the fee schedules adjusted? (c) Why is there such a large balance growing in the trust fund? (d) What expenditures are made from the trust fund? (e) Could part of the trust fund balance be used to offset some of the increases in the operating budget?

RESPONSE:

Mr. Chairman the projected figure of $340,000 a year in fees and collections is a projection from the Department's Bureau of Program Services based on past years experiences as reported to the Bureau from the field staff. The main components of Trust Fund receipts are as follows:

a. Franchise fees paid by sports and athletic teams to cover costs of officials, awards and other league costs.

b. Fees from dances and other recreation activities operated by the various recreation centers.

c. Fees from special instructional groups to cover costs of special activity instructors i.e., bridge, dance, yoga, speech and foreign languages.

d. Percentage of profit from vending machines located at various facilities in the Department.

e. Direct donations from businesses, individuals and private agencies to support specific programs.

f. Deposits for custodial fees from individuals and groups to use public school buildings when not in use by the Department of Recreation or for space over and beyond that approved for recreation purposes.

The fee schedule is adjusted according to program needs. (Salaries of instructors, and cost of materials).

I believe that the Trust Fund, during FY-76, will show a much reduced balance because the revenue is not being generated as much now as in the past and also because of costs increase. Major expenditures from the Trust Fund are as follows:

(1) Heavy costs of officials for all of the varied adult sports programs (youth programs not included).

(2) High custodial costs by groups using school buildings as described in 4.f. above.

(3) Trophies and awards.

(4) Instructors for specialized programs.

(5) Salary for GS-7 authorized position where no funds were appropriated for payment of this position to maintain Trust Fund records for accountability.

(6) To defray other miscellaneous and asundery costs for such things as uniforms for youth sport teams, supplies and equipment that are not provided for in the Department's operating budget. (See Public Law 534, Article 2, Page 3, Section 4--Attachment A)

Definitely no, Mr. Chairman--The operating staff of the programs along with the community they work with are responsible for raising these funds to place in Trust with the Department to be used only for the purpose for which they were collected.

5. In the Administration area there is a large reduction shown for number of man hours spent in training. (72,300 in 1974 down to 22,000). What has been the reduction in the staff assigned the training and development branch to match the decrease in training over the last three fiscal years?

RESPONSE:

There has been no reduction in the staff assigned to the Training and Development Branch. Only one person, the Employee Development Officer, heads up the Training Branch. More recently, the position duties and responsibilities because of staff shortage and budget cuts has been reduced in the training aspect and increased in recruitment

and placement; therefore, this same employee is performing three major functions. Budgetary restrictions have also reduced training hours for employees over the last three fiscal years. Further reductions will also affect this service to employees.

6. Why has the number of direct purchase orders issued by the Department almost doubled over the past two years? Is the Recreation Department going around the General Service Department?

RESPONSE:

Mr. Chairman, in the past two years we have been using a PO-99, which is a Purchase Order used to purchase maintenance type supplies, such as electrical, plumbing, carpentry, painting and auto parts directly from the supplier by the craftsman performing the work. It is also used to purchase emergency equipment articles under $500. This is the device outlined by the D. C. Procurement Manual for this practice. We are not bypassing the Material Management Branch. We actively participate with them in making our purchases. Also in the past two years an additional program element, Day Care, has greatly increased our Purchase Orders.

7. What is the total amount of acreage controlled by the Recreation Department? What is the standard used for Recreation space per capita? When the Federal park land is included, what is the amount per D. C. resident? (The justification indicates that the amount of acreage developed to full potential has doubled in two years.)

RESPONSE:

The total land area controlled by the Recreation Department is 784 acres. The standard used for Recreation space per capita is one acre per one thousand population. Acreage in the local or city recreation areas include 3,590 acres, this involves Rock Creek Park which has a total of 1,857 acres. (See Report -- Recreation for People, Comprehensive Outdoor Recreation Plan for the District of Columbia, prepared December 1974, pages 66-67.)

8. The workload of the permit section is not projected to change over the period 1974, does that indicate a leveling off of activity? How do you administer the tennis permit program, for example; since the number of permits increases by only 100. In view of the great interest in tennis I would have throught there would have been a much larger number of permits?

RESPONSE:

There are only two employees in the Permit Section. The heavy workload and the variety of services in this Section indicate a leveling off of activity.

Tennis permits are administered by the Permit Section and through our large recreation centers where tennis courts are available. Tennis permits issued at the recreation centers are not counted in the total given by the Permit Section located in the Headquarters Building.

9. Why is it that the justifications show that all of your mobile recreation programs were in actual operation for more hours than they were scheduled? Does this entail overtime payments to Recreation Department employees?

RESPONSE:

Scheduled hours means hours actually in a performing, exhibition or demonstration posture before an audience or viewers. A show, exhibition or demonstration for the most part may only last for a prescribed period of time (for example, 1 1/2 hours). It is very likely that it took a considerable longer period of time to prepare for the event, load on equipment and other necessary items, travel to the event, and to fold up and return to home base. Consequently, the mobile unit is indicated as being in operation a longer period of time. To accommodate this coverage, crews and staff are split and on some occasions compensatory time is awarded. Overtime payments were only necessary in one event during this year -- the Outdoor Art Fair -- and only then because the Fair was open to the public 16 hours each day for a period of 10 straight days, and even on that occasion no one worker was allowed more than 30 hours, and only some 8 workers received overtime pay on that occasion.

10. How is the Recreation Department's youth programs coordinated with the programs of the Office of Youth Opportunity Services? What is the total cost of this program? What is the role of the 29 roving leaders and the 19 aides? How do you differentiate between the 350 contracts shown in the workload statement and the 180 youths that the justification says would be hurt if the program was curtailed? (HA-55) Is there any change that the LEAA will renew the grant for this program?

RESPONSE:

All youth programs including those in the Recreation Department are coordinated by the Office of Youth Opportunity Services (YOS) through the Youth Services Advisory Committee. Special Programs directly involving the Recreation Department and YOS are coordinated through joint-planning meetings between the two agencies.

The total budget for the Recreation Department covers operating costs for pre-schoolers, children, youth, adults, senior citizens and the developed mentally disabled, therefore we are unable to give the

total costs for operation of youth programs per se. If the question is directed toward total cost for operation of the Roving Leader Program, which deals directly with youth services, that amount is $795,000. I believe, Mr. Chairman, that the attached report clearly spells out the role of the Roving Leader. (Attachment B)

The basic concept of any of our programs is to assist the young people to develop the kind of skills whereby they can function in the mainstream. Any difference between those shown on the workload statement and those that might be hurt if the programwere curtailed occurs because of the severity of the problems. Because of the decrease in staff we would be less able to afford those 180 youths the individualized attention that would be necessary in order that they make an acceptable adjustment in their behavior.

Our present workload does not allow our present staff to absorb 180 extra youths to give them the individualized attention that they are receiving.

With regard to the L.E.A.A. grant being renewed, we don't feel that there is any chance. The grant proposal specifically states that no L.E.A.A. grant funds will exceed three years for social and rehabilitation programs. Agencies were requested to put into their operating budgets to absorb these positions. We have exceeded the three years that we have gotten funds from L.E.A.A. hence this grant will not be renewed anymore.

11. According to the justifications the present ratio of staff to participants in the program for mentally retarded and physically handicapped is 84:6. Why is it that the ratio remains at 84:6 in 1976 after consideration is given to the three additional GS-7 positions? Are recreation personnel in this area required to have certain skills to qualify for the GS-7 entry level?

RESPONSE:

The ratio of 84:6 is not affected by additional GS-7 positions because--

a. Demands on us are mounting, especially since handicapped individuals are becoming more aware of services and their rights to these services.

b. The deinstitutionalization movement is releasing more individuals into community who require our services.

c. We are being requested to provide more services to those residents in institutions who are in the "transitional and preparatory" programs to move from institituion to community.

GS entry level skills--A BS Degree in Therapeutic Recreation or a related field, such as Adaptive Physical Education, Special Education, Early Childhood Education, etc. or an AA Degree (or two years of college) with experience working with the ill, disabled and handicapped.

12. What are the boundries of the four mental health geographical areas? Why are all the personnel for the Recreation Department's mental health program all deployed in Areas B and C? Why is it proposed to place two additional Recreation Therapists in Area B when there are none in Areas A and D?

RESPONSE:

Boundaries, Area C -- East Capitol Street to Eastern Avenue; Eastern Avenue to Rhode Island Avenue, N.E.; west on Rhode Island Avenue to Florida Avenue, N.W.; Florida Avenue, N.W. to 15th Street, N.W.; south on 15th Street to the Potomac River.

Boundaries, Area B--North of Rhode Island Avenue and Florida Avenue to District Line; west to Rock Creek Park.

Boundaries, Area A--Far northwest, Georgetown and Palisades area.

Boundaries, Area D--Primarily in Anacostia, Congress Heights area or east of Anacostia River; primarily St. Elizabeth's Hospital area.

The reason for all the Recreation Department personnel in Mental Health Programs are deployed in Areas B and C is due to the fact that the original five Recreation Therapists in the Mental Health Program were made available through grant positions financed by the National Institute for Mental Health (NIMH). These grants were provided with the stipualtion that the Department of Recreation budget pick up the salaries, and these positions be placed in Area C. Area C at this time (1967) was more organized in its structure and served more people (1960 cnesus) than Area B. Area C's population (1970) census shows its inhabitants are more economically deprived than Area B, thus making these inhabitants (Area C) more dependent on public psychiatric services. Finally Area "C", D.C. General Hospital was developed and had space available while Area "B" was not developed and had no space.

In 1970 through further grants from the National Institute of Mental Health, Area B was established. It was at their request that the D.C. Department of Recreation send recreation workers as a team approach to deliver services for the clients in Area B. Presently, there is a new structure that was completed in June of 1975 that has space for Recreation Therapy to carryout a Comprehensive Recreation Program. Area A which is situated in Georgetown is still not developed and Area D which is located at St. Elizabeth Hospital is still not developed. We do however, give services under a consultative basis to these two areas.

13. Why is it expected that no new grant funds will be coming into the Recreation Department in 1976?

RESPONSE:

At the time the 1976 Budget was prepared, the Department was unable to project the receipt of any new Federal grant funds. Since that time we have received authorization for approximately $700,000 from the Bureau of Outdoor Recreation and $25,000 from the Youth Conservation Corps.

14. Please insert the summary of the Capital Improvements, Page HA-Cap-1 in the justification book in the record.

A. Has there been an appraisal of the 4 lots to be acquired to expand the site of the Center for Mentally Retarded and Physically Handicapped? Am I correct that these 4 lots would total 1/3 of an acre and that $95,000 is requested for their acquisition?

B. $402,600 is requested to replace the Lincoln Center for the Mentally Retarded and Physically Handicapped. How many centers for the mentally retarded and physically handicapped does the Recreation Department operate? (8) Where are they located? How are these centers coordinated with the Public School education program? Where would the present users of the Lincoln Center be located during the reconstruction? How does the proposed replacement facility compare to the present facility?

C. Two new playgrounds are requested, one in the Northeast and the other in the Southeast. Why is it that the Northeast playground will cost $500,000 more than the one in the Southeast?

D. If the Committee approves the swimming pool for the Palisades Recreation Center, how many pools will still have to be built to satisfy the 1962 plan?

RESPONSE:

-A Yes--For Budget preparation purposes, an estimate is made by the Department of General Services staff appraisers. The actual area of the four lots is closer to 1/4 acre (7,500 sq. ft.). Amount of $95,000 for acquisition is correct.

-B There are eight centers for the Program for the Mentally Retarded and Physically Handicapped with one under construction, they are:

Anacostia Bald Eagle Center
King Ave. & Joliet St., S.W.

Banneker Center
2500 Georgia Ave., N.W.

Developmental Services Center
1905 E St., S.E.

Mamie D. Lee Center
100 Gallatin St., N.E.

Lincoln Center
5th and L Sts., S.E.

Roper Houston Center
1100 50th St., N.E.

Sharpe Health Center
4300 13th St., N.W.

Uplift Lamond Center
Kansas Ave & Tuckerman St., N.E.

Coordinatin With Public Schools

(a) We refer pre-schoolers who are ready for Goodstart and/or first year of Special Education classes or regular classes.

(b) We provide therapeutic recreation services on a "one to three times a week" basis to the Special Education classes at the adjoining elementary school - Van Ness. (Our In-School Program)

(c) We coordinate our summer programs so as to serve as many children as possible without duplicating services.

The participants now enrolled at the Lincoln Center would be transferred to the nearest center to their residence during the reconstruction of the building. Or if possible, the staff and participants may use space in Van Ness if the school has it available during the period.

The existing building is an 800 sq. ft. one-story and loft structure believed to be built around the turn of the Century. It has been adapted for various recreation uses since the 40's and has long been inadequate for MRPH programs, in all aspects.

The new facility will contain 4,000 sq. ft. designed especially to serve the handicapped; to facilitate instruction, supervision, and observation; and provide additional recreational, educational and nutritional programs.

-C The needs and the scopes for these two sites are vastly different. Fairfax, HA-203 (Southeast) is an existing neighborhood recreation center with no sport and athletic field and a building with approximately half of the existing site already developed. This request is for Grounds Development only, of the acre parcel which was acquired later through a quid pro quo transaction, to expand the playground two acres. Dakota, 12-36 (Northeast) is a request for a new recreation facility including recreation building and complete outdoor grounds development of under-developed ground. The residents of this area are locked in by three major arterial highways, Bladensburg Road, South Dakota Avenue and New York Avenue, N.E.

-D 1962 Swimming Pool Plan--Six of the 15 pools were built. If the Palisades Recreation Center is approved 8 pools would remain to be built to satisfy the 1962 Plan.

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | $ THOUSANDS | SUMMARY – CAPITAL IMPROVEMENTS PROGRAM | SCHEDULE 10 CAPITAL BUDGET

AGENCY: Department of Recreation Fund: General Date Prepared:

| Page Number | | Project Title / Project Address | Project Number | Service Area Number | Category | Total Cost (ESTIMATED) | Prior Appropriations | 1976 Capital Budget Request | 1977 – 1981 Appropriation Requirement |
|---|---|---|---|---|---|---|---|---|---|
| HA-CAP-3 | 1 | Camp Site Development<br>Cornfield Harbor, Scotland, Maryland | 12-119 | SM | PD/PS | | | | |
| | | | | | S | 75.0 | 75.0 | ... | ... |
| | | | | | CS | 204.0 | 204.0 | ... | ... |
| | | | | | C | 2,043.0 | 2,043.0 | ... | ... |
| | | | | | E | 17.4 | ... | 17.4 | ... |
| | | | | | TOTAL | 2,339.4 | 2,322.0 | 17.4 | ... |
| HA-CAP-5 | 2 | Langdon Park Recreation Center (East) Building Replacement<br>20th and Franklin Streets, N.E. | 12-80 | 2 | PD/PS | | | | |
| | | | | | S | 109.0 | 109.0 | ... | ... |
| | | | | | CS | 109.0 | 109.0 | ... | ... |
| | | | | | C | 1,090.0 | 1,090.0 | ... | ... |
| | | | | | E | 8.1 | ... | 8.1 | ... |
| | | | | | TOTAL | 1,207.1 | 1,199.0 | 8.1 | ... |
| HA-CAP-6 | 3 | Center for Mentally Retarded and Physically Handicapped<br>31st and Croissant and G Streets, S.E. | 12-112 | CW | PD/PS | | | | |
| | | | | | S | 95.0 | ... | 95.0 | ... |
| | | | | | CS | 173.5 | 165.0 | 8.5 | ... |
| | | | | | C | 1,995.0 | 1,910.0 | 85.0 | ... |
| | | | | | E | 56.2 | 56.2 | ... | ... |
| | | | | | TOTAL | 2,319.7 | 2,131.2 | 188.5 | ... |
| HA-CAP-7 | 4 | Lincoln Center for Mentally Retarded and Physically Handicapped<br>5th and L Streets, S.E. | HA-202 | CW | PD/PS | | | | |
| | | | | | S | | | | |
| | | | | | CS | 36.5 | ... | 36.5 | ... |
| | | | | | C | 365.0 | ... | 365.0 | ... |
| | | | | | E | 1.1 | ... | 1.1 | ... |
| | | | | | TOTAL | 402.6 | ... | 402.6 | ... |
| HA-CAP-9 | 5 | Fairfax Recreation Center - Grounds Development<br>41st and Alabama Avenue, S.E. | HA-203 | 3 | PD/PS | | | | |
| | | | | | S | | | | |
| | | | | | CS | 23.0 | ... | 23.0 | ... |
| | | | | | C | 230.0 | ... | 230.0 | ... |
| | | | | | E | 4.5 | ... | 4.5 | ... |
| | | | | | TOTAL | 257.5 | ... | 257.5 | ... |
| HA-CAP-10 | 6 | Dakota Playground - Building & Grounds Development<br>31st and Adams Streets, N.E. | 12-36 | 2 | PD/PS | | | | |
| | | | | | S | | | | |
| | | | | | CS | 64.5 | ... | 64.5 | ... |
| | | | | | C | 645.0 | ... | 645.0 | ... |
| | | | | | E | 3.8 | ... | 3.8 | ... |
| | | | | | TOTAL | 713.3 | ... | 713.3 | ... |
| HA-CAP-12 | 7 | Palisades Recreation Center - Swimming Pool, Bathhouse and Grounds Improvement<br>Edmunds and Sherrier Place, N.W. | 12-83 | 8 | PD/PS | | | | |
| | | | | | S | | | | |
| | | | | | CS | 85.9 | ... | 85.9 | ... |
| | | | | | C | 858.5 | ... | 858.5 | ... |
| | | | | | E | 6.7 | ... | 6.7 | ... |
| | | | | | TOTAL | 951.1 | ... | 951.1 | ... |
| HA-CAP-14 | 8 | Watts Branch Recreation Center Development | HA-223 | 3 | PD/PS | | | | |
| | | | | | S | 123.5 | ... | 123.5 | ... |
| | | | | | CS | 1,235.0 | ... | 1,235.0 | ... |
| | | | | | C | 4.7 | ... | 4.7 | ... |
| | | | | | E | | | | |
| | | | | | TOTAL | 1,363.2 | ... | 1,363.2 | ... |

Projects are in order of agency priority. PD = Preliminary Design PS = Preliminary Survey S = Site CS = Construction Services C = Construction E = Equipment

## Municipal Planning Office

### STATEMENT OF BEN GILBERT, DIRECTOR OF MUNICIPAL PLANNING

#### BUDGET REQUEST

Senator Chiles. Our next hearing will be on Municipal Planning Office, of which there is a budget request of $1,934,200, a total of 92 positions. To support this request, we have Mr. Gilbert, Mr. Oldham and Ms. Madison and Mr. De Sousa.

#### PREPARED STATEMENT

Mr. Gilbert. Mr. Chairman, thank you for the opportunity to present the budget of the Municipal Planning Office. I have a formal statement, but I know in the interest of time you probably would prefer if we submitted it for the record.

Senator Chiles. Yes, sir, we would.

Mr. Gilbert. With your permission, I'd like to do that.

[The statement follows:]

#### Municipal Planning Office

*Program and design of the Municipal Planning Office*

The planning process in the District of Columbia now must be built within the framework of the projected Comprehensive Plan in a context of extensive consultation and participation of the residents of the city. As the overall framework is developed and the more detailed elements put into place, mechanisms will be perfected to define overall municipal priorities and policies and to establish the goals and standards the city desires to achieve in maintaining and improving the quality of life for all its residents.

Weight will be given to social, economic, housing, transportation, employment, environmental, and land-use. In this effort, the *Comprehensive Planning Division* will draw on work currently underway in our *Statistical Systems Group* dealing with social indicators, as well as the comprehensive planning experience and ongoing activities of the *Office of Criminal Justice Plans and Analysis* in the criminal justice field. Indicators will assist in the evaluation of housing, public health, and environmental progress.

In addition to the task of developing the Comprehensive Plan, the Municipal Planning Office will draw on the planning activities of the various agencies of the city government. They will be related to the physical planning and zoning of the city. The same planning coordination will be provided in the development of municipal public works projects at both neighborhood and central levels.

Physical planning activities in the various sections of the city, particularly with respect to the development of sectional development plans, will go forward in conjunction with the *Zoning Division* and the *Zoning Secretariat*. The two units together provide case analysis assistance and staff support for the *Zoning Commission* and the *Board of Zoning Adjustment*. Coordination of planning activities among the various departments of the city government and planning review of capital projects will be provided by the *Planning Coordination Unit*. The *Office of Community Services* will assist in bringing planning activities out to the community and bringing citizens views about planning issues back to the

city government. This will be done as an extension of the continuing city service delivery and coordination activities of Community Services working through the city's service areas and the Service Area Committees.

Organizational changes have been made to enable the Municipal Planning Office to provide the strong focus on planning which is its central assignment. The various divisions and units of the office are now structured to support and reinforce each other in performing their respective missions while avoiding overlapping and duplication of functions. Planning thus becomes a tool to strengthen the program operations of the city government, to help insure the effective use of municipal resources in both short and long range time frames, and to provide citizen input at all stages in the process.

*Other arrangements*

To assist the process of planning coordination within the District Government, the various departments and agencies have been directed to assign planning liaison officers to work with the Municipal Planning Office in providing coordination and in preparing the local elements of the Comprehensive Plan.

In this manner, work underway in the various departments and the central planning coordination work of MPO can be utilized as part of a coherent District-wide planning effort. An advisory panel of citizens will be established to assist in deevloping mechanisms for citizen participation in the planning process.

*Budget request*

The FY 1976 budget request for additional funding for the Municipal Planning Office was made in the context of total available resources. The Municipal Planning Office is being called upon to perform a number of planning functions not hitherto performed by the city government. Therefore, it has become necessary to request additional appropriated funding.

In summary, funding has been requested for ten additional positions so that the important new responsibilities assigned to the Municipal Planning Office may be performed effectively. Positions and funds are requested for Comprehensive Planning (Planning Services), Statistical Systems Group (Statistical Services), for Planning Coordination and for Administration.

STATEMENT OF OBJECTIVES

It is the primary mission of the Municipal Planning Office to provide a professional planning service to the Mayor and City Council.

It will prepare, keep current and carry out the local elements of the Comprehensive Plan.

It will coordinate its operation with the planning activities of other agencies on local, regional and Federal levels and evaluate the planning implications of basic on-going local government activities.

The planning process must encourage the healthy future growth and development of the city while maintaining stabilized neighborhoods, thereby enhancing the quality of life in the District of Columbia.

At all stages, there will be a strong context of citizen participation in the planning process.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Municipal Planning Office

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 98 | $1,717.7 | 140 | $2,510.4 | 92 | $1,934.2 | -48 | -$576.2 |

Analysis of 1976 Change:

| | | |
|---|---|---|
| Base adjustments: | | |
| 1. Non-recurring - pay raise supplemental .... | ... | -122.0 |
| 2. Transfers in: | | |
| To consolidate Municipal Planning functions: | | |
| Department of Corrections ..... | +1 | +23.8 |
| Department of Environmental Services .... | +2 | +47.6 |
| Department of Highways and Traffic ..... | +1 | +23.8 |
| Department of Human Resources ..... | +2 | +47.6 |
| Department of Economic Development ..... | +1 | +23.8 |
| Metropolitan Police ..... | +1 | +23.8 |
| Recreation Department ..... | +1 | +23.8 |
| Office of the Mayor ..... | +1 | +35.7 |
| 3. Transfers out: | | |
| Legislation Office ..... | -3 | -72.1 |
| Share Computer Services to Office of Budget and Management Systems ..... | -44 | -776.1 |
| Organization and Management functions to Office of Budget and Management Systems .. | -12 | -222.9 |
| 4. Base reductions ..... | -9 | -19.5 |
| Total, base adjustments ..... | -58 | -962.7 |
| Program increases: | | |
| 1. Annualization of nine positions authorized in fiscal year 1975 ..... | ... | +98.9 |
| 2. Pay raise annualization ..... | ... | +76.1 |

| | | | | |
|---|---|---|---|---|
| 3. Funding for one position left vacant due to high position lapse ..... | | | ... | +22.4 |
| 4. New Positions: | | | | |
| GS-5 Personnel Clerk for the Administration Office ..... | 1 | 3.1 | | |
| GS-9 Computer Programmer to aid the statistical sytems group ..... | 1 | 4.6 | | |
| GS-13 Deputy Planning Coordinator ..... | 1 | 7.9 | | |
| GS-6 Clerical Assistant to aid in the coordination of Municipal Planning ..... | 1 | 3.4 | | |
| GS-14 Senior Community Planner | 1 | 9.2 | | |
| GS-13 Community Planner ..... | 1 | 7.9 | | |
| GS-11 Community Planner ..... | 1 | 5.6 | | |
| GS-9 Community Planner ..... | 1 | 4.7 | | |
| GS-6 Clerical Assistant ..... | 1 | 3.4 | | |
| GS-5 Clerk-Typist ..... | 1 | 3.1 | +10 | +52.9 |
| 5. Increased other services ($2.3), travel ($.3), supplies ($.7), and equipment ($5.9) ..... | | | ... | +9.2 |
| 6. Funding for Zoning Commission ..... | | | ... | +15.0 |
| 7. Funding for Board of Zoning Adjustment ..... | | | ... | +12.0 |
| 8. Third Party Custodial Program ..... | | | ... | +100.0 |
| Total, program increases ..... | | | +10 | +386.5 |

FISCAL YEAR 1976 BUDGET REQUEST

Mr. GILBERT. There is one short section of the statement that it would be helpful if I read it. For fiscal year 1976, the budget which is now before this committee totals $1,934,200 and 92 positions, a net decrease of $576,200 and 48 positions from the allotment for fiscal year 1975, of the old Office of Planning and Management.

The total of 92 positions includes 10 positions that were redirected from other agencies. That total includes the request for 10 new positions, including six to work on the development of the comprehensive plan in the Planning Services Division, two for the new Planning Coordination Unit, one for administrative support and one to increase the data processing capability of the Division of Statistcal Services.

Mr. Chairman, with that summary, I would be pleased to answer any of your questions.

STATUS OF FORT LINCOLN NEW TOWN PROJECT

Senator CHILES. What's the status of the Fort Lincoln New Town project What else do we have out there besides a new elementary school now?

Mr. GILBERT. Well, Mr. Chairman, in 1971, a housing unit for the elderly was opened, and that has been in operation for some time. That was the unit that was committed by President Johnson at the time that the Fort Lincoln project was originally approved.

Ground was broken on December 12 for a several-hundred-unit housing project, which has just received the necessary financing and zoning approvals. Behind that, there are several other housing projects that are going forward and the schools, of course, have been planned and will be integrated into the rest of the development.

BOARD OF ZONING ADJUSTMENTS

Senator CHILES. The compensation of the three members of the Board of Zoning Adjustment has been increased from $1,000 per member per year to $100 per day actually spent performing Board duties. What's the basis of the estimate of 50 days' pay per Board member? How many meetings did the Board hold in 1974

Mr. GILBERT. Mr. Chairman, the Board of Zoning Adjustment was subject to a 1938 statutory ceiling of $1,000 a year for compensation, and that statutory ceiling was established in 1938 on the basis of then existing pay levels and also the then existing activity of the Board of Zoning Adjustments.

Now this Board has become more and more the important agency whereby the variances and special exceptions to the zoning regulations are adjudicated. The citizens of this city are going more and more to the Board of Zoning Adjustment for assistance and though the case activity has been running at the rate of about 24 meetings a year, currently it's running at the rate of about 30 meetings a year, and we expect that before the year is out, it will be running at the rate of about 40 meetings a year. The figure of the 50 meeting estimate was a general estimate that was made at the outset, when we were projecting this increase.

The increase hasn't occurred quite as fast as we anticipated, but we expect that it's going to be substantial.

Senator CHILES. I note that in many communities appointments to boards such as this Board of Zoning Adjustments, all appointments that are considered to be positions in which you never have trouble in finding good citizens who will fill the positions, and will perform that kind of service. In many areas they are not considered, really, sort of compensation positions, and I find that in even some larger communities.

I'm a little bit concerned when you budget 50 days for planning. If you put much credence in Parkinson's law you're going to find that you're quickly going to have 50 meetings. I just wonder, has any thought been given to either making this again a flat salary or determining whether this is the kind of position that you really need to have a compensatory post?

Mr. GILBERT. Well, we have considered the various alternatives. The per diem compensation has been a pattern both for Federal and local agencies of this kind in the District of Columbia. I call attention to the fact that the $100 a day compensation was estabilshed in the Home Rule Act for the National Capital Planning Commission, and we adopted that. We did make one amendment to that. We provided that for days of less than 4 hours, that the compensation would be $50.

This is a very hard working Board, Mr. Chairman, and it gets anywhere from 25 to 40 cases at one time. It is our feeling that, given the nature of the cases and the more sophistication, the greater sophistication that has been occurring in the whole planning process, and the kinds of judgments that they are now called on to make, environmental and other impact assessments that are called for in the increasingly complicated regulations which are being demanded by the community to protect their environment, that it is not a good practice for them to be loaded up with 40 cases in one day, where they have to sit from 9:00 in the morning until sometimes as late as 9:00 at night and handle these cases almost like traffic court. I think these cases do require more attention and also somewhat more of a break in the routine of hearing cases. We would prefer to have more meetings for a shorter time. I think that the kinds of citizens that we are seeking, they are usually very busy people. You are right, that busy people are more likely to volunteer for public service than people who are less busy, because they understand the responsibility.

Senator CHILES. I don't think you are really seeking somebody here that is just seeking the compensation.

Mr. GILBERT. That is correct.

Senator CHILES. You do not want that kind.

Mr. GILBERT. We are seeking people who can really deal with the complexities of these cases.

Senator CHILES. Are all these Board meetings held in open session?

Mr. GILBERT. All of the Board meetings, I am pleased to say, are now being held in open session. This is not always the case, but now they not only hold their hearings open, but they also hold their decision meetings in open session.

Senator CHILES. I would see no reason why they should not hold all of them in the open. I am delighted to hear that they are.

Mr. GILBERT. Certainly the lead that your State has taken, Senator, in this subject, is one that we are now following in the Home Rule context and I find that it works fine. Some of the members were concerned that maybe their discussion would be inhibited, but that has not occurred.

Senator CHILES. It never has occurred any place that I have seen it to date. I am delighted to hear that the same results are occurring.

ACQUIRING LOCAL REVIEW ACTIVITIES FORMERLY WITH NCPC

How much work load formerly handled by the National Capital Planning Commission is now being handled by the Municipal Planning Office?

Mr. GILBERT. Well, in the former context, the National Capital Planning Commission served two roles. It was a local and a Federal review agency, and it also had the responsibility of developing the entire comprehensive plan.

We are now taking over the local review activities of the National Capital Planning Commission. Unfortunately, the same projects have to go through review by both agencies, so that I cannot speak for what has happened to the Planning Commission's work load, but as far as the work load of the Municipal Planning Office, it has increased quite substantially. In fact, it has finally given a rationale and a structure to the Municipal Planning Office.

ADDITIONAL QUESTIONS SUBMITTED

Senator CHILES. I think that will cover your office. We have some other questions that we will submit to you in writing. Thanks very much.

Mr. GILBERT. I will be very pleased to respond to them.

Senator CHILES. Yes, sir. Thank you.

[The questions and answers follow:]

*Question.* What is the status of the projected Comprehensive Plan that the planning process of the District of Columbia must now work within?

Answer. The work of developing the local elements of the Comprehensive Plan is underway A detailed work plan has been developed and initial planning documents, most notably a series of eight ward documents, have been drafted. The initial statement of citywide goals and policies will be presented to the D.C. Council early next year.

Our present schedule calls for the submission to the D.C. Council the following documents in the first quarter of 1976:

(*a*) Ward profiles for each of the eight wards of the city. (January)

(*b*) A population projection study for 1985. (January)

(*c*) A citywide profile paper complementing the ward profiles. (February)

(*d*) An interim statement of goals and policies for the District of Columbia. (March)

NOTE.—Documents under a., b., and c., are essentially for reference. The document under d. will require Council and National Capital Planning Commission action in accordance with the Home Rule Act.

*Question.* From where are the three-positions and $82,300 being transferred into the MPO in 1976? If these two of these additional positions are to consolidate planning, why are they to be placed in the Director's office instead of one of the operating areas?

Answer. The Mayor's Order No. 75-23 of February 5, 1975 provided for the redirection from seven departments of a total of nine vacant planning and planning related positions to support the new planning function established by the Home Rule Act. With this redirection, the Mayor provided a pool of nine

slots to be used in meeting the requirements of the new Planning office. Those positions along with other positions previously authorized by the Congress were used to establish the Planning office as it is now functioning. The positions were used as follows:

GS–15 Director of Planning Coordination.
GS–14 Supervisory Urban Planner. (Planning Services)
GS–13 Community Planner. (Coordination)
GS–12 Community Planner. (Planning Services)
GS–12 Zoning Assistant. (Zoning Commission)
GS–11 Budget Assistant. (Administrative Office)
GS–9 Community Planner. (Planning Services)
GS–6 Administrative Aide. (Planning Services)
GS–5 Clerk (Planning Services)

With respect to the three positions and $82,300 to which the query is directed, the positions were provided from the pool of nine redirected positions under the Mayor's Order. Two of the three positions were placed in the Director's office to enable the Director to maintain close attention to this new unit established to carry out requirements of the Home Rule Act. It has since been administratively transferred to the operating area in the Division of Zoning and Plan Coordination. These organization changes occurred after the budget was prepared. They will be reflected fully in the Fiscal 1977 budget submission now being developed. (The third position in the Director's office is Budget Assistant in the Administrative office).

*Question.* What is the status of the initial comprehensive planning overview document?

Answer. It is now in preparation and will be ready for review by the D.C. Council in the first quarter of 1976. Meanwhile certain other backup documents are being prepared for submission shortly to the Council. This schedule is dealt with in more detail in the answer to Question No. 1.

*Question.* Why do you request 6 new positions for Planning and Zoning when you will have more than twice as much output from the nine positions approved last year?

Answer. We are building a Planning Division virtually from scratch. What planning was done prior to the establishment of the Home Rule government was done as offshoots of Federal grant projects such as the Metro Impact studies that we did. The Home Rule task has been to create a viable Planning office to function for the Mayor as the Central Planning agency of the City Government and to carry out the task of preparing the local elements of the Comprehensive Plan and to do planning in the various wards and sections of the city and to carry out special planning projects as they appear. We have organized the Division to carry out these tasks and have just begun to provide the staff to support those activities.

The nine positions and the duties assigned to them as as follows:

GS–14 Chief, Area Planning Section.
GS–14 Social Science Analyst.
GS–12 Ward Team Leader.
GS–12 Program Analyst, Plan Coordination.
GS–11 Ward Team Leader.
GS–9 Graphic Chief.
GS–7 Community Planner.
GS–7 Research Assistant/Librarian.
GS–5 Clerk-Typist (for Ward Documents).

It is proposed to use the six new positions being requested to fill out the various organizational units in accordance with our basic work plan.

GS–14 Chief, Systems Planning Section.
GS–13 Deputy Chief, Special Projects Section.
GS–11 Ward Team Leader.
GS–9 Ward Assistant Team Leader.
GS–6 Project Coordination Section.
GS–5 Typist, Special Project Section.

*Question.* Number of zoning cases processed?

Answer. The information below covers the period from July 1, 1974 to November 1, 1975. Specific breakouts by fiscal years are now being compiled.

*Zoning Commission*

| | |
|---|---|
| Cases decided | 52 |
| New cases filed | 27 |
| Orders issued | 19 |
| Sessions | 53 |
| Meetings | 30 |
| Hearings | 23 |

The Zoning Commission docket is virtually current. It is expected that a number of additional cases will be filed shortly as a result of the sectional development activity program, the Zoning Revision program and expected development activity.

*Board of Zoning Adjustment*

| | |
|---|---|
| Cases heard | 345 |
| Sessions | 35 |
| Meetings | 15 |
| Hearings | 20 |
| Cases awaiting hearing | 38 |
| Cases awaiting decision | 18 |
| Orders in preparation | 21 |

5. C. NOTE: The total caseload of the BZA during this period was 383. The processing of 306 cases has been completed. The balance is in various stages of processing as indicated by the data.

5. D. *Describe the major cases referred to in the justifications. Sectional Development Plan Regulation*—This is a new approach to zoning in the District of Columbia which provides a process to enable residents, property owners and business and institutional organizations in a particular section of the city to develop a Comprehensive Plan for their area which will include the development of goals and objectives for the area, the provision of public facilities and the preparation of required zoning changes. Sectional planning is now going forward at a number of centers, particularly those around Metro stops. The Zoning Commission has approved new zoning for *Friendship Heights* as an outgrowth of this planning process and has just heard, as a second stage, the full sectional development plan proposal for Friendship Heights. Similar plans are in the works for the *Van Ness Metro Station Area*, and for *Buzzard's Point*. A proposed sectional development plan for the Georgetown Waterfront sponsored by the National Capital Planning Commission is now under review, following action of the Zoning Commission rezoning the Georgetown Waterfront.

*Waterfront Zones.*—In connection with its review of Zoning on the Georgetown Waterfront, the Zoning Commission approved new Zoning Districts for Waterfront areas of the city to make it possible to provide an appropriate mix of commercial, residential and recreational uses in such areas.

*Mixed Use Zones.*—A new mixed use zone (Commercial-Residential or C-R) has been approved by the Zoning Commission to enable developers to plan mixed use districts where Commercial and Residential uses could be developed side by side or even in the same structures. The first place where this new concept was applied was for the West End Area of the city between the Central Area and Georgetown where it is expected that new walk-to-work developments will occur.

*Large Residential Buildings.*—The Zoning Commission amended the Zoning Regulations to provide for the continued use and maintenance of large residential buildings by non-profit organizations in cases where it might otherwise be uneconomic to maintain such buildings. In another case, transfer of development rights was arranged to make possible the preservation of a building of historic and architectural significance (Heurich Mansion)

*Maps and Regulations.*—The Zoning Commission now has under review Title 67 of the new Municipal code, the first volume of a major code codification effort. It has also prepared for publication a new Zoning Atlas, the first such Comprehensive Revision since 1966. A copy is being furnished the Committee for its use.

*Other Cases.*—In addition to the general regulation changes and specific cases already alluded to, the Commission has heard a number other significant cases involving requested map changes including the Dupont Circle area, the area adjacent to Capitol Hill (Potomac and Pennsylvania Avenue), changes to permit residential uses for Riot Corridor Redevelopment in accordance with Urban Renewal Plans in each of the three major Riot Corridors.

*Question.* How many different sub-district boundaries are currently established for the District? (Schools, health, environmental services, elections, etc.) What steps have been taken to make these various sub-districts co-terminus?

Answer. Action to conform all boundary systems within the District of Columbia to the system of election wards is now underway at the direction of the D.C. Council. The Council, by Act, has already established a system of 36 Advisory Neighborhood Commissions which, in most cases, are entirely within ward boundaries. The exceptions are cases where geographic or neighborhood integrity considerations required an adjustment.

The Municipal Planning Office is now using the wards as the basis for its planning districts, and shortly will convert its service area system to a ward system as well.

A problem faced in making this conversion is the fact that ward boundaries in some cases divide census tracts, making the compilation of data difficult. Wards also cross major geographic boundaries in two cases, Rock Creek for Ward I and the Anacostia River for Ward 6. The D.C. Council has indicated that it intends to conform ward boundaries to census tracts when the next reappointment occurs.

The service area system was established in 1970 by order of the Mayor. That system provided for a division of the city into nine districts for purposes of service delivery. All agencies of the District were then requested to conform their service boundaries to the service areas and most of them were successful in doing so. Service area boundaries did conform to census tracts and major geographic divisions.

There were a few notable exceptions, where agencies were unable to conform to service area boundaries, largely as a result of historical or geographic factors. In general, these factors continue to prevail. For instance, the Police Department operates through seven districts which recognize geographic factors and most particularly the special nature of downtown from the standpoint of police work. The Fire Department has similar problems relating fire station locations to service areas or wards.

In the case of the schools, the system is divided into six regions which relate in part to the location of school populations and also to the location of the schools, particularly the senior high schools. There are twelve senior high schools. Historically, the Neighborhood Planning Councils affiliated with the Office of Youth Opportunity Services have been administered through special districts. Their boundaries are now being conformed to ward and Advisory Neighborhood Commission boundary lines. Most of the other agencies of the District administering special service delivery districts are also conforming to ward boundaries.

*Question.* Please outline the activities of the Criminal Justice area.

Answer. The Criminal Justice Plans and Analysis Division was established pursuant to the Omnibus Crime Control and Safe Streets Act of 1968. With policy guidance from the Mayor's Criminal Justice Coordinating Board, it is called upon to develop systemwide comprehensive program and policy plans; to coordinate and monitor the carrying out of such plans; to allocate and report on Federal funds used to achieve plan goals; to conduct research on crime and crime-related legislation, policies, programs and problems; to evaluate the effectiveness of crime control programs; and to improve and expand manual and automated criminal justice information and statistical systems. It also has the task of assisting the Planning Services Division of the Municipal Planning Office in preparing the Criminal Justice System element of the Comprehensive Plan.

*Question.* Why are these activities outside of the Police Department?

Answer. The activities of the Criminal Justice Plans and Analysis Division impact on the entire criminal justice system of which the Police Department is only one segment. Its planning activities affect such other elements in the Criminal Justice System as the Department of Corrections, the U.S. Attorney's Office, the Corporation Counsel, the Superior Court, the D.C. Court of Appeals, the U.S. District Court, the U.S. Court of Appeals, the D.C. Bail Agency, the Office of the Public Defender, etc. In addition, there are Criminal Justice System aspects to work performed by the Office of Youth Opportunity Services and the Department of Human Resources.

It should be noted that there is currently no umbrella agency such as a Department of Public Safety in the District. In view of the planning role of the Office and in light of the absence of an umbrella criminal justice agency in the District Government, it is logical to place the unit in the Municipal Planning Office.

*Question.* Why is the Planning Office requesting $100,000 for a Third Party Custody Program, isn't this an operating rather than a planning function?

Answer. It should be noted that the request for $100,000 for a Third Party Custody Program was developed and initiated by the D.C. City Council. Should such an allocation be approved by the Congress, it would be administered in the same manner as Federal Block Grant funds now dedicated to that activity. There has been a reduction in the total amount of grant funds allocated to that purpose. In administering any locally appropriated funds for that purpose, we would use the machinery now used for the Federal allocations.

Programs providing Third Party Custody to pre-trial defendants are competitively considered and screened through the Criminal Justice Coordinating Board.

*Question.* Why are LEAA funds used to send 30 state and local police officials a year to the IRS Special Agent Basic School?

Answer. Since 1969, LEAA has been supporting through discretionary funds a financial investigative techniques training program for state and local law enforcement personnel across the nation. The course is offered under the auspices of the Federal Internal Revenue Service and the actual training is at the Special Agent Basic School of the IRS. It is not a District of Columbia program nor have local funds been expended to administer it. However, for the past two years at the request of LEAA, the Criminal Justice Plans and Analysis Division has acted as the administrative agent for the program. In this capacity the District involvement has principally been to handle the travel and per diem needs of the trainees on a reimbursement basis. Because of a change in the IRS training procedures the existing program will end December 31, 1975. The District of Columbia Government's involvement in this program will cease thereafter.

We are advised that this financial investigative techniques course is not a part of Operation Leprechaun. The Municipal Planning Office has no knowledge of that program.

*Question.* What activities were encompassed in the $60,000 plan for the Bicentennial supported by $60,000 in LEAA funds?

Answer. 1. Survey of events and forecasts of activities to take place in the metropolitan area during the Bicentennial period;

2. Survey of current public safety resources available for Bicentennial support;

3. Survey of the experiences of other localities which have held similar major celebrations;

4. Sharing of information among public safety agencies within the metropolitan region and thereby helping those agencies plan for anticipated needs; and

5. Continual updating information on events and visitor projections for the benefit of public safety agencies in the metropolitan region.

Essentially the program is designed to provide planning support to public safety aspects of the Bicentennial program.

*Question.* What Public Defender jobs were developed by the $21,700 in LEAA funds?

Answer. The Criminal Justice Plans and Analysis Division provided the Public Defender Service $26,522 in 1974 for a program to locate employment opportunities for defendants and to assist defendants in obtaining jobs.

Jobs obtained were usually semi-skilled or unskilled. For example: keypunch operator trainee, sheet metal helper; brick layer helper; utility man, messenger, houseman, dishwasher, kitchen helper, stock clerk, salesman, etc. Our records indicate that the project placed 145 defendants in jobs or training in the last nine months of 1974.

## Office for Legislation

### STATEMENT OF JUDITH ROGERS, SPECIAL ASSISTANT FOR LEGISLATION

PREPARED STATEMENT

Senator Chiles. All right, we will take up next the Legislation Office.

Ms. Rogers. Mr. Chairman, thank you for the opportunity to present our budget for fiscal year 1976. Our budget request, Mr. Chairman, is quite simple. We are asking for four positions. The Mayor established this office in December of 1974 as an independent office, staff office, reporting directly to him. I presented a prepared statement which, with your permission, I would like to have made a part of the record.

Senator Chiles. It will be made a part of the record, along with the budget summary.

[The statement follows:]

LEGISLATION OFFICE

The Legislation Office is responsible for the development and preparation of the annual legislative programs of the Mayor to the Council of the District of Columbia and the Congress. It is also responsible for development of Executive Branch positions on legislation proposed by Members of the Council and the Congress. Accordingly, the Legislation Office:

Develops for the approval of the Mayor and in cooperation with other officials of the District Government, as appropriate, a legislative program for the District.

Makes recommendations on and assists in preparation and development of proposed legislation.

Serves as liaison for the District Government with the Federal Executive and Congressional Committees on matters relating to the legislative program and other legislation affecting the District of Columbia.

On behalf of the Mayor, coordinates efforts within and for the District Government in pursuit of its legislative goals.

Maintains continuous awareness of activities of the U.S. Congress with respect to legislative matters affecting the District of Columbia, and assists the Mayor in replying to Congressional requests for comment and information on proposed legislation and provides testimony and other information in connection with oversight hearings on matters of concern to the District Government.

Proposes to the Mayor assignments of responsibility to insure prompt and efficient implementation of legislation.

Because of the increased legislative powers delegated by the Congress to the District Government under Public Law 93–198, the Mayor requires a more comprehensive legislative capability than has been required in the past. With a Council of the District of Columbia invested, for the first time in over 100 years, with many powers comparable to those of a state legislature, the work of the Legislation Office will increase substantially in response to the Mayor's requirements for new laws and the thirteen member Council's commitment to enacting the numerous laws which the city needs which have not been amended or enacted for a very long time.

With an elected government, the legislative activity of the District Government has increased substantially in scope and volume. We are requesting $105,200 for the Legislation Office so that it will be equipped to respond effectively to the departmental needs and to the Council requests for information and Executive

Branch reports in connection with the development and amendment of legislative proposals. Faced with the prospect of continuous attention to local legislative needs for the first time in over 100 years, the Legislation Office is required to have a monitoring capability to follow and respond to Council actions at all stages of the legislative process. With over 12 council committees the Legislation Office will be hard pressed to meet and respond to all the requests. Yet to perform as is required by the Mayor the additional staff and resources are very much needed.

In addition to an increased legislative workload at the local level of government, the D.C. Self Government and Reorganization Act of 1973 establishes new procedures for Congressional review as a prerequisite to the effectiveness of locally enacted legislation. The review responsibility of the Congressional Committee will require submission by the local government of information and a justification for the enactment of such legislation. This duty falls on the Legislation Office. Similarly, the new Presidential role in reviewing Mayoral vetoes under Section 602 of the Act, will require the local government to supply the White House with full information about local legislative proposals. The Legislation Office is responsible for preparing such information for submission to the President and his representatives by the Mayor. This information will take the form of a report that is comparable to the reports presently prepared on enrolled legislation enacted by both Houses of the Congress and awaiting Presidential approval or veto.

Continued Congressional activities affecting the District of Columbia also requires the Legislation Office to provide information and prepare reports and testimony outlining executive positions as well as to monitor Committee activity.

SUMMARY OF 1976 BUDGET ESTIMATES

APPROPRIATION, GENERAL OPERATING EXPENSES; OFFICE, LEGISLATION OFFICE

| Page No. | | 1974 obligations | | 1975 allotment | | 1976 estimate | | 1976 change | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| | Total | | | | | 7 | 105.2 | +7 | +105.2 |
| | Analysis of 1976 change: | | | | | | | | |
| BL-4 | Base adjustments: | | | | | | | | |
| | 1. Transfer in: Municipal planning office | | | | | | | +3 | +72.1 |
| | 2. Base reduction | | | | | | | | −1.3 |
| | Total, base adjustments | | | | | | | +3 | +70.8 |
| BL-5 | Program increases: | | | | | | | | |
| | 1. Pay raise annualization | | | | | | | | +2.2 |
| | 2. Reallocations | | | | | | | | +.9 |
| | 3. To support increased workload requirements: | | | | | | | | |
| | GS-13 legislative analyst | | | | | | | 1 | 9.4 |
| | GS-12 legislative assistants | | | | | | | 2 | 15.3 |
| | GS-9 legislative assistant | | | | | | | 1 | 4.7 |
| | Subtotal | | | | | | | +4 | +29.4 |
| | 4. Equipment for new positions requested | | | | | | | | +1.9 |
| | Total, program increases | | | | | | | +4 | +34.4 |

ADDITIONAL QUESTIONS SUBMITTED

Senator CHILES. They just told us, through the Sergeant at Arms, that we have to terminate all committee hearings due to the closed session of the Senate. We will have to submit our questions to you for answers in the record, and we appreciate your appearance.

Ms. ROGERS. Fine. Thank you, Mr. Chairman.

[The questions and answers follow:]

*Question.* What are the job titles, grade levels, and annual salaries of the three (3) positions being transferred from the Municipal Planning Office to form the base for the new Legislative Office?

Answer. The three positions transferred December 1974 from the Municipal Planning Office to form the base for the new Legislation Office were;

Legislative Program Coordinator, GS 15 (3), $31,806.

Legislative Analyst, GS 13 (1), $21,816.

Administrative Clerk (Typing), GS 6(3), $10,105.

*Question.* Does not most of the duties planned for the Legislative Unit overlap and duplicate the work of the Corporation Counsel?

Answer. No. Legislation Office is assigned the responsibility of developing and coordinating the Mayor's legislative program, including proposals to be initiated by the Mayor and reports on proposals initiated by others in the D.C. Council and the U.S. Congress. It is the responsibility of the Office of the Corporation Counsel to determine the legal sufficiency of all legislative proposals. The division of work between the Legislation Office and the Corporation Counsel's Office is comparable to the division in Federal agencies between a Legislation Office and Office of Legal Counsel. The Legislation Office works with the Office of the Corporation Counsel in the manner it works with other agencies; that is, it seeks views on the fiscal impact of proposals from the Office of Budget and Management Systems; it seeks views on legislation affecting personnel matters from the Personnel Office. It is the responsibility of the Legislation Office to consider the views of all affected departments and agencies and develop, for the approval of the Mayor, an Executive position.

*Question.* Why would the Legislative Office propose to the Mayor the assignments of new legislation; isn't that a function of the Executive Management Division?

Answer. The Executive Management Systems Division of the Office of Budget and Management Systems is responsible for the preparation of Executive Orders delegating authority to departments and agencies to carry out legislative enactments. The Legislation Office makes proposals on such assignments which are taken into account by the Management Systems Division in preparing the Executive Orders. Experience has demonstrated that the Legislation Office is more familiar with the needs and problems of the affected agencies as a result of working with the agencies to get their views on legislative propoals. As a result, the Office is in a good position to make recommendations on the delegation of the Mayor's authority.

SUBCOMMITTEE RECESS

Senator CHILES. We will stand in recess now, subject to the call of the Chair.

[Whereupon, at 10:55 a.m., Thursday, December 18, the subcommittee was recessed, to reconvene at the call of the Chair.]

# DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1976

MONDAY, JANUARY 19, 1976

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

The subcommittee met at 10:15 a.m., in room 1114, Everett McKinley Dirksen Office Building, Hon. Lawton Chiles (chairman) presiding.

Present: Senators Chiles, Huddleston, and Mathias.

## DISTRICT OF COLUMBIA

### DEPARTMENT OF FINANCE AND REVENUE

**STATEMENT OF KENNETH BACK, DIRECTOR**

**ACCOMPANIED BY BILLY COOK, ASSISTANT DIRECTOR**

OPENING REMARKS OF SENATOR CHILES

Senator CHILES. The subcommittee will come to order.

This morning the subcommittee will resume our review of the 1976 budget estimates for the District of Columbia.

We began this review before the recess of the Congress last month and I am hopeful that we can move along and complete our hearings as soon as possible.

It is my intent to have all of our hearings and related work completed so that when the appropriations bill is sent to us by the House we can quickly report it back to the Senate.

During the recess of the Congress there was transmitted by the Mayor to the City Council a revised budget amendment. I hope the Council will speedily consider the amendment so that it can be finalized within the city and forwarded via the President to the Congress. I have not had the chance to examine the amendment myself, but I know that there are several adjustments in the city financial plan that go a long way to answering the questions we raised at our opening hearing with regard to the overall fiscal health of the city.

This morning we will resume on the general operating expenses appropriation and hope to cover many of the various and sundry offices that are funded by that account. There are several offices that present major issues to this committee. When we are dealing with the Office of Personnel, I want to cover the efforts toward establishing a District of Columbia merit system for city employees.

Under General Services we are concerned about the utilization of leased space by the District agencies and of the management of the supplies and materials of the city government.

The Bicentennial of the American Revolution is fast coming upon us and this morning we will want to hear the progress of the city's readiness to receive thousands of visitors expected later on this year.

As part of our concerns with the overall financial situation of the city, we will be looking at the efforts of the Department of Finance and Revenue in collecting the taxes and other revenues of the city. Along the same line, we want to see what the Department of Economic Development is doing to prevent the further erosion of the city tax base and in adjusting the fees for licensing and permits issued by the city.

BUDGET REQUEST

The first item we will consider this morning is the Office of Finance and Revenue. The budget request, I understand, is the amount of $9,083,000, for a total of 519 positions. This compares with $8,508,400 for last year, and is an increase of 29 positions over the adjusted base. The opening policy statement and budget summary will be inserted in the record at this point.

[The statement and summary follows:]

FINANCE AND REVENUE

FACTORS INFLUENCING THE BUDGET YEAR REQUEST

The Department of Finance and Revenue is responsible for administering and enforcing the District's tax laws, collecting all D.C. revenues, disbursing District payments, conducting fiscal research on revenue sources and alternate tax structures, and advising the Mayor on District tax policies and programs. The main product of our program is the revenue needed to finance city operations. Our clients are the taxpaying public. Our primary objectives are to establish and maintain an equitable and economically sound tax structure for the District, to increase taxpayer compliance to insure a fair and equitable distribution of the tax burden, and to maximize the collection of revenues.

Our total budget request for fiscal year 1976 is $9,083.0, an increase of $1,094.2 over the fiscal year 1976 adjusted base. Approximately 50% ($551.6) of this increase is for uncontrollable costs such as annualization of positions and pay increases. The remaining 50% ($542.6) is for meeting the statutory requirements of Title IV of PL 93-407, enacted September 3, 1974; the Revenue Act of 1975 which expands the franchise tax base to include professional and personal service activities and extends the sales tax to parking of motor vehicles or trailers; and a tax impact analysis and automated tax systems study. Title IV of PL 93-407 imposes substantial new requirements in the administration of the real property tax and the income tax. This Act requires that properties be assessed at 100% of market value beginning in FY 1976 and that all properties be reassessed annually by FY 1978. Other signfiicant requirements of the Act are homeowner exemptions for low income families, tax incentives for certain classes of properties, tax payment deferrals, property tax relief for low income households which take the form of a credit against the individual income tax, increased information to taxpayers regarding the assessment process, and increased statistical research and analysis to support the real property assessment and rate-setting processes.

FISCAL YEAR 1976 POLICIES

Formulation of this budget request is predicated on the following policies which are necessary to efficiently and effectively carry out the Department's

overall mission, to maintain as a minimum the current level of services in both uncontrollable and discretionary program areas, and to administer the new and far-reaching requirements imposed by PL 93–407.

1. The provisions of tax laws must be uniformly applied and enforced for all taxes to assure an equitable distribution of the tax burden, the broadest possible compliance with the tax laws and the maximum collection of revenues consistent with the taxpayers legal liability in order to adequately fund D.C. programs. No one tax should be administered disproportionately at the expense of another and no one tax program activity (such as audit, compliance, education or information) should be overemphasized at the expense of another.

2. The specific requirements of the City Council and the Congress, as expressed in appropriations, must be carried out. In recent years the City Council and Congress have authorized substantial funds in two program areas; (1) in assessment administration for a multi-year program to modernize, through automation, the real property assessing process and eventually allow for the annual assessment of all properties in the city; and (2) in income and franchise, sales and use and related taxes to provide for broader coverage of the tax base and increased revenue through expanded tax audit, compliance, discovery, enforcement and prosecution programs.

3. DFR programs and activities are both mandatory and discretionary. Mandatory programs represent uncontrollable workloads such as Treasury collections and disbursements, data preparation operations and tax recordkeeping and information services. Discretionary programs such as tax audit, compliance and enforcement and property assessing represent "controllable" workloads insofar as work goals and outputs can be predetermined based on resource availability. Mandatory program workloads must be met but, at the same time, discretionary program goals must be maintained at the highest level possible to maximize taxpayer compliance and to protect District revenues.

4. All resources necessary must be applied to plan and implement all aspects of (1) the District of Columbia Real Property Tax Revision Act of 1974 which substantially revises and enlarges the administration of the D.C. property tax and also affects administration of the individual income tax, and (2) the Revenue Act of 1975 which expands the franchise tax base and extends the sales tax to parking of motor vehicles and trailers.

5. In a period of budget austerity, rising costs and expanding workloads, it is essential wherever possible to improve program planning techniques and to implement systems and procedures improvements in order to increase productivity and efficiency of operations.

### FISCAL YEAR 1976 PRIORITIES

The Real Property Tax Revision Act of 1974 mandates that beginning in FY 1975 and extending through FY 1976, top priority must be given to the *real property assessment program.* Implementation of its provisions imposes extensive planning and operational workloads on the property assessment, fiscal research and planning and data processing programs. In the assessment program, new regulations and new internal operating procedures must be established and new statistical analyses and standards must be developed. In fiscal research, new reports must be compiled and disseminated. In EDP, the existing real property tax system and related subsystems must be substantially modified and expanded. In addition, the timetable for implementation of the automated assessment system, which is the only practical vehicle by which we can annualize the assessment process, must be further accelerated. Furthermore, to implement the property tax relief provisions of the Act, the EDP system for individual income taxes and associated Treasury processing operations must be modified and expanded.

The equity and productivity of the real property tax calls for the appraisal and assessment of properties geared to the rate and degree of their physical changes and market value trends. Thus, the time period between reassessments must be shortened if optimal tax equity is to be maintained. A major program goal for FY 1975 was to accelerate the development of the computerized assessment system in order to begin the annual reassessment of residential properties at the earliest possible time. Our plan further was that commercial properties would be reassessed annually initially by manual methods. To accomplish these objectives, it was necessary to increase productivity of the data collection operations essential to build the real property data base, more rapidly develop the

necessary assessment standards and factors, and step-up systems design and programing. Additional assessing staff, computer personnel and equipment for this purpose were requested and granted by Congress in the FY 1975 budget with part-year funding.

Within *Tax Administration*, despite the mandatory demands of the Real Property Tax Revision Act of 1974 and the Revenue Act of 1975, there can be no lessening of priorities and present levels of services with respect to the conduct of other tax programs if effective and equitable tax administration and protection of the District's overall revenue base are to be maintained. Tax audits are a major factor in educating the taxpaying public regarding their tax liabilities and in insuring that liable taxpayers pay their fair share of taxes due. The purposes of tax discovery and compliance are to locate the liable taxpayer, educate him regarding the filing requirements of the various tax laws and enforce the prompt and proper filing of returns. To the extent that these two major program elements can be maintained at the highest level of productivity possible within existing resources, coverage of the tax base can be broadened resulting in greater compliance, a more equitable distribution of the tax burden and increased revenue yields. In FY 1974, 28 audit, compliance and related support positions were granted to enable us to expand audit coverage and compliance, discovery and investigative operations. With the availability of these positions on a full year basis in FY 1975, we were able to attain the levels of production for which they were sought. It is our position, therefore, that one of the Department's continuing priorities must be to maintain as a minimum, the production levels we have achieved in FY 1975.

In administering taxes which are self-assessing on the part of the individual taxpayer, the tax administrator must divide his resources among a variety of enforcement activities to assure that taxpayers are sufficiently informed and motivated regarding their tax liability determinations and tax filing requirements. Limited resources must be allocated among a "mix" of audit and compliance activities which will achieve the most positive results in maximizing voluntary compliance. This "mix" is not static, but requires a dynamic or changing pattern from year-to-year in order to eventually cover the broadest range of individuals and taxpayer groups. In this connection, our objectives for the year include more intensive utilization of resources assigned to the Federal Match Program (a match of Federal income tax returns with D.C. addresses against D.C. income tax returns) to perform a more thorough follow-up on one year's match. Another objective is to continue the plans initiated in FY 1975 to expand discovery and audit of individuals whose incomes are from sources other than salary subject to withholding.

A similar priority must be established to maintain the current level of production achieved in connection with the enforcement of collection of delinquent tax accounts. To carry out this important program element, it is necessary to conduct office and field investigations to enforce the collection of delinquent taxes other than real estate; file liens; serve levies for the distraint and seizure of goods, chattels, effects and property and conduct public or private sales of same for non-payment of District taxes; and refer to Corporation Counsel those accounts requiring court action. As with tax audit and compliance, a proper "mix" of case assignments must be achieved to maximize the collection of revenues and to encourage voluntary payment of taxes on a timely basis. To increase the number of accounts collected annually and the revenue derived therefrom, part year funding of 6 revenue officers and 3 support positions was granted by Congress in FY 1974. The availability of these positions on a full year basis in FY 1975 enabled us to achieve our production goals. Again, therefore, in this program area, it is the Department's position that one of our continuing priorities must be to maintain, as a minimum, the production levels achieved in FY 1975.

In the *District Treasury* program category functions are to: receive, control, distribute and deposit D.C. revenues; make parking meter collections; perform initial processing of tax documents and payments; process incoming and outgoing mail; provide centralized teller services; control, account for and disburse all D.C. funds; and issue payroll, public assistance; tax refund and voucher checks, and U.S. Savings Bonds. During FY 1976 an estimated 3,998,000 collection items and 2,594,000 disbursements will be processed. Tax documents to be processed will increase to 2,246,000 due to the new property tax relief provisions of the Real Property Tax Revision Act. We continually seek to absorb workload

increases in these operations by modifying and improving procedures and by striving for increased employee productivity. However, there is a point of diminishing return. Unlike the discretionary programs, where production can be voluntarily cut back, the absorption of mandatory increases such as pay raises and increasing personal services lapses materially affect our ability to handle these mandatory workloads timely and accurately.

The *Programs and Data Systems* program category is responsible for ADP procedural studies and other centralized EDP systems design, computer programing and computer scheduling in support of tax programs; centralized data preparation for computer processing; and input-output quality control of volume tax transactions.

The Real Property Tax Revision Act imposes extensive technical planning requirements upon this program category. Implementation of its provisions will require studies to consider their procedural ramifications. Substantial modifications and expansion of the existing EDP systems for real property tax and individual income tax and acceleration of the development of the new automated assessment system are required.

Another priority in this program category is to continue development and implementation of teleprocessing operations for the new business tax system, initial phases of which are being installed in fiscal year 1975. This system is of equal importance to the Department as it will produce substantial benefits to the tax compliance and tax enforcement programs by providing immediate updating and inquiry regarding the status of taxpayer accounts. This will enhance capability for more prompt followup and enforcement of tax delinquencies.

Data input requirements for the tax programs represent an uncontrollable workload which continues to grow and must be handled timely. The already massive data collection and transcription requirements of the automated assessment system will increase due to the stepup in the project schedule dictated by the requirement to conduct annual reassessment for all properties by fiscal year 1978. In addition, the property tax relief provision will increase keypunch requirements for the income tax system by approximately 90,000 cards. These additional data input requirements are more than can be handled by the existing staff through conventional keypunch methods. For the automated assessment system, it is more practical to consider modern key-to-disk or key-to-tape equipment and teleprocessing terminals to handle both data input and transcription workloads and to provide assessors with immediate on-line access to computerized appraisal computations which they can review and evaluate. In income tax, since the additional keypunch workload is seasonal, it is more practical and productive to consider extension of the annual commercial keypunch contract rather than in-house temporary employees.

Title IV, section 426(a) of the District of Columbia Real Property Tax Revision Act of 1974 establishes a Board of Equalization and Review for the District. The Board is legally constituted to hear appeals entered by individual taxpayers concerning the amount of his assessment for the forthcoming year. Additionally, the act provides, in part, regarding the responsibilities of the Board that it ". . . shall attempt to assure that all real property is assessed at the estimated market value . . ."

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Department of Finance and Revenue

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 533 | $7,899.3 | 531 | $8,508.4 | 519 | $9,083.0 | -12 | +$574.6 |

Analysis of 1976 Change:

| | | | |
|---|---|---|---|
| Base adjustments: | | | |
| 1. Non-recurring equipment purchases | | ... | -24.9 |
| 2. Non-recurring - pay raise supplemental | | ... | -204.7 |
| 3. Transfer out: Share Computer for supportive services | | ... | -50.0 |
| 4. Base reductions | | -41 | -240.0 |
| Total, base adjustments | | -41 | -519.6 |
| Program increases: | | | |
| 1. Pay raise annualization | | ... | +272.9 |
| 2. Annualization of fiscal year 1975 allowance | | ... | +278.7 |
| 3. Design for data retrieval system | | ... | +200.0 |
| 4. Treasury cash register replacement | | ... | +25.0 |
| 5. Requirements established under P.L. 93-407 relating to administration of real property taxes and income tax such as: 100 percent assessment of market value, annual assessment by 1978, home owners exemption, tax incentives, tax payment deferrals and property tax relief for low income families and certain classes of properties, and funds to meet increased demands for tax data and revenue estimates: | | | |
| New positions: | | | |
| Administration: | | | |
| GS-13 Financial Economist | 3 | 25.7 | |
| GS-5 Clerk (Typing) | 1 | 3.9 | |
| Postage | ... | .5 | |
| Printing | ... | 5.0 | +4 + 35.1 |
| Programs and Data Systems: | | | |
| GS-12 Systems Analyst | 1 | 3.4 | |
| GS-12 Computer Programmer | 1 | 3.5 | |
| Keypunch contract | ... | 5.0 | |
| ADP equipment rental and supplies | ... | 32.0 | +2 +43.9 |

| | | | | |
|---|---|---|---|---|
| Assessment Administration: | | | | |
| GS-6 Assessment Aid ..... | 10 | 19.9 | | |
| Printing, postage and mailing service ..... | ... | 24.5 | | |
| Assessment/tax roll reproduction ..... | ... | 25.0 | | |
| Photographic supplies ... | ... | 1.5 | | |
| Advertising tax sale .... | ... | 8.0 | +10 | +78.9 |
| Tax Administration: | | | | |
| P.L. 93-407: | | | | |
| GS-11 Tax Auditor ..... | 1 | 3.2 | | |
| GS-7 Audit Assistant.... | 1 | 2.4 | | |
| GS-7 Tax Examiner ..... | 1 | 2.3 | | |
| GS-5 Tax Clerk ..... | 1 | 2.0 | | |
| Other operating expenses | ... | 11.6 | | |
| Revenue Act, 1975: | | | | |
| GS-11 Tax Auditor ..... | 2 | 10.7 | | |
| GS-11 Revenue Officer .. | 1 | 5.3 | | |
| GS-9 Revenue Officer ... | 3 | 13.7 | | |
| GS-5 Tax Clerk ..... | 2 | 7.0 | | |
| Other operating expenses | ... | 15.0 | +12 | +73.2 |
| Treasury: | | | | |
| GS-3 Clerk (tempo) ..... | | | ... | +5.4 |
| 6. Board of Equalization and Review established by Title IV, Sec. 426 (a) D. C. Real Property Tax Revision Act of 1974, P.L. 93-407: | | | | |
| Compensation of members (15) ... | | 46.0 | | |
| GS-7 Secretary (Steno) .... | 1 | 7.2 | | |
| GS-5 Hearing Clerk (tempo) | ... | 14.8 | | |
| Space rental ..... | ... | 12.0 | | |
| Other operating expenses .. | ... | 1.1 | +1 | +81.1 |
| Total, program increases ..... | | | +29 | +1,094.2 |

PREPARED STATEMENT

Senator CHILES. To support this request we have the following witnesses: Mr. Kenneth Back, Director of the Department of Finance and Revenue, and Mr. Cook, the Assistant Director. I understand you have a statement?

Mr. BACK. Yes, I do.

Senator CHILES. We will put that in the record in full, and if you could summarize.

[The statement follows:]

STATEMENT OF KENNETH BACK
DIRECTOR, DEPARTMENT OF FINANCE AND REVENUE

Mr. Chairman and members of the Subcommittee:

Thank you for the opportunity to appear before you today to present our budget request for fiscal year 1976.

The Department of Finance and Revenue is responsible for administering and enforcing the District's tax laws, collecting all D.C. revenues, disbursing District payments, conducting fiscal research on revenue sources and alternate tax structures, and advising the Mayor on District tax policies and programs. The main product of our program is the revenue needed to finance city operations. Our clients are the taxpaying public. Our primary objectives are to establish and maintain an equitable and economically sound tax structure for the District, to increase taxpayer compliance to insure a fair and equitable distribution of the tax burden, and to maximize the collection of revenues.

Our total budget request for fiscal year 1976 is $9,083.0, an increase of $1,094.2 over the fiscal year 1976 adjusted base. Approximately 50% ($551.6) of this increase is for uncontrollable costs such as annualization of positions and pay increases. The remaining 50% ($542.6) is primarily for meeting the statutory requirements of Title IV of Public Law 93-407, enacted September 3, 1974, which imposes substantial new workloads in the administration of the real property and the income tax and for administering and implementing the Revenue Act of 1975 which changes several tax rates and expands the coverage of some taxes. It is estimated that on a full year basis, the Revenue Act of 1975 will produce $53 million in additional revenue annually. This new taxing Act of 1975 will impose additional workloads which must be effectively handled if we are to provide necessary taxpayer services, obtain compliance with the new tax laws and collect the taxes due. We are requesting 8 positions (2 auditors,

4 revenue officers, and 2 tax clerks) to handle these workloads. Diversion of presently available resources to handle the new workloads would adversely affect our ability to handle present workloads with corresponding decreases in revenues, equity, and taxpayer services.

As the result of the tax base expansion accomplished by the Revenue Act of 1975, we expect that an additional 5,000 franchise tax and 12,000 sales tax returns will be filed. New discovery programs will be necessary to identify nonfilers. New filers will have to be registered and assisted with their tax questions. The returns received must be processed and filed. A reasonable number of the returns must be audited to insure compliance and protect the revenues.

The tax rate increases are expected to increase the number of tax delinquents. Compliance and enforcement workloads will increase accordingly.

The new property tax law requires that all real property be assessed at 100% of estimated market value and no less frequently than once every two years, and that for fiscal year 1978 and thereafter all real property shall be assessed every year. The Act imposes significant administrative requirements on the entire assessment program, as it calls for several tax benefits, credits and relief measures which must be administered in addition to full market value assessments and annual reassessments. The Act also establishes a new independent Board of Equalization and Review completely separate from the Department of Finance and Revenue to hear and decide appeals of assessed values from property owners.

The requirement for an annual assessment by fiscal year 1978 will be an extremely difficult one to achieve. Assessments are established by the assessor at least six months prior to the fiscal year in which they

59-211 O - 76 - 16

become effective. What this means is that by next year (calendar 1976) we must be ready to nearly double our work production and assess all properties in the city.

Fortunately, prior to the passage of the new law, we had already made some progress toward implementing an annual assessment program through the planning and development of a new computer-assisted system. The City Council and Congress have approved resources for the design and implementation of this system. Essential prerequisites to its completion are massive property field inspection and data collection and transcription operations to build the necessary property data base. Funds were granted in the FY 1975 budget to accelerate these operations in order that the system could be operational and our own long standing objective of an annual reassessment program could be achieved at the earliest practicable date.

In addition to annual assessments, the provisions of the new law include homeowner's exemptions, tax incentives for the rehabilitation of property and the preservation of historic property, tax relief for certain historic properties, a tax deferral plan, and a property tax credit for District of Columbia owner or tenant residents. The administration of these provisions will involve substantial workloads relative to the receipt, review, processing and control of applications and related statistical data pertaining to taxpayer eligibility for these benefits. These new program requirements cannot be handled with present resources. Therefore, we are requesting ten (10) GS-6 Tax Assessment Aides and other related funds in order to finance these requirements in our assessment administration program.

The property tax relief provisions of the new law which takes the form of a credit against the individual income tax, will increase program

workloads in Tax Administration in such areas as tax return screening and auditing, audit corrections and adjustments, and taxpayer education, assistance and information. Based on 1970 census data, 90,000 households have incomes of less than $7,000 and, therefore, may be eligible for property tax relief. Just how many of these will make application is obviously not known. However, a majority of these applicants may apply thereby requiring the processing, screening and auditing of additional returns and documents which may range between 50,000 to 90,000. The substantial increase in the income tax workload generated by this program cannot be adequately handled by existing personnel. This workload also will generate corresponding administrative costs such as duplicating and printing of forms, postage and mailing services and miscellaneous equipment and office supplies. Therefore, 1 GS-11 Tax Auditor, 1 GS-7 Audit Assistant, 1 GS-7 Tax Examiner, 1 GS-5 Tax Clerk and related funds are required to comply with this property tax credit against the income tax.

In addition to impacting on the Assessment Administration and Tax Administration areas, many of the provisions of the new property tax law and the Revenue Act of 1975 will significantly effect our data processing service operations. These provisions will require extensive modifications to existing EDP systems for real property, individual income, unincorporated business and sales taxes. Furthermore, the provision to annualize the reassessment of all properties by FY 1978 will require substantially accelerated data collection and transcription operations to complete establishment of the expanded master data base file which is a necessary prerequisite to operation of the computer-assisted mass appraisal system. The new master file will contain some 200 million characters of property information. This file must be built and maintained currently during the development phase and updated, maintained and controlled annually thereafter. The only practical method

for accomplishing these vital aspects of the new system is through the use of modern data entry equipment. Additional disk storage capacity also will be needed to house this massive data base.

In the income and sales tax systems, data requirements to apply property tax credits against the individual income tax and the increased number of returns to be processed in the sales and unincorporated business taxes will impose additional keypunch workloads during the peak filing and processing season which cannot be met with existing resources. The most efficient approach to handling this additional workload is to expand contractual keypunch services.

The new law also imposes substantial additional ADP forms and supply requirements and costs. Increased forms include an annual preliminary assessment roll in addition to the annual final assessment and tax roll, additional copies of the roll for public information purposes, notices of reassessment to all property owners annually and numerous other special and recurring statistical reports. Additional magnetic tapes and disk packs also will be needed.

To meet these needs in the data processing area, we are requesting 1 GS-12 Systems Analyst, 1 GS-12 Programmer and related increases in keypunch contract services, equipment rental and ADP supplies.

Public Law 93-198 (the Home Rule Charter), Title IV of Public Law 93-407 (the District of Columbia Real Property Tax Revision Act of 1974), and the requirements for information, analysis and research emanating from the D. C. City Council have more than doubled the workloads in Fiscal Planning and Research. The new property tax law and the Home Rule Charter, both make it a requirement of law that several tax analyses and comparison studies be prepared each year. To meet these additional requirements of law and to provide professional services in

responding to requests by the City Council and the Executive, we are requesting 3 GS-13 Financial Economists and 1 GS-5 Clerk.

As indicated earlier, the new property tax law establishes an independent Board of Equalization and Review. The funding for this new Board is carried in this Department's budget for administrative convenience only. The Board is composed of 15 members appointed by the Mayor with the advise and consent of the City Council and are compensated on an hourly rate basis for the hours actually worked at the GS-15 level. In order to properly function and carry out its legally assigned responsibilities, the Board is requesting the following level of funding for fiscal year 1976: Compensation for the Board members-$46,000; 20 man months of temporary GS-5 Hearing Clerks-$14,800; 1 GS-7 Secretary-Stenographer-$7,200; Space Rental, Supplies and Materials, Printing and Reproduction and Postage-$13,100. In summary, the total budget request for the Board of Equalization and Review for fiscal year 1976 is $81,100.

Section 602 of the Revenue Act of 1975 makes it a requirement of law that the District conduct a study of the tax impact of all District taxes and user charges to include analysis of the distribution of the tax burden by tax--business and individual taxes--and by selected income levels along with other specified criteria. In order to accomplish this requirement of law, it is imperative that specifications and data requirements be developed and the data necessary to do the study be collected by the most efficient means. Utilization of the computer rather than by the present manual system available, is a necessary prerequisite to meeting this legal requirement.

The need to transfer our manual tax files to an automated system--has also been addressed by a recent GAO report. The GAO in this report recognized the need to modernize, through a greater use of the computer, our various tax files. We were in full agreement with the observations

and recommendations made by the GAO. A part of our response to the GAO recommendation is the inclusion of funds in the 76 budget to initiate this effort.

In addition to providing data for tax base analysis, a modern data retrieval system can contribute significantly to increasing the efficiency of our tax administration operations as well as improve the equity of our tax system. For example, such a system would provide an ability to identify more quickly than we can at present, delinquent taxpayers. The faster we are able to identify a delinquent taxpayer and contact him, the higher our percentage is of successfully and efficiently collecting the tax.

Accordingly, $200,000 is requested for the design of a tax impact analysis and data retrieval system.

The main thrust of this budget increase, therefore, is the full and effective implementation of the new property tax law and the Revenue Act of 1975.

The provisions of tax laws must be uniformly applied and enforced for all taxes to assure an equitable distribution of the tax burden, the broadest possible compliance with the tax laws and the maximum collection of revenues consistent with the taxpayers legal liabilit order to fund D.C. expenditure programs. Adequate funding is essential for maintaining the integrity of the tax laws and for efficient and effective tax administration--especially so when budgets are tightly balanced.

Mr. Chairman, that summarizes our budget request for fiscal year 1976. If there are any questions I will be glad to attempt to answer them at this time.

FUNCTIONS AND OBJECTIVES OF DEPARTMENT

Mr. BACK. I wish to thank you for the opportunity to appear today to present our budget request for fiscal 1976.

As you may know, the Department of Finance and Revenue is responsible for administering and enforcng the District tax laws, collecting all D.C. revenues, dispersing District payments, and conducting fiscal research on revenue sources and alternate tax structures.

Our primary objectives are to establish and maintain an equitable and economically sound tax structure for the District, to increase taxpayer compliance, to insure a fair and equitable distribution of the tax burden, and to maximize the collection of revenues.

As you indicated Mr. Chairman, our total budget request for fiscal year 1976 is, $9,083,000, an increase of $1,094,200 over the fiscal year 1976 adjusted base. Approximately 50 percent of this increase is for uncontrollable costs such as annualization of positions and pay increases. The remaining 50 percent is primarily for meeting statutory requirements of title V of Public Law 93–407 which poses substantial new workloads in the administration of the real property tax and the income tax and for administering and implementing the Revenue Act of 1975 which changes several tax rates and expands the coverage of some taxes.

It is estimated that on a full year basis the Revenue Act of 1975 will produce $53 million in additional revenue. This new act will impose considerable additional workloads on my Department. We are requesting eight new positions to carry out this workload generated by administering the Revenue Act of 1975.

Our estimate is that some 5,000 additional business tax returns and 12,000 sales tax returns will be filed under this act. The new property tax law which I referred to earlier requires that all real property be assessed at 100 percent of estimated market value and no less frequently than once every 2 years and that for fiscal year 1978, and thereafter, all real property shall be assessed every year.

The act imposes significant administrative requirements on the entire assessment program as it calls for several tax benefits, credits and relief measures which must be administered in addition to the full market value assessments and annual reassessments.

The act also establishes a new independent Board of Equalization and Review completely separate from the Department of Finance and Revenue to hear and decide appeals of assessed values from property owners.

I would like to especially emphasize the requirement for annual assessments for fiscal year 1978. Assessments are established by the assessor at least 7 month prior to the fiscal year in which they become effective. What this means is that by the end of this calendar year, 1976, we must be ready to nearly double our workload production and assess all properties in the city during this calendar year.

Fortunately, prior to the passage of the act, we had been working on a program, to carry out annual assessments and we think that the only way we can perform an annual assessment is by full computerization of the assessment process. And this work has been going on now for about 3 years. It is not finished but it is in such shape that it will be helpful to us in this year's work program.

PROPERTY TAX RELIEF PROGRAM

Let me mention, Mr. Chairman, one of the programs that comes out of this property tax provision act. It is a program for property tax relief claimed through the individual income tax. It is known as a "circuit breaker" approach to property tax relief for low-income persons. This is a brand new program that has to be administered and it is one of the major programs that we are requesting funds for in this particular budget.

Persons with household incomes of $7,000 or less qualify for this relief and our statistics indicate that there are probably 90,000 such persons in the District of Columbia. How many of them will apply we do not know, but on the income tax returns that we are receiving right now, this property tax credit can be claimed.

Senator CHILES. Explain to me a little bit more how that works now. This would have to be a head of a household, right?

Mr. BACK. Yes.

I have Mr. Cook here with me. He largely designed the program for us, the State of Wisconsin and several other States, Mr. Cook, would you like to respond?

Mr. COOK. Yes.

As Mr. Back indicated, this is an income tax credit. It brings in the income simply as the method by which payments are made to the qualified individuals. There are two aspects of this, as you have indicated, one is the concept of household. Only one applicant per household can get relief. This tax relief goes both to property taxpayers, that is the owners, and it also is extended to renters; 15 percent of annual shelter rent, excluding utilities and furnishings, is considered an in lieu property tax payment for renters.

Indeed, we estimate that the majority of the applicants in the District will be renters rather than homeowners.

The second concept is that of household income. As Mr. Back indicated, if household income is below $7,000 and if property taxes or rent constituting property taxes exceeds a certain percentage of household income, then it is deemed an excessive property tax burden and a portion of that excessive burden is refunded.

Senator CHILES. It actually can be refunded?

Mr. COOK. Yes; without having to file an income tax. A number of these people will not have a legal requirement to file an income tax return in which case they will make application on a schedule, which is called a schedule H, and get a direct refund or a direct rebate.

Now, if applicants are required legally to file an income tax return, they will attach the schedule H thereto and get it that way; either as an increase in the normal refund that they might have already had under the income tax; if they did not have a refund, if there is an additional tax due, the property tax credit can be used to offset all or part of the additional tax, or if there is withholding equal to income tax liability and they qualify for the property tax credit, they will get a refund.

Now, the household income concept is an income concept that is much broader than the definition of income for individual income purposes, because the objective of this program is to measure the ability to pay the property tax. As such, you need a broad definition

of income. Some of the income sources that are included in the household income definition for this program, which are not in the income concept for the personal income tax, include social security payments, railroad retirement payments and these type of income sources.

The second major distinction with regard to household income is that all members of the household have to aggregate their incomes together.

Mr. BACK. This is a new program for us, Mr. Chairman, and while we have been working and getting ready to administer it, it is just now beginning to be administered as the income tax returns are filed.

As I indicated earlier, we have asked for resources to do this. It is a workload we have not had here before. Let me mention a couple of other things, if I might, and try to answer any questions you might have.

The home rule charter and the Property Tax Revision Act both require additional information, analysis and research plus the increased request that we were receiving from the City Council that far exceeds any research and analysis type of information that we have ever had to comply with heretofore, and we are simply not going to be able to comply with it unless we get some additional resources in our fiscal research and planning operation.

These laws require certain studies be made every year. While we did some of the studies in the past, we did so as we got around to them. But now they are requirements of law.

One other thing that is in this budget which really is not a part of my Department, but it is carried in my budget for administrative purposes, and that is funds to finance a new Board of Equalization and Review to hear appeals from property owners on their assessments.

BOARD OF EQUALIZATION REVIEW

Senator CHILES. What is the Board of Equalization and Review? How many people will be on that Board?

Mr. BACK. There will be 15 people, Mr. Chairman, appointed by the Mayor, with the advice and consent of the Council. Heretofore the appeal function had been a part of my Department. It was felt by many people, and we did not object to it, that appeals ought to be handled by an independent agency, otherwise you are hearing appeals on your own work.

In summary, the Property Tax Division Act established an independent Board of Equalization and Review composed of 15 members. We are requesting funding for them and they are required to be paid for their time—their salaries plus ——

Senator CHILES. There will be 15 full time?

Mr. BACK. No, sir, not full time; only when there are appeals to be heard. It will be primarily the first 4 or 5 months of the year.

We have been receiving anywhere between 700 and 1,100 appeals from property owners and each of those have to be heard and a decision rendered. We anticipate a maximum of 5 months full time for the Board, but they will operate only when there are appeals to be heard.

Senator CHILES. They will not sit in 15-member groups, will they?

Mr. BACK. No; in panels of three, that is the way it is designed.

Senator CHILES. Go ahead.

SUMMARY OF REQUEST

Mr. BACK. If I might summarize, Mr. Chairman, in this budget we are requesting 29 positions, all of them for administering new requirements of the Revenue Act of 1975 or the Property Tax Division Act of 1974. One of the positions is a full-time secretary for the Board of Equalization and review.

As of now, they have no one to answer the phone or schedule their hearings for them.

I think that pretty well summarizes our request, Mr. Chairman. I would like to read the last couple of sentences in my prepared statement and say that the main thrust of this budget increase is full and effective implementation of the new property tax law and the Revenue Act of 1975.

The provisions of the tax laws must be uniformly applied and enforced for all taxes to insure an equitable distribution of the tax burden, the broadest possible compliance with the tax laws, and the maximum collection of revenues consistent with the taxpayers' legal liability in order to fund District of Columbia expenditure programs. Adequate funding is essential for maintaining the integrity of the tax laws and for efficient and effective tax administration and this is especially true when budgets are tightly balanced.

With that, Mr. Chairman, I will attempt to answer any questions you might have.

TAX COMPLIANCE

Senator CHILES. As I understand it, no additional funds are being requested to follow up on individuals who did not file tax returns under the Federal match program or report all their income. These are areas where GAO recommended in their March 20, 1975 report considerably more effort. As I recall, the Mayor agreed with the need to accomplish GAO's recommendations and promised to provide for them in the 1976 budget.

If you are not asking for more resources for these programs, how can you bring about any substantial improvement in the situation that GAO reported on?

Mr. BACK. Mr. Chairman, I anticipated that question and I do have a statement on it, but I will respond orally.

This is one compliance program of many. It is a program that involves matching the names of those persons who filed Federal returns showing a District of Columbia address with a District of Columbia return tape file and where there is a mismatch it is an indication that someone has filed for Federal but has not filed a District return. This is a program we have been carrying on for many years. The GAO in its survey felt that we could get more out of this program than we were getting if we had additional resources.

I would point out that every case that shows an income of over $10,000 a year is worked and that a random sample of cases under the $10,000 income of about 20 percent is worked every year. We plan to do more with this program. But rather than just immediately ask for additional resources, we are in the process of studying this whole operation and investigating how the States are handling it.

We are also further computerizing the program. And what I said when I testified before the House committee was that as soon as we

finished our study and finalized our computerization, that we would request additional resources as needed.

I would repeat that this is a good program, a very productive program. But when you devote a lot of additional effort to working on remaining accounts under $10,000, you sooner or later reach a cost-benefit point where you would be using dollars to collect pennies.

Senator CHILES. Right now, do your tax compliance activities such as your discovery of nonfilers and audit delinquency collections more than pay for themselves on an individual versus collections basis?

Mr. BACK. Yes, Mr. Chairman.

A revenue officer that cannot produce at least $200,000 a year should not be kept on the payroll very long.

Senator CHILES. Well, it would seem to me like that it would make sense to pursue that until you hit the diminishing curve. As long as you have not hit it, rather than talk about studying it, I would pursue it until you start approaching the diminishing curve.

Mr. BACK. Well, that is a part of the study, actually. We find that no State works all of its mismatches every year. The State of Wisconsin, I believe, works them every third year. It is only one compliance program. While most mismatches turn out to be valid ones, yet if a Member of Congress happens to file his income tax returns using a District of Columbia address he will be one of the mismatches and he will get a questionnaire from us. When he sends it back and says I am a Member of Congress, it is then pulled out of the file.

Senator CHILES. When do you expect to have your study completed?

Mr. BACK. It is essentially done and there will be a request in the 1977 budget for needed resources.

Senator CHILES. We are going to have to wait all the way to 1977 before we start doing anything about this?

Mr. BACK. Well, the 1977 budget is already in the process and has been submitted by us.

Senator CHILES. Well, it seems to me that the sooner people know that there is going to be a good check on these items, then the quicker they are going to start filing. If they know that that is put off for a while, human nature being what it is, they are going to put off a little bit more of their filing. It just seems to me that we have had the attention focused on this, since we have had the GAO study, the Mayor's statement in response to that study, and numerous press stories about the matching of returns. Now we are saying we are studying that, and that we are not ready to put it in yet. I do not see how you are really going to increase your compliance.

Mr. BACK. I would say Mr. Chairman, that this budget was put together many, many months ago and the study was not so far along at that particular point in time. Certainly additional resources could be effectively used in this program, but it is not the only compliance program. There are other programs that are effective, that are also not staffed as well as they might be.

Senator CHILES. Well, I am sure that there are other effective programs, This is the one that has come to my attention and it has come to everybody's attention.

Mr. BACK. It has been a good program for us and we were one of the first jurisdictions in the country to work this out with the Internal Revenue Service back in the 1960's.

DIMINISHING MARGINAL PRODUCTIVITY

Mr. Cook. Mr. Chairman, I should also note that from your point of view of retaining compliance and audit personnel that we are not at the point where diminishing marginal productivity starts to set in. As a matter of fact, as you know we have a volunteer tax program in this country and there is not a tax department in the country, to my knowledge, that has audit and compliance resources, including the Internal Revenue Service, sufficient to reach that point.

That is not saying it is not a laudable goal, and yet as a practical matter, no one has that level of resources to obtain that point. Indeed, our audit of tax returns, that is, personal income tax returns, is at a higher level in percentage of universe terms, I understand, than that of the Internal Revenue Service, and of many other States.

But certainly, as you point out, we are not even close to the optimum level of employment of these types of employees. We can take a grade 9 revenue officer and get $300,000 a year. Thus, we could add many, many more revenue officers before you even came close to the point of diminishing marginal productivity, let alone as in economic theory to come to the point where marginal costs equal marginal revenue, which is a theoretical point of the optimum level of production, as you know.

RELATIVELY HIGH COMPLIANCE

I should also like to indicate that our own studies with respect to the individual income tax indicate a relatively high compliance. For example, in 1969 the number of returns filed by District of Columbia residents with the Internal Revenue Service was 291,000. The number of District of Columbia residents filing with the Department of Finance and Revenue was 336,000. So we had 45,000 more returns before this program that was filed with our Department than that which was originally filed with the Internal Revenue Service.

Moreover, the adjusted gross incomes added larger amounts from the initial filings of District of Columbia residents to our office than that of the Internal Revenue Service. Similarly, there was a larger number of returns filed with wages and salaries and a larger aggregate amount reported to us than that of the Internal Revenue Service.

Dividends, interest, capital gains, annuities, pensions—of these sources of income, there were larger number of returns on which these income sources occurred and larger amounts of these incomes reported to the Department of Finance and Revenue than that which was reported originally by the taxpayers from the District of Columbia reporting to respective tax departments. Some of these differences are due to differences in the two respective laws.

This information was made available to the General Accounting Office which indicated generally that the basic compliance with the District of Columbia income tax law is relatively high.

COLLECTION OF BUSINESS TAXES

Senator Chiles. It does seem to indicate that.

What effect has the City Council's actions had on your staffing level? Have you been able to keep current with the collection of business taxes and fees?

Mr. BACK. I do not know that any action of the City Council would be involved, Mr. Chairman.

Senator CHILES. Well, I have noticed you have lost 41 jobs.

Mr. BACK. Yes, you are referring to the budget process.

Well, it is obvious that we want to collect as much taxes as we have resources to do so. Fortunately most people comply with the tax laws but we are faced with having to do the ordinary things of sending out a return, sending out a bill, doing the accounting, doing the filing, and making refunds. These are activities that have to come first.

So our discretionary programs are in audit and compliance and to the extent that we have vacancies, those programs have to suffer. There is no question about the fact that 40 jobs are abolished in this budget and that we have been subject to the hiring freeze like everybody else all year. The record will show that at this time we have 62 vacancies and if you add that to the 40 abolished positions you have over 100 positions out of a total of 490 that are not available to us at this particular time.

Senator CHILES. You have 100 vacancies out of how many positions?

Mr. BACK. Sixty-two vacancies, and the 40 abolished positions.

TAX DELINQUENT RATE

Senator CHILES. Tell me something about your delinquent rate. Is that going up?

Mr. BACK. It is going up.

Senator CHILES. What is the rate and what was it before?

Mr. BACK. I do not know if I can give you the exact rate. We have some figures here somewhere.

Senator CHILES. Well, if you cannot give it now, you could break it out for me. I would like to be able to show what is happening.

Mr. BACK. We can show you. I would like to submit it for the record, rather than try to press my memory on it, but we can show you what the delinquencies were in the various programs at certain points in time, last year and this year, or whenever you would like it.

Senator CHILES. If you would show me that and show me what that delinquency rate is costing the city in the way of revenues, lost revenues. I would like to have that for the record.

Mr. BACK. We can supply that.

[The information can be found on p. 252:]

QUESTIONS SUBMITTED BY SENATOR CHILES

Senator CHILES. Thank you very much, Mr. Back. We will insert in the record your answers to our other questions.

[The questions and answers follow:]

Department of Finance and Revenue
Tax Administration
Inventories of Tax Delinquents

| | Fiscal Year Ending | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | 6/30/73 | | 6/30/74 | | 6/30/75 | | Half-year 12/31/76 | |
| | Accounts | Amount | Accounts | Amount | Accounts | Amount | Accounts | Amount |
| Unassessed delinquent business tax returns | 3,677 | $564,000* | 4,053 | $622,000* | 9,666 | $1,486,000* | 15,267 | $2,348,000* |
| Uncollected individual and business tax accounts referred for enforcement action | 24,423 | 6,660,832 | 30,132 | 8,456,463 | 34,623 | 10,891,758 | 39,759 | 12,521,131 |
| | 28,100 | $7,224,832 | 34,185 | $9,078,463 | 44,289 | $12,377,758 | 55,026 | $14,849,131 |

*Estimate

The above data excludes individual income tax delinquent accounts which have not been referred to enforcement. Delinquent taxpayers are sent two bills in an attempt to secure payment before they are referred to the enforcement section for follow up collection action.

Department of Finance and Revenue
January 27, 1976

### Self-Assessed Taxes

*Question.* Can you give an estimate of what you think you'd need in resources to be able to really progress in improving the voluntary compliance program and what the return might be? This estimate could help you establish where your priorities should be.

Answer. I believe we have a reasonably adequate program at the present time for administering self-assessed taxes. On the other hand, there is no doubt that application of more resources would improve compliance and increase revenues. At this time I cannot say at what point application of additional resources would no longer justify their cost. I can say, however, that if resources could be made available, we would be fully justified in restoring the Department's positions abolished since January 1975, permanently exempting the Department from hiring freezes, and adequately funding all authorized positions. The cost of such action is estimated to be $1.3 million, on a full-year funding basis.

(40 of the Department's positions have been abolished since January 1975. At the present time, the Department has 54 positions vacant which cannot be filled because of the hiring freeze.)

### Computer Uses

*Question.* In what other areas of tax administration do you think you could make substantial improvements with more resources? How about in the use of the computer? I note that you are developing tele-processing for business taxes. What is the status of this development? Can you input data received from businesses directly into the system? The Committee understands that the sytsem's usefulness is considerably diminished without this capability because it requires a lot of follow-up with many businesses suspected of nonfiling when, in fact, the businesses have filed their return. The information has never been entered in the data bank.

Answer. In addition to direct revenue producing resources, overall improvements in the efficiency, economy and effectiveness of District tax administration could be made through modest expansion of resources in a number of support areas. For example, because of limited resources, we are forced to use tax auditors and revenue officers to perform numerous tasks, which, if additional resources were made available specifically for these tasks, increased audits and compliance activities could be performed. Such required support activities as writing and publishing regulations, tax form development and design, legal resourch activities, and taxpayer education and assistance activities. These activities need to be expanded through retaining a limited number of specialists in these areas.

More extensive use of computer is planned for installation over the next three years could be subtsantially expedited in Fiscal Year 1976 if funds were available for specific consultive assistance and telecommunications hardware and support services.

*Question.* What do you need to get this capability into the system expeditiously?

Answer. Specifically, we need to accelerate our efforts in the Comprehensive Business Tax areas and the Treasurer functions by having one-time direct consultive assistance and the beginning installations of the computer terminals and support services toward the end of the Fiscal Year 76 period. We must do some early systems analysis hopefully in January, February and March of 1976, begin overall design and development and install the initial DFR facilities. At this time we would be continuing with the most valuable phases of Property Tax with funds provided in the Fiscal Year 76 request for data entry equipment. Subsequent tele-communications installations would be made in the Property Tax area with an extensive data base and certain phases of Income Tax.

### Additional Positions Under Public Law 93-407

*Question.* Within the activity Tax Administration you justify 4 new positions in connection with Public Law 93-407 that requires real properties be assessed at 100% of market value and that all properties be reassessed annually by FY 1978. Please describe the additional workload required. (It would seem that valuing at 100% is a simple task for a computer.)

Answer. Public Law 93-407 provides for a property tax relief program through use of an income tax credit program (circuit-breaker). When real estate taxes or rent constituting real estate tax exceed a prescribed percentage of household

income, a certain percentage of the excess is to be credited against income tax liabilities or refunded to the claimant. This relief program is tied by law to our District income tax law and will be administered through our individual income tax program. Accordingly, our income tax workloads in Tax Administration will increase in such areas as tax return processing, screening and auditing, audit corrections and adjustments, taxpayer education, assistance and information. Based on the 1970 Census data, 90,000 households have incomes less than $7,000 and, therefore, may become eligible for this property tax relief. Those who do not have a legal liability to file an income tax return may be eligible for this relief and may file returns for such. In addition, all those who presently file income tax returns and who are eligible for this relief program will file a minimum of one additional form (attached to the income tax return) and renters will attach two additional forms to their income tax returns. As indicated, additional workloads are involved in processing, auditing, and making property tax relief payments to these applicants. In order to handle this significant workload increase, the FY 1976 budget requests include 4 positions, 1 GS–11 Tax Auditor, 1 GS–7 Audit Assistant, 1 GS–7 Tax Examiner, 1 GS–5 Tax Clerk and related funds.

*Question.* What are the other statutory responsibilities that the other 8 positions are requested for Tax Administration? (Revenue Act of 1975)

Answer. The 8 positions in Tax Administration to which reference is made in this question relates to requests in the FY 1976 budget to handle the increased workloads mandated in the 1975 Revenue Act. The new Revenue Act of 1975 will impose additional workloads which must be effectively handled if we are to provide: (1) the revenue anticipated pursuant to the Act; (2) necessary taxpayer services; and (3) obtain compliance with the new tax laws.

Eight positions are requested (2 Auditors, 4 Revenue Officers, and 2 Tax Clerks) to handle these workloads. Diversion of presently available resources to handle the new workloads would adversely effect our ability to handle present workloads with corrseponding decreases in revenues, equity, and taxpayer services.

As an example of the increased workload resulting from the 1975 Revenue Act. which expanded certain tax bases, we expect that an additional 5,000 franchise tax and 12,000 sales tax returns will be filed. New discovery programs will be necessary to identify nonfilers. New filers will have to be registered and assisted with their tax questions. The returns received must be processed and filed and a reasonable number of the returns filed must be audited to insure compliance and protect the revenues. Moreover, the various tax rate increases contained in the Revenue Act of 1975 are expected to increase the number of tax delinquents causing compliance and enforcement workloads to increase accordingly.

### Cash Registers

*Question.* Please describe the $5,000 cash registers requested for the Treasury? What was the price of the present machines? Does the replacement program envision 14 replacement cash registers or will technological improvements allow you to get by with fewer machines?

Answer. The proposed equipment is the NCR Model 275 Remittance Control Terminal in an off-line free-standing model.

In the off-line model, the NCR 275 is operated as a free-standing terminal which our present remittance control machines are doing. However, the NCR 275 can be programmed to record data on an NCR 761 Magnetic Tape Cassette. The cassette then may be sent to a central processing facility or re-entered at the Terminal in an on-line model.

Off-line, the NCR is capable of all the necessary data processing and print format handled in the on-line model. All media is machine validated to simplify auditing procedures. Furthermore, the NCR 275 maintains individual totals within the machine to perform basic record keeping. Future conversion to on-line processing is accomplished without disrupting established operating procedures.

Currently, the District Treasury has on hand 18 cash registers ranging from date of purchase, being June, 1940 at a cost of $1216.00 each, thru June, 1969 at a cost of $4,190.00 each. This amount includes a trade-in allowance of $50.00.

Also in this connection, the five cash registers requested in this allowance are for the express purpose of replacing our older machines, which are inefficient, obsolete, outdated, and the repairs are unquestionably high.

We feel that after considering the NCR 275 model, that it represents the more advanced machines for our purposes. However, the new machines now on the

market do provide for increased productivity due to technological advances, but may cost more. Plans call for replacement of 14 such registers over a three-year period.

*Question.* Please explain the meaning of the last sentence of the introductory paragraph on Administration.

Answer. The sentence makes reference to the available resources in the Department which are below that authorized due to limitations placed on recruiting and staffing, resulting largely from employment freezes. Such freezes prohibit filling authorized but vacant positions resulting in a reduction of revenues, needed taxpayer services and overall taxpayer equity.

### Data-Retrieval System

*Question.* Will the $200,000 requested for the design of a data-retrieval system enable the Department to maintain accurate data on tax payments; particularly those of the City Council members? Please describe the system contemplated. Dose the City have sufficient computer capability to absorb this system?

Answer. A modern computer oriented data-retrieval system will enable the Department to more quickly identify and maintain a more current status on tax delinquents. Moreover, the quicker such a delinquent is identified and efforts to collect the delinquent accounts are affected, the higher is the probability of obtaining the delinquent revenues.

The requirements and corresponding need for such a data-retrieval system has been effectively mandated by the Revenue Act of 1975 and has been recommended by the GAO.

Scetion 602 of the Revenue Act of 1975 makes it a requirement of law that the District conduct a study of the tax impact of all District taxes and user charges to include analysis of the distribution of the tax burden by tax—business and individual taxes and by selected income levels along with other specified criteria. In order to accomplish this requirement of law, it is imperative that specifications and data requirements be developed and the data necessary to do the study be collected by the most efficient means. Utilization of the computer rather than by the present manual system available, is a necessary prerequisite to meeting this legal requirement.

The need to transfer our manual tax files to an automated system—has also been addressed by a recent GAO report. The GAO in this report recognized the need to modernize, through a greater use of the computer, our various tax files. We were in full agreement with the observations and recommendations made by the GAO. A part of our response to the GAO recommendation is the inclusion of funds in the 76 budget to initiate this effort.

In addition to providing data for tax base analysis, a modern data retrieval system can contribute significantly to increasing the efficiency of our tax administration operations as well as improve the equity of our tax system. For example, such a system could make possible a mechanical compliance check of certain income information reported on tax returns with other information supplied to us by those making the payments to ascertain if the income paid was correctly reported, or if reported at all, on the tax return. These income compliance checks are now made by use of a manual system which places obvious limitations on the numbers which can be performed. A significant increase in these income compliance and reporting checks could be made by use of a computer oriented data system.

While it is not possible to determine the exact computer requirements prior to the design of the system, the District does have in its share computer center a large scale computer which would be used in conjunction with this system.

### Newspaper Advertising for Tax Sale Items

*Question.* Please explain why there is no competitive bidding for newspaper advertising of tax sale items? Is this a special subsidy for the Washington Post and the Washington Star News?

Answer. Section 25 of Public Law 93–140 provides that properties subject to the tax sale be advertised in not less than two major daily newspapers published in the District of Columbia. This law was passed by Congress on October 26, 1973.

*Question.* On October 10, 1975 the Subcommittee received a corrected version of the fiscal year 1976 real estate assessment values. Do I correctly understand that your office assesses Federal, City, and other exempt property? Why do you

assess property that is exempt from taxation? How much is spent on assessing exempt property?

Answer. The District of Columbia property tax law requires that all properties including exempt properties be assessed and listed on the assessment roll. Accordingly, we assess all exempt properties. We do not keep specific records of the actual costs incurred as a result of complying with this provision of law. We would estimate that for the valuation function alone that approximately 2 man-years are allocated. It should be noted, however, that less time is spent on the valuation of these properties because they are exempt than that allocated to taxable properties.

## PERSONNEL OFFICE

**STATEMENT OF GEORGE R. HARROD, DIRECTOR, PERSONNEL OFFICE**

**ACCOMPANIED BY:**
**MILDRED DUCKWILDER, DEPUTY DIRECTOR**
**OSCAR R. MAYS, ADMINISTRATIVE OFFICER**
**RUDOLPH RICHARDSON, CHIEF, REPORTS AND ANALYSIS, D.C. UNEMPLOYMENT BOARD**
**JAMES R. MANDISH, CHIEF, COMPENSATION AND RESEARCH DIVISION**

### BUDGET REQUEST

Senator CHILES. The next item we will consider is the budget estimate for the Personnel Office. It is in the amount of $1,623,000, and provides for a total of 73 positions. This compares with $1,341,000 appropriated last year and the number of positions requested is an increase of 5 over the amount that can be sustained by the adjusted base level.

Mr. George Harrod, the Director, will justify this request.

### INTRODUCTION OF ASSOCIATES

Mr. Harrod, you might introduce your associates for us.

Mr. HARROD. On my left is Mrs. Mildred Duckwilder, the Deputy Director of Personnel; Mr. Rudolph Richardson, who will discuss the unemployment compensation area; Mr. James Mandish, Chief, Compensation and Research Division; and on my right, Mrs. Oscar Mays, the Administrative Officer for the D.C. Personnel Office.

Senator CHILES. You may proceed.

### BUDGET SUBMISSION

Mr. HARROD. Sir, we did not submit a prepared statement. We submitted our policy statement to the Senate so I am prepared to attempt to resolve and answer any questions that you may have.

Senator CHILES. All right. We will include in the record your policy statement and budget summary.

[The statement and summary follow:]

## OFFICE OF PERSONNEL

The D. C. Personnel Office for the past two years has operated on the basis of management by objectives. In FY 1974, program objectives took into consideration those programs which were conceived internally as well as unaccomplished Nelsen Commission recommendations. As you are aware, our objectives in FY 1974 were to establish a role of leadership and positive action in the city's personnel program and to correct deficiencies and fragmentation in the city's personnel operations.

Significant progress was made in FY 1974 in accomplishment of those objectives as evidenced by: the development and utilization of a centralized recruiting brochure; the consolidation of recruiting activities by development of standardized position vacancy announcements; the establishment of Satelite Recruitment Centers; the development of an Executive Referral System; the initiation of a program to standardize and streamline position descriptions; the testing of a new position evaluation system with the U. S. Civil Service Commission; the centralization of safety functions within the Office of Personnel; the development of a District-wide Occupational Safety and Health Program; the initiation of an Employee Occupational Health Services Program; re-initiation of on-site evaluation of decentralized personnel operations; development of Municipal Executive Management and Middle Management Programs; the development of an Affirmative Recruitment and Training Program for Women; the publication of a District Government-wide news publication; the development of an Orientation Program for new employees of the Executive Office; the accomplishment of a comprehensive survey of D. C. training programs; the establishment of a D. C. Government Recreation and Physical Fitness Program; the negotiation of new productivity provisions and collective bargaining efforts for the Department of Environmental Services; the development of a Prototype Manpower Planning System; and the expansion of the Automated Position Management and Personnel Reporting System.

The objective of this Office for FY 1975 is to continue efforts to further bring the D. C. Government into the mainstream of modern personnel procedures and techniques and to gear personnel management in a manner which will accommodate the new dimensions of self determination.

FY 1975 self-generated program objectives accomplished to date include: absorption of personnel related workload imposed by the transfer of NCHA, RLA and the D. C. Manpower Administration to the District; consolidation of the personnel functions of the Department of Motor Vehicles and the Recorder of Deeds within the Office of Personnel with permanent transfer in the FY 1976 budget; establishment of a program to provide greater job opportunities for the Spanish-speaking including a training program in clerical skills; installation of a "flexible working schedule" in the D. C. Public Libraries; and the initiation of a program for tuition assistance with colleges for D. C. Government employees.

Other FY 1975 objectives in progress or under consideration include: the completion and implementation of standardized position descriptions; the annual survey of Police, Fire and Teacher's compensation as required by legislation; arbitration in dispute resolutions as required by legislation; increased on-site evaluations of personnel management programs in agencies with delegated authorities; intensification of safety program efforts to reduce work-related injuries; development of a total compensation costing program; presentation of training courses in labor relations for Department heads and for newly elected D. C. Council members; revision of Chapter 8 of the D. C. Personnel Manual and the resolution of administrative and procedural problems in the rules and regulations of the D. C. Board of Labor Relations; development and implementation of a pre-retirement counselling service; expansion of the Manpower Analysis and Forecasting

System in computerization of position vacancy announcements to include D. C. Government and other local governments to expand the employment base for unemployed District residents; the conversion of all District agencies without computerized position management and personnel reporting systems to the Central PMPR system; and further expansion of the Affirmative Recruitment and Training Program for Women.

In FY 1976, the Office of Personnel will continue the momentum of existing program expansions and innovations with available resources. Program objectives include such area as centralization of negotiation and dispute resolution authorities, collective bargaining, unfair labor practice litigation and grievance resolution, development of legislative proposals to establish actuarilly sound financing mechanisms for police, fire and teacher retirement systems, development of systems to measure, explain and reduce District employee absenteeism and to develop a labor market information system, the conversion of remaining D. C. agencies to the PMPR system, centralization of employee development and training activities, and maintenance on a current basis of the D. C. Personnel Manual, revising where necessary as an independent merit system is adopted.

Also in FY 1976, efforts will be continued in the development of proposals for an independent personnel system. An effective personnel management system is many things. It must provide for advancement based on merit, it must have an examining and recruiting program which eliminates biases found in many of the selection and promotional devices; it must provide for valid and reliable performance measurements systems; it must compensate employees equably; it must have the necessary appeals provisions which give employees the opportunity to have redress for their grievances; it must have the means to train employees and develop executives for future management roles; and it must provide for a vigorous employment program which ascertains the greatest wealth of talent within the labor market.

In late FY 1974, an Intergovernmental Personnel Act grant was initiated to study a uniform system of personnel administration for the D.C. Government. In FY 1975, efforts will be concentrated on study of and recommendations for implementation of a District-wide classification and job-evaluation system. Analysis and recommendations will be made regarding the extent to which the CSC developed system will be adopted and whether the District needs to establish special sub-systems for specific occupational categories, such as medical, protective and executive personnel. In anticipation of completion of the major phases of the classification and job-evaluation study, emphasis will be shifted in FY 1976 to the areas of employment, pay, employee relations, employee development and employee benefit programs to develop recommendations and alternatives for consideration by the City Council in the establishment of an independent merit system.

The FY 1976 Budget contains redirected resources from other District agencies to partially centralize fragmented personnel operations as recommended by the Nelsen Commission.

An increase to the FY 1975 base is proposed to provide resources for required personnel compensation costs, for a centralized Hearing Examiner program on behalf of D.C. School students as required by court decrees, and to establish an administrative unit to control and monitor the D.C. Government's Unemployment Compensation program as directed by the Congress.

Employee's Disability Compensation

The Vocational Rehabilitation program which was initiated in FY 1973 with the Department of Human Resources has been continued, resulting in FY 1974 in the removal of 43 former employees from the disability

compensation rolls and a reduction of $100,000 in the FY 1975 budget requirements. While it is anticipated that some 50 additional employees may be removed in FY 1975, an increase will be required in FY 1976, to cover the increase costs of insurance claims and indemnities due to anticipated cost of living adjustments and improved benefits provided by P. L. 93-416. Accomplishments in the area of Vocational Rehabilitation are presently dependent upon utilization of a rehabilitation specialist on a part-time intermittent basis. We are exploring the possibility of federal grant funding in FY 1976 to employ a full-time vocational rehabilitation specialist to further reduce the number of beneficiaries on the disability compensation rolls. Should grant financing for this program be provided, it is anticipated that substantial reductions can be made in the FY 1977 required resources for this program.

Workmen's Compensation

The FY 1976 Budget request for this program contains an increase to cover the mandatory increased personnel compensation and space rental costs. No major changes in requirements or scope of program is envisioned in FY 1976.

Unemployment Compensation

The D.C. Unemployment Compensation Program has experienced over the past several fiscal years an unprecedented growth in both numbers of claimants and total program costs, requiring substantial supplemental appropriations and redirections of funds. Investigations of the D.C. Office of Municipal Audits in FY 1974 revealed inadequate budgetary estimating procedures and that uncoordinated administrative procedures and delays in processing of claimant information have resulted in some benefits payments that would have otherwise been denied, some degree of claims falsification and subsequent erroneous payments, and that strict administrative controls could halt or reduce overall program costs.

Following these findings, the Office of Budget and Financial Management and the Office of Personnel began research into factors contributing to the overall fund escalation. Due to the complexity thereof and limited available and knowledgeable personnel in this area, negotiated services contracts were effected to develop a total information system to provide for administrative controls, to determine reasons for unemployment, identify the Department where the claimant worked and the type of employee affected, provide advance information on factors which might influence program variations (program curtailments, reductions in force, etc.), to eliminate erroneous payments and to introduce computer software systems to utilize collected data in more accurate fund forecasts.

The contractor has completed the study and has recommended a central administrative control system and resources within the Office of Personnel to effectively administer this program. The recommendations include the requirement for providing full information on all separations of D.C. employees to the Personnel Office to establish a total unemployment compensation information system, thereby providing the initial base for potential claimants, identification of employees and departments affected, and for the first time the centralized ability to limit durations of claims and potential compensation collections by unentitled persons. Computerization of this data will also provide a basis for future fund forecasts and for the creation of a skills bank of former employee talents which can be used in recruitment to re-employ claimants and thereby further reduce the unemployment rolls. The Office of Personnel has requested delegation of authority from the Mayor for this purpose and the FY 1976 Operating Budget contains a request for additional positions and funds to implement this program.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Personnel Office

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 59 | $1,211.5 | 67 | $1,341.0 | 73 | $1,623.0 | +6 | +$282.0 |

Analysis of 1976 Change:

| | | | | |
|---|---|---|---|---|
| Base adjustments: | | | | |
| 1. Non-recurring - pay raise supplemental | | | ... | -34.3 |
| 2. Transfer in: | | | | |
| To expedite and standardize personnel actions: | | | | |
| Recorder of Deeds | | | +1 | +13.6 |
| Department of Motor Vehicles | | | +4 | +58.9 |
| 3. Base reductions | | | -4 | -28.8 |
| Total, base adjustments | | | +1 | +9.4 |
| Program increases: | | | | |
| 1. Annualization of seven new positions authorized in fiscal year 1975 for Position Management and Personnel Forecasting | | | ... | +58.6 |
| 2. Pay raise annualization | | | ... | +45.7 |
| 3. Pay in excess of 52-week base for two extra working days in fiscal year 1976 | | | ... | +11.8 |
| 4. Certification of applicants for unemployment compensation - twelve months funding: | | | | |
| GS-13 Program Analyst | 1 | $30.7 | | |
| GS-12 Statistical Assistant | 1 | 20.0 | | |
| GS-6 Coding Clerk | 1 | 10.3 | | |
| Share Computer Services | ... | 26.6 | +3 | +87.6 |
| 5. Strengthen Hearing Examiner Program for special appeals from D. C. Public Schools in accordance with court ruling: | | | | |
| GS-13 Chief Hearing Examiner | 1 | 23.3 | | |
| GS-6 Secretary | 1 | 9.6 | | |
| WAE Hearing Examiners | ... | 30.5 | | |
| Operating costs | ... | 5.5 | +2 | +68.9 |
| Total, program increases | | | +5 | +272.6 |

Office: Employees' Disability Compensation

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| . | $2,632.9 | ... | $2,375.0 | ... | $3,055.3 | ... | +$680.3 |

Analysis of 1976 Change:

| | | |
|---|---|---|
| Program increases: | | |
| 1. Projected increase for insurance claims and indemnities | ... | +680.3 |

Office: Unemployment Compensation

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| ... | $3,721.0 | ... | $4,300.0 | ... | $4,736.4 | ... | +$436.4 |

Analysis of 1976 Change:

| | | |
|---|---|---|
| Base adjustments: | | |
| 1. Non-recurring - fiscal year 1975 supplemental | ... | -330.0 |
| Program increases: | | |
| 1. Higher compensation due to annual maximum weekly rate adjustments and contemplated longer periods of compensation | ... | +766.4 |

Office: Workmen's Compensation

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| ... | $557.6 | ... | $620.2 | ... | $686.0 | ... | +$65.8 |

Analysis of 1976 Change:

| | | |
|---|---|---|
| Base adjustments: | | |
| 1. Non-recurring - pay raise supplemental | ... | -17.4 |
| Program increases: | | |
| 1. Pay raise annualization | ... | +23.2 |
| 2. Pay in excess of 52-week base | ... | +4.0 |
| 3. Space rental | ... | +56.0 |
| Total, program increases | ... | +83.2 |

PER CAPITA COSTS IN D.C. GOVERNMENT

Senator CHILES. Numerous articles have appeared in the local newspapers as well as national periodicals on the high per capita cost of the D.C. government. We are told that the District now has 45,104 employees or approximately 1 city employee for every 15 city residents.

One magazine article stated that the District's employees are larger than the combined employees of the State of Indiana and its capitol city of Indianapolis.

Second, the city has ever-growing large payments for retired personnel that are paid out of current funds.

Lastly, 60 percent of the District's employees are on a civil service salary system that is certainly higher on the average than most, if not, all cities or States pay their employees.

A recent article in the Washington Post compared the common municipal functions of the police and fire protection, sewage and sanitation, water supply, parks and recreation, highways, general financial management. The District had 20.7 employees per 1,000 residents, while Atlanta had 18, Baltimore 17.9. If the District operated at a similar rate, approximately 1,950 employees could be eliminated.

Can you give me any comments with regard to these statements?

Mr. HARROD. I am really not prepared to answer that. I might say that the District government is functioning in a sense as a combination municipality and a State. Consequently we feel that if we could break out the functions of the District government that are operated on a State basis as opposed to those on a municipal basis, I think the figures would be a little bit less than what they show.

INDEPENDENT PERSONNEL SYSTEM

Senator CHILES. Section 422 of the Home Rule Act requires that the District establish a District Government merit system within 5 years, January 2, 1975. The October 19 article in the Washington Post revealed that only Alaska and California noneducational personnel had monthly earnings higher than the District employees.

What is the city doing to establish a District merit system?

Mr. HARROD. The District has a merit system, in answer to the first part of your question. The Home Rule Act requires us to establish an independent personnel system no earlier than 1 year from the date of home rule and no later than 5 years. We are definitely on the way to establishing an independent personnel system. As such we have had many meetings. We started a committee set up or composed of the specialists in their respective areas of personnel. We have had to take 180 degree turn from what we originally wanted to do because of the economic distress that was presented to the city.

We were attempting to set up a system that we thought would be unique and entirely different from any other part of the country. But we find that in doing that, we would have to separate ourselves from the Civil Service Commission to a great degree.

However, with the budget situation as it is, it would be most unwise for us to separate from the Civil Service Commission right now. We are still undertaking to establish within the time element, an independent personnel system.

I have a gentleman, if you have more specific questions with regard to that, who could probably answer that. But we are definitely working every day in attempting to set up in the classification area, the recruitment area, the employment area, and all the specialized areas in independent personnel system that we can refer to the Mayor, subject to his approval and forward onto the council and the Congress.

Senator CHILES. What is your timetable for the establishment of an independent system?

Mr. HARROD. We had hoped within the next 2 years, Mr. Chairman. We have it pretty well underway right now. In fact, if the Chairman will allow me, I will submit a copy of a tentative proposal that we have prepared. But as I said, with the change in the economic structure of the city, we had to go back and reassess our position.

Senator CHILES. In view of some of the protective requirements for those employed by the city, immediately preceding the establishment of such a system, do you think there is any reason to hope for a reduction in the cost of the D.C. government?

Mr. HARROD. We would hope so, sir.

We feel that one, as you say, the grandfather clause of the Home Rule Act guarantees the rights of persons who had these rights prior to the establishment of an independent system which must still be retained. We are hoping that savings may be effected within the scope of the new system in the appointments of new persons.

### GOVERNMENT ACTUARY REPORT

Senator CHILES. The committee has received a report from the Government actuary of the U.S. Department of Treasury which I will make part of the record at this point.

[The report follows:]

DEPARTMENT OF THE TREASURY
WASHINGTON, D.C. 20220

October 24, 1975

Dear Mr. Kane:

In response to your request of some days ago, I am sending you information regarding the status the three D.C. retirement systems: Policemen and Firemen, Teachers, and Judges.

The enclosed tables show the current status on both a dollar basis and a percentage of payroll basis. Projected costs are shown only on a percentage of active payroll basis since this measure tends to remain the same regardless of economic assumptions whereas dollar figures do not. Moreover, it is my belief that percentage of payroll figures are much more comprehensible and more meaningful than are dollar figures.

The following unfunded liability figures are furnished for the systems on the assumption that the interest rate will exceed wage and CPI increase rates by a margin of 3%. That is, approximately the same answers are obtained when static wage and CPI assumptions are used with a 3% interest rate, as are obtained by assuming a 4% dynamic wage and CPI increase rate combined with a 7% interest rate.

| System | Unfunded Liability, 9/75 (in millions) |
|---|---|
| Police and Fire | $1,068 |
| Teachers | 513 |
| Judges | 9 |
| Total | $1,590 |

It is emphasized that in a retirement system, unfunded liability figures are meaningful primarily in connection with the possible termination of the system. In an on-going government system termination is not a very important consideration.

More important than being overwhelmed by the size of the unfunded liability figures, is the necessity to consider future expected costs relative to active payroll and to realistically consider the possibility of meeting these costs.

Added to each of the two major tables is a column showing the percentage of payroll required from the D.C. Government in order to finance the system on a level percentage of payroll basis.

In the case of the Police and Fire System the crucial question is, "If it is impossible to come up with 80% of payroll instead of 48% in 1975, how is it possible to come up with 103% in 2025?" In other words, if it is impossible for a government to finance its retirement systems on a level percentage basis, it may be impossible for it to finance its systems at all. Obviously these systems are maturing at a rapid rate. The situation is something like the farmer who lifted the new born calf each morning. One morning he found that he was no longer up to it.

If I can be of further assistance to you please call.

Sincerely yours,

Cedric W. Kroll

Cedric W. Kroll
Government Actuary

## D.C. Policemen and Firemen Retirement System

This system, comprised of 6052 actives and 4732 annuitants as of 9/75 is financed on a pay-as-you-go basis. Actual status is shown for 6/72 and 9/75. Projected status is shown only as a percentage of active payroll.

| Date | Actual active and retired payrolls in millions | | Payouts and receipts as a percentage of payroll under current pay-as-you-go system | | | D.C. Government cost as a percentage of payroll under alternative level percentage method |
|---|---|---|---|---|---|---|
| | Active payroll | Annuities & refunds | Annuities & refunds | Employee contr. | D.C. Govt. cost | |
| 6/72 | $77.7 | $29.0 | 37% | 7% | 30% | -- |
| 9/75 | 91.3 | 50.2 | 55 | 7 | 48 | 80%* |
| 1980 | Projected future salaries and benefits are not shown, as they vary with economic assumptions. However, cost as a percentage of active payroll remains relatively stable. | | 59 | 7 | 52 | 80 |
| 1985 | | | 63 | 7 | 56 | 80 |
| 1990 | | | 72 | 7 | 65 | 80 |
| 2000 | | | 94 | 7 | 87 | 80 |
| 2025 & after | | | 117 | 7 | 110 | 80 |

* In 1975, level percentage financing would have required an additional $29 million from the D.C. Government (32% of payroll).

## D.C. Teachers Retirement System

This system, comprised of 8363 actives and 2450 annuitants as of 9/75 is financed on a pay-as-you-go basis except for the maintenance of a $62 million buffer fund. Actual status is shown for 6/72 and 9/75. Projected status is shown only as a percentage of active payroll.

| Date | Actual active and retired payrolls in millions | | Payouts and receipts as a percentage of payroll under current pay-as-you-go system | | | | D.C. Government cost as a percentage of payroll under alternative level percentage method |
|---|---|---|---|---|---|---|---|
| | Active payroll | Annuities & refunds | Annuities & refunds | Employee contr. | Int. on fund* | D.C. Govt. cost | |
| 6/72 | $97.2 | $16.1 | 17% | 7% | 2% | 8% | -- |
| 9/75 | 132.5 | 25.8 | 19 | 7 | 2 | 10 | 22%** |
| 1980 | Projected future salaries and benefits are not shown, as they vary with economic assumptions. However, cost as a percentage of active payroll remains relatively stable. | | 21 | 7 | 2 | 12 | 22 |
| 1985 | | | 23 | 7 | 2 | 14 | 22 |
| 1990 | | | 26 | 7 | 2 | 17 | 22 |
| 2000 | | | 33 | 7 | 2 | 24 | 22 |
| 2025 & after | | | 42 | 7 | 2 | 33 | 22 |

* Fund is maintained by law at approximately $62 million, or employee contribution equity, whichever is greater. (Employee contribution equity is estimated at 40% of payroll.)

** In 1975, level percentage financing would have required an additional $16 million from the D.C. Government (12% of payroll).

## D.C. Judges Retirement System

This system is considered in two parts (a) judges and retired judges, and (b) survivors. The judges contribute 3½% of salary toward their own annuities. About 80% of the judges contribute an additional 3% toward survivor annuities. All contributions are paid into the survivor fund from which only survivor annuities are paid. Judges' annuities are paid by direct appropriation. Financing is on a pay-as-you-go basis. Actual status of the system is shown only for 9/75. No projections are available at this time.

| Date | Actual active and retired payrolls in millions | | Payouts and receipts as a percentage of payroll under current pay-as-you-go system | | | |
|---|---|---|---|---|---|---|
| | Active payroll | Annuities | Annuities | Judges' contr. | Pmts. from fund* | D.C. Govt. cost |
| | | | Judges and retired judges | | | |
| 9/75 | $2.103 | $0.290 | 13.8% | --- | --- | 13.8% |
| | | | Survivors of judges | | | |
| 9/75 | --- | 0.098 | 4.7 | 6.5% | – 1.8%** | 0.0 |

* Fund is equal to $1.229 million ($0.940 = face amount of investments, $0.289 = cash)
** In addition to interest, fund is growing by 1.8% of payroll annually.

LIABILITY OF D.C. RETIREMENT SYSTEMS

Senator CHILES. The report indicates that the unfunded liability of the three D.C. retirement systems is almost $1.6 billion as of September 1975. The report emphasizes that the unfunded liability is meaningful only in the case of possible termination of the system, such as the current New York situation. But the major proposition is the necessity to consider future expected cost relative to actual payroll and to realistically consider the possibilities of meeting these costs.

In the case of the police and fire system the report says that the crucial question is if it is impossible for the city to come up with 80 percent of the active payroll now required to provide level percentage financing of the system, how is the city going to come up with the 103 percent of payroll that would be required by the present day as you go system in the year 2025?

Mr. HARROD. Sir, I would like to defer that question to Mr. Comer Coppie who is not here and I feel this is in his area and I feel that I am not in a position to give you the answer.

Senator CHILES. Well, I think that is something we would like to have for the record, so you might tell Mr. Coppie that we would like to get his answer.

Mr. HARROD. I will refer that to him.

Senator CHILES. The Senate District Committee has indicated that they will be considering changes to the present retirement system and we will look forward to any improvements they might indicate.

Of course, the Congress has had a lot to do with this, but it seems to me that some reform required in the system that allows a person to invest just an average of $10,500 and receive an average $679,000 in benefits.

RATE OF UNEMPLOYMENT COMPENSATION

Public Law 83–721 and subsequent amendments require the District to pay eligible former District employees during periods of unemployment. In calendar year 1974 the maximum weekly benefit allowable is $117, the most liberal rate in the country. It is estimated that there will be about 3,600 claimants in fiscal year 1976. What is the maximum rate you expect to pay in 1976?

Mr. HARROD. $139, sir.

Senator CHILES. How was this figure arrived at?

Mr. HARROD. Mr. Richardson?

Mr. RICHARDSON. Mr. Chairman, the figure is computed on the basis of the average wage of covered employees in the District of Columbia. It is computed at a rate of 66⅔ percent of that average. This is set forth by the D.C. unemployment compensation law.

For example, in fiscal year ending June 30, 1975, the average weekly wages of covered employees in the District was $207.50-plus, and 66⅔ percent of that was $139.

Senator CHILES. What is the effect of the proposed reductions in city employment on these estimates?

Mr. RICHARDSON. It depends upon the magnitude of the layoffs. We have had pretty stable employment in terms of the private sector and the city government, well over 300,000 every year. If there were an

enormous layoff program there would be an increase in the number of claimants eligible to receive unemployment benefits.

There would be no dramatic reduction in the number of covered employees in the District of Columbia, whereas you could have a much larger nucleus of unemployed persons in the District. So we have had some degree of stability in terms of covered employees in the District, and hopefully that will continue.

Senator CHILES. In view of the fact that the District has to pay these benefits, which is more than the minimum wage, do you believe it would be advisable to require such claimants to perform some type of public service work during this period, such as repairing schools or any other effort to improve the city during this time?

Mr. HARROD. My answer to that would be no, sir. I think we received this question from the committee. The reason for the answer is that, No. 1, I do not see how you could separate the District government employees from the private sector and I would like Mr. Richardson to interject any time he wants. Any such requirement would be binding on the private sector as well as on the District government and I do not see how it would be helpful.

UNEMPLOYMENT LIABILITY

Mr. RICHARDSON. Mr. Chairman, to establish a public service program of any magnitude would require additional expenditures in terms of monitoring a program. You would have to staff facilities to monitor and control the program, and I would be dubious about the end result being that rewarding in terms of an actual savings in the Department.

Senator CHILES. Well, for the record, what kind of controls do you now have monitoring people that are drawing unemployment to determine whether they are seeking to be employed?

Mr. RICHARDSON. Mr. Chairman, each claimant is required in the District of Columbia to report in person to the District Unemployment Compensation Board every 2 weeks, at which time he is asked, "are you able, available and actively seeking work." If the claimant indicates that he has not been actively seeking work or able and available, he is disqualified on that basis.

Senator CHILES. Other than ask that question, what do you do?

Mr. RICHARDSON. We have a built-in control, sir, where we cross match. For example, if a person has filed a claim with the District Unemployment Compensation Board, and they should go to work and fail to indicate in their return that they have worked, we have a system of obtaining data from the private employers in the District of Columbia as well as the District of Columbia government (D.C. Office of Personnel) in which the wages of the individual are reported by the claimant social security number and name. We in turn have a file of claimants by social security number and we have attempted to cross match that file of claimant to the wage reporting data that we get from both the private sector and the District of Columbia government.

This enables us to in some degree detect individuals who may be drawing benefits unjustifiably.

Senator CHILES. Well, that would cover if they were drawing benefits. What additional check do you make to see that they are actively seeking work other than asking them?

Mr. RICHARDSON. We have a form which each claimant must complete biweekly indicating that he had made contact with potential employers in an effort to seek employment.

Senator CHILES. Do you do any checking on that?

Mr. RICHARDSON. We do sporadic checks. We are not staffed to do a complete inventory on every case. But we do spot check these forms that we receive from the claimants.

Senator CHILES. On the form that they sign, is there some penalty for falsifed information?

Mr. RICHARDSON. Yes, sir.

Under the provisions of our act, if we determine that there has been any degree of falsification on the part of the claimant, that claimant can be ruled ineligible for benefits immediately.

ADMINISTRATIVE CONTROLS

Senator CHILES. Any other penalty? Is it a sworn statement?

Mr. RICHARDSON. No. it is not a sworn statement, but it is signed by the claimant, but it is not taken under oath.

Senator CHILES. And there is no penalty other than disqualification?

Mr. RICHARDSON. If we determine that there has been any degree of misrepresentation, the claimant has a potential of being ruled ineligible completely for the remainder of his benefit year. It depends on the gravity of the situation.

Senator CHILES. But the most a person could expect to happen to him if he falsified that was that he could be declared ineligible. There would be no other criminal penalties and no other sanctions for falsification?

Mr. RICHARDSON. Not unless the claimant had received benefits during that period of time. We do endeavor to recover such overpayment. We have an overpayment recovery procedure when we detect such a situation. In many cases it involves litigation. You may recall seeing some articles written in the Star paper a couple of months ago, I believe it was by Mr. Mike Kiernan. The headline read "600 percent increase in cheaters in the District" or something to that effect.

But that was not actually a true situation. The data that he used had been used somewhat out of context because I had talked to Mr. Kiernan, and he was never provided any basis for such a statement.

The truth of the matter was that the overpayment detection in the District of Columbia has been running approximately 1 percent of our total claim load, which is quite the opposite of the statement in the headline prepared for the news release.

Senator CHILES. Well, it just seems like to me that if the only risk that a person takes if they falsify their information is that they might be dropped from the rolls, and there is no other penalty, they are going to be much more prone to take the chance and to falsify it than if there were some kind of a criminal penalty or if they had to sign at least under oath or by weight of perjury.

Mr. RICHARDSON. Well, we rely somewhat on the judgment of the claimant to be honorable and state the situation as it is and hopefully they will not endeavor to commit fraud of any sort.

59-211 O - 76 - 18

QUESTIONS SUBMITTED BY SENATOR CHILES

Senator CHILES. That is all I have for you this morning.

I think that covers it and we will ask you to answer these other questions in the record.

[The questions and answers follow:]

CLAIM FILING AFTER USE OF PAID LEAVE

*Question.* Please explain the impact on the Employees' Disability Compensation program by the employee's using paid leave and then filing a claim later.

Answer. In many instances a temporarily disabled employee will use sick or annual leave during the period of traumatic disability and upon returning to duty or exhausting his leave, files claim for the period that would otherwise have been lost time. Most employees who suffer an on-the-job injury do not have sufficient funds to cover their living expenses during the 45- to 90-day processing period from the last day of work until the first compensation check is received. Therefore, these employees use their sick and annual leave for income maintenance purposes. If an employee has sufficient leave to cover the period of temporary disability he returns to work and files claim for the period of disability. Upon approval of his claim for compensation, the Disability Compensation program pays the compensation costs in lump sum in the fiscal year the claim is approved. The employee then uses the lump sum compensation check to reimburse the District for the amount of annual or sick leave used. Had the employee not used annual or sick leave during the period of temporary disability, the disability compensation program would have met these costs on regularly scheduled basis in the current fiscal or succeeding year of the injury.

ADMINISTRATION OF WORKMEN'S COMPENSATION PROGRAM

*Question.* Why does the U.S. Department of Labor administer the Workmen's Compensation Program?

Answer. Administration of the Longshoremen's and Harbor Workers' Compensation Act has been since its inception vested in the U.S. Department of Labor, or its predecessor(s). Workers in the private sector of the District of Columbia were provided workmen's compensation coverage through an extension to this Act under Public Law 70-419, "An Act to provide compensation for disability or death resulting from injury to employees in certain employment in the District of Columbia", enacted May 17, 1928. This extension made no provision for change of administrative authority of the program or its extensions.

*Question.* What was the backlog in cases in 1974 and 1975?

Answer. The case backlog is as follows:

| Case backlog at June 30: | |
|---|---|
| Fiscal year 1974 | 1,461 |
| Fiscal year 1975 | 1,262 |

## Office of Civil Defense

### STATEMENT OF GEORGE RODERICKS, DIRECTOR

### ACCOMPANIED BY KENNETH E. McNAUGHTON, ASSISTANT DIRECTOR, SUPPORT SERVICES

#### POLICY STATEMENT AND BUDGET SUMMARY

Senator Chiles. The subcommittee will now consider the budget of the Office of Civil Defense.

The budget request is for $150,700 and a total of eight positions, compared to $161,000 appropriated last year, and the positions requested is an increase of one over the base level. The policy statement and budget summary will be made part of the record.

[The statement and summary follow:]

## D. C. OFFICE OF CIVIL DEFENSE

The D.C. Office of Civil Defense was established under Public Law 686, 81st Congress on 11 August 1950, and was placed within the Office of the Mayor under Commissioner's Order 71-259, 27 July 1971. We are now in our 25th year of continuous operation and service to the citizens of the District of Columbia.

The purpose of the Office of Civil Defense is to assist the Mayor to minimize and ameliorate the effects on the people, the Government, the institutions and the structures of the District of Columbia of local emergencies, natural disasters or enemy attack.

The Office of Civil Defense maintains the Mayor's Command Center which provides assured communications for the Mayor and other key officials and also provides a continuous flow of information on situations and conditions in the city that could develop into serious emergency problems. The Center maintains a staff seven days per week and is augmented by additional personnel when situations or conditions warrant. The Office of Civil Defense also maintains an Emergency Operations Center at the Department of Corrections' Youth Center Complex, Lorton, Virginia. This Center is designed as a relocation site for the seat of the District Government in the event of a national emergency.

1. FY 1976 Priorities. The FY 1976 budget was constructed to support the following priority programs:

   a. Improve emergency operational capability to respond to local emergencies or crisis, natural disasters or national emergency situations. These program needs are reflected in requests for 1) an additional position to operate the District Government energy program of petroleum allocation and coordinate government and private sector conservation and 2) a request for funds to replace major communications equipment, over ten years old, which require an excessive level of maintenance.

   b. Prepare a new Natural Disaster Plan for the District of Columbia. Revise those plans in existence including the D.C. Survival Plan which was approved in 1959 and develop area wide contingency plans in cooperation with the Metropolitan Washington Council of Governments.

   c. This office is participating with all local Bi-Centennial groups and organizations in the area of emergency services planning. The Mayor's Command Center will be involved in emergency matters or problems during the Bi-Centennial.

2. FY 1976 Policies. The policies governing the formulation of this budget were:

   a. The number of priority programs will be those emergency programs which demand that a high level of service be maintained.

   b. The level of services for non-priority programs will be maintained in two ways 1) as near to the current level as possible for those programs which are deemed most cost effective and 2) at the highest level attainable under annual budget constraints.

   c. The effectiveness of DC/OCD programs is evaluated monthly in a Director's conference. On short range program problems, due to our small staff, we use the office task force method to rapidly reduce the initial program requirements to a level where it can be handled within branch staff capabilities. The redirection of staff personnel in program maintenance results in minimal redirection of both direct and grant funds.

## SUMMARY OF ACCOMPLISHMENTS

Historically the D.C. Office of Civil Defense from 1950 through the latter part of 1960 was concerned primarily with National Defense Emergency plans, and programs. During this period we developed a Radiological Defense Network, numerous training programs including Civil Defense Adult Education courses, a Civil Defense University Extension Training program at Howard University and city-wide fallout shelter system which today consists of 1300 licensed, marked and stocked emergency shelters.

Operational Capability: In 1968, the Mayor took the first step to establish what has evolved into the Mayor's Command Center. Resolved to overcome the deficiencies encountered by lack of communications, emergency and operational staff capability encountered in the 1968 riots, the Mayor assigned the responsibility for establishment and development of the Mayor's Command Center to the Office of Civil Defense, because of its existing emergency operations staff and communications capability. This unique Command Center concept provides emergency support and information to the Mayor, other officials of the District Government and key officials and agencies of the Federal establishment.

Emergency Operations: The Mayor's Command Center is operational 24 hours a day, seven days a week. The Center is manned 16 hours per day, seven days a week utilizing the staff of the District of Columbia Office of Civil Defense. This staff monitors potential emergency situations, scheduled and spontaneous, such as demonstrations, strikes, power outages, severe weather, ground, air and rail accidents, citizen emergencies and

energy emergencies. The Center is in continuous contact with the Mayor, and other key District and Federal officials who receive immediate notification and briefings on emergency situations as they occur.

The Public Fallout Shelter System: Since the initiation of this national program in 1962, the D.C. Office of Civil Defense has maintained this network of protective buildings and emergency supplies. As the supplies become excess to the needs of the system, they are utilized to support local needs. Excess first aid supplies are used to 1) support Red Cross, church and schools first aid training programs; 2) support the Department of Human Resources and American Red Cross field medical stations and ambulances during major demonstrations in the city.

Excess civil defense rations have been donated to several local soup kitchens and other charity organizations. In addition 35 tons of civil defense rations in excess to the needs of the city have been donated to African nations and Bangladesh.

Emergency Planning: There are three areas of emergency planning developed in this office. The areas are local emergencies, natural disaster and national emergencies. We developed the Emergency Power Plan to cope with the effects of power shortages or outages, and are currently developing a disaster plan for the city in concert with HUD, FDAA and DCPA.

Interagency Relationships: Since our agency has the primary responsibility for the civil defense program within the city, it is necessary to coordinate our efforts with District and Federal agencies, private organizations and citizen groups, and area-wide bodies such as the Metropolitan Washington Council of Governments.

Community Assistance: One of our most important functions is to provide citizens with emergency information. Access to emergency government services is available because the Mayor's Command Center is operational 24 hours a day and it is widely known that emergency assistance can be obtained thru the Command Center in matters such as water, heat, electricity, gas, and fuel oil. In addition citizens seek our help when faced with eviction, need for medical assistance, consumer problems, and food shortages at times when appropriate agencies are closed.

The success of the Mayor's Command Center in support of the citizen needs can be attributed to our highly flexible and trained staff.

Communications: The radio, telephone,teletype systems in our offices to warn of enemy attack upon the United States are also used daily to support normal administrative and local emergency requirements of the city. The two warning systems, which we operate, the National Warning System (NAWAS) and the Washington Area Warning System (WAWAS) are both used to support local as well as national emergency communications needs. The NAWAS is available to the Mayor when there is a need to communicate with other state capitols and chief executives. The WAWAS, which

connects all civil defense, police, fire, major military headquarters and additional selected agencies in Washington Metropolitan Area is used 24 hours a day to report and coordinate metro area problems or emergencies.

The D.C. Office of Civil Defense radio system is the emergency command and control network that connects officials of major departments and agencies of the District Government with the Mayor's Command Center.

## OFFICE OF PETROLEUM ALLOCATION

The Office of Civil Defense by direction of the Mayor conducts petroleum allocation functions for the District of Columbia.

The office receives and processes hardship petitions for gasoline and fuel oil from citizens, local business, industry and government agencies. Each month this office maintains an inventory of petroleum products (set-aside) that we have available for emergency use. Each month we use a portion of our emergency set-aside gasoline to keep stations open at hours convenient to the public.

During the period November 1973 through December 1974 this office processed requests for petroleum products as follows:

a. 9,459,480 gallons of motor gasoline to citizens, business, contractors, hospitals, and Federal agencies

b. 141,800 gallons of home heating oil to citizens of the District of Columbia

c. 266,535 gallons of diesel fuel to contractors, fuel oil companies and other organizations engaged in operations in the District of Columbia.

Of the total 14,912,812 gallons of set-aside for all products authorized for distribution in the District of Columbia, 9,867,815 gallons were used to alleviate hardship situations during the crisis period.

FY 1976 Programs and Plans: Our agency has no capital improvements needs so my comments will be addressed solely to justification of the 1976 FY operating budget request. In the coming year the D.C. Office of Civil Defense will continue in the dual role of (1) managing the national civil preparedness programs in the areas of communications and warning, the fallout shelter system, radiological defense activities, emergency operational readiness, contingency planning and (2) continue development of the office as a staff arm of the Mayor to assist in the solution of normal emergency city problems.

Due to the small staff available to accomplish the seven day per week missions of this office we are constantly re-ordering our programs and

planning emphasis. Only in this manner can we deliver necessary program services.

Federal Grants: Of the DC/OCD FY 1976 appropriation, 97% was eligible for Federal matching funds. Barring a reduction in the appropriation of the Defense Civil Preparedness Agency in FY 1976, we can expect this past level of support to continue.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Office of Civil Defense

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 8 | $159.8 | 8 | $161.0 | 8 | $150.7 | ... | -$10.3 |

Analysis of 1976 Change:

| | | |
|---|---|---|
| Base adjustments: | | |
| 1. Non-recurring - pay raise supplemental ... | ... | -3.7 |
| 2. Base reductions ..... | -1 | -33.1 |
| Total, base adjustments ..... | -1 | -36.8 |
| Program increases: | | |
| 1. Pay raise annualization ..... | ... | +5.0 |
| 2. GS-9 Energy Program Coordinator ..... | +1 | +4.0 |
| 3. Equipment replacement ..... | ... | +10.0 |
| 4. Other support costs ..... | ... | +7.5 |
| Total, program increases ..... | +1 | +26.5 |

BUDGET REQUEST

Senator CHILES. Mr. Rodericks, the Director, will support this request.

Mr. RODERICKS. Mr. Chairman, I have with me Mr. Kenneth McNaughton, who is my administrative officer.

The budget for fiscal year 1976 for our office is about $10,000 less than the budget for the previous fiscal year. That came about because we asked the administration to let us have one GS–9 energy coordinator to help us carry on the assignments to handle the energy fuel allocation program for the city government.

The City Council at our hearing determined that I had a vacancy in the Deputy Director position, which I was unable to fill because of current restrictions and the City Council took the position that a fair trade-off would be for them to eliminate the Deputy Director and let me have the GS–9, and also as part of the trade-off to let me have $10,000 to replace some communications equipment for the emergency broadcasting system which was about 15 years old.

That represents our budget for the net difference of a minus $10,000 over the previous year.

EMERGENCY OPERATIONS CENTER

Senator CHILES. Why is the Emergency Operations Center located in Lorton? Is that not kind of close in the event of nuclear attack?

Mr. RODERICK. Mr. Chairman, that is in response to request by the National Security Council made of the city government in 1958, when the Security Council was asking all Federal agencies to place a relocation site outside of the city within a 300-mile arc of Washington. The site we have is in our reformatory at Lorton. It is an underground location. It was surveyed by the Army Corps of Engineers and under the standards set by 1960 attack patterns it was considered to be relatively secure.

It is only manned on a part-time basis for testing the equipment, but it is part of our relocation plan.

Senator CHILES. Thank you very much.

## Office of Consumer Affairs

**STATEMENT OF MS. TERESA CLARK, DEPUTY DIRECTOR**

**ACCOMPANIED BY JAMES DREW, EXECUTIVE SECRETARY, CONSUMER DIVISION**

### BUDGET REQUEST

Senator Chiles. The next department is the Office of Consumer Affairs with a request of $297,500 and a total of 18 positions, compared with $289,800 appropriated last year and the number of positions is the same. The policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

## OFFICE OF CONSUMERS AFFAIRS

The Office of Consumer Affairs, as part of the Executive Office of the Mayor, was authorized by the Congress in fiscal 1974, P.L. 93-91 approved August 14, 1973. The office was formally established by Commissioner's Order 73-225 dated October 3, 1973.

The Office of Consumer Affairs is mandated to provide a comprehensive consumer protection program for the District of Columbia. The office will continue its initial thrust to develop policies and procedures necessary to (1) provide consumer education and research programs for long term consumer protection; (2) provide a centralized enforcement capability for consumer complaints, and (3) coordinate existing consumer protection activities for maximum effectiveness.

The budget request of $297,500 is to continue the office's mandate of developing and providing comprehensive consumer protection for the District of Columbia. Our emphasis to date has been placed on individual complaint resolution.

Of the $36.2 in increases requested for fiscal 1976, $26.7 is for annualization of new positions authorized for 1975 to implement the city's consumer goods repair regulation. An additional $9.5 is requested for pay annualization.

In its initial year of operation (December 1973-December 1974) the Office of Consumer Affairs responded to approximately 16,000 complaints and inquiries. Savings of approximately $75,000 to the citizens of the District of Columbia were realized from our efforts.

Our educational programs are centered around conferences, development of a consumer curriculum for the D.C. Public Schools, speaking before consumer groups, schools, churches, civic groups, and preparing brochures and timely consumer tips that have reached thousands of District residents. No monetary value can be placed on these types of activities.

The office has and will continue to suggest and assist in preparing legislation deemed necessary to protect District consumers. It will also continue to administer and enforce consumer regulations such as the Consumer Retail Credit Regulation (City Council Regulation 71-18), June 1, 1971; the D.C. Consumer Credit Protection Act of 1971 (P.L. 92-200), and the Consumer Goods Repair Regulation (City Council Regulation 74-3), July 15, 1974. Even though these are the principal regulations assigned to the office, support is rendered in other areas and with other District agencies involving consumers and businessmen.

Complaints are referred to other agencies when it is determined that jurisdiction rests with those agencies. However, the Office of Consumer Affairs continues to monitor complaints it refers to other agencies. In working with other agencies, public and private, we bring about the coordination needed for positive results.

Commissioner's Order 73-225 also established an Advisory Committee on Consumer Affairs and an Interagency Coordinating Committee. The Office of Consumer Affairs' staff serves as principal staff resources for these committees. Again, the aim is to bring about a more coordinated effort to those with responsibilities in the area of consumer protection.

Involvement in the Rent Moratorium of May and June 1974, initiating free checking accounts for senior citizens, and service at the Mayor's Command Center during the energy crisis are some of the other varied activities this office has been active in.

The Office of Consumer Affairs' first year has been challenging. We look forward to the next year, thinking in terms of how we might create a marketplace where consumers feel secure and business feel unafraid to operate. We will continue to work in an atmosphere of mediation and goodwill to accomplish our goals.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Consumer Affairs

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 14 | $150.4 | 19 | $289.8 | 18 | $297.5 | -1 | +$7.7 |

Analysis of 1976 Change:

| | | |
|---|---|---|
| Base adjustments: | | |
| 1. Non-recurring equipment cost ..... | ... | -3.0 |
| 2. Transfer out: Department of General Services - space rental ..... | ... | -7.8 |
| 3. Base reduction ..... | -1 | -17.7 |
| Total, base adjustments ..... | -1 | -28.5 |
| Program increases: | | |
| 1. Pay raise annualization ..... | ... | +9.5 |
| 2. Annualized cost of new positions authorized in fiscal year 1975 ..... | ... | +26.7 |
| Total, program increases ..... | ... | +36.2 |

INTRODUCTION OF ASSOCIATES

Ms. CLARK. Mr. Chairman, I should tell you first that Mr. William Robertson, who is listed as director of the Office, resigned as of January 9. That accounts for my being here. Here with me is James Drew, Executive Secretary for the Consumer Division.

Also, I would like to say that during the time that Mr. Robertson was Director of the Center, my responsibilities did not include any budgetary matters, and I am not as familiar with the budget as I would like to be, but I would be happy to try to answer some questions.

QUESTION'S SUBMITTED BY SENATOR CHILES

I have just this morning received the list of questions that you intended to ask, and I would be happy to provide the details of these in writing.

Senator CHILES. All right, if you would like to submit those for the record, that will be satisfactory.

[The questions and answers follow:]

DISTRIBUTION OF FUNDS AND POSITIONS

*Question.* How will the 18 position and the $297,500 requested for 1976 be distributed among the responsibilities of the office; i.e., regulation of Consumer Retail Credit; regulation of the repair of consumer goods; and other areas?

Answer:

Complaint Investigation and Enforcement: Ten positions and approximately 42% of total budget will be distributed to complaint investigation and enforcement of laws.

Legislation, Coordination and Administration: Four and one half positions and approximately 26% of the total budget will be distributed to legislation, coordination and administration.

Consumer Education and Research: Three and one half positions and approximately 17% of the total budget will be distributed to consumer education and research.

Other: The additional 15% of the requested budget will be distributed among the following:

Board Compensation
Travel and Transportation
Communication Utilities
Printing and Reproduction
Other Services
Supplies and Materials
Equipment

OUTLINE OF FISCAL YEAR 1975 OFFICE ACTIVITIES

*Question.* The activities described in the opening statement on Page BT–1 seem to relate to FY 1974. Please provide an outline of the office's activities in FY 1975?

Answer:

I. Complaint Investigation and Enforcement:

A. Investigated 1,960 written complaints.

B. Responded to 10,074 advice and counsel complaints.

C. Saved consumer $49,050. This amount represents the total of actual refunds or extra charges which consumers did not have to pay as a result of Consumer Affairs intervening.

D. Registered 676 retail sellers and sales finance companies as required by the Consumer Retail Credit Regulation.

E. Licensed 504 motor vehicle and electronics equipment repair dealers as required by the Consumer Goods Repair Regulation.

F. Held briefing sessions on consumer protection regulations for businesses to be regulated, so that they became aware of requirements for compliance.

G. Developed and published in the District of Columbia Register, rules

governing procedure and practice in relation to complaints alleging violations of the Consumer Retail Credit Regulation.

II. Consumer Education and Information:

A. Made 177 presentations before 13,000 consumers (civic groups, schools, & community groups) in the form of workshops, panels, speeches, etc.

B. Prepared weekly consumer articles to eight newspapers.

C. Sent weekly consumer information spot announcements to 15 radio and television stations.

D. Developed curriculum guide for and with the D. C. Public Schools.

III. Coordination:

A. Held monthly meetings with representatives of consumer groups, neighborhood organizations and government agencies with consumer responsibilities. Activities of these meetings include:

1. Briefings on proposed consumer protection legislation, both at the local and federal levels.

2. Recommendations to City Council and the Office of Consumer Affairs concerning such proposed legislation.

3. Agreeing to sponsor joint projects such as the Consumer Mobile Program in which a mobile unit traveled from neighborhood to neighborhood to carry consumer information to residents who were not likely to participate in consumer workshops, classes, etc.

4. Identify areas where consumer protection legislation is needed.

5. Identify areas where there is poor enforcement of consumer protection laws.

B. Held meetings with businesses and presented consumer views on reoccurring problems.

### Auto and TV Repair Program

*Question.* How is the office administering the auto and TV repair program? What has been the level of complaints and how have they been settled?

Answer. The Consumer Goods Repair Regulation is administered by the Board of Consumer Goods Repair Services and the Consumer Affairs staff. Motor vehicle and electronics equipment repair dealers apply to the Board for licensing. A surety bond and a copy of estimate and final-bill forms must be filed with Board as a prerequisite of licensing. The Board held a public hearing and conducted investigations to determine the need for amending the Regulation to include large appliances. A transcript of the hearings, results of the investigations and recommendations were sent to the City Council.

The Board developed rules governing procedure and practice in relation to complaints alleging violations of the Regulation. These rules of procedure were published in the District of Columbia Registrar.

Complaints are received and investigated by staff. If the problem cannot be resolved, it is referred to the Board with recommendations. The Board may decide to issue a letter of intended action or, in cases where emergency action is needed, the Board may refer the case to the Corporation Counsel's office for legal action.

The Board has licensed a total of 504 dealers. This represents all of the motor vehicle and electronics repair dealers doing business in the District of Columbia except 37 small dealers who cannot secure surety bonds. The Board has developed and recommended to the City Council, a proposed amendment to the Consumer Goods Repair Regulation which would serve as an alternative for bonding by insurance companies, while at the same time providing the intended protection for the consumer.

The Board has issued 19 letters of intended action and 2 Cease and Desist Orders.

During fiscal 1975 the staff and/or Board handled 221 complaints concerning motor vehicle and electronics equipment repairs. 90% of the 138 vehicle repair complaints have been resolved to the satisfaction of the consumer and dealer. From 70% to 75% of the electronics equipment complaints have been resolved to the satisfaction of the consumer and dealer.

### Advisory Council on Consumer Affairs and Interagency Coordinating Committee

*Question.* Who are the members of the Advisory Council on Consumer Affairs and the Interagency Coordinating Committee? What do these groups do? How much staff time is used in support of these groups?

Answer. Attached is a list of names of the Advisory Committee which is made up of government, citizens, and business members.

The Interagency Coordinating Committee is composed of the government members of the Advisory Committee.

The Advisory Committee performs the following functions:

(1) Sponsor and encourage public discussions of issues related to consumer protection.

(2) Recommend programs and priorities in the effort to assure consumer protection.

(3) Aid the Director of the Office of Consumer Affairs in the formulation of the Consumer Protection Plan and recommend proposed legislation and regulations relating to consumer protection.

(4) Be available to assist the Director in informing the public of the existence of laws, regulations, guidelines or other materials concerning consumer rights and standards of fair treatment.

(5) Cooperate with consumer-related agencies, groups, and individuals in the metropolitan area to improve area-wide consumer protection efforts.

(6) Advise the Director concerning proposed consumer protection legislation.

The Interagency Coordinating Committee recommends to the Director, procedures to strengthen and promote the program of the Office of Consumer Affairs, and facilities the exchange of consumer information within the District Government. Each of these agencies has consumer related responsibilities. Exchange of information between these agencies results in better service to the citizens of the city.

Staff time required for support of these two committees varies. The Advisory Council meets at least once a month from one to two hours. For the first year of operation, three to four OCA staff members were involved in these meetings to familiarize the Counicl with office activities. Currently, however, one to two staff members attend the meetings. Other staff members are utilized as needed for special projects or concerns of the Council. An additional 3–4 hours of staff time may be used per month for secretarial activities such as transcribing the minutes of the meetings, correspondence, etc.

The Interagency Coordinating Committee meets less frequently, usually when there is a specific need for coordination among the participating agencies.

ADVISORY COMMITTEE

CONSUMER AFFAIRS

*Citizen members*

Mrs. Iraida D. Vivas, 4415 Ridge Street, Chevy Chase, Maryland 20015; 656–8492

Ernest G. Allen, Administrative Assistant American Association on Mental Deficiency, 5201 Connecticut Avenue, N.W., Washington, D.C. 20015; 244–8143

Julian D. Branch, Ret. Maj. USA, 1503 Delafield Place, N.W., Washington, D.C. 20011; 882–6416

Mrs. Ann W. Brown, 3005 Audubon Terrace, N.W., Washington, D.C. 20011; 244–4080

Mrs. Erma Collins, 1619 Gales Street, N.E., Washington, D.C. 20002; 397–4663

Mrs. Emma Mimms, Consumer Protection Branch, United Planning Organization, 1021 14th Street, N.W., Washington, D.C. 20005

Mrs. Genevieve N. Johnson, 432 24th Street, N.E., Washington, D.C. 20002; 396–4788

*Government members*

Bailus Walker, Director, Environmental Health Administration, 801 North Capitol Street, N.W., Washington, D.C.; 629–3013

Abraham Greenstein, Housing Division, Department of Economic Development, 614 H Street, N.W., Washington, D.C. 20004; 629–3235

Dr. James T. Guines, Associate Superintendent for Instructional Services, D.C. Public Schools, 415 12th Street, N.W., Washington, D.C.; 737–1062

Albert Russo, Assistant Director Department of Human Resources, District Building, Washington, D.C.; 629–3079

Maximilian Wallach, Superintendent Department of Insurance, 614 H Street, N.W., Washington, D.C. 20004; 629–4515

*Business members*

Douglas W. Tindal, Managing Director, Better Business Bureau, Perpetual Building, Washington, D.C. 20004; 393-8031

Leonard Kolodny, Manager Retail Bureau, Metropolitan Washington Board of Trade, 1129 20th Street, N.W., Washington, D.C. 20036; 659-6490

James M. Goldberg, Attorney-at-Law, 1725 DeSales Street, N.W., Washington, D.C. 20036; 833-8078

CONSUMER AFFAIRS

5. Provide a listing of by job title, grade, and salary of 18 positions budgeted for 1976?

Response:

| | |
|---|---|
| GS-15—Director | [1] $31,309 |
| GS-14—Deputy Director | 27,756 |
| GS-12—Consumer education specialist | 20,032 |
| GS-12—Executive secretary, Consumer Goods Repair Board | 19,386 |
| GS-11—Chief investigator | 16,797 |
| GS-11—Research specialist | [1] 16,255 |
| GS-11—Consumer adviser (automotive) | 16,255 |
| GS-11—Consumer adviser (part time) | [1] 8,126 |
| GS- 9—Administrative assistant | 14,380 |
| GS- 9—Consumer adviser | 14,829 |
| GS- 9—Consumer adviser | 13,931 |
| GS- 7—Consumer adviser | 11,414 |
| GS- 7—Consumer adviser | 11,414 |
| GS- 7—Consumer aide | 11,046 |
| GS- 5—Secretary | 9,223 |
| GS- 5—Clerk-typist | 11,011 |
| GS- 5—Clerk-typist | 9,223 |
| GS- 4—Clerk-typist/receptionist | 8,242 |

[1] Vacant.

## Bicentennial Programs

**STATEMENT OF DR. A. KNIGHTON STANLEY, EXECUTIVE DIRECTOR, D.C. OFFICE OF BICENTENNIAL PROGRAMS**

**ACCOMPANIED BY:**

**ROBERT LESTER, ADMINISTRATIVE OFFICE**

**DR. RAYMOND STANDARD, ASSISTANT DIRECTOR FOR LOGISTICS**

**JAMES LUCORE, ASSISTANT TO DR. STANDARD FOR TRANSPORTATION**

### BUDGET REQUEST

Senator Chiles. Our next budget estimate is of the Bicentennial programs, $1,981,100. This compares with $150,000 appropriated last year. The opening policy statement and budget summary will be made part of the record.

[The statement and summary follow:]



59-211 O - 76 - 19

## OFFICE OF BICENTENNIAL PROGRAMS

Fiscal year, 1976, is the year which commemorates the Nation's Bicentennial anniversary. As the Nation's Capital, the District of Columbia has a focal role to play in that observance. Being the news center of "national" affairs, the seriousness and skill demonstrated here in marking the occasion will significantly affect the tone of the Bicentennial throughout the country. It will reflect the degree of genuine interest and commitment of national leadership in the event and will accordingly act to inspire and encourage the same type of interest and commitment in the rest of the country. In addition, it will demonstrate whether the District under its new home rule status has the talents and capabilities to produce a quality program of both local and national significance.

Realizing the opportunities as well as responsibilities which this situation provided the City, the Mayor created in December, 1971, a Commission and Assembly of citizens from all parts of the City to advise him on the matter. These groups met, conferred with other, deliberated and developed a series of recommendations on how best to observe the occasion. In December, 1973, the Mayor created the Office of Bicentennial Programs and charged it with responding to the recommendations of the Commission and Assembly by developing a plan of official implementation. After consultation with officials of the Commission and Assembly and with officials of major Federal agencies and policy groups, the following proposals are submitted for FY 1976 funding. They represent the recommended role of the District Government in a Bicentennial program for Washington.

At this point a word should be mentioned about the respective funding responsibilities. Since most of the visitors who will come to the District in 1976 will come because it is the Nation's Capital, the Federal Govern-

ment shares funding responsibilities for many of the programs which will be aimed primarily at those visitors. To a certain extent it has accepted that responsibility and will be sharing support through (1) a program of special projects by Federal agencies, such as the National Park Service and the Smithsonian, (2) assistance in meeting certain visitor logistical requirements, such as special transportation services, and (3) support for some experimental social (non-construction) projects for City residents, such as special services for senior citizens during the Bicentennial.

In addition to the Federal Government there is the private sector which also shares responsibility for support of the District's Bicentennial Program. Specific program proposals have been developed and submitted to representatives of that sector, and these have emphatically responded that they are prepared to join with their support provided there is sufficient commitment and leadership by the District and Federal Governments.

As the local government for the District, the District Government has a large share of the support responsibility for a Bicentennial Program here. This share includes two aspects. The first is the supplying of sufficient normal municipal services to handle the projected increase of visitors in 1976. This role is the same as the City must provide for all events which attract an unusual number of people to the City, ranging from football games to Presidential Inaugurals. Those agencies which anticipate a higher work level in 1976 because of the expected surge of visitors are indicating the same in their budget submissions for FY 1976. The second aspect of the District Governments' support responsibility for the Bicentennial is represented by the attached proposals. These are a series of projects which have two major objectives: (1) taking advantage of the Bicentennial to increase substantially the economic benefits of tourism for the City and at the same time serve visitors better; and

(2) educating and inspiring residents about their City's heritage and the tremendous talents and resources which the District possesses.

Fiscal year, 1976, will be fiscally austere for the City, and that condition will likely persist for a long time. The Office of Bicentennial Programs and the Commission and Assembly are well aware of the fact and have incorporated it in the attached submission. This is reflected in the following manner: the proposed programs only include a minimum level of activities in each priority program area and are designed to be one-time activities with no requests for permanent positions or multi-year commitments. These are proposals for deliverable products, whether heritage exhibits, visitor information centers or a children's park. With the exception of increased support for the Commission, these proposals are not for increased staff or new organizational units. They are for visible, tangible, concrete activities during the Bicentennial year. This may seem a far cry from the comprehensive visions of earlier discussions and plans. But while OBP and the Commission would have liked to propose a far greater undertaking to mark the Bicentennial, the attached programs will provide a core of programs and projects around which a larger public and private program can be linked that will reflect the quality of local talent and skills, and dedication and pride in national ideals and achievements.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Bicentennial Programs

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| ... | $150.0 | ... | $150.0 | ... | $1,981.1 | ... | +$1,831.1 |

Analysis of 1976 Change:

| | | |
|---|---|---|
| Program increases: | | |
| 1. Director's salary and benefits ..... | ... | +38.0 |
| 2. Private sector development activities | ... | +122.0 |
| 3. Visitor promotion and services ..... | ... | +580.0 |
| 4. State and international programs ..... | ... | +41.0 |
| 5. Festivals '76 ..... | ... | +226.1 |
| 6. Heritage activities ..... | ... | +124.0 |
| 7. Kingman Island development ..... | ... | +200.0 |
| 8. Neighborhood improvement ..... | ... | +500.0 |
| Total, program increases ..... | ... | +1,831.1 |

INTRODUCTION OF ASSOCIATES

Dr. STANLEY. Thank you very much, sir. I have with me this morning to my right, Mr. Robert Lester, who is Administrator of the Office of Bicentennial Programs and to my left, Dr. Raymond Standard, who is working with our health services in the District, and Mr. James Lucore, who is working with our logistics center.

I do have a prepared statement, and I am prepared to summarize that, and I also have copies for you.

Senator CHILES. That would be fine.

OPENING STATEMENT

Dr. STANLEY. Mr. Chairman, I am honored to have the responsibility of appearing before you today to present the District's request for Bicentennial funding; 1976, which will herald this Nation's 200th birthday, will itself be a historic year. Because of the occasion and because it is the Nation's Capital, the city of Washington will receive exceptional attention and visitation.

The District's Bicentennial program has two basic responsibilities: first of all to be host-trustee to the Nation during the Bicentennial event and, second, to enable the people of the District of Columbia proper to participate in the Bicentennial. As host-trustee, we join hands with the Federal Government to extend a warm welcome to the millions of Americans and thousands of citizens of the world who will visit this capital city.

The programs delineated in the budget before you are designed to meet the city's twofold responsibility. The request for funding is at a minimal cost level and for singular appropriations. The duration of the Bicentennial programing is limited, not to exceed calendar year 1976. This budget anticipates the unique and temporary nature of the Bicentennial. There is no provision for permanent positions or programs. Detailed or grant-funded personnel provide the basic support for staff which we need. Their support will enable the District Government to wholeheartedly host a Bicentennial which will be a memorable one and inspiring to the people of the city, as well as to the people of the Nation and the people of the world.

Senator CHILES. Thank you for your statement. I notice there is included in the budget $1,981,100 for city Bicentennial programs plus there is a $2,285,000 as a reserve in the financial plan for police overtime. There is also in the Fire Department request an increase of 22 positions and $72,200 to establish two more emergency ambulance units due to the influx of Bicentennial visitors. This is a total of $4,339,300 in District funds contributed to the Bicentennial, and there are an additional $1,250,000 in Federal grant funds expected this fiscal year in connection with the Bicentennial.

What is the latest estimate of visitors expected to the metropolitan area in 1976 and how does this relate to the usual large number of tourists who visit Washington annually?

ESTIMATES OF VISITORS

Dr. STANLEY. Sir, the figure that our office has projected and has held to is 35 million. There have been other figures also; for example, the White House Task Force has a projection of 17.2 million; the ARBA study projected 27 million. This was from a sampling across the Nation. The difference between our figure and the White House figure rests with the base with which both of us started. Both of us project a 25-percent increase over against the base figure.

In our 35-million figure, sir, the increase that we project in visitation because of the Bicentennial is 8.8 million, 5.5 million of which come from outside the metropolitan area, and about 3.3 million come from the metropolitan area per se. It is our belief that if we get a good spread in time in those visitors, that we are able to house, accommodate, and to feed them, but, of course, if there is heavy visitation during a peak period, and we do not get a good spread, then we do have problems with accommodations, both lodging and food.

Senator CHILES. Now, you are saying that the difference between yours and the White House figures is based on the base that you start off with?

Dr. STANLEY. That is correct, sir.

Senator CHILES. So, you are starting off that you have more people anually now than they use?

Dr. STANLEY. That is correct, and it is very difficult to get a fix on that base because adequate records have not been kept.

Senator CHILES. Well, you are an awful long ways apart. You are not just 5 percent, plus or minus.

Dr. STANLEY. No; it is widespread, sir.

Senator CHILES. You are closer to 100 percent, in fact more than 100 percent.

MANAGING BICENTENNIAL TRAFFIC

What is the current status of the overall metropolitan area program for managing the traffic of the crowds expected for the Bicentennial?

Dr. STANLEY. Sir, as you know, the Congress appropriated $7.5 million to the U.S. Department of Transportation for the transportation and parking plan for Metropolitan Washington. The bulk of that money will go to WMATA.

They have to prepare grant applications over against the $7.5 million appropriations and the moneys will go for these kinds of services: There will be fringe parking in three locations—at the RFK Stadium in the city of Washington, at the north lot of the Pentagon, and at the Fort Myers site of the Arlington Cemetery—providing 15,000 fringe area parking places in the area.

There will also be shuttle service to the parking area.

Senator CHILES. How often will that shuttle service be leaving?

Dr. STANLEY. The shuttle buses which serve fringe parking areas will operate in a circular pattern. During any given hour of operation there will be from 50 to 60 buses on the line. The service will run during off-peak hours for very obvious reasons. Additionally, there will be 17 radial buslines which originate from the return to the Mall area. They are designed to provide transportation for visitors who desire board and lodging and who wish to visit sites of interest in up-

town and suburban areas. The buses on each of these 17 lines will depart and return at 30-minute intervals and operate during off-peak hours.

Senator CHILES. It will run in the off-peak hours?

Dr. STANLEY. That is right. That would be between about 9:30 in the morning and 3:30 in the afternoon and begin again after 6 p.m.

Senator CHILES. Has anyone thought of building some kind of temporary link between lot 8 at the RFK Stadium and the end of the Southeast Expressway in order to keep those buses off the city streets? Would not a temporary roadway be a big help to the police and to the stadium in connection with the traffic situation, not only for the Bicentennial, but also for Redskins games and other large events?

Dr. STANLEY. Sir, as I understand it, and my report is as late as Friday of last week, that the temporary roadway has been designed and is a part of the plan for RFK.

Senator CHILES. Do you have an estimate of the cost of the construction of that temporary roadway?

Dr. STANLEY. According to estimates from the Department of Highways and Traffic, the temporary roadway from RFK Stadium to Barney Circle will cost $60,000.

### EFFECT OF DELAYED APPROPRIATIONS

Senator CHILES. In view of the delay enacting the city budget, will there not be some aspects of the Bicentennial program for which funds will no longer be required?

Dr. STANLEY. No, sir. We do not believe so. We are prepared; we are in place in terms of staff and in terms of program plans and design; and, therefore, we believe that we can move forward, and there should be no decrease nor deletions in our budget or program.

### DEVELOPMENT OF KINGMAN ISLAND

Senator CHILES. There is $200,000 in the budget for the development of Kingman Island as a Bicentennial children's island. Can the island be developed for $200,000, or is other funding planned?

Dr. STANLEY. No, it cannot be developed for $200,000. The amount that we project, sir, is $3 million. We hope to secure that with Federal grants. We have had some in-kind services from private industry. We are receiving assistance from the Army Corps of Engineers, and we hope to receive significant funding from the private sector.

### HUMAN KINDNESS DAY

Senator CHILES. In the Interior appropriations bills the funds were denied for Human Kindness Day. Does the city have any plans to provide the support for a Human Kindness Day? How have the tragic events of the Human Kindness Day affected the planning for the District's Bicentennial program?

Dr. STANLEY. Sir, they have, indeed, affected planning for Bicentennial programs, I think in a very positive way.

Immediately after the Human Kindness Day incident, the Mayor appointed a task force to design procedures for social events in the

city of Washington; and this task force was composed of a multiplicity of District agencies which relate to special events, both out-of-doors, and indoors, in the city of Washington. We came forth with the guidelines which are extensive. We also worked in conjunction with the National Capital Park Service and the National Capital Park Police.

As you well know, when an event of that nature is planned and executed, it not only involves police protection of both the District Government and the National Capital Park Police, but also softwear services that must be brought in for crowd control.

To my knowledge, a request has not come forth for Human Kindness Day. Certainly the kind of softwear protection and police protection for traffic control and crowd control that will be required on the mall is still in place because there is a very thick calendar of events scheduled for the mall. These events will require the same kind of monitoring and the same kind of personnel for crowd control, especially in the softwear area.

QUESTIONS SUBMITTED BY SENATOR CHILES

Senator CHILES. We have some other questions for you to answer in the record but I think that covers it for the morning. Thank you.

[The questions and answers follow:]

OPERATING COSTS OF D.C. BICENTENNIAL PROGRAM

*Question.* Is it correct that the operating costs of the District's Bicentennial Programs are all being paid by a grant from the Federal Government and that the various programs will be funded by District appropriations?

Answer. The answer is yes. Federal grant funds however, have provided pilot funding in 1975 for such programs as CURB, State Days and City Celebration's Kids Day.

*Question.* Why does the $81,000 in base salaries continue in 1977?

Answer. The $81,000 does not continue in 1977. The Budget is based on a fifteen month period to carry programs forward until the end of FY 1976 in September 30, 1976.

INFORMATION CENTERS

*Question.* What will be provided by the two City information centers that won't be available at the National Visitors Center and Park Service kiosks?

Answer. The information centers run by the City will feature information and displays on City projects and programs and on City life and institutions (public and private). The Federal government will sponsor an information center in the Great Hall in the Department of Commerce building at 14th and Penn. Avenue, N.W., which will be the main information center until the Visitors Center will open on July 4th and will be the major supplementary center thereafter. The Federal Government has offered the City the opportunity to participate in the Great Hall Center. The funds in the D.C. Budget will enable the City to host a section of that center information kiosk at 12th and Penn. Avenue, N.W. across from the old Post Office.

*Question* Was there a fall City Celebration?

Answer. There was a City Celebration Kids' Day on the Mall on October 27, 1975. The focus was on games, performances, food, etc. for elementary school age children. An all inclusive City Celebration is planned for May 22–23, 1976, provided these funds are appropriated.

CAPITAL JAZZ FESTIVAL

*Question.* The budget for the Capital Jazz Festival planned in April 1976 makes no provision for paying performers? Is this festival to include only local performers?

Answer. The Festival is to include national as well as local jazz performers. We hope to get as much of the talent as possible donated as contributions to the National Capital Bicentennial Celebration. However, we shall raise funds from private sources for performers when it is necessary.

ADMISSION CHARGES TO ACTIVITIES

*Question.* Are there to be admission charges to any of the Bicentennial activities? Baltimore recently had a highly successful city fair and charged admission to the grounds.

Answer. There will be no admission charges for the Bicentennial activities outlined in the Budget. There may be special activities such as dinners and other events for which a fee may be charged.

Baltimore has had a city fair for several years and had built a large constituency for that event. It also has been able to host the event in a scenic area that can be confined for purposes of admission charges. The City hopes through the programs requested for the Bicentennial to build a tradition of festivals and an audience for festivals which could be admission charged events in future years.

COMMERCIAL AREA IMPROVEMENTS

*Question.* Where are the nine commercial areas located that are to be targets of special public space improvements? What is the status of the 3 pilot projects funded by the Department of Commerce?

Answer. Three of the nine commercial areas are the three pilot projects funded by the Department of Commerce. They are the intersection of 18th and Columbia Road, N.W.; Georgia Avenue and Farragut Avenues; and Portland and Martin Luther King Avenues. Procedures for selecting the other six are being developed with the D.C. Bicentennial Assembly and the D.C. Chamber of Commerce. Those sites will be selected by January 15.

The status of the pilot project funded by the Dept. of Commerce is that the architect designer began work in October, the project manager was hired in October and the laborers are being recruited by the Department of Manpower at this time. Actual construction work will begin by the first of the Fiscal Year 1976.

USE OF HUD GRANT

*Question.* For what will the $515,000 HUD grant be used? Why isn't it included in schedule 1 since the ARBA grant is part of that schedule?

Answer. The $515,000 HUD grant will be used to pay the operating costs of the Office of Bicentennial Program as mentioned in question one. The amount should be $507,000 since that was the amount which is reflected in the final grant application which will be submitted to HUD this week. It is included in Schedule 1 under Budget Year FY 1976 as $400,000 of the "Adjusted Base" and the $115,000 "Increase".

STATUS OF COMMISSION JOBS

*Question.* Why are jobs on the Commission on a contract basis instead of being temporary D.C. positions?

Answer. There were two reasons why jobs on the Commission were established on a contract basis instead of being temporary D.C. positions. One, since the Commission was a body of private individuals appointed by the Mayor to mobilize the private sector for the Bicentennial it was thought appropriate for the Commission to hire its own private employees for this temporary operation. *Besides* the Commission was to raise private funds to help support its operations. Therefore, the District Government contracted with the Commission to provide support for its operations. Second, the funds available to the District Government for assistance to the Commission were "other services" funds which could be used for contractual services but not to pay temporary D.C. positions.

## DEPARTMENT OF GENERAL SERVICES

### STATEMENT OF SAM D. STAROBIN, DIRECTOR

### ACCOMPANIED BY ROBERT H. ALLISON, FINANCIAL MANAGER

#### BUDGET REQUEST

Senator CHILES. The subcommittee will now consider the budget estimates for the Department of General Services. Budget request is for $17,508,500 and provides for a total of 554 positions. The compares with $17,266,600 appropriated last year and the number of positions requested is an increase of 42. The opening policy statement from the justifications and budget summary will be made part of the record.

[The statement and summary follow:]

# DEPARTMENT OF GENERAL SERVICES

## POLICY STATEMENT

The Department of General Services has a unique role in the District Government. It acts as a service agency to other departments and agencies and also as a control agency over certain of their activities.

The principal areas of service are:

Space management of owned and leased buildings (including parking)

Central mail service

Materiel management which includes procurement, supply management, motor fleet management, paperwork management and printing.

Capital construction management which involves the management of construction projects

Real property acquisition, outleasing, and disposal

As a control agency, the Department of General Services performs ongoing review and analysis of programs of other agencies to affect economies and efficiencies in the following areas:

Capital construction

Space Utilization

Procurement of goods and services

Supply management (receipt, storage, distribution and disposal of materiel)

Paperwork management (includes establishing and monitoring a program of file maintenance and disposal)

Motor fleet management

Real property management (involves maintenance of data on the status of our real property holdings for most effective use and timely disposition)

This policy statement discusses these functions in the four major functional elements of the Department of General Services.

Capital Construction

Space Management

Materiel Management

Maintenance Management

### 1. Capital Construction

The District Government is in the midst of an unprecedented capital construction program. In total magnitude, the authorized projects exceed a half-billion dollars.

During FY 1975 the following major projects were completed and turned over to using agencies:

9 Schools
6 Recreation Centers
2 Police District Station Houses
1 Fire House
1 Library

By the end of FY 1975, the following major projects were under design or construction:

31 Schools
10 Recreation Centers
3 Police District Station Houses
1 Fire House
A Court House, a Detention facility
The Mt. Vernon campus for Federal City College
10 Projects for the Department of Human Resources and approximately,
82 Permanent Improvements Projects.

The value of these projects is approximately $300 million.

The department receives 10% of the construction cost of projects for the design and the management of these projects, about 5% for the design which goes primarily to private A/E firms, and 5% which covers the Department's cost of management of these projects. This money is adequate only for administration of projects after their budgetary approval. Prior to this step, a great deal of planning must take place to establish the scope and cost estimate for a project, acquire a site, and otherwise prepare the project for budgetary presentation. For this purpose, 41 positions have been established and paid for from appropriated funds. Of these positions, six have been abolished for budgetary reasons.

2. Space Management

The Department of General Services provides space for other District agencies in owned or leased buildings. This function includes the operation of approximately 2-1/2 million square feet of space in government owned buildings and the administration of leases for nearly 3 million square feet of space in private buildings.

a. Leased space

Over the past several years, the space leasing budget has been reduced approximately $1 million by consolidation of space and other economies in the face of increasing rentals. In this fiscal year, the Department is committed to making further reductions by eliminating rentals with a projected net saving of $200,000. On the other hand, increases in operating costs, due largely to the increased cost of utilities, will force increases in our continuing leases. An amount of $57,000 is requested to cover these additional lease costs.

The authorization to construct the new courthouse forced the demolition of an old building which housed the Police Property Division

and the Department of Motor Vehicle Hacker's Bureau. Leased space has been found to house these functions. An amount of $284,000 is required to cover the costs of leasing and operating these facilities.

b. District Owned Space

The District Government will assume operation of the new 3rd District Police Station House during FY '76. A staff of 13 people will be needed to operate this facility and an amount of $190,000 (10 month funding) will be needed.

In the area of protective services rendered in conjunction with space management, a number of transfers are in order.

1. Department of Highways and Traffic has requested the Department of General Services to assume protective services previously performed by Department of Highways and Traffic personnel. A transfer of 13 positions and $130,800 from the Department of Highways and Traffic to the Department of General Services is needed to accomplish this mission.

2. D.C. Libraries has requested the return of the protective function to them. A transfer of 15 positions and $125,100 from the Department of General Services to Libraries is proposed.

3. The space rental account has supported the cost of protective services associated with the operation of leased buildings. Twenty-five temporary positions were established for this purpose. To clarify the budget structure, a transfer of $270,400 from the lease account to the buildings management account is requested and the establishment of 25 permanent positions.

c. Utilities

The FY 75 base budget provided $821,300 for the payment of utilities (gas, electricity, steam) for buildings managed by this department. This includes court buildings, police facilities, the Armory, as well as the administrative buildings. The actual costs in FY 75 came to approximately $1,375,000, as a result of massive increases in the cost of steam and electricity. This shortfall was compensated in part by a supplemental appropriation of $381,800. The base budget for this purpose in FY 76 is $821,300. The increases requested will bring the amount available for FY 76 to $1,337,400 of which $33,800 is needed for the new 3rd District Station House. This figure is less than that expended in FY 75. The most stringent economies will be effected to keep our utility costs within this figure.

d. Supplies and Materials

The FY 75 base budget for supplies and materials associated with space management amounted to $310,900. This base has been reduced to $145,700 in calculation of the FY 76 budget. The increases requested provide for increased cost of fuel oil which have essentially doubled in cost since the base figure was established and for supplies and equipment for operation of the 3rd District Station House. The total funds requested represent maintenance of a minimal level of service.

3. Materiel Management

The department has historically acted as the procurement agent for goods and services for all District agencies. Over the past several years, this activity has been expanded by adding the function of supply management to oversee the receipt, storage, distribution and disposition of supplies by all agencies, and motor fleet management which oversee the operation and maintenance of the motor fleet of all District agencies. This past year, the department has undertaken the additional function of POL commodity managership to ensure the adequacy of supply and economy of use of petroleum fuels and lubricants. These additional functions have been undertaken with no increase in staffing. One additional position is requested for the function of motor fleet management. This function has been successful in developing a management information system that can for the first time provide detailed information on the status of our motor fleets and thus provide data for meaningful managerial decisions as to the operation of our motor fleets. Significant economies have been made possible by this action. However, this function should be expanded to permit a detailed examination of the operation of our maintenance facilities. The additional position will make this possible.

4. Repairs and Improvements of Facilities

This function operates as a reimbursable service to District agencies and therefore has not been reflected in budget presentations. This past year, this function has been expanded to include energy conservation in District facilities. This includes the accumulation of data on energy costs at various facilities, and planning and guidance on energy conservation measures. The budget proposes $25,000 for half year funding of three positions to further implement energy conservation programs.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Department of General Services

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 657 | $16,457.9 | 594 | $17,266.6 | 554 | $17,508.5 | -40 | +$241.9 |

Analysis of 1976 Change:

| | | | |
|---|---|---|---|
| Base adjustments: | | | |
| 1. Non-recurring - pay raise and utility supplemental | | ... | -827.6 |
| 2. Transfer in: | | | |
| Department of Highways and Traffic | | +13 | +130.8 |
| Office of Consumer Affairs | | ... | +7.8 |
| 3. Transfer out: | | | |
| Public Library | | -15 | -125.1 |
| Office of Budget and Management Systems | | ... | -44.7 |
| 4. Base reductions | | -80 | -569.7 |
| Total, base adjustments | | -82 | -1,428.5 |
| Program increases: | | | |
| 1. Pay raise annualization | | ... | +509.8 |
| 2. New Positions: | | | |
| Motor Fleet Management | | | |
| GS-11 Transportation Management Specialist | | +1 | +5.9 |
| Staffing of 3rd District Station House: | | | |
| WS-8 Building Engineer | 1 11.6 | | |
| WS-2 Laborer Foremen | 1 9.0 | | |
| WG-10 Building Engineer | 4 41.0 | | |
| WG-2 Laborers | 7 52.9 | | |
| Other operating costs | ... 76.2 | +13 | +190.7 |
| New District Conservation Program: (Utility Management Branch) | | | |
| GS-9 Engineer Technician | | + | +25.0 |
| 3. Inflationary increases in utility costs, repairs to buildings and anticipated rent increases including space for Commission on Arts, Police Department, and Motor Vehicles | | ... | +939.0 |
| 4. Guard positions to be funded by transfer from space rental | | +25 | ..... |
| Total, program increases | | +42 | +1,670.4 |

INTRODUCTION OF ASSOCIATES

Senator CHILES. To support the request, we have the following witnesses: Mr. Starobin, Mr. Caputo, and Mr. Allison.

Mr. STAROBIN. Good morning, Mr. Chairman. I have with me Mr. Robert Allison, my financial manager. Mr. Caputo is not here.

My opening statement is essentially as I have given it in the budget document and I would just like to make a very brief comment.

PERSONNEL CHANGES

Of the personnel changes, there are 82 reductions from the 1975 base and 42 additions. Of the 42 additions 25 are not new positions but represent a redirection of guard positions funded from the rental account to the personnel account, and, therefore, do not represent additions to the staff. The other 17 positions are now in question and the fiscal year 1976 amendment, now in process, proposes to remove them from this budget.

The monetary increases deal with mandatory increases in personnel costs, utilities, and rentals and the necessity to lease new facilities for those agencies displaced by the construction of the new courthouse.

With these remarks, Mr. Chairman, I will be available for any questions you have.

LEASED OFFICE SPACE

Senator CHILES. What is the total amount of square feet and rental payments of leased office space budgeted for 1976 and how does that compare with 1975? What is the District doing to get out of the leased and into publicly owned space?

Mr. STAROBIN. Let me respond to the second part of that question while Mr. Allison looks for the figures.

Over the past several years we have taken a number of actions to get out of leased space. One action taken approximately a year ago was to terminate the lease on the police and fire clinic and to make use of a clinic building at D.C. Village and restore it to use as a clinic.

With the beginning of this fiscal year, I wrote to all agencies, informing them of the necessity to decrease their space holdings in view of the reduction in personnel mandated by the City Council. Of those inquiries, certain positive results were obtained. I was able to reduce the amount of space occupied by Federal City College by a value of more than $100,000. Similarly, the Department of Human Resources reduced their space requirements by $100,000, and we are now working with schools to obtain a space decrease, again, in that same magnitude.

However, the personnel reductions mandated by the City Council have not yet transpired. They are on a piecemeal basis, one person here, one there, and we have not yet obtained the full advantage of that decrease.

In accordance with the 1977 budget, we are informing all agencies that they will have to absorb all increases in rental associated with

59-211 O - 76 - 20

their space, and here I anticipate savings in the order of $1½ million.

RENTAL SPACE OF PUBLIC SCHOOLS IN PRESIDENTIAL BUILDING

Senator CHILES. I note that the committee has been advised that the public schools and the Board of Education are occuping almost 30,000 more square feet in the Presidential Building than they should have. Is this part of the correction that you are making? That would be $200,000 per year.

Mr. STAROBIN. That is right, sir. I have informed them of that. I have met with the Acting Superintendent and directed his attention to it. I know that he is working to determine how to reorganize to give it up, but, as of this moment, I have not yet gotten a positive response to permit me to redirect the space to other use.

Second, I have informed the Acting Superintendent that three activities he has in leased space could probably now be accommodated in District-owned space in school buildings, and this would result in a saving of approximately $50,000 a year. This action is now working, and I anticipate a positive response very soon to permit me to make a savings in that category.

SUPPLY MANAGEMENT

Senator CHILES. I note also that the Nelsen Commission estimated that the District had several million dollars in supply inventories that were not needed and that an additional several million dollars could be saved by reducing warehouse space and administrative costs associated with handling these excess inventories. The Commission reported the District had more inventory, more supply and procurement personnel and more warehouse space than comparable sized cities. Is that still existing today?

Mr. STAROBIN. Yes, Mr. Chairman, that situation is still existing.

Senator CHILES. How can we further reduce that, especially I continue to read and hear about the warehouse space and warehouse problems, I think because of controls and other things, especially with the school system the way that has been scattered around?

Mr. STAROBIN. There is no question in my mind that massive reductions in the amount of space, the numbers of personnel, the amount of inventory could be made by centralizing activities as recommended by the Nelsen Commission, and we had started a program called, "commodity management" to work toward that.

We had a disagreement with the basic thrust of the Nelsen Commission, primarily a matter of timing and procedure. They asked for a precipitous transfer of all supply activities and resources to my department over a short period of time, 2 years. That to my mind would have been chaotic.

I recommended a phased response or a phased approach that would permit us to do it progressively and reduce the impact on our agencies and evaluate element by element which of the supply activities truly should be centralized and which need not be centralized, where nothing is to be gained by centralization. Centralization, purely as a concept, has no merit. Centralization must be evaluated by supply area.

Just as an example, the Department of Transportation procures and stores light posts. They are the only ones who use light posts. What is the point of centralizing that supply area.

We started a commodity management program a couple of years ago, and that test procedure was halted. We have here the central conflict between, you might say, the requirements of the operators, who desire maximum control of their activities, and the technical side which looks to maximization of efficiency of a particular support operation. This conflict has not yet been resolved; as a matter of fact, it has been compounded by several actions.

First of all, the university bill pasesd by Congress about a year ago gave the new city university and the public school system a great deal of automony in all contractual matters. The specifics of that have not yet been fully evaluated, but it reads as a very, very general grant of contracting officer authority which would remove activities from my control. That has also been done recently in connection with the Department of Human Resources, and so we have a basic requirement to resolve this conflict between operational demands and the efficiency of technical support. That has not been resolved as of this time.

Senator CHILES. In addition to that, is there any other legislation that you think handicaps your authority?

Mr. STAROBIN. No; I know of no others.

Senator CHILES. So, you are talking about primarily the university and the school?

Mr. STAROBIN. Public schools.

Senator CHILES. That is where you are having problems?

Mr. STAROBIN. Yes.

Senator CHILES. Well, there is a gray area as to whether they are under your authority or not.

Mr. STAROBIN. Yes; as I read the grant of authority, gives the university and the public school system essential autonomy in their contracting and from what I understand from the governing bodies of those agencies they wish to exercise it.

### QUESTIONS SUBMITTED BY SENATOR CHILES

Senator CHILES. We have some other questions for you to answer in the record.

[The questions and answers follow:]

#### DISTRICT CONSERVATION PROGRAM

*Question.* Why does it take only $16,700 to annualize the 3 new positions for the New District Conservation Program since it takes $25,000 for 6 months funding in 1976?

Answer. The request for $25,000 for 3 positions was actually intended to provide 7 month funding and a small amount for equipment which would have been a one time expenditure. The $16,700 would have provided the additional 5 month funding for salaries.

#### LEASED AND OWNED SPACE

*Question.* What is the total amount in square feet and rental payments of leased office space budgeted for 1976? How does that compare with 1975? What is the District doing to get out of leased and into publicly owned space?

Answer. The actual amount of leased space (all types) occupied on June 30, 1975 was 2,969,403 S.F. at a total annual cost of $11,005,806 ($7,503,172 from

appropriated budget; $3,502,634 from reimbursements). The amount occupied on January 1, 1976, was 2,881,952 S.F. at a total of $10,593,064 ($7,261,326 from appropriated budget and $3,331,738 from reimbursements). Over the past year, the D.C. Government has terminated 8 leases and has moved the Police and Fire Clinic from leased space to D.C. owned space. The Department of Human Resources is moving certain of its functions from leased space to cottages in D.C. Village. When the new courthouse is finished, court agencies will vacate leased space entirely and move into D.C. owned space. The new Federal City College campus, now in the planning stage will also release a large amount of leased space.

SPACE UTILIZATION SURVEYS

*Question.* How often are space utilization surveys conducted; for instance the Committee has been advised that Public Schools and Board of Education presently occupies almost 30,000 more square feet in the Presidential Building then they should have? This is almost $200,000 a year that could be going into special education. Do you have similar up-to-date reports regarding the utilization of other leased space?

Answer. My department performs an annual space review analysis of all agencies after each budget approval. This consists of a preliminary analysis of space use evaluation forms completed by each agency. Where these forms indicate a misuse of space, a field survey of their space use is performed. The only other area of excessive space use is that occupied by the Superior Court in leased space at 613 G Street, N.W.

OFFICE OF BUSINESS MANAGEMENT

*Question.* Why has the Office of Business Management been reduced down from 21 in 1974 to 7 in 1976? Is it really true that your 1 man Financial Management Division has three divisions, and that the 2 person Personnel Division handles 1,800 employees?

Answer. The appropriated positions allocated to the Office of Business Management (OBM) has been reduced from 21 to 7 in response to budget reductions. However, OBM actually has 75 filled positions at present to administer a department of almost 1,800 people, of which fewer than 600 are funded from the appropriated budget. The other positions are in the area of Repairs and Improvements, Printing and Construction Management which are funded from revolving funds and persons performing reimbursable services for other agencies (custodial, guard) which are funded by annual contracts. These revolving funds and contracts are levied proportionate share to pay for the support services (budgeting, accounting, ADP, personnel) performed by OMB. In all OBM has been reduced in size since 1974 from 104 (21 appropriated 83 reimbursed) to 75 (7 appropriated, 68 reimbursed).

FEDERAL EXCESS PROPERTY

*Question.* There is a goal stated of accelerating and enlarging the acquisition of Federal Excess Property by 40% over the FY 1975 rate. How does that goal line up with the actual needs of the agencies and what impact would that have on the procurements budget for 1976? What is the current inventory of excess property held by this Department and what items have been in the inventory more than 6 months?

Answer. The goal of 40% in increased acquisitions of Federal excess property was stated in expectation of approval of 2 additional positions for that functional area. These positions were not approved and the staffing in that area actually reduced in response to budget cuts. The 40% goal is not considered attainable at present.

It is impossible to quantitatively compare the amount of acquisition with actual needs of agencies. For many areas, budget constraints have prevented agencies from accurately reporting their equipment replacement needs in the budget and have had to retain old equipment beyond their economic life. Much of the property acquired has allowed agencies to replace such equipment with newer equipment and avoid the excess maintenance costs of the older equipment. In FY 1975, 68 vehicles were acquired that permitted turn-in of a similar number of older vehicles that were maintenance problems.

The current inventory of surplus property in the warehouse is $30,645 (80% Federal, 20% D.C.). Items remaining in the warehouse over 6 months consist of minor items of office furniture and equipment and those listed below.

ITEMS HELD OVER 6 MONTHS

| Line items | Items | Total |
|---|---|---|
| 10 | Machine disct,/trans | $4,081 |
| 1 | Microfilm reader | 360 |
| 1 | Separator | 1,600 |
| 1 | Multiplexer unit | 895 |
| 1 | Binoculars | 368 |
| 1 | Camera, Polaroid (3 each) | 535 |
| 1 | Collator | 4,703 |
| 1 | Lecternette | 370 |
| Total | | 12,912 |

### Additional Guard Positions

*Question.* Please explain the 25 additional guard positions?

Answer. These are not new positions but are existing positions funded from the rental appropriation for security services in leased buildings. It was decided to transfer the positions and funding from the rental budget to the personnel budget.

### Space Rentals

*Question.* Why is there no reduction in the base amount for space rental commensurate with the overall reduction in employment?

Answer. The base amount of the rental budget was reduced by $240,000 in FY 1976 which is approximately 5% of the total appropriation for rental of office space. The rental budget also covers rental of academic space, clinics, etc. which is not affected by the personnel reductions. In addition, the request for $357,000 to cover the cost of escalations in leasing costs was reduced to $57,000 which represents another net reduction of resources allocated to space rental.

*Question.* Is it a correct statement that in addition to the $41.7 million appropriated for the new court facility, we have an extra $284,000 annually for the leasing of space for agencies displaced from the site of the new facility?

Answer. Yes, it is.

### Construction Services Costs

*Question.* Construction services are budgeted at 10% of actual construction cost—how often are these costs mentioned to see if that percentage could be decreased? Is all the construction to be performed by contractors?

Answer. Construction services costs are tabulated project by project and reviewed periodically, at least semiannually, to determine their adequacy. While major projects (in excess of $10 million) can be performed for less than the 10%, this is more than offset by the great number of small permanent improvement projects which require considerably more than 10%. At present, the department has found that the 10% is barely adequate to cover the cost of design and the complex activities involved in contract administration. As the number of large projects decrease, and permanent improvement projects form a larger proportion of the construction budget, this percentage will have to be reviewed. The figure of 10% for construction services compares favorably with the percentage charged by other government agencies for similar services.

The great bulk of construction is performed by contractors. Some permanent improvement projects are performed by in-house personnel who are funded on a reimbursable basis.

### Salary Payments

*Question.* Do you have a complete listing of salary payments from capital outlay funds for fiscal 1975 and the first six months of fiscal 1976? Are such salary payments limited to personnel in the Capital Program Management Division?

Answer. We do not presently have a listing of salary payments by individual but it can be developed if desired. The cost for personnel services for individuals carried in the capital program area are as follows:

| | Number of personnel | Salary and benefits |
|---|---|---|
| Fiscal year: | | |
| 1975 | 207 | $3,965,536 |
| 1976 (1st half) | 192 | 1,998,102 |

In addition, the construction services funds are used to pay for their proportionate share of support services in the Office of Business Management. These payments are not identified with particular individuals but are absorbed into the fund that pays for all the functions performed by OBM (budget, accounting, ADP, personnel).

SUBCOMMITTEE RECESS

Senator CHILES. I think that takes care of it. That will finish up our morning witnesses.

The subcommittee will stand in recess until 2 o'clock.

[Whereupon, at 11:35 a.m., the subcommittee was recessed, to reconvene at 2 p.m. the same day.]

(AFTERNOON SESSION, 2:15 O'CLOCK, MONDAY, JANUARY 19, 1976)

# DISTRICT OF COLUMBIA

## OFFICE OF HUMAN RIGHTS

**STATEMENT OF JAMES W. BALDWIN, EXECUTIVE DIRECTOR**

**ACCOMPANIED BY:**
**DR. CARMEN-LYDIA FELICES, CHAIRMAN OF THE COMMISSION**
**CHARLES MORGAN, VICE CHAIRMAN OF THE COMMISSION**

### POLICY STATEMENT AND BUDGET SUMMARY

Senator CHILES. The subcommittee will begin hearings this afternoon with the budget estimate of the Office of Human Rights. The request is for an amount of $707,600 which includes a total of 52 positions over the amount to be sustained by the adjusted base level. The opening policy statement and budget summary will be inserted in the record.

[The statement and summary follow:]

## OFFICE OF HUMAN RIGHTS

The Office of Human Rights was given expanded responsibilities and legal powers under Title 34, the new D.C. Human Rights Law, enacted November 16, 1973, and it is charged with the statutory responsibility for the elimination of unlawful discrimination in the areas of employment, housing, public accommodations and educational institutions on the basis of race, color, religion, national origin, sex, age, marital status, personal appearance, sexual orientation, family responsibilities, physical handicap, matriculation and political affiliation.

This agency also applies its efforts to halting interracial tension and discord within the District of Columbia boundaries. Within its authority are such programs as enforcement of anti-discrimination laws, affirmative action, community relations, contract compliance, education, and research and statistics.

The primary objectives of the D.C. Office of Human Rights, as contained in Title 34, and Commissioner's Order No. 71-224 are:

1. To ensure that all persons seeking or engaged in employment in the government of the District of Columbia or under local government contracts, or in the private sector, within the District of Columbia, are accorded equal opportunity.

2. To ensure that all persons within the District of Columbia are accorded an equal opportunity to seek and utilize housing units and commercial space.

3. To ensure that all persons within the District of Columbia are accorded an equal opportunity to seek and utilize all public accommodations, service and District Government facilities.

4. To ensure that all persons are accorded the use of, or access to, any educational facilities or services within the District of Columbia.

5. To ensure investigation of all complaints and conditions causing tension, conflict and practices of discrimination and/or efforts or activities of individuals or groups to cause such conditions or happenings which might lead to breaches of the peace and public disorder.

6. To ensure compliance with the non-discrimination-in-employment clause contained in District of Columbia contracts in accordance with the policies of the District of Columbia Government.

7. To ensure the conduct of studies and issuance of publications and reports of investigations and research necessary to accomplish the purpose of this agency.

There are 37 appropriated staff positions (36 funded and one unfunded) in the Office of Human Rights which are divided into three divisions for the most efficient use of time and resources: Enforcement, Compliance and Community Relations, and Research and Statistics.

Factors Influencing Budget Year Request

The most significant factor in this year's budget request for additional staff was the adoption of Title 34. Since Title 34 came into operation in the District of Columbia, the number of cases filed with the OHR has increased 50 percent for the same period of time last year.

Title 34 states "Investigations relating to the enforcement of provisions of this Title shall be given priority over all other duties and activities of the Office."

At practically every Community Review hearing, community leaders fully supported the concept of adequate staffing for the OHR in order for it to carry out its obligation under the new Human Rights Law. In fact, of nine such hearings on the budget, seven community units voted full endorsement of an increased staff.

In the matter of control, the OHR maintains no control over beneficiaries or complainants in as much as the Office is required by law to give top priority of services.

As for direction of the OHR in the coming budget year, it must concern itself with the timely processing of complaints of discrimination. Without additional staff, these cases will accumulate in a case backlog, delaying justice to D.C. citizens, and otherwise slowing down the overall functions of the agency.

In addition to the anti-discrimination activities which involve the investigation and disposal of complaints of discrimination placed against the District of Columbia Government and the private sector employers, housing realtors and public accomodation manager, the Office of Human Rights also assists the Human Rights Commission, a 15-member citizen's advisory board, in its task of holding public hearings to reach findings of fact and to resolve complaints of discrimination if conciliation efforts do not achieve satisfactory results.

It is important to note that the Office of Human Rights, faced with an increased caseload with the passage of Title 34, must consider, too, the accelerated task of its Research and Statistics Division in maintaining the development and implementation of a reporting system for the collection and analysis of data reflecting the recruitment, hiring, and promotional practices of more than 50 District of Columbia agencies with a combined payroll of more than 47,000 employees.

FY 1976 PRIORITIES

Major Programs

The Office of Human Rights Director's major programs are:

-Enforcement Program
-Contract Compliance Program
-Community Relations Program
-D.C. Government Equal Employment Opportunity Program, and
-Research and Statistics Program

Budget Priorities

The budget priorities are as follows:

A. A total of nine (9) positions in the Enforcement Division heads the list of the priorities. These requested positions are designated as follows: One GS-11, Equal Employment Opportunity Specialist; three GS-9, Equal Employment Opportunity Specialists, and two GS-4, Clerk-typists. In addition, the Commission on Human Rights requests one GS-13, Hearing Examiner; one GS-11 Hearing Reporter, and one GS-6 Secretary.

In order to further anticipate and reduce the increasing caseload presented under the expanded coverage of Title 34, the Office of Human Rights further requires one GS-13, Women's Program Coordinator within the Director's scope of operations.

Additionally, there are four requested positions in the Contract Compliance/and Community Relations Branches, as follows: two GS-7, Equal Employment Opportunity Specialists, and two GS-4, Clerk-typists. A GS-7, Statistical Aide is also requested to help maintain accelerated workload in the Research and Statistics Division.

HOW REFLECTED IN THE BUDGET REQUEST

These priorities are reflected in the budget in the following manner:

Enforcement Division -- The vigilance against discrimination, in the form of investigation of all illegal injustices, is a key mission of the agency. Title 34, as cited, enlarges the enforcement jurisdiction to cover the areas of employment, housing, public accomodation, commercial space and educational institutions and extend protection to the following categories for persons: race, color, religion, national origin, sex, age, marital status, personal appearance, sexual orientation, family responsibilities, matriculation, political affiliation, physical handicap, sources of income, and place of residence or business.

The nine positions requested for the Enforcement Division, the one GS-11 EEO Specialist; three GS-9 EEO Specialists, and two GS-4 Clerk-typists, along with the one GS-13 Hearing Examiner, the one GS-11 Hearing Reporter, and one GS-6 Secretary, will enable the Division to maintain the increased caseload activity.

The Contract Compliance Program -- This Contract Compliance Branch is responsible for establishing and assuring, with a comprehensive monitoring system, compliance with the contract provisions as set forth in Commissioner's Order No. 73-51. This order requires affirmative action plans which includes, among other things, an existing training program for the purpose of training, upgrading, and promotion of minority employees and women. The expansion of the Human Rights Law, Title 34, necessitates a continuing increase in the workload for this branch and therefore, the need for one GS-7 Equal Employment Opportunity Specialist and one GS-4 Clerk-typist is most essential.

Community Relations Program -- This branch of the Office of Human Rights is responsible for the establishment and maintenance of working relationships with all facets of community organizations, and an understanding of the community social issues, and a flexibility to serve as the OHR's resource in ameliorating racial stress and misunderstanding, and also providing the District Government's responsiveness to the needs of the citizens of the community. Therefore, one GS-7 Equal Employment Opportunity Specialist and one GS-4 Clerk-typist will enable this unit of the agency to maintain its increased pace of activity because of Title 34's expanded protections.

D. C. Government Equal Employment Opportunity Program

The EEO branch is responsible for the planning, directing, and implementing of the D. C. Government EEO Program including the special emphasis programs for women and Spanish-speaking including the review and monitoring of Affirmative Action Plans, training in equal employment opportunity for D. C. Government employees and interpretation of EEO policy to D. C. Government employees and others. Civil Service Commission directives call for strengthening activity in affirmative action, including provision for a Spanish-speaking 16 Point Program and a Federal Women's Program. The Federal Personnel Manual requires each EEO Director to have a Women's Coordinator on the staff. With 47,000 District of Columbia Government employees on the payroll, it was determined that a full-time Women's Coordinator was necessary. The Nelson Commission Report similarly recommends increased emphasis on affirmative action.

Research and Statistics Program -- The collection and evaluation of pertinent data lies within the jurisdiction of the Research and Statistics Division of the Office of Human Rights. The added workload which confronts this unit of the Office of Human Rights as a result of Title 34's passage necessitates the additional hiring of a Statistical Aide to help maintain the work flow.

FY 1976 POLICIES

One Major policy initiated by the Director was recruitment and hiring of new Office of Human Rights employees at the lowest possible grade level in all positions in order to meet existing budgetary constraints. No staff promotion are incorporated in the budget request for FY 1976.

Evaluation of Existing Programs

Over the past year the OHR has developed and implemented an office information system. This system generates monthly programmatic and managerial data for the Director and Executive Staff. These data have been and are used to assess progress on key agency objectives and, therefore, to evaluate existing agency programs.

As a result of the office's information system we have redeployed staff to assist in areas where achievements were behind schedule, requested new staff (e.g., CETA positions) in areas in which the workload had significantly increased (e.g., investigative caseload as a result of the passage of Title 34) and merged programs with similar functional responsibilities (affirmative action monitoring).

No programs have been eliminated during the past fiscal year, but virtually all programs have been altered to at least some degree as a result of our ongoing evaluation. Our line item request to cover specific data processing costs is a further reflection of how we feel we can strengthen existing programs but not add additional manpower costs.

Increases

The proposed increases cannot be funded from within the base budget resources because the resources are inadequate for such action.

The impact of increases on delivery of services would facilitate a 40 to 50 percent increase and result in a corresponding rise in productivity. If not funded, a serious backlog would be the direct result.

Federal Grants

A study of these grants indicates that the Emergency Employment Act is set to expire January 1, 1975, and seven positions would be affected. The Comprehensive Employment Training Act expires June 30, 1975, and nine positions are affected. If these were not refunded, work carried out by personnel hired through the availability of these grants would be seriously curtailed. In fact, considerable amount of reduction in services would result.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Office of Human Rights

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 37 | $552.8 | 37 | $613.8 | 52 | $707.6 | +15 | +$93.8 |

Analysis of 1976 Change:

| | | | | |
|---|---|---|---|---|
| Base adjustments: | | | | |
| 1. Non-reucrring - pay raise supplemental ... | | | ... | -16.4 |
| 2. Base reduction ..... | | | ... | -8.0 |
| Total, base adjustments ..... | | | ... | -24.4 |
| Program increases: | | | | |
| 1. Pay raise annualization ..... | | | ... | +19.1 |
| 2. To cope with increased number of complaints generated by Title 34: | | | | |
| GS-11 Equal Opportunity Specialist ..... | 1 | 5.3 | | |
| GS-9 Equal Opportunity Specialist ..... | 3 | 13.2 | | |
| GS-7 Equal Opportunity Specialist ..... | 2 | 7.2 | | |
| GS-7 Statistical Aid . | 1 | 3.5 | | |
| GS-4 Clerk-Typist .... | 3 | 7.8 | | |
| GS-4 Clerk ..... | 1 | 2.6 | +11 | +39.6 |
| 3. Lapse rate reduction ..... | | | ... | +11.3 |
| 4. Projected increased cost of Federal employees health benefit plan ..... | | | ... | +1.5 |
| 5. Space rental for the requested new positions ..... | | | ... | +9.0 |
| 6. Women' Program: GS-13 Women's Program Coordinator ..... | | | +1 | +7.4 |
| 7. Data processing requirements ..... | | | ... | +7.0 |
| 8. Commission on Human Rights: | | | | |
| GS-13 Hearing Examiner | 1 | 7.4 | | |
| GS-11 Hearing Reporter | 1 | 5.3 | | |
| GS-6 Secretary ..... | 1 | 2.4 | +3 | +15.1 |
| Additional operating costs ..... | | | ... | +8.2 |
| Total, program increases ..... | | | +15 | +118.2 |

BUDGET REQUEST

Mr. CHILES. Mr. Baldwin appears as the Executive Director and Mrs. Felices as the Chairman of the Commission.

Mr. BALDWIN. There have been some changes in our budget since it was submitted to you. I can give you the updated figures.

This budget has been reduced. The total amount requested now is $656,000. That is the total budget and as far as the increase is concerned, instead of taking about 15 positions, $118,200, we are now talking about 14 positions and an increase of $67,500. The funding request and documents which you have were for 4 months and have now been reduced to 2 months.

So we are talking about a request of 14 positions, $67,500 and a total budget of $656,000. There has been a substantial decrease in the budget request since we submitted it to you.

I have a prepared statement, and I will touch on the highlights of the statement and leave a couple of copies with you. I can provide extra copies which are available.

The increases we are requesting—the 14 positions—are divided into two categories: one is for workload and the other is for improvements in the program. Of the 14 positions, 11 fall in the first category which is the increase in workload.

Giving you the latest figures our workload has increased as follows: as of December 31, 1975, we had an active caseload of 556 as compared to December 31, 1974, when the caseload was 349. So there was an increase of 207 cases during this annual period. The number of cases that were docketed in fiscal year 1975, was 414, compared to 332 cases in the previous fiscal years. So, you see, there has been a significant increase in the workload. Therefore, 11 of the positions would be used just to attack this workload.

We now average between 35 and 40 new cases per month and are able to close out an average of 27 or 28 cases. This indicates how we get our backlog.

As far as improvements are concerned—the four positions—one is for a women's program coordinator, which was deleted on December 3 by the City Council. So, actually three positions fall in the improved category. Those three positions are for the Commission on Human Rights—a hearing examiner, a secretary and a recorder.

These three positions are considered to be very essential, all three of them, considering the workload. We also have more people filing complaints. I also brought an annual report and the most recent statistical report to share with you.

Senator CHILES. All right. We will now hear from Dr. Felices.

COMMISSION ON HUMAN RIGHTS

Dr. FELICES. The Commission on Human Rights has the responsibility of hearing the cases that have been filed with probable cause by the Office of Human Rights. It is the judicial arm of the Human Rights Office and, we have two CETA positions which were given to us but that handicaps us very much because we develop a great backlog because of the fact that we did not have appropriated positions.

And I am requesting a hearing reporter because of the expenses of reporting services, which I am sure you all know are very great if we

do it through private firms. So, we feel we will be saving money if we can have a hearing reporter position.

Any questions?

STATUTORY AUTHORITY FOR OFFICE OF HUMAN RIGHTS

Senator CHILES. In the justification, repeatedly you refer to title 34 as the basic authorization for the office and state that the law was approved November 16th of 1973. Supplement One of the 1973 addition to the District of Columbia Code which covers all the laws enacted from January 3, 1973 to January 20, 1974, does not include any such law.

What is the statutory basis now for the office?

Mr. BALDWIN. The organizational authority for the Office of Human Rights is established by Commissioner's Order No. 71-224 (July 8, 1971). It is printed in the 1973 edition of the District of Columbia Code at Title I, Administration, Appendix (page 261) Title 34 of the D.C. Rules and Regulations establishes enforcement jurisdiction and authority for the Office of Human Rights. It is not printed in the District of Columbia Code, but is compiled as a part of the District of Columbia Rules and Regulations.

The law was enacted November 1973 and as of today so far as the law is concerned no changes have been made. But before the law was passed by the City Council in 1973 we had six protected classes, discrimination based on race, color, creed, and national origin. These six protected classes were increased by nine other classes, adding physically handicapped, source of income, sexual orientation and several others.

The addition of protected classes, we feel, although we do not have any research to back it up at this point, had to have a tremendous impact on the number of new cases, and the new complaints filed in our office.

I think that other factors such as the recession, the high unemployment rate and people being terminated from jobs, have increased the caseload, so, I am not at all sure we can base it all on the law of title 34. I think there are many things that contribute to the increase in caseload. I think that title 34 is probably the primary reason, however.

COMPENSATION AND COMPOSITION OF HUMAN RIGHTS COMMISSION

Senator CHILES. How many members are on the Commission on Human Rights and what is their compensation?

Dr. FELICES. Fifteen members, including me. You mean composition, male and female?

Senator CHILES. No; what is the compensation?

Dr. FELICES. We do not get paid. It is on a voluntary basis.

HEARINGS AND STAFFING REQUIREMENTS

Senator CHILES. What has been the subject and length of each of the public hearings held by the Commission?

Dr. FELICES. Approximately 3 days per case, and we have right now 16 cases that we have not been able to hear because we do not have

funds for the reporting services, and we are now in the process of interviewing persons for the position of hearing reporter.

But you see the positions have the handicap of the CETA requirements. For the person to apply, he has to have been out of work for 1 month. Plus he has to live in the District of Columbia.

So, up to this morning, I had only two candidates who have submitted their 171's for this position.

Mr. BALDWIN. If I could clarify this for you, the 15-member panel sits and holds public hearings in cases where our staff has found probable cause, and a successful conciliation could not be achieved. In other words, when the staff, based on an investigation, determines that there is probable cause to believe a person has been discriminated against, and conciliation efforts have failed, the law requires that a public hearing be held. The primary task of the Commission is to sit and hold public hearings and to determine whether or not the complainant has, in fact, been discriminated against.

Senator CHILES. Senator Mathias.

### COMMUNITY RELATIONS AND OUTREACH ACTIVITIES

Senator MATHIAS. I have sort of a general background question about the Hispanic community and how you reach the Hispanic community in the District.

Dr. FELICES. I do not think we have ever had a case from any Spanish speaking people. Do you have any record of cases that have come to you?

Mr. BALDWIN. Yes, we have had complaints, very few. But I think the problem is how to reach them, assuming you are referring to delivery of services.

Senator MATHIAS. Meeting the needs of that group.

Mr. BALDWIN. That is not a function of the Office of Human Rights. The Office of Human Rights is an investigative unit.

Senator MATHIAS. You respond only to a complaint?

Mr. BALDWIN. Yes or alleged complaints of illegal discrimination based on several particular categories. At one point, we had a component which was referred to as the Community Relations Division. It had about five employees, whose responsibility was to get out into the community.

Senator MATHIAS. That was an outreach group?

Mr. BALDWIN. That was an outreach group. We had to discontinue it because of budgetary restraints. We have an appropriated staff of 37, consisting of 36 funded positions and one unfunded position. We now have nine positions which is one-fourth our allotment. These positions have been vacant since the freeze was imposed in October 1974. So we cannot enjoy what some people term the luxury of having a community relations outreach group. Statutorily we have to address ourselves to complaints, individual complaints, or a class of complaints.

Senator MATHIAS. Do you feel, thinking now of the Spanish community, that there is any need for such an outreach effort?

Mr. BALDWIN. There is a need for such an outreach effort in our office and in the other executive offices. There is a need for someone to work with the special interest groups in the community, especially

Hispanics, because they have a language barrier. But in the last 2 years we have not been able to use any staff in that particular area.

Senator MATHIAS. And there is nothing in this budget that addresses itself to that problem?

Mr. BALDWIN. At first there was. We had asked for three people for community relations. There have been a lot of changes since this budget was first designed.

Senator MATHIAS. But in the budget as it is now before this committee there is no provision for that.

Mr. BALDWIN. No, the present budget is designed primarily to carry out the statutory responsibility of our office.

Dr. FELICES. Senator, I am a member of the Mayor's Spanish Speaking Advisory Committee for the District of Columbia. And, under the budget of the Department of Human Resources there is an office with a very limited staff which is called the Office of Spanish Affairs. They try to do the best they can.

Senator MATHIAS. How big is the Spanish community in the District?

Dr. FELICES. According to the census, there were 15,000. According to the leaders of the Spanish community, there are 50,000.

Senator MATHIAS. And these are people whose primary language is Spanish?

Dr. FELICES. That is right.

Senator MATHIAS. Thank you.

IMPACT OF HIRING FREEZE

Senator CHILES. Senator Huddleston.

Senator HUDDLESTON. Just one question. On these vacancies, what is the situation relative to filling them?

Mr. BALDWIN. The freeze is still on. As I mentioned earlier, we have asked for the freeze to be lifted on those nine positions. We were denied eight, but were given the authority to fill one position, one of the nine positions. That position which was an associate director was advertised 2 weeks ago. We really cannot function unless we have that top person. So, we were given permission to fill that one position.

ASSISTANCE OF COMMUNITY RELATIONS BRANCH

Senator CHILES. During fiscal year 1975, which citywide events did the Community Relations Branch assist the police in preventing outbreaks of disturbances? Were Human Rights personnel present during Human Kindness Day?

Mr. BALDWIN. As I recall, we had three people on duty that day. That is about the maximum we have had at any event or demonstration or situation where the resources of our office were required. We were also on duty at a disturbance at RFK Stadium once. In answer to your question, we are usually called in most situations. The problem is whether we have any staff to assign to these events. If we were called today, we would not have anyone on the staff to refer the call to. The Command Center has a coordination group that coordinates the activity from my office, from the Recreation Department and from

the Department of Human Resources. But if we were called upon today, we would not be able to participate.

Senator CHILES. Do you not also have some kind of responsibility in advising as to whether there is potential for violence?

Mr. BALDWIN. Yes; when it existed, that was one of the purposes of the Community Relations Branch. But because of current vacancies and the freeze, and with an increased caseloads we have pretty much discontinued that unit. The need is there, but the resources are not.

Senator CHILES. So, as we get into the Bicentennial, rather than think we are going to have a beefed up situation, we can anticipate that we have less going on with regard to advising of potential outbreaks of violence and having people who are supposed to have some training present.

Mr. BALDWIN. Yes; that is right. There will be less because the three or four people that I had who were trained, and who served in those positions for 3 or 4 years, are not available. Two of those positions are vacant because two persons left for other jobs. Since we do not have the resource there, it is a decrease rather than an increase.

STAFF REASSIGNMENTS AND OVERTIME

Senator CHILES. Who makes the decisions? Is it made by the City Council, or who has made the decision that you send these people to investigate rather than have them available to advise and to try to help control a crowd situation where you might have violence?

Mr. BALDWIN. As department head, I had to make that decision. By statute, as I mentioned, we have a responsibility that we must carry out. Our responsibility is to investigate complaints of alleged or illegal discrimination, so in setting priorities in the use of staff, a determination has to be made. Two of the four positions in the Community Relations Branch were vacant, and that left only two. Due to the tremendous backlog in cases, I converted those two people to investigators. In other words, if they had remained in the Community Relations Branch, it would have been ineffective anyway. It was a decision made by me as the department head because of the vacant positions. Since there was an increase of 207 cases over a year, which was something like a 150-percent increase, and with cases continuing to come in, there had to be an administrative decision made as to how to deploy staff. And if there is something you must do by statute, then it has to be top priority.

Senator CHILES. I do not want to second guess the operating of your Department, and I think I might agree with you on a day-to-day basis, if those complaints are there. You have an obligation to take care of those complaints. However, when an event is coming up that is a crowd event, we cannot equate, I do not think, loss of life, or limb with someone perhaps being delayed a day or so in having his complaint being investigated. And, I think your Department also has a duty to be present to give advice on these events.

Mr. BALDWIN. I agree with you 100 percent. But there is an additional problem. The District of Columbia government now requires that a District of Columbia employee who works overtime must be paid overtime pay. A lot of these events, as you know, are after 5 p.m.

We also cannot allow compensatory time. We have been told that an employee who works beyond that 40-hour workweek whether he wants to or not must be paid. Therefore, we are unable to use staff because we do not have the money for overtime. We do not have one penny for overtime.

So, there are a lot of problems involved in using staff for this type of event. At one time the budget provided money for overtime but now it is just not in the budget.

### STAFF REQUIREMENTS FOR THE BICENTENNIAL

Senator CHILES. Well, I think I would like to make a note to ask the Mayor and the City Council if they would please tell us why they think this area should not be covered, especially with the Bicentennial coming up. We have people who are going to visit the city and people living in the city also being able to go out to events during the Bicentennial. And we feel that there should be every kind of care and caution taken for their care and well-being.

I think it is kind of ridiculous to ask people to come and know that they are going to come, literally by the millions, during this Bicentennial and spending money, additional sums of money for displays and other things and not taking the proper kinds of precautions for their safety.

### QUESTIONS SUBMITTED BY SENATOR CHILES

We have some other questions that I will ask you to answer in the record.

Thank you very much.

[The questions and answers follow:]

### PERSONNEL COMPENSATION AND LENGTH OF CHR HEARINGS

*Question.* How many members are on the Commission on Human Rights and what is their compensation? What has been the subject and length of each of the Public Hearings held by the Commission since July 1, 1975?

Answer. There are fifteen members on the Commission on Human Rights. They serve without compensation, but may be reimbursed for appropriate expenses as may be authorized by the Director of the Office of Human Rights. (See Commissioner's Order No. 71-224, Part B, Section 3.)

HEARINGS AND PREHEARING CONFERENCES SINCE JULY 1, 1975[1]

| Title | Date(s) | Length (hours) |
|---|---|---|
| Pendergast versus American Federal S. & L | Aug. 1, 1975 | 1 |
| Reed versus Gallaudet | Aug. 5, 1975 | 3 |
| Speight versus Georgetown University | Aug. 13, 1975 | 2 |
| Kinsman versus Grand Central | Oct. 30, 1975 | 2 |
| Tyson versus L. P. Steuart | Aug. 28, 1975 | 7 |
| | Aug. 29, 1975 | 10 |
| | Sept. 5, 1975 | 10 |
| | Sept. 11, 1975 | 7 |
| | Sept. 17, 1975 | 10 |
| | Sept. 18, 1975 | 8 |
| | Sept. 30, 1975 | 7 |
| | Oct. 16, 1975 | 5 |
| Young versus A.A.C.P | Oct. 16, 1975 | 8 |
| | Oct. 17, 1975 | 3 |
| | Oct. 30, 1975 | 5 |
| | Oct. 31, 1975 | 4 |
| Briggs versus Image Processing | Dec. 17, 1975 | 1 |

[1] All hearings and prehearings involved complaints of employment discrimination.

AREAS OF RESPONSIBILITY

*Question.* I note that there is a clear distinction of duties between the Office of Human Rights and the Federal Equal Employment Opportunity Commission, but is there any overlap between the D.C. Contract Compliance Branch and the reviews required of the Federal agencies, such as the General Services Administration with respect to local contractors?

Answer. The Office of Human Rights Contract Compliance Branch is charged with reviewing all District of Columbia contracts over $10,000 to ensure that the contractor meets the affirmative action requirements of D.C. Contract Compliance regulations (Commissioner's Order #73-51).

Some contracts (usually construction) let by the District of Columbia agencies have matching Federal funds with affirmative action requirements imposed by Executive Order 11246 and the Washington Plan. In cases where a contractor is subject to both D.C. and Federal contract compliance regulations, the contracting agency must ensure that the contractor is in compliance with both sets of regulations. However, with the exception of D.C. affirmative action provisions pertaining to the utilization of minority subcontractors, the D.C. and Federal contract compilance regulations are substantially the same and compliance under one set of regulations generally meets compliance standards under the other.

WORKLOAD

*Question.* Why does the workload of the Enforcement Division forecast 516 complaints in FY 1976 when the justification "anticipates that the complaint load will level off at approximately 450 cases per year?"

Answer. The workload figure (statistical projection) is the accurate figure. The phrase in the budget submission reading ". . . will level off at approximately 450 cases per year" should have read ". . .will *reach* approximately 450 cases *this fiscal year.*" (As of this writing, 219 complaints have been docketed by the Office for the first four months of FY 1976, which indicates that *well over* 516 cases will be received in the Fiscal Year 1976).

OUT-OF-TOWN TRAVEL COSTS

*Question.* The Mayor reduced the out-of-town travel of the Office of Human Rights by $1,300. How much does the Office plan to spend on out-of-town travel in 1976 and why?

Answer. We plan to spend $926.56 for professional staff to attend meetings and training sessions of two professional organizations in the field of human rights. These meetings are essential in order that the staff may gain knowledge and expertise shared with other professionals from other parts of the country. The training sessions are also essential for further education of our investigative compliance officers, as well as lawyers on the staff of the Office of Human Rights.

Out-of-town travel expenses are or will be:

| | |
|---|---|
| International Association of Human Rights Agencies (IAOHRA) Annual Conference, New Orleans, La., July 1975 | $335.82 |
| International Association of Human Rights Agencies Regional Training Conference, Toledo, Ohio, January 1976 | 211.74 |
| American Society for Public Administration, Regional Training Conference, Philadelphia, Pa., March 1976 | 309.00 |
| American Society for Public Administration Washington, D.C., June 1976 | 70.00 |
| Total | 926.56 |

ROLE OF OFFICE IN SECURING SOCIAL SERVICES

*Question.* Please explain the role of this Office in securing social services to citizens. Isn't that function adequately performed by the Department of Human Resources?

Answer. The Office of Human Rights does not provide social services within the program responsibilities of the Department of Human Resources or other social service agencies, but is called upon frequently by citizens who do not know how or where to seek such services or citizens who need assistance in understanding and finding their way through bureaucratic technicalities. In many instances citizens turn to this office for assistance in resolving difficulties they might be having in dealing with officials in the schools, hospitals, and other social

services agencies of the D.C. Government. In brief, the Office of Human Rights frequently serves as a referral agency.

### CRB/Police Assistance During City-Wide Events

*Question.* During fiscal 1975 which city-wide events did the Community Relations Branch assist the police in preventing outbreaks of disturbance? Were Human Rights personnel present at Human Kindness Day?

Answer. During fiscal 1975 the city-wide events in which the Community Relations Branch assisted the police in preventing outbreaks of disturbance included the following:

July 4—July 4 Celebration.
July 25—All Star Football Game.
October 27—Bicentennial Children's Day.
May 10—Human Kindness Day.

As indicated above, Human Rights personnel were present at Human Kindness Day.

## Department of Economic Development

**STATEMENT OF LORENZO W. JACOBS, JR., ACTING DIRECTOR**

**ACCOMPANIED BY:**

**SEWARD LEE, DEPUTY ADMINISTRATIVE OFFICER**
**MS. JUNE HEINZ, BUDGET OFFICER**

### BUDGET REQUEST

Senator Chiles. Our next budget request will be on the Department of Economic Development. The 1976 request is in the amount of $3,232,000, providing for a total of 216 positions. This compares with $8,315,900 appropriated last year, an increase of 16 over the amount that can be sustained by the adjusted base level. The opening policy statement and budget summary will be made part of the record.

[The statement and summary follow:]

## DEPARTMENT OF ECONOMIC DEVELOPMENT

The Department of Economic Development, basically a regulatory agency, is primarily responsible for planning, implementing and administering programs for the promotion of economic development; licensing and regulating businesses, occupations and professions; enforcing the District's weights, measures and markets codes and regulations; and the servicing of some 24 boards, commissions and committees, including the A.B.C. Board.

During late fiscal year 1974 and also during fiscal year 1975 we have made meaningful strides in computerizing productivity data in the Office of Special Operations and the Housing Division, and we are developing further programs to take in other field operations in the Department.

The increases reflected in this budget are for New Services. The requested funds would be used to establish a new Business and Commercial Development section in the Office of the Director. This would give the city a greatly needed capability in the area of commerce. In order to implement the Air Quality Control Regulation and the Pesticide Control Regulation enacted by the City Council, a redirection of resources into the Office of Licenses and Permits is being requested.

This budget presentation reflects the transfer of the Bureau of Building, Housing and Zoning (excluding the Weights, Measures and Markets Branch) and the Board for the Condemnation of Insanitary Buildings to the new Department of Housing and Community Development as called for under Reorganization Plan No. 3 of 1975. Also resulting from this Reorganization Plan is the redirection of the Weights, Measures and Markets Branch to the Office of Licenses and Permits. It is anticipated that those programs remaining in the Department of Economic Development will be reorganized into the D. C. Department of Commerce at a later date.

It has been, and will continue to be, the policy of this Department to provide the best possible service to the citizens of this City with the resources made available to it.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Department of Economic Development

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 544 | $7,562.1 | 544 | $8,315.9 | 216 | $3,222.0 | -328 | -$5,083.9 |

Analysis of 1976 Change:

| | | | | |
|---|---|---|---|---|
| Base adjustments: | | | | |
| 1. Transfer out: | | | | |
| Municipal Planning Office | | | -1 | -23.8 |
| Bureau of Building, Housing and Zoning (except Weights, Measures, and Markets Branch to Department of Housing and Community Development) | | | -268 | -4,399.3 |
| Board of Condemnation to Department of Housing and Community Development | | | -13 | -472.2 |
| 2. Base reductions | | | -62 | -390.2 |
| Total, base adjustments | | | -344 | -5,285.5 |
| Program increases: | | | | |
| 1. Pay raise annualization | | | ... | +68.1 |
| 2. New Positions: | | | | |
| Office of Business and Economic Development: | | | | |
| GS-15 Economic Planner | 1 | 16.2 | | |
| GS-14 Business Retention Officer | 1 | 14.0 | | |
| GS-14 Business Attraction Officer | 1 | 11.7 | | |
| GS-14 Project Development Officer | 1 | 11.7 | | |
| GS-12 Economic Analysts | 2 | 13.2 | | |
| GS-11 Special Project Officer | 1 | 5.6 | | |
| GS-9 Asst. to Project Development Officer | 1 | 4.6 | | |
| GS-8 Asst. Project Officer | 1 | 4.2 | | |
| GS-7 Administrative Assistant | 2 | 5.7 | | |
| GS-6 Clerk-Secretary | 2 | 10.3 | | |
| GS-6 Clerk-Secretary | 2 | 6.8 | | |
| GS-3 Clerk-Messenger | 1 | 2.4 | | |
| Other operating costs | ... | 27.1 | +16 | +133.5 |
| Total, program increases | | | 16 | 201.6 |

INTRODUCTION OF ASSOCIATES

Senator CHILES. We will have Mr. Lorenzo Jacobs, Acting Director, on this request.

Mr. Jacobs, do you want to introduce the rest of the panel?

Mr. JACOBS. Yes, Senator Chiles. I have to my immediate right Mrs. June Heinz, our Budget Officer. And, to her immediate right, Mr. Seaward Lee, who is our Assistant Administrative Officer.

Mr. Chairman, I do not have a prepared statement, as such. I would just like to call the committee's attention to one or two key matters. And that is that the Department of Economic Development budget request for fiscal year 1976 is $3,232,000 and 216 positions; a net decrease of $5,830,900 from our fiscal year 1975 allotment. And, this net decrease is accounted for by the transfer of a number of functions to a new unit, the recently established Department of Housing and Community Development, involving $4,871,500 and 281 positions. It is also a transfer of one position and $23,800 to the Municipal Planning Office, abolition of 62 positions involving $390,200 and a request for 16 positions and $133,500 to establish an Office of Business and Commercial Development.

There is a pay annualization in the amount of $68,100.

Senator CHILES. So, your decrease is mostly by virtue of transfer. You have not effected a savings of $5 million?

Mr. JACOBS. Well, there is an abolition of 62 positions.

Senator CHILES. Is it fair to characterize the Department of Economic Development as primarily a regulatory agency?

Mr. JACOBS. It is; even more specifically at this time, it is primarily a licensing agency. It handles occupational and professional licensing, business licenses, and the regulation of the alcoholic beverage control industry, a licensing and permit system.

ECONOMIC DEVELOPMENT PROGRAM

Senator CHILES. What is being done to actually foster and promote commerce in the District in order to help stabilize and expand the tax base?

Mr. JACOBS. So far as the Department of Economic Development is concerned, I am afraid not too much because we have never been able to obtain funds to carry on the much-needed economic development program.

In the budget that we have before you, you will note that we are requesting 16 positions at $133,000 to establish such an office.

Senator CHILES. What will the 16 new positions accomplish with regard to closing the gap between income and expenditures of the city? As I see it, city revenues are growing about 5 percent a year, while expenditures are rising by approximately 10 percent. What is the Department doing to build a base in the city in order to close that gap?

Mr. JACOBS. Well, we think that if we had real economic development capability, we could first certainly reduce the number of businesses that are leaving the District of Columbia. We need very urgently a business retention program that would focus on retaining in the District of Columbia those businesses that are already there.

In addition to that, we need a business attraction capability that would be involved in trying to attract new businesses to the District of Columbia and develop new businesses in the District of Columbia, and, of course, we also need an economic development planning operation in the District so that we can maximize the resources that we have, so as to get the greatest amount of economic development effort.

Senator CHILES. I note that there have been great shifts in the food and drug stores from the city to the suburbs. Do you have any kind of actual figures on that, or can you get those for our record as to square footage loss?

Mr. JACOBS. We do have some figures, Mr. Chairman. Perhaps, it would be better for us to submit those for the record.

Senator CHILES. That would be fine.

[The information follows:]

FOOD ESTABLISHMENTS AND APOTHECARIES

There are no available statistics on number of square feet in food and drug stores in the City as this information is not required for either a Certificate of Occupancy or a license. Regarding the number of food and drug stores in the City, the following schedule reflects the number of licenses that were issued during the period from 1966 to 1975, with the exception of the years 1971 and 1972. The reason figures for these 2 years are not readily available is because in 1970 we changed our ADP system and programs were not written to capture this information.

FOOD ESTABLISHMENTS

| | 1966 | 1967 | 1968 | 1969 |
|---|---|---|---|---|
| Commission merchant | 8 | 10 | 9 | 9 |
| Dairy | 0 | 3 | 3 | 0 |
| Delicatessen | 381 | 426 | 417 | 331 |
| Bakery | 26 | 32 | 27 | 22 |
| Bottling establishment | 4 | 5 | 3 | 2 |
| Candy manufacturer | 1 | 1 | 1 | 0 |
| Grocery store | 600 | 575 | 558 | 427 |
| Retail marine food products | 9 | 9 | 8 | 7 |
| Food products | 892 | 865 | 788 | 707 |
| Ice cream manufacturer | 3 | 3 | 3 | 2 |
| Restaurant | 1,438 | 1,156 | 1,325 | 1,224 |
| Food handler | 0 | 0 | 0 | 0 |
| Wholesale marine food products | 10 | 10 | 10 | 9 |
| Total | 3,372 | 3,090 | 3,152 | 2,740 |
| | 1970 | 1973 | 1974 | 1975 |
| Commission merchant | 8 | 11 | 5 | 5 |
| Dairy | 0 | 1 | 1 | 1 |
| Delicatessen | 347 | 415 | 370 | 369 |
| Bakery | 17 | 16 | 15 | 16 |
| Bottling establishment | 1 | 0 | 0 | 0 |
| Candy manufacturer | 0 | 0 | 1 | 1 |
| Grocery store | 396 | 427 | 385 | 377 |
| Retail marine food products | 8 | 15 | 10 | 17 |
| Food products | 257 | 837 | 725 | 777 |
| Ice cream manufacturer | 0 | 1 | 1 | 1 |
| Restaurant | 1,180 | 1,209 | 1,190 | 1,211 |
| Food handler | 1 | 2 | 1 | 4 |
| Wholesale marine food products | 7 | 8 | 6 | 5 |
| Total | 2,222 | 2,942 | 2,710 | 2,784 |
| Apothecary | 180 | 182 | 168 | 160 |

ECONOMIC DEVELOPMENT CAPABILITY

Senator CHILES. What kind of a response have you had from the Council and the Mayor in regard to your request for retention and other endeavors?

Mr. JACOBS. So far as the Mayor is concerned, he has supported efforts to obtain an economic development capability before this Congress. Now, some 4 or 5 years ago—and we know that the Council is equally interested in an economic development capability in the District of Columbia.

Senator CHILES. Senator Huddleston.

ENFORCEMENT AUTHORITY

Senator HUDDLESTON. As a licensing agency, do you have any enforcement authority relating to businesses?

Mr. JACOBS. Yes; we have authority to suspend or revoke licenses or to refer cases for criminal prosecution.

Senator HUDDLESTON. On what basis? Illegal business activities?

Mr. JACOBS. The basis is pretty much established in the legislation or regulations that established the licensing authority. Generally, the authority exists where there is a violation of some requirement of regulation or legislation.

LICENSE REVENUE

Senator HUDDLESTON. How much revenue does your department produce for the city?

Mr. JACOBS. Out of the licensing?

Senator HUDDLESTON. Yes.

Mr. JACOBS. This is Mr. Chester McKenzie. He is the Chief of the Business Licensing and Permit Division.

In 1975, we generated from business licenses $63,810—oh, I am sorry—we generated $1,260,642 involving the issuance of some 63,810 licenses.

Senator HUDDLESTON. Is that figure increasing or decreasing as years go by?

Mr. JACOBS. It is pretty stable.

Senator HUDDLESTON. The rates are staying pretty much the same?

Mr. JACOBS. Well, the City Council is hearing right at this moment a package that we submitted to the Council to increase the business licenses and permit fees.

Senator HUDDLESTON. Now, is the number staying pretty steady, the number of permits?

Mr. JACOBS. The number of permits is staying pretty steady over the last 2 or 3 years.

Senator HUDDLESTON. But, you do have businesses leaving the District. Is this creating a substantial problem?

Mr. JACOBS. We think it is. When businesses leave, of course——

Senator HUDDLESTON. Certainly, a potential problem.

Mr. JACOBS [continuing]. It involves jobs leaving the city, as well as revenue.

Senator HUDDLESTON. What are your replacements—just about enough to take care of the ones going out, the new businesses coming in?

Mr. JACOBS. Yes; I would say.

Senator HUDDLESTON. That is all, Mr. Chairman.

Senator CHILES. Several years ago, the General Accounting Office reported that the District needed to establish policy guidelines for

setting and adjusting licensing and permit fees. Is this what the Council is now taking up?

Mr. JACOBS. I think those policy guidelines were established by the Office of Budget and Management Systems. Those guidelines have been established, and, as part of that process, the Mayor set up a user charge committee which reviews all of the recommendations for increases in license and permit fees and makes recommendations to the Mayor and the Mayor then makes recommendations to the Council.

QUESTIONS SUBMITTED BY SENATOR CHILES

Senator CHILES. Thank you. We have some additional questions for you to answer in the record.

[The questions and answers follow:]

DEPARTMENTAL REORGANIZATION

*Question.* When can we expect the Department to be reorganized into the D.C. Department of Commerce? What will be the net result of such a change?

Answer. The Department of Commerce Task Force has been studying a program for reorganizing the Department into the D.C. Department of Commerce. Several alternative plans for the structure of the new Department are being developed for consideration of the Task Force. No definite time schedule has been set for completion of this process. The net result of such a change would be dependent upon the alternatives selected.

WEIGHTS, MEASURES AND MARKETS BRANCH

*Question.* Please explain the redirection of the Weights, Measures and Markets Branch to implement air quality and pesticides regulations.

Answer. The redirection of the Weights, Measures and Markets Branch is not at all related to the implementation of the Air Quality and Pesticides Regulations. The redirection was proposed because the program from which it came (Building Division) was transferred to the new Department of Housing and Community Development, and the Weights, Measures and Markets Branch was not a proper function of that Department. In addition to that redirection three more positions are to be redirected, (2 from Building Division and 1 from Housing Division), for the purpose of implementing the air quality and pesticides regulations, so that actually 15 positions are redirected into the Office of Licenses and Permits.

ESTABLISHMENT OF NEW POSITIONS

*Question.* Is it correct that 2 new positions are being established in the Office of the Director by redirecting activities in the Buildings Division? Which positions are being abolished in the Buildings Division? Why are 2 additional Administrative jobs needed in this Department?

Answer. Two new positions are being established in the Office of the Director; however, none of the activities in the Building Division are being redirected. A GS–12 Structural Engineer and a GS–12 Mechanical Engineer are being abolished in lieu of two new Administrative jobs.

REVITALIZATION OF DOWNTOWN AREA

*Question.* What is being done to revitalize the downtown area? What about all the buildings that have been demolished such as along 13th Street between G and H, and the former Trans Lux Theater Building? Is it planned that the former downtown section is to become one big parking lot?

Answer. Various planning and development efforts are underway to revitalize the downtown area. These include construction of Metro, the development of renewal sites around the Metro Center and Gallery Place Stations, the Streets for People Program, and the Pennsylvania Avenue Plan. Overall planning stresses improved transportation access and circulation, new office and retail development, new housing around the edge of downtown, and a mix

of activities to provide life in the evening and on weekends. A city activity center in the Mount Vernon Square area, including a future Washington Conference and Convention Center, is an important part of the concept. Special emphasis is being placed on attracting visitors to downtown. In this respect, the Pennsylvania Avenue development program is especially important. That area will act as a "bridge" between the Mall, with growing number of attractions, and the downtown area.

Obviously, the District does not want downtown to become one big parking lot. In many respects, we believe that downtown is at an extreme phase of the change cycle that cities go through. Older buildings, such as along 13th Street, and the Trans Lux Building, are being torn down because they are uneconomical in many cases, and in anticipation of future development. Parking is an interm use. For example, it is clear that the blocks around Franklin Square, which encompases the area indicated in the question, occupy a prime location for new development. This area is adjacent to the McPherson Square Metro Station, and is between the new K Street office area and the older downtown core. It is near the White House. We believe this is the place for a major new complex of offices, shops, and housing. Planning is underway on that concept.

### Development Along Subway Routes

*Question.* What is being done to stimulate development along the subway routes?

Answer. The District has 40 Metro Station areas, and planning for future development has been undertaken and is continuing for all of them. Developer interest is strong around some stations, while at other locations additional public efforts will be necessary to spur development. For example, development is underway at Friendship Heights and Van Ness-WTI. In some cases, such as Friendship Heights, development has had to be limited because of the capacity of the street system. Development is also underway around the stations in the Connecticut Avenue area. In the downtown area, the District has assembled land around the Metro Center and Gallery Place Stations, as previously indicated. Major attention has been given to stations in the Upper Northeast especially Rhode Island Avenue.

As our work has continued, we have learned that major intensive development is not likely, and in fact not desirable, around every station. The station area plan must be tailored to each specific area. For example, at the Eastern Market Station area we do not see major new development, though some change is underway and will continue within the existing zoning envelope. The character of the area will be maintained and enhanced.

However, activity in the area wil increase, because of more intensive use of existing buildings.

Some major challenges remain, such as the Anacostia Station area. Use of a development corporation would be useful at that location.

### Workload Factors

*Question.* Why are there no workload factors shown for the various divisions in FY 1976 within the Bureau of Building, Housing and Zoning?

Answer. No workload factors are shown for the various divisions within the Bureau of Building, Housing and Zoning in FY 1976, because these programs were transferred to the new Department of Housing and Community Development. Workload statistics can be found in section DB 3 of the FY 1976 budget submission.

### Permit Income

*Question.* Why is there no increase projected in Permit income in 1976? In view of the Bicentennial, isn't a $50,000 increase in license income a little conservative, especially since license receipts increased by $250,000 between 1974 and 1975?

Answer. The reason for not projecting an increase in permit revenue for FY '76, is based upon the continuing economic recession, and failure to observe any significant movement by the private sector in refurbishing businesses or residences.

Insofar as licensing is concerned, we do not foresee any major increase in revenues because of the bicentennial. Although we had originally anticipated a $250,000 revenue increase in FY '75, actual revenue increase was only $59,000.

Therefore, we believe this projected increase of $50,000 for FY 1976 is a realistic estimate.

DEMOLITION OF INSANITARY BUILDINGS

*Question.* Why has there been so little activity in the $1 million RLA Grant to demolish insanitary buildings?

Answer. The reason that so little of the $1 million RLA grant was expended is because the agreement between RLA and this Department limited the use of this money to Urban Renewal areas only. The vast majority of the demolition work accomplished took place outside of these areas.

ABC BOARD INVESTIGATIONS

*Question.* If investigations are the highest priority of the ABC Board, why is it projected that there will be 600 less in 1976 than the actual number in 1974? Why has the annual unit cost of a license more than doubled since 1974?

Answer. There will not be a decrease in the amount of investigations required to be performed this FY. Due to budgetary restraints, however, we will not be able to complete all of the investigations that should be completed this FY. Consequently, there will be a carryover balance into FY 1977.

The following statistical breakdown is submitted for information:

*Fiscal year 1976*

As of Nov. 1, 1975:

| | |
|---|---|
| Filed | 8,797 |
| Completed | [1] 3,322 |
| Balance | 5,475 |
| Projection for complete fiscal year 1976 | 15,544 |

[1] Approximately 103 actions per month per investigator (8 investigators).

ANNUAL COST

There has been a substantial increase in the number of applications processed. In addition, as of January 1, 1975, we commenced processing applications for import permits—as required by Section 7.1, Board Rules and Regulations (Title 3, DCRR).

The following statistical information is submitted for information:

FISCAL YEAR 1976

[As of Nov. 1, 1975]

| Filed | Completed | Balance | Projection for complete fiscal year 1976 |
|---|---|---|---|
| [1] 259 | 165 | 94 | 2,388 |
| [1] 133 | 12 | 121 | 221 |
| [1] 666 | 114 | 552 | 1,122 |
| 3,115 | 3,115 | --- | 9,347 |
| 4,173 | 3,406 | 767 | 13,078 |

[1] Includes backlog from fiscal year 1975.

STATUS OF PROPOSALS

*Question.* How many of the proposals are still pending in the Executive Office? What are the dates of transmittal of these proposals by the Board? Have any additional proposals been added to the list?

Answer. As far as this office is aware, the pending proposed legislation, listed on CD–54, is pending in the Executive Office. They were submitted as follows:

1. Revision of Board's Hearing Rules to bring them into line with the District's Administrative Act. Submitted on August 22, 1974.
2. Regulation Change—Citation Hearings (cost of a reporter). Submitted on August 30, 1974.
3. Repeal Subsections (1) through (3), Section 7.1 Board Rules and Regulations. Submitted on August 30, 1974.

4. Statutory Change—Retailer's License Class "C." Submitted on August 30, 1974.
5. Statutory Change—Retailer's License Class "H." Submitted on August 30, 1974.
6. Regulation Change—Affirmative Law. Submitted on August 30, 1974.
7. Wire Regulations. Signed by the Mayor on May 31, 1974.
8. Miniature and Hours Regulations, etc. Signed by the Mayor on October 18, 1974.

The following additional proposed legislation was submitted:

1. ABC Manager's License—January 8, 1974.
2. Offer of compromise in lieu of suspension—March 27, 1974.

## Public Library

**STATEMENT OF DR. HARDY R. FRANKLIN, DIRECTOR**

**ACCOMPANIED BY:**

**MS. FRANCES W. SHIBLEY, HEAD, BUDGET AND FISCAL DEPARTMENT**

**MS. VIRGINIA PHILLIPS, ASSISTANT TO THE DIRECTOR**

**DR. FRANCIS GREGORY, PRESIDENT, BOARD OF LIBRARY TRUSTEES**

### BUDGET REQUEST

Senator Chiles. Our next agency will be the Public Library. The total budget request is $8,595,700 and 562 positions, an increase of 12 positions over the amount requested last year.

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

## PUBLIC LIBRARY

The District of Columbia Public Library is now in the midst of a period of transition and change. If we accept the idea that the life of a library, like the life of every corporate organism, is a constant conflict between the need for stability and the need for change, we must recognize that progress can be accomplished only through change. "To change is to progress," as Cardinal Newman said. And a new administration almost by definition provides an opportunity, indeed an invitation, to initiate the necessary, and sometimes perhaps overdue, change.

The most basic concept in the philosophy of this administration is that the first responsibility of the Library as an institution is to the people of the District of Columbia. All Library services, resources, personnel, buildings, etc. make sense only insofar as they respond to the needs of the population the Library is supposed to serve. Accordingly, wherever the people are, and whatever needs for Library services are felt, the Library must try to respond. Additionally, the Library must respond to the advent of Home Rule and to the challenge of the Bicentennial Celebration, of which the Nation's Capital is the national focus.

The Library is one of the agencies embodying the all important "mandate for learning" of our times. There has been an unprecedented increase of human knowledge since World War II and a consequent accompanying flood of library materials. It is our responsibility to make these stores of knowledge and information available--as needed--to every man, woman, and child in this city. Therefore, the budget request for Fiscal Year 1976 addresses itself to system-wide improvements in both quality and quantity of public library service available to the citizens of the District of Columbia. We know that under prevailing conditions, we have to be very modest, but we are trying to be modest in a constructive, positive, service-oriented, and community-oriented way.

The following long-term goals will, in our opinion, have to be consistently pursued during the next decade:

1. Develop an expanded, more varied and flexible library network and communications system.

2. Strengthen the collections of books and other library materials very substantially in both scope and depth.

3. Put to extensive and efficient use the "new technology": computers, micrographics, audio-visual systems, and means of electronic communications.

4. Upgrade and develop the library staff in every way, providing the best possible conditions for personal and professional growth of every individual.

The goals are all strongly inter-connected and inter-dependent: Sophisticated Library technology is a logical correlation to a large and varied network of service outlets and means of delivery. Collections of great scope and depth are certain to produce librarians and

other staff of the highest quality, for whom they can provide appropriate motivation and rewards. In turn, only high quality staff can develop and put to optimum use outstanding collections of library materials. Large investments in modern buildings and other facilities make little sense if they house poor collections, obsolete operations, etc. Only a healthy, prosperous, fully developed Library can provide a large and complex community such as Washington with all its needs for information, informal education, reference and research, cultural enrichment and recreational reading. Under contemporary conditions, a large urban public library has to be strong in order to survive and to fulfill its mission successfully. It takes strong efforts for a library to make itself attractive, useful and ultimately indispensable to the individual user, the user groups, and the community at large.

How can we best discharge the responsibility of living up to the trust of the Congress, the city government, and the people of the District of Columbia, and put into reality the vision of a great library? We have thought long and hard of an answer to this question, and it appears that a simple and very human answer would do perfectly well and that is by "Pulling together!" There are innumerable examples in the history of mankind when groups of dedicated people have risen to the challenge of uniting around common goals to achieve great objectives--the beauties of ancient Greece, the imperial majesties of Rome, the discovery and settlement of vast unknown continents, the achievement of political independence and civil rights progress of the sixties. We feel certain that by pulling together we can make the District of Columbia Public Library one of the most treasured possessions in the lives of the citizens of Washington, a source of personal enrichment and fulfillment available in no other place.

The long-term goals outlined above reflect the concerns of the citizens as expressed in the Community Budget Review meetings held this past fall. These meetings presented a unique opportunity for the Library Administration to visit every part of the city, to meet representatives from every community, and to hear their suggestions for library service.

Without knowing the community and purposefully sharing in its efforts at self-understanding, the Library cannot be at the center of community involvement. To be an integral part of the community it serves, the Library must be clearly related to its constituency, to the predominant interests of the local residents, to their beliefs and aspirations, and to their problems.

We were deeply impressed at the SAC hearings by the support of the citizens of Washington for their Public Library and their requests for more books and other library materials, for more hours of service, and more facilities.

This budget request for FY 1976 reflects a first step toward fulfilling the needs and desires of the citizens as expressed in the long-term goals outlined above.

Fiscal Year 1976 will see the start of public service operations in the Watha T. Daniel Branch. The Special Services Division (serving the blind, other physically handicapped, the homebound and the institutionalized) and the Sursum Corda and Trinidad Community Libraries are now being funded from the regular Library budget. Annualization of all these in FY 1976 may outwardly be a routine step, but it marks important progress in the delivery of public library service where it is very much needed.

We want to continue such progress in Fiscal Year 1976. Our request provides for staffing and maintenance of the new branch library to be opened in the Garnet C. Wilkinson Elementary School at Erie and Pomeroy Streets, S.E.

This branch is an example of cooperation between the D.C. Public Schools and D.C. Public Library in trying to serve the total community. It is also important, especially for the District of Columbia, because it is an experiment with the use of space in a school building for public library purposes. Finally, and above all, the new branch will be able to serve well the library needs of an area now deprived of adequate library service.

A very special place in this budget request belongs to a $120,000 increase in the Library's book funds, i.e., in money to be allocated for books and other library materials. Without an increase in book funds, it is impossible to speak seriously about maintaining, let alone improving,the Library service to the public. The citizens of the District of Columbia urgently need more books, periodicals, records, films, cassettes, framed pictures, etc., in their library agencies. They said so in SAC budget hearings repeatedly and very clearly. As the "knowledge explosion" goes on, more and more library materials are available in the market. However, the constant increase in prices has deeply eaten into the Library's book funds. The number of books annually purchased by the Library has been halved since the mid-sixties. This has been recognized by two increases in the book fund in fiscal 1974 and 1975 ($25,000 and $50,000 respectively). We must continue to move in the same direction, and the $120,000 requested will keep the Library on the right track and make possible significant purchases in most critical areas.

Other requested increases include funds to cover the rising cost of electricity and telephone.

The Library's Capital Budget for Fiscal Year 1976 requests $3,245,000 for equipment for the Garnet C. Wilkinson Community Library; construction services, construction, and equipment for the Deanewood Branch; and site, construction services, construction, and equipment for a branch library in Lamond-Riggs. This indicates the continuation of the branch building program, as already amply discussed in the community and approved by various bodies and agencies of the government for inclusion in plans of capital development.

Full-sized, fully equipped, and fully staffed branches provide, in the long-run, more and better services than smaller and temporary facilities. This does not mean, however, a rigid, inflexible approach on the part of the Library. What we visualize for the future is a service network distributed evenly and equitably over the city of Washington. This network will utimately contain large, medium, and small sized branches (located in our own buildings or in premises in other government-owned buildings) storefront libraries, portabranches, bookmobile and library cruiser stops, deposits of book collections, etc. Only such a network can fully serve all community and neighborhood needs, in their wide variety and hopefully with the consensus of every District resident.

With the help of a loyal and dedicated staff, an understanding city government and community, and the support of Congress, I am confident that we can achieve substantial progress toward the goal of becoming a truly outstanding public library, worthy of the residents of the District of Columbia and the Capital of the United States.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Public Library

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 565 | $6,940.1 | 620 | $8,051.0 | 562 | $8,595.7 | -58 | +$544.7 |

| Page No. | Analysis of 1976 Change: | | | |
|---|---|---|---|---|
| CE-7 | Base adjustments: | | | |
| | 1. Transfer in: Department of General Services ..... | | +15 | +125.1 |
| | 2. Base reductions ..... | | -85 | -327.0 |
| | 3. Non-recurring pay raise supplemental and electricity supplemental ..... | | ... | -403.0 |
| | Total, base adjustments ..... | | -70 | -604.9 |
| CE-9 | Program increases: | | | |
| | 1. Pay raise annualization ..... | | ... | +322.9 |
| | 2. New Positions: Staffing and Maintenance - Garnet C. Wilkinson Library: | | | |
| | GS-11 Branch Librarian ... | 1 12.8 | | |
| | GS-9 Asst. Branch Librarian ..... | 1 10.7 | | |
| | GS-9 Children's Librarian | 1 10.7 | | |
| | GS-9 Readers' Adviser .... | 1 10.7 | | |
| | GS-7 Asst. Children's Librarian ..... | 1 8.7 | | |
| | GS-5 Community Aide ..... | 1 7.0 | | |
| | GS-5 Desk Supervisor ..... | 1 7.0 | | |
| | GS-4 Asst. Desk Supervisor | 1 6.3 | | |
| | GS-3 Desk Assistants ..... | 2 11.2 | | |
| | GS-3 Page ..... | 1 5.6 | | |
| | Basic book collection .... .. | 50.0 | | |
| | Annual operating book fund ..... .. | 18.0 | | |
| | Equipment, postage, supplies and materials .. .. | 3.1 | | |
| | Reimbursement to Public Schools for maintenance ... | 20.0 | +11 | +181.8 |
| | 3. New positions: GS-11 Municipal Reference Librarian ..... | | +1 | +5.6 |
| | 4. Annualization of positions allowed in fiscal year 1975 ..... | | ... | +322.6 |
| | 5. Increased cost of books ($120.0), telephone ($5.5), electricity ($186.7), and increase in equipment base ($4.5) ..... | | ... | +316.7 |
| | Total, program increases ..... | | +12 | +1,149.6 |

INTRODUCTION OF ASSOCIATES

Senator CHILES. Mr. Hardy Franklin is the new Director of the Public Library and Mr. Franklin, do you want to introduce your associates?

Dr. FRANKLIN. Yes; I have with me the President of the Board of Library Trustees, Dr. Francis Gregory. I have Ms. Frances Shibley, who is Head of our Budget and Fiscal Department, and Ms. Virginia Phillips, the Assistant to the Director.

I think Dr. Gregory would like to make a comment.

Dr. GREGORY. Thank you, Mr. Chairman. I would just like to say that the Board of Trustees works very closely with the Library administration, and we have been over the budget in detail and support every element of it.

We are concerned, as we move into the Bicentennial year, over maintaining the quality and level of service that a city like Washington deserves. We are a small agency, and as we look at our manpower deployment over 19 branches and the main library building, three community libraries, and four bookmobiles, we are particularly concerned that across-the-board cuts may reduce us to the point where we really are unable to maintain the level of service in so many locations. Our fear is that we will reach the point where we would have to close some branches, which we would very much regret, especially this year, and it is this kind of concern that I think Dr. Franklin's presentation will demonstrate. Thank you very much.

I might say that this is his first appearance before this committee. He is new. We got him from Queens College, of City University of New York (CUNY) and we are very pleased with the quality of his administration and the morale of the library staff.

Senator CHILES. Thank you. We are delighted to hear from you now, Dr. Franklin.

LIBRARY DIRECTOR'S OPENING STATEMENT

Dr. FRANKLIN. I have a brief statement.

Mr. Chairman and members of the committee, as the new Director of the District of Columbia Public Library, I feel it a great privilege to present to this committee the Library's budget request for the fiscal year 1976. I have a feeling of confidence in appearing before you, knowing the long record of understanding and support of this committee and of the U.S. Congress, in general, for the needs and the role of the District of Columbia Public Library in the cultural and community life of the Nation's Capital.

This understanding has been the basis of the past development and growth of the library to a level of which this city has good reason to be proud.

In preparing myself for this appearance before this committee, I took yet another hard look at our budget request, as I wished to satisfy myself that it is indeed a tough, modest, economy-minded, lean budget request, fully corresponding to the difficult times through which we are all living. Every item included in this request has been the result of careful consideration in view of the prevailing financial situation.

An analysis of our budget request easily shows that most of the increases we have proposed reflect the mandatory increases, such as electricity and other utilities, as well as for the annualization of expenses for additions to the library program as approved last year by the District government and the U.S. Congress.

However, we are asking for a number of increases in a few other areas, such as the book fund. While the budget request addresses itself in detail to justification of individual proposals, I would like, with your permission, to explain in more general terms the objectives and philosophy of our approach.

The opening sentence of Aristotle's Metaphysics states, "Man by nature desires to know." This sentence contains one of those simple truths which tell more about man and human nature than whole books by lesser men could convey. Another great philospher, Plato, expressed the same great truth in more idealistic and subjective terms: "Man is declared to be that creature who at every moment of his existence must examine and scrutinize the conditions of his existence. He is a being in search of meaning.

The Public Library as an institution is built on that very desire to know. It is also part of the process of education which has been described as "mankind's most important business."

In this process, we preserve and impart to others the experiences of generations past, thus maintaining and developing values, and the sense of values, which is the basic force holding human organizations, and whole societies, together.

In more difficult times in the life of a country, a city or an individual, there is a very special need for knowledge, for meaning, for a sense of values. There is a very special need for what has been called the civic culture, the responsible and effective use of the democratic institutions of our complex society. Finally, there is a virtually unlimited need for practical information on how to cope with problems, large and small the inflationary trends, increased energy costs, high prices, and a host of others, as well as, on how to improvce ourselves, and how to increase our productivity and usefulness.

The Public Library plays a vital role in helping its users satisfy such needs. It also contributes, for a very small price, to the quality of life of the citizen and his family.

For a per-captia contribution no higher than a ticket for a game or rock concert, a library user is offered an almost unlimited number of hours of cultural enrichment and recreation, as much information and reference service as he may need, and as much opportunity for informal education and self-advancement as his abilities will permit.

Even the least sophisticated real estate agent will not fail to mention a library in the same breath with schools, churches, parks and shopping facilities in his presentation of the quality of life in a given neighborhood. On the other hand, no social scientist will overlook the public library as a factor contributing to stability, to the rise of educational and cultural levels, and to orderly change by established political process, if change is indeed needed.

We are all aware that, high citywide averages notwithstanding many communities in the District of Columbia are in desperate need of improvement of their quality of life, of services conducive to im-

provement of educational levels, of literacy, of increased earning power, of more adequate health standards, et cetera.

The library's budget request for the fiscal year 1976 attempts to improve its services and to extend the network delivering appropriate library services where they will do the most good.

BOOK COLLECTION

Senator CHILES. Thank you, sir.

According to a recent article, Washington has some 27,815 public library volumes per 10,000 residents. This is approximately three times the number of volumes per 10,000 residents for Boston, and Boston is hardly an intellectual desert.

Are the facilities of the Library of Congress taken into consideration in developing the city library program?

Dr. FRANKLIN. The District of Columbia Public Library indeed has a book collection of 2.78 books per capita, or 27,815 books per 10,000 residents. This is a modest number of books, surpassed by many public library systems.

According to the American Library Directory for 1974–75 the Boston Public Library, serving a population of 641,071 has a collection of 3,623,608 volumes, and this would equate to 5.65 books per capita, or 56,500 books per 10,000 residents. Boston's main library collection has no less than 2,600,000 volumes, which is considerably larger than the whole District of Columbia Public Library collection, including its main collection at the Martin Luther King Memorial Library.

Senator CHILES. Then, the article was incorrect?

Dr. FRANKLIN. We could not document the statement made from the article. We do not know where that article came from, so we took the tool that we use the most, which is published every other year, the American Library Directory. It gives those kinds of statistics on public libraries throughout the country.

THE LIBRARY OF CONGRESS

There is another part to that question. You ask about the Library of Congress being taken into consideration in the development of the public library system in the District. Naturally, other library facilities and resources, as well as the availability of these to the resident of the District of Columbia are, and always have been, taken into account when developing the public library's program.

For example, the Library of Congress, as indicated by its very name, sir, serves primarily the informational, reference, and other library needs of the U.S. Congress. Also, the Library of Congress is the nearest approximation in this country to a national library, performing this function in many ways. Generally, when the Library of Congress serves the needs of individual citizens involved in library research, it expects them to have exhausted their resources in the local libraries to which they have access.

The Library of Congress has no special obligations, nor can it be expected to accept such obligations, to serve the residents of the Washington metropolitan area, that is, the District of Columbia, Montgomery County, Prince Georges County, Arlington, Fairfax, the cities

of Alexandria and Falls Church, for instance. These jurisdictions have public library systems of their own, providing a wide variety of excellent public library services.

Attention is invited to some of the services definitely not provided by the Library of Congress. For instance, they provide no service for children. They have no services for students of high school age, except under special conditions. They have no lending of books and library materials for home use. There is no local service of branch, bookmobile and similar types, which we offer. There is no special attention paid to local needs and demands for library services, including the information and referral services that we provide.

STAFFING PATTERNS AND LIBRARY USAGE

Senator CHILES. Has the library conducted surveys to determine traffic patterns, and how does the staffing line up with the traffic patterns? How much use of part-time help is used to meet peak traffic situations?

Dr. FRANKLIN. We have conducted several such surveys in the past, and a survey of this kind (including indicators of use such as head count, occupancy count, circulation, the use of meeting rooms, and the number of phone calls) is being conducted at this very time, in both the branches and the Martin Luther King Memorial Library. In its manpower utilization decisions, the library consistently tries to adjust the staffing of a unit to the "traffic pattern," that is, to the fluctuations in use of the service by the public, et cetera. The number of staff assigned to various departments, branches, and other operations of the library therefore varies, sometimes considerably, and a number of part-time personnel are used in order to meet the peak traffic situations. Such positions are mostly page positions within the branches and the Martin Luther King Memorial stack area, desk assistants and similar personnel. We should note, however, that availability of part-time staff among professionals and paraprofessionals, such as higher grade level library technicians, is limited. More importantly, "peak situations" in the service agencies of the public library normally refer to the number of persons using the agency. It should not be overlooked that the library agency has many other tasks to perform "behind the scenes," that is, off of the public service desk. Such tasks include selection, reviewing, and ordering of library materials, answering reference questions, obtaining books and library materials reserved by the users of the library, and the never-ending task of reshelving books and other library materials returned by borrowers.

Library schedules have traditionally been built so as to allow the staff to take care of both the direct provision of service to the public and the behind-the-scenes activities.

Senator CHILES. Senator Huddleston.

Senator HUDDLESTON. Do your surveys indicate whether or not usage is increasing year by year?

Dr. FRANKLIN. This past year there was increase in adult circulation over the previous year. There was, however, a decrease in juvenile use as noted by the kinds of materials checked out of the library. Circulation, however, does not tell how many people actually come into a library and remain, and what use they make of the library while they are there. That is something that we are checking out now. We want

to know who comes in and what they do when they are there, so that we can determine the end branch use. In some areas, circulation statistics alone might indicate that use is low, but the agency could in fact be quite busy with the number of people that are inside doing homework and other activities, but never taking out the materials.

Senator HUDDLESTON. What about your bookmobile operations?

Dr. FRANKLIN. We have four. They are very heavily used, mostly by children because they go into areas where there are a lot of children.

Senator HUDDLESTON. Do they service schools in any way? Do you participate in the public school program?

Dr. FRANKLIN. We cooperate with the schools by having programs in schools, by visiting librarians, and having classes visit branches. Some of our bookmobiles have stops at schools.

### PROMOTIONAL PROGRAMS

Senator HUDDLESTON. Do you have any programs of a promotional nature to let the citizens know what services are available to them beyond that spot announcement I saw on TV, which was very good?

Dr. FRANKLIN. That was one which was very effective, and we had the National Association of Broadcasters object to it because they thought that we were leading them up to something which we did not quite figure out.

Senator HUDDLESTON. I am sorry to hear that; being a member of that organization, I am going to protest.

Dr. FRANKLIN. It was an award-winning commercial that was used first by the Houston Public Library, and then we borrowed it and got more mileage out of it than Houston did.

Senator HUDDLESTON. I thought it was very good, and I believe a very important function of your operation is to let people know the kinds of things that are available to them.

Dr. FRANKLIN. We also have a library cruiser program. This is a group of small Econoline vans which go out and give demonstrations—well, they actually provide a miniature type branch service. They circulate books; they show movies outside; they have storytellers along to tell stories to youngsters, and they go through and make spot announcements and, hopefully, devise other creative ways to promote the resources of the library, as some of them have. For example, one branch librarian got a community group to bake cakes and, as a reward for signing up for cards and borrowing materials, the new borrowers got a slice of cake, which is not bad.

### CULTURAL ASPECTS OF LIBRARY SERVICE

Senator HUDDLESTON. Do you have a lending service for music?

Dr. FRANKLIN. Yes. Each branch has records and framed posters and pictures along with the books that may be taken out. We have a film division also. We have a division which provides services to the handicapped, the blind, and the institutionalized. We also have a bookmobile that goes to the Lorton complex four times a week.

We have an excellent music division at the Martin Luther King Library, which is used quite extensively by researchers.

Dr. GREGORY. And the library for the arts.

Dr. FRANKLIN. The library for the arts concept is new. We are trying to combine and make people aware that this informational service relating to the arts is available from the libary resources that we have.

We have also had concerts in the lobby of the Martin Luther King Library at noontime and in the evening, which has been very successful, and it is one way of drawing people to the library. There is no one spot here in the District where a person can call or go to find out about cultural activities going on in the Washington area. With our library-for-the-arts concept, we are trying to fill that vacuum.

Senator HUDDLESTON. Thank you, Mr. Chairman.

VANDALISM

Senator CHILES. What has been your experience with the damage, destruction, and violence in the libraries?

Dr. FRANKLIN. We have not had that much unruly behavior in libraries. We have guards in seven of our branches. One of the things I try to do is get branch librarians to get involved in their community, to become known and to know people, to know their potential patrons and relate their services to the true needs of the residents of the given neighborhood, so that this type of problem can be controlled if it starts up.

They also work with the SAC Committees—that is, Service Area Committees—in the various neighborhoods, and they have resources. People who meet with them can help with problems.

LIBRARY SERVICES AND CONSTRUCTION ACT FUNDS

Senator CHILES. I know that the District of Columbia will receive $333,111 under title I in grant money and $41,000 under title III. Am I correct that you do not count any of these funds in the makeup of your budget because you did not know whether you were going to receive them?

Dr. FRANKLIN. At that time we did not know whether there would be a continuation of the Library Services and Construction Act (LSCA) nor how much we would be getting if it was extended.

The other part of your question——

Senator CHILES. Well, the other part of my question is how are you going to use this money and does this not relieve your budget now by this amount of funds?

Dr. FRANKLIN. These amounts cannot be applied to the library program in lieu of regular local appropriations. This is not the intent of the LSCA grant. The purpose of LSCA is to underwrite the lack of local appropriations for innovative programs and services for the disadvantaged and minorities for which the local government cannot provide funds.

Senator CHILES. You have to take that by me again.

Dr. FRANKLIN. The amounts appropriated that you mentioned—the $333,111 under title I for General Services, and the $41,635 under title III for Interlibrary Cooperation—these amounts cannot be applied to the library's program in lieu of regular appropriations, that is, appropriations in the District budget. The LSCA grant is designed

to underwrite the lack of local appropriations for special programs and services which, if they prove their worth, would hopefully be eventually funded in the regular budget.

Senator CHILES. Now, that is a little bit inconsistent. They are designed to underwrite the lack of local appropriations so you have got your local appropriation and you got the money too. Where were you going to spend it?

Dr. FRANKLIN. These funds pay for programs that are not presently a part of the District budget, such as, one of the ex-Model Cities storefront libraries; night owl service, on an overtime pay basis, at the Martin Luther King Memorial Library after the regular hours end at 9 o'clock; a sustained program of staff training; employment of community librarians for Spanish and Chinese populations; introduction of a computerized cataloging system and an automated circulation control system. If these programs ultimately become funded in the regular budget, the grant funds would be used in other areas not locally funded.

With the Interlibrary Cooperation funds (title III) we have been carrying on a cooperative program to provide interlibrary loan service among the various kinds of libraries in the metropolitan area. We also have provided our share of support along with Maryland and Virginia, for the Librarians Technical Committee of the Metropolitan Washington Council of Governments.

Senator CHILES. In your opening statement you told us that analysis of your budget request shows that most of the increases that you have proposed reflect mandatory increases such as electricity and other utilities. So, you have requested an increase for that?

Dr. FRANKLIN. Right.

Senator CHILES. Then you are commingling the money?

Dr. FRANKLIN. No, sir, the only grant funds we spend on such items would be to cover the cost of such expenses incurred in carrying out a grant-funded program.

Senator CHILES. Well I have been one of those Members of Congress who have constantly supported you against the administration's efforts to cut the Federal library funds. If you are just having to think up things in which to put the Federal funds, then I am not sure that we are accomplishing anything, then, when we go to the additional Federal grant money.

Dr. FRANKLIN. Well, such programs as the bookmobile service to Lorton and the various services provided to the home bound, those in institutions, and the blind and physically handicapped are two examples of programs supported with LSCA funds before they were included in the regular budget. And these I think are very worthwhile types of activities. These are areas in which we should have been providing service but were not able to.

Dr. GREGORY. Mr. Chairman, I think we look upon these LSCA funds as a means of extending library service into areas where it should have been operating for some time, and to demonstrate the feasibility and the way in which those new services meet the needs of people.

QUESTIONS SUBMITTED BY SENATOR CHILES

Senator CHILES. Well, I thank you. That is all the questions that I have now but we have some others for you to answer on the record.

[The questions and answers follow:]

GARNET C. WILKINSON COMMUNITY LIBRARY

*Question.* The budget contemplates beneficial occupancy of the new Garnet C. Wilkinson Community Library as of October 15, 1975; is this facility ready for use by the Library? What will be the duties of the GS–5 Community Aide requested for the Wilkinson Library? Is it usual practice to have a full-time Assistant Branch Librarian in each branch, and what duties are built into this position?

Answer. According to what is known at this time, the new Garnet C. Wilkinson Branch Library (as well as the school of the same name, in which the Branch Library is to be located) will be ready for occupancy during September, 1976. The 1976 budget is accordingly in the process of being amended to eliminate funding for this agency. It will be included in the 1977 budget.

Attached to this report is a copy of the current job description, including duties and responsibilities, of a Community Aide at a branch library in the District of Columbia Public Library system.

What is described as an Assistant Branch Librarian is by no means a full-time supervisory position. (This is underlined by the fact that there is no difference in grade between this position and other librarians at the branch having full professional qualifications. Indeed the position is at the normal entrance level for librarians with a Master's Degree in Library Science, which is today expected as a matter of course from all staff recruited for professional work as librarians.) However, a branch is open typically for a period of time considerably longer than 40 hours a week and the Library tries, to the extent possible, to have the Assistant Branch Librarian in charge of the branch during the absences of the Branch Librarian. In view of his or her longer experience, the Assistant Branch Librarian is expected to help the Branch Librarian in tasks such as training of personnel, etc. However, basically he or she will function providing services to the branch public in the same way as other professional librarians in the branch at the same grade level.

JUVENILE AND ADULT MATERIALS

*Question.* According to the statistics in the justification materials, more than one-third of the total book collection is juvenile materials. Furthermore, the year-to-year growth is about the same between adult and children's book. Is this a fair indication of your patronage and what is the out-look for the future?

Answer. Roughly corresponding to the fact that a little more than a third of the total collection represents juvenile materials is the fact that over 30 percent of total circulation is juvenile books and library materials. ("Juvenile" in the District of Columbia Public Library denotes users 14 years old (8th grade) and younger, and materials at their reading and comprehension levels.) The great difference in prices of adult and juvenile materials results in the acquisition of more juvenile materials per dollar spent. The Martin Luther King Memorial Library is basically an adult library, with a very good Children's Room. Even the latter has among its patrons many adults, such as undergraduate and graduate students, teachers and other educators, and other adults interested in children's literature. In the branches and community libraries, children's patronage is naturally much more significant, while the Bookmobile Division serves predominantly children. Children as patrons of the public libraries have traditionally a very important place, and many adult citizens strongly supporting the library used to do so more because of its services to children than because of their own use of library resources. Similarly, in the use of adult collections, young people (including those of high school age) have special importance. The general trend in recent years has been toward increased emphasis on adult use. One obvious factor has been the decline of birth rates and decline of school enrollment, especially in the big cities. The other is the development, although relatively slow and uneven, of school libraries and media centers. The third, and perhaps most important in this case, has been socio-economic changes resulting in the movement of more affluent and educated populations out of the big city and into the suburbs.

Educational problems (such as reduced ability of children to read, the role of television, etc.) also have their place in the use of the public libraries by young people. The outlook for the future appears to be, as of now, the relative increase of the role of adult materials and services in the public library. This, however, does not mean that the effort of the Library to serve children should be reduced. The school enrollments are bound to increase in the near future when the increase of women of child-bearing age (born after World War II) begins to tell. It is also true that concentrations of affluent and highly educated populations everywhere have extremely high rates of use of public library use by children, in spite of excellent school libraries, availability of books at home, etc.

The solution of some of the socio-economic problems in the big cities will no doubt encourage public library use by children of the economically and culturally deprived. As this process progresses, there is no doubt that the actual use in absolute figures (if not perhaps also the percentage of the total use) of most of our branches by children may considerably increase.

### Technical Services Workload

*Question.* What is the relationship of the workload shown for Technical Services and for Public Service with regard to additions to the collection? For instance, Technical Services indicates they purchased 116,400 books in 1975, but the total book collection under Public Service only rises by 23,400?

Answer. The total book collection does increase at a slower rate than indicated by the gross number of books and other library materials added to the collection. This is explained by the fact that in the process of use, books and library materials get worn out, damaged and mutilated, while others become outdated and obsolete with the further development of knowledge. The strong readers' interest necessitating multiple copies of some work ceases, etc. All these books have to be withdrawn from the library collection. The expensive space on library shelves and the cost of maintaining the books in good condition necessitates elimination of books which have become in one way or another, useless to the library and to its users. Generally accepted criteria for annual attrition of library materials is between 5% and 10% of the total collection.

### Municipal Reference Service

*Question.* In addition to the staff for the Wilkinson Branch, there is a request for a GS–11 Chief for the Municipal Reference Service. Why can't we just add another Readers' Adviser to meet the workload instead of putting on an additional Chief?

Answer. The request for a GS–11 position (correctly described as GS–11 Municipal Reference Librarian on p. CE–27) is based on the need of a librarian with specialized knowledge and ability above that of the entrance (GS–9) level. The "journeyman" GS–11 level is needed for research, literature searching, location of materials within the Library and in other libraries in the Metropolitan Area, preparation of reports, etc., if the questions originating in the agencies and departments of the District of Columbia Government are to be answered in a fully satisfactory manner. Many of these questions are by necessity highly specialized and extremely complex.

The term "Chief" was used on page CE–24 to clarify the relationship of this higher level special librarian to the entrance level readers' adviser in the Municipal Reference Service (GS–9). It is technically correct in the sense that the GS–11 Municipal Reference Librarian would be the "Chief" (or Supervisor) as far as the other professional librarian in the Municipal Reference Service is concerned. However, the supervisory function is not the grade determining factor. The grade depends purely on the incumbent's knowledge requirements, level of responsibility and scope of assignment as determined by the Position Qualification Standards, for the appropriate series (GS–1410 Librarian). To avoid any misunderstanding, the Library will in future use the organizational title Municipal Reference Librarian, as shown on the page CE–27.

### Branch or Activity Functions

*Question.* Please submit a detailed distribution of the Public Service category that describes the staff costs, book collection, workload, and hours of operation of each branch or activity?

Answer. The Library accounts are maintained in the same categories as those in which the budget is prepared, i.e., Administration, Technical Services, Public

Service, and Buildings and Grounds. We do not, therefore, have actual cost accounting records of the staff costs associated with each branch and activity in the Public Service category. We can, however, estimate rather closely the salary funds associated with the number of positions authorized us to carry out the functions of the three main components of the Public Service, as follows:

| | 1976 budget base | |
|---|---|---|
| | Positions authorized | Salary funds available |
| Martin Luther King Memorial Library | 134 | $1,478,000 |
| Branches | 181 | 1,702,000 |
| Extension | 34 | 320,000 |
| Total | 349 | 3,500,000 |

While we cannot do cost accounting at these levels on an ongoing basis, we do make *ad hoc* studies, including costs, wherever and whenever necessary in order to make the best possible use of the staff and funds available to us.

The Martin Luther King Memorial Library is the hub of the entire system. Not only does it serve its own constituency directly from its downtown location; it also provides an indispensable backup source for the neighborhood branches and the Extension Department (Special Services Division and Bookmobile Service). The Martin Luther King Memorial Library consists of 15 divisions, arranging from 1,560 square feet in size (Langston Branch) to 24,618 square the Stacks Division. Included in the 134 positions assigned to the Martin Luther King Memorial Library are 18 positions which, while physically housed at this location, are actually rendering services to all three elements of the Public Service category (e.g., the Coordinators of Adult and Children's Services).

The 181 positions assigned to Branches are distributed among 20 branches ranging from 1,600 square feet in size (Langston Branch) to 24,618 square feet (Chevy Chase Branch).

The 34 positions assigned to Extension cover the 13 in the Bookmobile Service which operates four vehicles, and 21 in the Special Services Division (service to the home-bound, those in institutions (including Lorton), and the blind and physically handicapped).

### Goals of the District of Columbia Library System

*Question.* Based on the 4 long term goals of the D.C. Library system, provide your best estimation of historical data for the last 5 years, FY 1976 and planning data for the next 4 years regarding the allocation of system funds by these goals.

Also with regard to goal #4, indicate for each of the years the total number of Library staff compared with the total number of certified librarians (i.e., employees with a graduate degree in Library Science).

Answer. Analysing the long term goals of the Library, it can be emphasized that considerable progress has been made toward "an expanded, more varied and flexible library network and communications system" since FY 1971. Early in FY 1973 the new Central Library (Martin Luther King Memorial Library) was opened at 9th and G Streets, N.W., and the obsolete and generally inadequate Carnegie building at Mt. Vernon Square was turned over to the City Government. The new large and modern Watha T. Daniel Branch Library was opened to the public in September, 1975. Two community libraries (Sursum Corda and Trinidad) have been added to the system. (They were originally established under the Model Cities Grant Program.) In 1973 the Public Library took over from the Library of Congress the functions of the Regional Library for the Blind for the District of Columbia, and a Special Services Division was established in order to serve the blind, as well as other physically handicapped, institutionalized, aged and homebound. A Bookmobile Service to the Lorton Reformatory was established within the same Division. Construction and staffing for the three library kiosks and three portable branches ("portabranches") have been approved by the U.S. Congress for FY 1975, and these facilities are supposed to start functioning in FY 1976. A telecopier system connecting the Library Administration, the Martin Luther King Memorial Library and all major branches

was established in 1973 using funds under the Library Services and Construction Act (LSCA).

The second goal (i.e., to strengthen "the collections of books and other library materials very substantially and in depth") has been much more elusive in the first half of the decade of the seventies. The total collection, which is projected for FY 1976 at 2,026,000, was 1,989,000 in FY 1975; 1,965,600 in 1974; 2,133,102 in FY 1973; 2,162,008 in FY 1971. These figures show that in terms of size the collection has stagnated rather than grown. The inflationary erosion of the book funds since 1965 has been explained at some length in the justification of the budget request, p. CE-23. The budget for FY 1974 has added, for the first time since the mid-sixties, $25,000 to the book funds, and the budget for FY 1975 added $50,000. In this way, the process of reduction of inflation-caused shortage has been started. It is continued in the FY 1976 by the proposed increase of $120,000 in book funds.

Hardly anything was done, due to budgetary restrictions, in order to promote an extensive use of the new library technology-computers, micrographics, new audio-visual systems and means of electronic communications—within the Library. Currently a computerized system of cataloging (OCLC) is in the process of being introduced using funds under Library Services and Construction Act. A computerized system of inventory and circulation control, using once again the funds under LSCA, is under consideration. Both of these are expected to become operative in the FY 1976.

Finally, within its extremely limited means, the Library has tried to encourage and support the upgrading and developing the Library staff. On the job training, staff meetings and conferences, participation in professional meetings (such as conferences of the American Library Association, etc.), courses and seminars have been used and encouraged. The effort of the staff toward professional growth is illustrated by the fact that no less than 12 staff members are currently enrolled in the graduate library schools (the University of Maryland and the Catholic University of America) in the area.

The requested figures concerning the total library staff and the number of employees with a graduate degree in library science are as follows:

| Fiscal year | Authorized positions | Employees with a graduate degree in library science |
|---|---|---|
| 1971 | 547 | 110 |
| 1972 | 597 | 114 |
| 1973 | 569 | 128 |
| 1974 | 565 | 128 |
| 1975 | 620 | 121 |
| 1976 budget request as amended | 551 | 121 |

From the end of the FY 1971 through January 16, 1976, the Library has acquired 68 employees with a graduate degree in libary science. In the same period, 57 employees with a graduate degree in library science have left the Library (i.e., resigned, retired, or died). Accordingly, the number of such employees has been increased by 11, in spite of freezes on hiring, loss of authorized positions (base reductions), etc. It should be stressed that the percentage of employees with a graduate degree in library science has increased more than the absolute number (11) would have implied if the base has not been changed downward. (A total of 112 positions has been lost since FY 1971).

At this point, it is extremely hard for the Library to project into the future (i.e., into the Fiscal Years 1977, 1978, 1979, and 1980) any expansion of its services, programs, and mission, other than construction and staffing of branches such as Deanewood and Lamon-Riggs. The directive of the City Government for FY 1977 strictly limits the budgetary planning of the Library (as well as of other City agencies) to an attempt to maintain all services at their present level.

### Lamond-Riggs Branch

*Question.* Please provide additional justification for the 3 capital projects resulting in a request for $3,245,000? Why is a new branch library needed at Lamond-Riggs? Could this facility be housed in an existing city structure?

Answer. As far as the Deanewood Branch Library is concerned, the Far Northeast Area of the District of Columbia is a generally deprived, heavily populated part of the City. A population in excess of 80,000 is currently served by the two Public Library branches (Benning and Capital View), about 40,000 per branch Experience in Washington, D.C., has shown that for adequate library service to a community of 20,000 people or more, a branch library building of about 20,000 gross square feet, with a book capacity of around 60,000 books and an appropriate staff (professional, para-professional, clerical and maintenance) is needed. The areas of the city receiving fully developed library service already have such branches per 20,000 population, or less. The area to be served by the Deanewood Branch Library has a population in excess of 26,000. The branch library's role as a community center, a cultural center, and as a clearing house for badly needed information and referral services, is especially important in view of socio-economical and cultural/educational problems of the service area.

The U.S. Congress has in the recent past reviewed the need for Deanewood Branch and approved the funds for site acquisition, which are still available.

The Lamond-Riggs Branch Library is scheduled to be located in an area which is presently almost completely deprived of public library services, except through the bookmobiles. (The Woodridge, Takoma Park and Mt. Pleasant Branch Libraries are barely within, or fully outside, the two mile radius. This is recognized to be well outside the effective service range for a branch library in big city conditions. Moreover, the B-O Railroad tracks and natural barriers (Fort Totten Park, etc.) strongly contribute to the isolation of the area.)

A community of around 20,000 people has strongly expressed its demands and needs for branch library service.

There is no existing or planned City structure in this area in which the proposed library facility can be housed.

The funds requested for the Garnet C. Wilkinson Branch Library ($43,400) are to be used for the usual equipment provided for such branch. The branch itself (to be located in the school of the same name) is to be completed in September, 1976, according to the latest information. Funds are needed in advance of the completion date so that the equipment will be on hand when the branch is ready to open.

*Question.* Can the entire $3,245,000 be obligated for these projects in FY 1976?

Answer. We do not expect the entire sum of $3,245,000 to be obligated for these three projects in the FY 1976, especially in view of the lateness of the year. However, instructions by the City Government require for the capital outlay projects such as these to be included *in toto*. It should also be added that the actual obligation of approved funds takes place through the D.C. Department of General Services, rather than through the Library. A period of about three years appears to be needed from site acquisition, through construction services and actual construction, to a fully equipped branch.

## Department of Manpower

### STATEMENT OF THOMAS WILKINS, DIRECTOR

#### POLICY STATEMENT AND BUDGET SUMMARY

Senator Chiles. The subcommittee will now consider the budget estimate of the Department of Manpower. The total budget request is $103,700, total of nine positions.

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]



59-211 O - 76 - 23

## DEPARTMENT OF MANPOWER

Statement of Agency Goals and Objectives

The Department of Manpower's goals and objectives for FY 1976 are to provide comprehensive manpower services to the residents of the District of Columbia in order to:

A. Provide for a reduction in unemployment and underemployment, thereby increasing earned income and job satisfaction by:

   1. Offering job training and employment opportunities for the economically disadvantaged;

   2. Maintaining work experience and training programs;

   3. Using an apprenticeship program for opening to young people an opportunity to obtain training in apprenticeship occupations that will equip them for profitable employment and useful citizenship;

   4. Promoting upward job mobility, with emphasis on upgrading the jobs of workers whose earnings affords them less than a minimum standard of living;

   5. Supporting public service employment for residents of the District of Columbia;

   6. Placing increased emphasis on effective job placement and followup;

   7. Making assurance of the maximum use of residents of the District of Columbia in employment throughout the metropolitan area.

B. Facilitate entrance and retention of persons, involuntarily excluded or discouraged, in the labor force through:

   1. Promoting the provision of supportive services, such as child care, transportation, income maintenance, medical care, legal services, personal counseling, etc., to assist their entrance into the labor force;

   2. Supporting the enforcement of equal employment opportunity, with emphasis on removing employment barriers facing handicapped persons, minorities, older workers, and women;

C. Concentrate manpower resources on the need of such target groups as:

   1. Economically disadvantaged family heads;

   2. Veterans, especially Vietnam Era;

   3. Public assistance recipients seeking employment;

   4. Youth of low income minority families;

5. Other groups facing special problems, i.e., offenders, older workers, persons of limited English-speaking ability.

D. Support of the Mayor's Bicentennial Objectives; (1) to improve city life; (2) to celebrate the meaning of America and (3) to prepare for the future, the agency will use the full range of its services to further the accomplishment of these objectives.

Fiscal Year 1976 Request

The Department of Manpower has been funded from Federal Grants. This Fiscal Year 1976 request for funding of the D.C. Apprenticeship Program from appropriated monies is made primarily because the Home Rule Bill transferred the apprenticeship function to the District of Columbia without concomitant staff. A statement of some of the accomplishments of the D.C. Apprenticeship Program is contained on Page CF-9.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Department of Manpower

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| ... | ..... | ... | ..... | 9 | 103.7 | +9 | +103.7 |

Analysis of 1976 Change:

| | | | | |
|---|---|---|---|---|
| Base adjustments: | | | | |
| 1. Transfer in: | | | | |
| D. C. Apprenticeship Council ..... | | | ... | +5.0 |
| Program increases: | | | | |
| 1. Home Rule Bill transferred the apprenticeship functions from the Department of Labor to the District of Columbia Government: | | | | |
| New Positions: | | | | |
| GS-14 Director, Apprenticeship and Training Representative ..... | 1 | 15.7 | | |
| GS-13 Deputy Director ... | 1 | 13.1 | | |
| GS-12 Apprenticeship and Training Representative ..... | 1 | 10.0 | | |
| GS-12 Manpower Development Specialist ..... | 1 | 11.0 | | |
| GS-11 Manpower Analyst .. | 1 | 9.5 | | |
| GS-7 Manpower Analyst ... | 1 | 5.7 | | |
| GS-6 Reports Statistician Clerk ..... | 1 | 5.1 | | |
| GS-5 Secretary ..... | 1 | 5.0 | | |
| GS-5 Clerk-Typist ..... | 1 | 5.0 | | |
| Other operating costs ... | .. | 18.6 | +9 | +98.7 |
| Total, program increases ..... | | | +9 | +98.7 |

BUDGET REQUEST

Senator CHILES. This is a new Department and Mr. Thomas Wilkins, the Director, is here to justify the request.

Mr. WILKINS. Good afternoon, Mr. Chairman and members of the Senate Appropriations Subcommittee. We welcome this opportunity to appear before you during the D.C. Department of Manpower's first full year as a member of the District government.

When the Manpower Administration was transferred from the Department of Labor to the District government on July 1, 1974, it acquired by Commission order, a new name, the Department of Manpower. But more importantly it acquired the authority to develop, operate, administer and maintain a comprehensive program of employment and training opportunities as described in the Comprehensive Employment and Training Act of 1973 as well as to administer the District Public Employment Agency to work with the program and the voluntary State apprenticeship program.

This has been a transitional year for us as we have administered existing programs within the District government framework and assumed new responsibilities made possible under CETA. The Department has created an important linkage between the Employment service and the manpower training elements of this operation which has provided for a centralized enrollment. The operation of the network of manpower centers have improved evaluation of services to clients. As a result, we have begun to see a reduction in the fragmentation and duplication of efforts which existed prior to home rule and the passage of CETA.

Although our agency is entirely funded from Federal grants, we have requested the sum of $103,700 in District Appropriated funds for the operation of our apprenticeship program. Previously, the Secretary of Labor had to operate this program for the District. But, with the passage of the Home Rule bill, the District, like the fifth estate, is responsible for the conduct of its own program.

We wish to take this opportunity to thank the committee for allowing us to appear before you to present evidence in support of our request for $103,700 for apprenticeship training activities in the District of Columbia.

TRAINING AND EMPLOYMENT OPPORTUNITIES

Senator CHILES. During the last fiscal year, how many individuals received full-time employment as the result of the Department's program and how many received part-time employment. And I would like to know the average number of unemployed persons in the District of Columbia in the last year.

Mr. WILKINS. The data we tabulate for the Department is done as a part of a network of Federal and State employment security agencies. We do not write down data and information based on the manner in which your question was addresed. Instead, we, according to a national system have to provide data into a mechanism which gives placement in terms of the number of days. And, in that connection, not only does it give placements, but it also makes references to transactions.

In the case of the Department's activities last year in the category which deals with placements for three days or over, we had 39,908

transactions resulting in services to 27,401 individuals. In placement activities of 150 days, we had 13,845 transactions and 9,726 individuals involved. Three days or less, we had 2,623 transactions involving 705 individuals giving us a total of 42,531 transactions, 27,679 individuals involved.

That is the only way that we maintain data in our system.

APPRENTICESHIP PROGRAM

Senator CHILES. How many people are to be trained by the apprenticeship program in fiscal year 1976?

Mr. WILKINS. We contemplate we should have approximately 4,500 according to our projections of 4,535 individuals who we hope to have worked with during this current fiscal year, which began last July 1.

Senator CHILES. How many received training in 1975?

Mr. WILKINS. Approximately 3,200. That would be a net increase of approximately 1,300.

Senator CHILES. What is the breakdown there? How many of those are minority?

Mr. WILKINS. According to our latest count, we anticipate, now all these people have not gotten into the program this year because we are still in the fiscal year so our projection that we hope to meet is a minimum of 1,100 plus during this year and additionally we had hoped to work with approximately 900 to 1,000 veterans, which would give us over 2,000, because that is one of our areas of emphasis this year, trying to place more veterans. Additionally, we are trying to not only get more minorities, because there is such a dearth of minorities in the craft trade industries and people involved in apprenticeship programs, but we have more or less tried to utilize not only the resources that we had within the generic apprenticeship operation, but we have reached over into our employment security system operation and worked very closely with them through their apprenticeship information service in trying to utilize those kinds of resources to help to enlarge the normal apprenticeship activities.

Now, this has not been of tremendous cost to us as an agency and it has generated much, much frustration to me because at the time that the activities were transferred to the District government, the U.S. Department of Labor and the Mayor of Washington, D.C. entered into an agreement whereby the District of Columbia made the request of the Department of Labor and said if you provide funds to carry these responsibilities for the first fiscal year, meaning fiscal year 1975, by that time we would be able to incorporate these activities into our budgetary system. That agreement ran from July 1, 1974, until June 30, 1975. So, since July 1, this last year, and up to this date we have literally been without any resources whatsoever to accommodate the staff which has been on-board, which has carried out regulatory functions and statutory functions as provided by the Congress. And it has conformed to legislation passed by the District of Columbia to carry out these functions, consistent with the National Apprenticeship Act.

OCCUPATIONAL EMPHASIS OF APPRENTICESHIP PROGRAM

Senator CHILES. What industries or occupations are emphasized by the apprenticeship program?

Mr. WILKINS. The majority of the industries that we get involved with would be in the construction area. Printing would come second. And the service area would follow closely as third.

Senator CHILES. What is the job-placement rate of individuals who complete your training?

Mr. WILKINS. It varies. We do not maintain those stats presently for several reasons. We put a person into an apprenticeship training situation, and this is a partnership thing. It lasts for several years. It works from 24 months to several years, depending upon the craft-trade.

At the time they complete their apprenticeship, they are issued certification by us and at that time they are also placed on the union rolls. And, so, with this system, the craft-trade unions and also the system of the Department of Manpower we feel that we have a pretty high placement rate. There are periods of time during which an individual may be away from a job. And this is especially true over this past 15 months, in which time we have encountered some downturns in the economy which have affected the construction industry.

Senator CHILES. It would seem to me that we would certainly need some kind of figures on that, because if we are training, for example, minority persons, and blacks for apprenticeship work in building trades, and then, in fact, they cannot get employed because, well, for any reason, perhaps the fact that you have already pointed out that there is a dearth in the building trades, then you would have to figure out what action to take in that regard.

It seems like that is information which should be available both to the Congress and to the City Council so they can be able to monitor and determine what is the effectiveness of the program and are there some other roadblocks that need to be removed.

Mr. WILKINS. We have data—I do not have it here with me but I could submit it for the record subsequent to the hearings today—but that program is one of the basic programs which has the element of security to it, more so than some of the others in which we are engaged. Because you have the tie in with the apprenticeship craft-trade and trades involving agreement.

They have the tie with the employers and managers and even while they are in an apprenticeship category, they are literally placed into a work situation. They begin drawing money from day one, based on a formula which is a percentage of the total wage which is paid within that craft-trade industry.

So, if you put it that way, I could say that every person over 2,000 is actually put into a payroll, because they do draw salary when they go into that situation. They are apprenticeship and they graduate to a journeyman at a higher salary.

Senator CHILES. But you do not follow them after they get out of the program?

Mr. WILKINS. No; we follow through to the point of certification for journeymanship. Once they advance to that certification and they are eligible to participate as a journeyman within the electrical trades, then at that time it is taken over by the trade. And usually in those areas we have not had any difficulty placing people.

Senator CHILES. Senator Huddleston.

Senator HUDDLESTON. No questions.

JOB PLACEMENT FOR FOOD STAMP APPLICANTS

Senator CHILES. How valid is the estimate of your job placement for food stamp applicants, 535? Was 535 the actual amount of placements in fiscal year 1975?

Mr. WILKINS. Those are actual 1975, yes. They are actual. Oh, I am sorry. The estimate is valid and any similarity to the total Members of Congress is purely coincidental.

That is in reference to a statement that was made about the 535. But in checking the record, we ascertained that there are 1,045 food stamp applicants placed in employment in fiscal year 1975.

Senator CHILES. 1,035?

Mr. WILKINS. 1,045.

QUESTIONS SUBMITTED BY SENATOR CHILES

Senator CHILES. We will insert the rest of our questions for response in the record. Thank you.

[The questions and answers follow:]

D.C. APPRENTICESHIP PROGRAM FUNDING

*Question.* With respect to Sec. 204 of the Home Rule Act: (a) Was not the transfer of the funding of the D.C. Apprenticeship Program effective July 1, 1974?

Answer. The functions of the Apprenticeship Program were transferred to the District of Columbia Government pursuant to the District of Columbia Self-Government and Governmental Reorganization Act, Public Law 93-198, 93rd Congress. The funds of the U.S. Secretary of Labor (Employment Service Grants), which were used to carryout apprenticeship functions, were not transferred to the District to conduct an apprenticeship program, were transferred.

*Question.* How as the D.C. Apprenticeship Program funded in fiscal 1975?

Answer. The Apprenticeship Program was funded in FY 1975, as indicated above, from funds allocated by the U.S. Secretary of Labor—Employment Service Grants.

*Question.* What was the level of positions and obligations in 1975?

Answer. As we indicated in question 1.a. above, the Department of Manpower received funds for six positions to conduct an apprenticeship program for the District of Columbia. In effect, this was an "in-kind" contribution by the U.S. Secretary of Labor to the District of Columbia. The obligations for the Apprenticeship Program in FY 1975 amounted to $5,000 in appropriated funds which were used for such purposes as per diem, travel, supplies and equipment for D.C. Apprenticeship Council members.

*Question.* Why are the 9 positions requested for 1976 funded for 6 months and how does the positions requested compare in responsibilities to the 6 positions required in 1974?

Answer. The positions are funded for 6 months in conformity with instructions received from the Office of Budget and Management Systems. It is our understanding that all "new" positions are funded for 6 months only. There are three (3) new positions requested for FY 1976 to handle increased responsibilities of monitoring and evaluating apprenticeship programs: GS-11 Manpower Analyst; GS-7 Manpower Analyst; and GS-5 Clerk-typist.

D.C. APPRENTICESHIP COUNCIL

*Question.* Is the D.C. Apprenticeship Council now no more than an advisory group to the Department of Manpower?

Answer. No, the Apprenticeship Council carries out more than just advisory functions. It aids in formulating policies for effective administration of Public Law 79-387, which establishes a voluntary apprenticeship program in the District of Columbia. In addition, the Council establishes standards for apprenticeship agreements and issues rules and regulations.

### Decline in Affirmative Action Programs

*Question.* Why is the number of affirmative action programs declining?

Answer. The number of applicants are declining, but the program remains the same. Both apprenticeship and affirmative action programs are affected by the downturn in the economy (High unemployment rate).

### Enrolling in Programs of Oak Hill Graduates

*Question.* What is done to enroll young persons who have completed their terms at Oak Hill in apprenticeship programs?

Answer. Information about training openings from apprenticeship services (including affirmative action, veterans OJT and apprenticeship programs) are placed on file with the Apprenticeship Information Center (AIC), Department of Manpower, the Counselors at Cedar Knoll and Oak Hill contact AIC and schedule applicants to apply and compete for selection for apprenticeship services.

*Question.* Please explain the program measures for the employment service. It would seem that the details of the types of persons placed exceeds the placement transactions.

Answer. Line three (3) represents the total number of individuals to be placed by the Employment Service. Lines four (4), five (5) and six (6) are breakouts of Line three (3); they are not additive. Line three (3) does not exceed line seven (7), placement transactions.

*Question.* Why is it assumed that a level of placing only 132 out of 180 registered veterans will continue from 1974 to 1976?

Answer. I was assuming that with the same resource level, the productivity level would remain basically constant.

## Department of Housing and Community Development

**STATEMENT OF LORENZO W. JACOBS, JR., DIRECTOR**

**ACCOMPANIED BY:**
**HENRY TRAYLOR, CHIEF, COMPTROLLER DIVISION**
**ROY PRIEST, ACTING ADMINISTRATOR, OFFICE OF POLICY DEVELOPMENT PLANNING EVALUATION ADMINISTRATION**

### POLICY STATEMENT AND BUDGET SUMMARY

Senator Chiles. The subcommittee will now consider the Office of Housing and Development. The request is for $6,326,800, 378 positions. That compares with $544,300 appropriated last year and an increase of 67 positions.

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

# DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT

## INTRODUCTION

Reorganization Plan No. 3 of 1975 dated April 8, 1975, established in the Executive Branch of the Government of the District of Columbia, the Department of Housing and Community Development which became effective July 3, 1975. The new Department was established to formulate, develop and recommend housing and community development policies, plans and programs, and to accomplish the promotion, coordination and execution of these, together with the administration of laws pertaining to housing and community development. The Department of Housing and Community Development will be headed by a Director, however, as of July 3, 1975, an Acting Director was appointed by Mayor's Order No. 75-125.

## FUNCTIONS

Reorganization Plan No. 3 of 1975, assigned the Director of the Department of Housing and Community Development the following functions:

A. Provide the Mayor information and advice on matters pertaining to public and private housing and community development plans, programs and activities in the District of Columbia.

B. Identify the District's housing and community development needs, formulate and recommend housing and community development policy, and accomplish the planning, promotion, coordination and execution of plans, projects and activities to meet the needs.

C. Develop annual and longer-term housing and community development priorities, goals and objectives for the District.

D. Prepare in collaboration with the Municipal Planning Office that portion of the Comprehensive Plan that pertains to housing and community development, and recommend changes in that plan when essential to accomplishment of housing and community development goals and objectives.

E. Prepare for submission to the Office of Budget and Management Systems that portion of the Capital Improvement Plan and the Multi-Year Program and Financial Plan, developed by the Department, that pertains to housing and community development; and recommend changes in that plan when essential to the accomplishment of housing and community development goals and objectives.

F. Prepare an annual housing and community development work program and budget.

G. Ensure that housing and community development plans and plan execution are coordinated with appropriate Federal and local agencies and departments.

H. Develop with appropriate Federal and local agencies and departments, and with private organizations, plans and programs to create and sustain private developer interest and activity in the District of Columbia.

I. Develop policies, standards and procedures for conducting housing and community development activities, such as inspection, relocation, land acquisition and disposition, citizen participation, minority contracting, data collection and management.

J. Evaluate the effectiveness and efficiency with which housing and community development programs, projects and activities meet specified goals and objectives.

K. Establish and maintain a City-wide data collection and data management system pertaining to housing and community development.

L. Conduct research, field surveys and neighborhood planning and management studies relating to land use and housing conditions, and develop and test new program concepts as demonstration or special projects.

M. Administer and enforce to the extent authorized by this Plan the statutes, codes and regulations governing housing, and the construction, erection, maintenance, repair, alteration, inspection, zoning, occupancy, use and removal of buildings and their appurtenances and electrical and mechanical equipment.

N. Promote the preservation and improvement of residential neighborhoods, the development of underdeveloped or inappropriately developed land, and the provision of supportive community services and economic opportunities in or near residential areas.

O. Manage the affairs of the National Capital Housing Authority and the Model Cities Program.

P. Provide staff support, administrative, fiscal and housekeeping services for the Redevelopment Land Agency, National Capital Housing Authority, Board for the Condemnation of Insanitary Buildings, Condemnation Review Board, Relocation Advisory Committee (CO 73-151), Urban Renewal Operations Committee (CO 55-998), Building Code Advisory Committee (CO 72-173), and the Mayor's Advisory Committee on Fort Lincoln (CO 72-223).

Q. Review applications filed with the Board of Zoning Adjustment pursuant to Section 3105.42 of the District of Columbia Zoning Regulations and make comments and recommendations thereon to the Board.

R. Manage the affairs of the Redevelopment Land Agency to the extent authorized.

S. Serve as Model Cities Administrator, State Historic Preservation Officer for the District of Columbia, Administrator of Section 109.10, D. C. Building Code, providing for delay in alteration and demolition of architecturally or historically significant properties, the Mayor's second alternate on the NCPC, the Mayor's first alternate on the NCPC's Housing and Urban Renewal Committee, member of the National Capital Planning Commission's (NCPC) Coordinating Committee, Chairman of the Relocation Advisory Committee, the Urban Renewal Operations Committee and the Building Code Advisory Committee, and Coordinator of the Fort Lincoln New Town Urban Renewal Project (CO 72-223).

T. Present, at the direction of the Mayor, plans, budgets and proposed programs of the District pertaining to housing and community development to the Council of the District of Columbia, Congressional Committees, Federal agencies, the Metropolitan Washington Council of Governments, and other entities.

Details respecting the purposes and functions of each component transferred to the new Department of Housing and Community Development are outlined elsewhere in these justifications under the former name of the applicable component which are also identified as follows:

$DB_1$ Office of Housing and Community Development
$DB_2$ National Capital Housing Authority
$DB_3$ Department of Economic Development
DC Redevelopment Land Agency

FORMERLY - DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT

INTRODUCTION- Commissioner's Order 74-143, effective June 30, 1974, abolished the position of Assistant to the Mayor for Housing Programs. It established a new organization, the Office of Housing and Community Development, to which the functions and delegated authorities of the Assistant to the Mayor for Housing Programs were transferred. An Acting Director was appointed as of July 1, 1974.

The Acting Director of the OHCD is also the Model Cities Administrator, the Authority for the National Capital Housing Authority, and the State Historic Preservation Officer for the District of Columbia.

PURPOSE OF ORGANIZATION- Commissioner's Order 74-143 charged the Office of Housing and Community Development with responsibility for (1) identifying the current and future housing and community development needs of the District of Columbia; (2) developing a strategy for best meeting those needs; and (3) ensuring the planning and coordination of programs, projects and other activities necessary to carry out that strategy.

FUNCTIONS- Commissioner's Order 74-143 assigned the Director, Office of Housing and Community Development the following functions:

A. Provide the Mayor information and advice on matters pertaining to public and private housing and community development plans, programs, and activities in the District of Columbia.

B. Identify the District's housing and community development needs; recommend to the Mayor plans for meeting those needs. Under the direction of the Mayor establish policies to guide the planning, coordination, and execution of public or joint public-private programs and projects necessary to carry out those plans.

C. Recommend to the Mayor annual and longer-term housing and community development priorities, goals, and objectives for the District.

D. Coordinate the preparation of the District's submissions for funding housing and community development activities from Federal, District and private sources; recommend to the Mayor the allocation of all non-categorical housing and community development funds provided to support housing and community development activity in the District of Columbia.

E. Coordinate the preparation of that portion of the Comprehensive Plan for the District involving Housing and Community Development, the Capital Improvement Plan, and the Multi-year Program and Financial Plan and recommend to the Mayor changes in these plans when such changes are deemed essential to the accomplishment of housing and community development goals and objectives.

F. Coordinate and prepare the annual consolidated housing and community development plan and budget for approval by the Mayor.

G. Ensure that all housing and community development plans are coordinated with appropriate Federal and local agencies and departments.

H. Develop with appropriate D. C. Departments and private organizations plans and programs to create and sustain private developer interest and activity in the District of Columbia.

I. Recommend to the Mayor standard policies and procedures for conducting housing and community development activities in the District, e.g., for relocation, land acquisition and disposition and citizen participation.

J. Monitor the implementation and execution of housing and community development programs and projects by the operating units, including regular reports to the Mayor for appropriate action.

K. Evaluate at the direction of the Mayor the effectiveness and efficiency with which housing and community development programs and projects are being carried out to meet the specified goals and objectives as set out by the Mayor.

L. Perform research and collect data and statistics in support of the overall functions of the Office; conduct special planning and management studies; develop and test new program concepts as demonstration or special projects as approved by the Mayor.

M. Serve as the Mayor's representative or alternate as housing and community development member on local interagency committees, task forces and coordinating committees.

N. Coordinate and review at the direction of the Mayor, the presentation of plans, budgets, and proposed programs of the District with regard to housing and community development before Congressional committees, Federal bodies and other government entities, e.g., the Metropolitan Washington Council of Governments.

Among activities for which OHCD is responsible, are: Project HOME, Condominium Regulation, Housing for Bicentennial Visitors, Project REHAB, planning for a comprehensive Neighborhood Improvement Program (NIP), Neighborhood Housing Services, Inc., Urban Homesteading, coordinative support to the Housing Rent Commission, Historic Preservation, Urban Renewal Coordination, staffing of a citizens Committee on Housing for the Elderly, coordinating Fort Lincoln New Town, Neighborhood Planning, and publication of a Housing and Community Development Newsletter.

In pursuit of these goals and objectives, the Acting Director of the Office of Housing and Community Development, in FY 1975, has been directing a two-pronged effort aimed at (1) reorganizing the appropriate offices and agencies of the D.C. Government into a Department of Housing and Community Development, and (2) guiding the formulation of a Community Develop- Block Grant Application for submission to the U.S. Department of Housing and Urban Development (HUD).

The Acting Director has chaired a Steering Committee comprised of heads of the D.C. Redevelopment Land Agency, the National

Capital Housing Authority and the Model Cities Program. The Steering Committee has directed both the reorganization and the application efforts.

A Special Task Force on Reorganization has been operating under the direction of the Steering Committee, pulling together previously published reports and plans and soliciting information from interested individuals and agencies of the D.C. Government.

It is the intent of the Acting Director of the OHCD and the members of the Steering Committee to lay the groundwork for the implementation and administration in FY 1976 of the Community Development Block Grant and a newly organized Department of Housing and Community Development.

## FORMERLY - NATIONAL CAPITAL HOUSING AUTHORITY

The National Capital Housing Authority (NCHA) was established by the District of Columbia Alley Dwelling Act of 1934" to provide for the discontinuance of the use as dwellings of buildings situated in alleys in the District of Columbia, and for the replatting and development of squares containing inhabited alleys, in the interest of public health, comfort, morals, safety, and welfare, and for other purposes". Created by this Act as "the Authority", it was named the Alley Dwelling Authority in the Executive Order issued by President Roosevelt designating the Authority to carry out the provisions of the act, and renamed the National Capital Housing Authority in 1943.

The scope of the Alley Dwelling Authority was greatly enlarged in 1938 when Congress amended the Alley Dwelling Act to permit the Authority to qualify as a local housing authority under the provisions of the U. S. Housing Act of 1937, as amended. The 1938 amendment adjusted the focus of the Authority from reclaiming squares containing inhabited alleys to include providing decent, safe, and sanitary low-rent housing for low-income families. Today NCHA is responsible for the management of the more than 11,800 dwelling units which make up the District of Columbia's public housing stock and for the development and identification of new housing resources. NCHA currently houses over 50,000 people and has a waiting list of more than 7,500 families and senior citizens.

The powers, functions, and duties under the Alley Dwelling Act are vested in the "National Capital Housing Authority, an individual designated by the Mayor, whose official acts are promulgated in the form of Authority Orders. The NCHA Advisory Board, composed of public housing residents elected by their neighbors and citizens appointed by the Mayor, evaluates existing and proposed programs, policies, and procedures, and then makes appropriate recommendations. Many policies of the Authority are mandated by the Department of Housing and Urban Development (HUD), including NCHA's proposed budgets which do not become official until accepted by that Department.

NCHA's housing operations are financed through dwelling rental and contributions from HUD. Both sources will continue to provide funding in fiscal year 1976. Rents are limited by the Brooke Amendment to the U. S. Housing Act to a maximum of 25% of each family's income. The Housing and Community Development Act of 1974 includes a provision establishing a minimum rent of 5% of total family income or, if a portion of welfare payments is designated for housing, the amount so designated, a modification which

should provide some additional funds. NCHA did not become a part of the District Government until July 1, 1974 and is not receiving appropriated funds.

In addition to contributions toward on-going operations, HUD is providing demonstration grant funds to NCHA in fiscal year 1975 for the final year of a three-year Management Improvement Program. Although this program will be phased out before fiscal year 1976, some aspects will be incorporated in the operating budget of the Authority. NCHA has also received preliminary approval of a proposal to participate in another HUD grant program, the Target Projects Program. This new program would last for two years, and if final approval is received shortly, the program could begin in the second half of fiscal year 1975 and be in full operation during fiscal year 1976.

Grant funds received from the Division of Services to the Aged, D. C. Department of Human Resources, in fiscal year 1974 made possible a social planning study to determine the optimal services to be incorporated into a model facility planned by NCHA for the elderly. The contractor's final report has been received and NCHA is seeking funds from other sources to implement the recommendations.

NCHA's operations have been classified under eight budget titles:

Alley Dwelling Act Program (Title 1)

The "Alley Dwelling Act Program" is carried out under the provisions of the original Alley Dwelling Act of 1934. The units in this program were built in areas which had been cleared as part of the Authority's efforts to reclaim slum alleys. NCHA has had to demolish most of the projects built under this program because of severe maintenance dificiencies and today only one project containing 18 units remains in operation. Title 1 projects receive no subsidy from HUD.

Public Housing (Title II)

Title II of the public housing program provides the predominate portion of NCHA housing. HUD provides financial assistance in the development of units, and then operating subsidy once the units are in operation. HUD also provides modernization funds to correct extensive physical deterioration, replace out-moded equipment or structures, and/or improve grounds, structures, or equipment.

In addition to housing projects, Title II public housing includes the leased housing program. This is a special program under which NCHA leases units at the market rate from private owners and then rents these units to low-income families. The difference between the rents received by NCHA and the cost of leasing the units from private owners is subsidized by HUD. One of the most significant merits of the leasing program is that the units leased blend in with the surrounding community and are not readily identifiable as public housing. Thus, they escape the stigma sometimes attached to "projects".

Preliminary Planning (Title III)

Preliminary planning encompasses the initial stages of developing new housing and identifying existing structures which would meet the shelter needs of low-income families and senior citizens in the District of Columbia. Beginning with the basic determination of need, this planning includes location and feasibility studies, and if applicable, preparation of architectural plans. No preliminary planning funds have been authorized by HUD for fiscal year 1975 because no new projects have received the necessary preliminary approval from that Department.

Shaw Program (TITLE IV)

The Shaw Program is NCHA's first operational Homeownership Opportunity Program. The 54 townhouses which comprise this program were completed early in calendar 1974 and occupied by families selected for their homeownership potential from a special waiting list of low-income families interested in becoming homeowners. The families in this program build up an equity through monthly payments. They will purchase their homes either by using this equity as a downpayment and obtaining an FHA, VA, or conventional mortage, or by continuing to increase their equity to the point where they own their homes.

The 13 three-bedroom, 36 four-bedroom and 5 five-bedroom townhouses are located on four sites in the Shaw Urban Renewal Area.

Project Rehab. (Title V)

Project Rehab. was designed to achieve two goals, the rehabilitation of some of the existing housing stock in the District of Columbia and the increase of public housing units. Under this program, NCHA is authorized to contract with public or private groups for the purchase of 160 units upon their restoration in accordance with the Authority's requirements. To date, the D. C. Redevelopment Land Agency (RLA) has been the principal agency interested in the program. NCHA and RLA have a contract covering 60 units in the Shaw Urban Renewal Area and negotiations for other units are underway.

Management Improvement Program (Title VI)

The Management Improvement Program is a three-year program begun in fiscal year 1973 under a demonstration grant from HUD. In this program NCHA is experimenting with different ways of managing public housing units. Four management and two maintenance approaches are being tested, while existing policies and procedures are being reviewed and in some cases revised.

Attention is being focused on the following areas: Resident involvement, Occupancy, Maintenance, Security, Social Services, Administration, and Management Planning and Control. Significant progress has been made to date.

Elderly Program (Title VII)

The "Elderly Program" is the budget designation given to the social planning grant received from the D. C. Division of Services to the Aged for use in designing the services to be provided in NCHA's proposed multi-phase living facility for the elderly. The final report from the contractor was received this fiscal year; the Authority has transmitted it to the funding agency in preparation for grant closeout.

59-211 O - 76 - 24

Knox Hill Program (Title VIII)

The Knox Hill Program represents the Authority's efforts to replace a public housing project built in 1942 which was demolished because of severe maintenance problems. Planning for the replacement project has been underway for some time and has been slowed by decisions to revise the plans in order to reduce the density of the child population and then by the threatened shortage of fuel oil, coupled with the infeasibility of using either electricity or coal and the unavialability of natural gas for newly constructed buildings. When built, the project will contain 146 units. Displaced residents of the original project, many of whom chose to move to other NCHA properties for the interim period, will be given first priority when the new project is completed.

The Housing Authority is making every effort to provide improved maintenance service to residents, expedite the restoration of vacated units to occupancy, expand the housing stock to meet the demand, and reduce the current accounts receivable balance. These efforts are being made within the context of increased resident involvement in every phase of operation, based on the conviction that such participation will contribute significantly to the success of the program.

Program Activities During Fiscal Year 1976

Alley Dwelling Act Program (Title I)

It is anticipated that this program will continue at the same level in 1976.

Public Housing Program (Title II)

The Department of Housing and Urban Development has informed the Authority that it will begin funding local housing authorities under a new "prototype" formula on or about April of 1975. It has not yet been determined what the impact of this formula will be on the level of subsidy provided for this program. This will have to be closely watched by the Authority and our funding requirements must be considered in the context of the District's overall housing and community development program. Fiscal Year 1975 income also includes one-time "catch-up" funds from the recalculation of prior subsidies. This program contains the majority of the units under the management of the Housing Authority and it is here that efforts to improve maintenance and reduce the number of vacancy days are most essential and will be most visible.

Preliminary Planning (Title III)

No projects are "in the pipeline" for fiscal year 1975 and none is expected during fiscal year 1976 because of HUD's continuing emphasis on leasing rather than construction or acquisition.

Shaw Program (Title IV)

This program will have been in existence for almost a year and a half when fiscal year 1976 begins. The shift in emphasis begun this fiscal year away from planning and providing training in different areas affecting homeownership will continue as the 54 families participating in the program gain experience. Attention will be focused on the on-going operation of the program.

Project Rehab. (Title V)

Some of the units in Project Rehab will be acquired during fiscal year 1976, but the project will officially remain in Development" until 95% of the authorized units are occupied.

Management Improvement Program (Title VI)

It is expected that the Management Improvement Program will be completed by the end of fiscal year 1975.

Elderly Program (Title VII)

This was a one-time grant awarded in fiscal year 1974 and completed during fiscal year 1975.

Knox Hill Program (Title VIII)

This project will remain in development throughout fiscal year 1976. It is anticipated that construction will be well underway by the end of the fiscal year.

## FORMERLY - D. C. REDEVELOPMENT LAND AGENCY

### FUNCTIONS AND FINANCING

The D. C. Redevelopment Land Agency was established by the District of Columbia Redevelopment Act of 1945. The Agency is responsible for carrying out Urban Renewal Plans that have been adopted by the National Capital Planning Commission and approved by the District of Columbia Council, after public hearing in accordance with the D. C. Redevelopment Act, as amended. The Agency has completed three urban renewal projects. It is presently carrying out urban renewal plans approved in accordance with the Redevelopment Act for eight projects with loan and grant assistance provided by the U. S. Department of Housing and Urban Development (HUD) under Title I of the Housing Act of 1949, as amended.

The appropriated funds allocated to the Agency by the District of Columbia are for per diem payment to the five members of the Agency's Board of Directors. Presently, each member of the Board is appointed by the Mayor-Commissioner, confirmed by the United States Senate and serves a five year term. On July 1, 1974, the Agency became an instrumentality of the District of Columbia pursuant to the District of Columbia Self-Government and Governmental Reorganization Act (Public Law 93-198); which provides that, on or after January 2, 1975, Board members shall be appointed by the Mayor with the advice and consent of the Council of the District of Columbia.

The rate of compensation to the Agency's Board members for each day they participate in Agency activities is provided by the D. C. Redevelopment Act of 1945, as amended.

Board members attend approximately 24 regular meetings and numerous special meetings each year, at which they

establish Agency policy in carrying out the urban renewal program. In addition to these meetings, the Board holds public hearings in connection with the disposition of land and contract appeal cases.

The Board is the governing body of the Agency and as such is responsible for the administration of its program. The day to day work is handled by a staff headed by a full time Executive Director. Among the Board's activities are the selection of redevelopers of land in urban renewal areas and the awarding of Agency contracts in-including contracts for site improvements, site clearance, rehabilitation, consultant services and contracts for sale or lease of land. The acquisition of property by the Agency is approved by the Board in accordance with HUD regulations.

With the exception of per diem payments for members of the Board of Directors provided by D. C. appropriations, the Agency's renewal operations are funded by financial assistance provided, subject to D. C. Council approval, by HUD. This financial assistance has been made available under Title I of the Housing Act of 1949, as amended.

Existing contracts with HUD will provide for urban renewal operations previously initiated to be continued during FY'76 in the conventional urban renewal projects and approved NDP action areas, identified below. However, no new Federal financial assistance will be provided under Title I after December 31, 1974. Beginning January 1, 1975, Federal financial assistance will be provided under the Housing and Community Development Act of 1974. Such financial assistance will be provided to the District of Columbia government to undertake a program of community development activities authorized by the 1974 Act, including the completion of Title I urban renewal projects.

Currently, the Agency is carrying out Urban Renewal Plans for (a) four "conventional" urban renewal project areas, under loan and grant contracts with HUD pursuant to Part A of Title I; and (b) four urban renewal areas under the Neighborhood Development Program, pursuant to Part B of Title I (which was added to Title I by the Housing and Urban Development Act of 1968).

Loan and Grant contracts for conventional projects provide the assistance which is estimated to be required to carry out all project activities until the project is completed, usually a period of several years.

Under the Neighborhood Development Program, urban renewal activities are planned and carried out in a series of annual increments, and are funded by HUD on an annual basis.

The District of Columbia Relocation Act of 1964 (Sec. 5-731, D.C. Code) established within the RLA the D. C. Relocation Assistance Office. No funds are directly appropriated to the Agency to carry out these services. The Agency is compensated for these services pursuant to a cooperation agreement with the District of Columbia Government and under cooperation agreements with Federal agencies for which it performs such services.

SUMMARY OF D. C. URBAN RENEWAL PROJECTS

1. Southwest Project "B"

This predominantly residential redevelopment project involved the renewal of a 77.1 acre area, including the development of 1,739 housing units with a total estimated construction value of $32.2 million. Project redevelopment has been completed.

2. Southwest Project "C"

This redevelopment project involves construction of residential, commercial, and office structures on a 451.1 acre site. Projected redevelopment will include 4100 housing units, supporting commercial facilities, and offices with an employment capacity of approximately 85,000 persons. The total estimated construction value will be $581.6 million. The majority of development is in place.

3. Southwest Project C-1

This predominantly commercial redevelopment project involves renewal of a 32.4 acre area, including development of retail and service facilities with an estimated construction value of $5.5 million. Project redevelopment has been completed.

4. Columbia Plaza

This predominantly residential redevelopment project involves renewal of an 18.2 acre area, including development of 800 housing units and an office building with a total estimated construction value of $47.5 million. Project redevelopment has been completed.

5. Northeast No. 1

This predominantly commercial redevelopment project involves renewal of an 82.4 acre area. Projected redevelopment will include retail and light industrial facilities with an estimated construction value of $134.8 million. Rehabilitation of commercial properties is also proceeding. Substantial development is in place.

6. Northwest No. 1

This predominantly residential redevelopment project involves renewal of a 117.2 acre area. Projected redevelopment will include 1638 housing units (plus 239 additional units of rehabilitation housing) with a total estimated construction value of $71.8 million. Substantial development is in place.

7. Fort Lincoln

This new community to be developed on predominantly open land involves renewal of a 359.15 acre area. Projected redevelopment will include 4600 housing units, commercial and educational facilities, with a total estimated construction value of $240.0 million. The Fort Lincoln Project has been approved and initial development activities have started.

8. Neighborhood Development Program (NDP)

The D. C. Neighborhood Development Program, containing the Shaw and Downtown areas, was first approved by the D. C. Council and HUD in early 1969. The H and 14th Street areas were added to the NDP in late 1969 and early 1970.

The four NDP projects will involve the renewal of a 1919 acre area. To date, sites totalling 303.84 acres have been approved for specific treatment; 146.34 acres for clearance action and 157.5 acres for rehabilitation. Projected redevelopment on these same sites approved to date will include 6700 new housing units plus 7100 units of rehabilitation housing, in addition to commercial and other non-residential redevelopment. The total estimated construction value of this redevelopment is expected to exceed $300 million for new construction alone. Initial development is complete or underway in these areas.

A primary objective of the Urban Renewal Plans for each of the renewal areas included in the NDP is to eliminate substandard building conditions and other blighting conditions and to provide for the rebuilding of areas damaged during the 1968 civil disorders, through a staged program of clearance and redevelopment, and property rehabilitation.

For the three areas which are currently predominantly residential -- H Street, Shaw, 14th Street -- the basic objective of the Urban Renewal Plans is to renew them for predominantly residential uses, primarily to provide housing for low and moderate income families and individuals, including related public and private facilities and uses necessary to provide a viable residential environment with supporting commercial, residential, and educational facilities.

In addition, objectives of the Plans for these areas include provision of increased employment and business opportunities, the rebuilding and the development of new commercial facilities and improvement of public facilities and services.

The Downtown Urban Renewal Area contains the city's traditional retail core shopping, office and central employment area. This area is primarily devoted to non-residential uses, and the Plan objectives call for retention and renewal of the majority of this area for non-residential uses. However, significant new high density residential development and the downtown facility of the Federal City College are to be developed north of Massachusetts Avenue. Chinatown and the proposed Eisenhower Civic Center site are located in the area south of Massachusetts Avenue.

The status of major program activities in NDP areas as of mid-1974 is summarized below:

- Property Acquisition. As of November 1, 1974, approximately $90 million worth of real estate has been acquired or offered.

- Relocation. As of June 30, 1974, the Agency had permanently relocated 1973 households, and 274 businesses from NDP areas. Approximately 1400 households and 260 businesses remain to be relocated from approved action areas.

- Demolition. As of June 30, 1974, the Agency had cleared 491 buildings from property acquired, and also transferred funds to the Board of Condemnation of Insanitary Buildings, for demolition of uninhabitable and blighting buildings outside of areas being acquired by the Agency.

- New Construction. As of June 30, 1974, 645 units of low and moderate income housing had been completed or put under construction in NDP areas. In addition, the Agency had selected sponsors for the development of 1588 new units of low and moderate income housing for which HUD has accepted and is processing applications, and are expected to begin construction in late FY'75. The Agency has also selected a redeveloper for 850 units of market rate housing in the Downtown area for which construction is expected to start in FY'76.

  Disposition and development of non-residential sites is proceeding. Projects under construction or completed include a health center, new branch library, the Shaw Junior High School, new fire station, new churches and parks. In the Downtown area, the Agency also marketed four sites at major Metro subway station locations at 12th and G Streets. Design is underway of new office and retail shopping development on these sites which are expected to have a redevelopment value upon completion in excess of $60 million.

- Property Rehabilitation. As of June 30, 1974, the Agency had 192 units of rehabilitated housing completed or under construction in NDP areas. Since then construction has started on additional units, and others have been marketed for rehabilitation by sponsors.

PROGRAM ACTIVITIES DURING FY'76

A. Conventional Urban Renewal Projects

Demolition, site improvement, and land disposition activities will be continued during FY'76 to carry out the approved urban renewal plans for these projects. As of January 1, 1975, the source of any additional funding needed to complete previously approved actions will be the funds available under the District's Community Development Program.

B. Neighborhood Development Program

Further activities during FY'76 will be necessary to carry out the currently approved NDP plans. Such activities will be undertaken with assistance provided under the Housing and Community Development Act of 1974. Specific actions and the level of funding to be provided to carry out the NDP Plans under the District's Community Development Program will be determined, following a process of community participation, by the Mayor and Council of the District of Columbia.

There is much to be done carry out the NDP plans as currently approved and a substantial level of assistance will be necessary to continue to implement these plans and meet the District's development objectives for the Bicentennial. It is anticipated that the activities during FY'76 will concentrate on the continued marketing of sites for redevelopment in accordance with the approved plans, site clearance to eliminate hazardous buildings and conditions of blight and prepare sites for construction and redevelopment, construction of project improvements necessary to support redevelopment and rehabilitation now under way or to be undertaken during this period, and a program to bring properties in designated rehabilitation areas into conformity with the standards in the Urban Renewal Plans, including direct rehabilitation.

1. Redevelopment

Additional approved residential sites in the NDP areas yet to be marketed will provide for the estimated development of approximately 3,000 new units of housing. Marketing efforts are expected to be undertaken during the latter part of FY'75 and will continue in FY'76 with the objective of beginning construction of a substantial portion of these units in FY'76 or early FY'77.

2. Site Preparation Activities

During FY'76, it will continue to be necessary to relocate site occupants and continue site clearance activities in order to eliminate hazardous, vandalized buildings and to prepare approved sites for redevelopment and new construction.

3. Project Improvements

To the extent that funds permit, the substantial program of constructing project improvements begun in the NDP areas will be continued in FY'76. Such project improvements include parks, street and sidewalk construction, and public utility improvements, which are essential to support and complete the renewal of areas for which redevelopment and rehabilitation are under way or will be undertaken during this period.

4. Property Rehabilitation

It will be necessary to continue rehabilitation activities in areas designated for rehabilitation under the approved plans. The majority of properties in such areas are expected to be improved by the present owners. However, it will also be necessary to dispose of properties acquired in such areas to sponsors for rehabilitation, or to undertake direct rehabilitation prior to disposition in some cases.

Other activities in NDP areas will include the management of acquired property, planning and design of existing and proposed sites, and other actions supporting the approved urban renewal program in these areas.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Department of Housing

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 27 | $469.0 | 30 | $544.3 | 378 | $6,326.8 | +348 | +5,782.5 |

Analysis of 1976 Change:

| | | | | |
|---|---|---|---|---|
| Base adjustments: | | | | |
| 1. Transfer in: | | | | |
| Bureau of Building, Housing and Zoning (except Weights, Measures and Market Branch) from Department of Economic Development | | | +268 | +4,399.3 |
| Board of Condemnation from Department of Economic Development | | | +13 | +472.2 |
| Redevelopment Land Agency | | | .... | +6.0 |
| 2. Base reductions | | | ... | -18.0 |
| Total, base adjustments | | | +281 | +4,859.5 |
| Program increases: | | | | |
| 1. Pay raise annualization | | | ... | +200.4 |
| 2. Coordination - Other Services - Housing Rent Subsidy Program | | | ... | +250.0 |
| 3. Coordination - Project Home | | | | |
| GS-11 Urban Planner | 1 | 4.9 | | |
| GS-9 Research Assistant | 1 | 4.0 | | |
| Benefits | .. | .9 | +2 | +9.8 |
| 4. Housing Rent Commission | | | | |
| GS-14 Hearing Examiner | 1 | 8.1 | | |
| GS-14 Legal Counsel | 1 | 8.1 | | |
| GS-12 Hearing Examiner | 7 | 46.6 | | |
| GS-11 Hearing Examiner | 6 | 29.4 | | |
| GS-9 Hearing Examiner | 3 | 12.0 | | |
| GS-7 Investigators | 4 | 13.2 | | |
| GS-7 Case Reviewers | 4 | 13.2 | | |
| GS-12 Administrative Supervisor | 1 | 5.8 | | |
| GS-6 Secretary | 6 | 17.9 | | |
| GS-5 Secretary | 2 | 5.4 | | |
| GS-4 Clerk-Typists | 5 | 12.0 | | |
| GS-2 Clerk | 2 | 4.0 | | |
| Benefits | .. | 17.5 | | |
| Space ($35.0), printing and reproduction ($40.0), and other services ($73.7) | .. | 148.7 | +42 | +341.9 |

| | | | | |
|---|---|---|---|---|
| Department of Housing - continued | | | | |
| Program Increases - continued | | | | |
| 5. Bureau of Building, Housing and Zoning (Housing Division): | | | | |
| GS-9 Supervisory Housing Inspector | 1 | 4.6 | | |
| GS-8 Housing Inspectors | 19 | 79.6 | | |
| GS-4 Clerk-Typists | 3 | 8.5 | | |
| Automobile allowance | .. | 3.4 | | |
| Printing and reproduction | .. | .4 | | |
| Supplies | .. | .2 | | |
| Equipment | .. | 1.3 | | |
| Space rental | .. | 6.0 | +23 | +104.0 |
| 6. Redevelopment Land Agency: To cover per diem increase for the five members of the Board of Directors | | | ... | +16.9 |
| Total, program increases | | | +67 | +923.0 |

Senator CHILES. Mr. Lorenzo Jacobs is back again. How many hats do you wear?

Mr. JACOBS. Just two at the moment. I have with me Mr. Henry Traylor, who is the Chief of the Comptroller Division, and Mr. Roy Priest, who is the Acting Administrator of the Office of Policy Development, Planning and Evaluation.

INCREASES REQUESTED IN FISCAL YEAR 1976

Of the appropriated money, Mr. Chairman, that we are requesting, only $923,000 is new money. And only 67 positions are new positions. This dollar amount and the positions are accounted for as follows: $341,900 and 42 positions are for administration of the new Rental Accommodations Act that was passed by the City Council several months back: $9,800 and two positions are to continue a Project Home program that was previously funded out of grant money; $250,000 is for a proposed rent subsidy program, $287,300 and 23 positions are for purpose of augmenting an existing housing inspection program which will enable us to inspect every residential property in the District of Columbia over a 4-year cycle; $16,900 is for per diem for the Redevelopment Land Agency's Board of Directors; and $17,100 is for pay annualization.

COURT ACTION CONCERNING RENT CONTROL REGULATIONS

Senator CHILES. On the Rental Accommodation Act, has that been tested yet by the courts, or is it under test now?

Mr. JACOBS. It is in operation at this time. But it is involved in litigation in the courts.

Senator CHILES. Litigation has already been instituted?

Mr. JACOBS. I believe so, that is right.

Senator CHILES. Do you have any idea how long it is going to take before we know whether that is going to——

Mr. JACOBS. Well, it has been in the courts, not this particular act, but its predecessor.

Senator CHILES. I knew its predecessor was. Its predecessor, the court action is what brought about this, is it not, because of some of the court action?

Mr. JACOBS. Only in part. I think the main emphasis in this bill was to improve the rent control program in the District of Columbia.

RENT SUBSIDY PROGRAM

Senator CHILES. What kind of studies are you doing now with regard to determining what is happening to the supply of housing and what is going to happen to it?

Mr. JACOBS. Well, we have a planning division that is not addressing that specific project, or as specifically as you have put it, but we are going to very soon engage in consulting to undertake a study to try to determine what is the impact, if any, of the rent control legislation on housing in the District of Columbia and to address the issue of what the parameters are if we undertake to substitute some other

kind of program such as some kind of a local rent subsidy program in lieu of rent control.

Senator CHILES. Now, you mentioned an item of some several hundred thousand dollars for rent subsidy.

Mr. JACOBS. Well, it was anticipated that that study will be completed and then we would have at least $250,000 to initiate that subsidy program, if the study indicates that that is feasible.

Senator CHILES. Then you would have a rent subsidy in lieu of rent control?

Mr. JACOBS. That is one of the possibilities. The reason for rent control, of course, is to try to make it possible for people to continue to rent their properties. And one way to do it is to put a ceiling on rents. And another way to do it is to subsidize rent to some extent.

Senator CHILES. In addition to the study that you are talking about on the impact on housing by virtue of the Rent Control Act, are you doing any study to determine what your limits or parameters of going into a rent subsidy are going to be with regard to cost?

Mr. JACOBS. Absolutely. That study will specifically address that issue.

Senator CHILES. I think we would be very interested in getting the results of your studies.

Mr. JACOBS. I think we would not want to go into that until we did that study.

Senator CHILES. I would think so, because I think that too many times we determine that this is something that we need to do without looking at what are the downrun consequences 5 years or 10 years from now, and what it is going to cost us and how are we going to meet that cost.

Mr. JACOBS. We are acutely aware of that.

RENEWAL OF 14TH STREET CORRIDOR

Senator CHILES. I am delighted that you are aware of the problem, although that does not mean that the problem goes away. Renewal of 14th Street began in 1970 and yet the first new housing construction project is scheduled to begin this month.

Can you tell the subcommittee why it has taken 6 years to get new construction started?

Mr. JACOBS. Well, there are a number of factors to be addressed on that. First, I would like to just point out that the District of Columbia government itself does not have a part in the actual construction of houses at this time.

What we do is make the land available to developers and then try to get developers to actually do the developing.

And, of course, since 1970 you may recall, there has not been an abundance of private money available for housing development for low and moderate income persons.

I think, also, that the particular area has some impact in that we have not been able to attract a lot of developers because of the general rundown character of the area.

Senator CHILES. I know that Mayor established a special committee to assist in expediting development in 14th Street. And I wondered

what impact this committee had in the renewal process in the 14th Street area.

Mr. JACOBS. I would like for Mr. Al Miller to address that.

Mr. MILLER. I would like to just comment on the committee that the Mayor established. It was not really a committee to assist development, but to improve the services that were being provided in the 14th Street area during the time that we were trying to get to development.

That was the thrust of the task force that the Mayor established. We have been actively seeking developers and we do have developers for some units. I think we have developers for 750 units of subsidized housing at present, some of which has been funded by HUD.

Approximately 200 units when we submitted for funding were not funded by HUD because they did not have sufficient funds to fund them. We have recently resubmitted that development under the new section 8 program. But HUD has not made any decision on that at this time.

Senator CHILES. You have submitted but they have not made a decision?

Mr. MILLER. That is right.

SECTION 8 UNITS IN DISTRICT OF COLUMBIA

Senator CHILES. Is this the only section 8 application that you have made?

Mr. MILLER. No, there are many more section 8 applications than there are section 8 funds, which was the situation when we did not receive 236 funding.

We submitted, originally, back in June of 1974 and the funds available for the Metropolitan Washington were not sufficient to cover all of the projects that were submitted. And they did fund two developments on 14th Street, but did not fund the third.

Senator CHILES. I think it would be helpful for us, for our record, if you would submit to us the total number of units that had been applied for under HUD under section 8 and any approvals that you have.

Mr. MILLER. The approvals are easy. We do not have any yet. But we will submit that.

Mr. JACOBS. They were talking about the units that the department——

Senator CHILES. Any in the District that you know of?

Mr. JACOBS. There were about 15 or 16 private applications submitted to HUD.

Senator CHILES. We would like to have all of those.

[The information follows:]

*Section 8 units, District of Columbia*

| | |
|---|---|
| Total Units Submitted, Sept. 16, 1975: | |
| Public Owned | 950 |
| Total | 1,326 |
| Approved and Selected, Jan. 30, 1976: | |
| Public Owned | 496 |
| Total | 552 |
| Approved—Not selected (lack of funds): | |
| Public Owned | 338 |
| Total | 513 |

FEDERAL SUBSIDIES AVAILABLE FOR COMPLETING 14TH STREET

Senator CHILES. So, what you are saying to me now is the District's plans for the new construction in the future in the 14th Street corridor is section 8?

Mr. MILLER. Well, for housing, those are primarily these that have gotten along that far. We did have another site which we had marketed twice and had not been successful in receiving a developer. I think primarily the reason for that is that it was during the period when the 236 funds were going out and section 8 had not started and the question was how much section 8 money would be available.

As we get increased development in the 14th Street area with the beginning of the new construction and rehabilitation, I think it will also create an atmosphere for housing to be developed that will not require Federal subsidies.

But I just do not feel that that time is here now. And I think our efforts to find developers for the area will prove that to be correct.

Senator CHILES. Do you have any idea or any plan as to how long it is going to take to really complete the 14th Street project?

Mr. MILLER. I think that you should recognize that the 14th Street project, being the NDP project will now change over to community development. Then the question arises as to whether carrying out our programs will really be more than a catalyst to have private development completed. I think that with the construction of the new housing that is close to coming out—and the housing that is under construction—if we can actively market the major commercial area, which is in the 14th and Park Road area, I think that that would be a sufficient catalyst, that the development will, by the market forces, really complete what is scheduled for the 14th Street area.

GAO AUDIT

Senator CHILES. I understand that GAO has completed an audit of the 14th Street urban renewal project and found that a system was lacking to provide accurate data on various aspects of the urban renewal program.

Has a system now been developed to control properties from the time they are designated for acquisition under a renewal plan until they are disposed of. And, if so, would you explain to us how that system works?

Mr. JACOBS. I can respond to that, Mr. Chairman. Yes, there is a system. I think the primary problem that GAO found was that the information that we had available with respect to all of the various properties that had been acquired in the area was not readily available.

I mean we could go to the individual files and pull out all of the necessary data, but what has been done now is that all of that has been put on computer—so it is now readily available. And there is a system for continuing to update that.

Now, that was accomplished prior to the establishment of the new department. And we have to go back now and look at that system that is now in place and see to what extent it needs to be refined, or modified, due to the reorganization of the department.

Senator CHILES. But you do have a system now? So you are able to get that information?

Mr. JACOBS. Yes.

QUESTIONS SUBMITTED BY SENATOR MATHIAS

Senator CHILES. Senator Mathias has some questions. He hoped to be able to get back here to ask them himself, but he has been detained. I will just submit those to you and ask you if you will answer them for us for the record. Thank you.

[The questions and answers follow:]

ECONOMIES OF THE CONSOLIDATION OF THE FOUR PREVIOUSLY EXISTING AGENCIES INTO THE NEW DEPARTMENT

*Question.* What are the economies in both positions and funding which result from this consolidation?

Answer. It is expected that significant economies of scale will accrue from this consolidation over a long-term basis. The more efficient utilization of available professional, technical, and administrative staff skills will permit the fulfillment of existing commitments and also permit some program expansion on a long-term basis through the better utilization of existing staff. One example of this would be the savings realized by the consolidation of administrative functions such as personnel, finance, procurement, and computer services.

However, the Department staffing level as it now exists is based upon the previously existing staffing levels of its many components, and it will take time to merge functions and operations and adopt new systems in order to realize the economies that will result from the consolidation. Until this happens, the staffing level must be based upon all program commitments made.

*Question.* To what extent is this savings used to fund the requested increase?

Answer. As is stated in the response to the first part of this question, the Department has not been in existence long enough to realize the savings that will result from this consolidation. However, it is expected that in the future some program expansions would be funded by the savings that accrue from this consolidation; the extent, however, cannot be estimated at this point in time. The more immediate benefits that have accrued as a result of the consolidation are those relating to improved program development and coordination of program operations.

HOUSING EFFORTS FOR THE ELDERLY

*Question.* What efforts and program goals have been established in fiscal year 1976 to insure adequate housing for the elderly? At what level will this program be funded in fiscal year 1976? What portion of the rent subsidy funds are earmarked for the elderly?

Answer. In all types of assisted housing, including elderly housing, the Department necessarily places primary reliance on federally assisted programs. For fiscal year 1976, the new section 8 housing program is the primary source of assistance available for elderly housing. HUD has not yet made any specific allocation of section 8 funds to the District for fiscal year 1976. However, current efforts and general goals may be summarized as follows:

(*a*) The District's housing assistance plan (HAP), approved as part of the CDBG first year program, identifies 17,950 lower income elderly households in the District in need of housing assistance. This represents 23.4 percent of the total lower income households requiring assistance.

(*b*) The District's goal established in the HAP included 5,000 units of section 8 housing for fiscal years 1975–76 combined, of which 1,250 units (25 percent) was projected for elderly housing. In fiscal year 1975, HUD allocated to the District less than half the section 8 funds requested. Of the 740 units allocated, the District has programed 275 units for elderly housing, or 37 percent of the total.

(*c*) Until the level of section 8 funding is established by HUD, it is difficult to project what our fiscal year 1976 allocation will be for elderly section 8 housing. However, we expect the final number will be consistent with 25

percent goal established in the approved HAP, and the 23 percent proportion of need noted above.

During fiscal year 1976, the Department will also be preparing final plans for the extensive rehabilitation and conversion of vacant buildings at Arthur Capper for 370 units of elderly housing. We hope that this project, to be funded from HUD public housing modernization funds, will be under construction in early fiscal year 1977.

EFFECT OF RENT CONTROL LAW ON PRIVATE SECTOR HOUSING FORMATION

*Question.* What is the effect of the rent control law on the rate of private sector housing formation?

Answer. It is evident that the rent control legislation is having some negative impact on the rate of private sector housing formation in the city, but the precise nature and extent of this impact are not known to the Department at this time.

The Department is now in the process of issuing a request for proposals for a consultant study which, it is hoped, will provide more definitive answers to this and other questions connected with rent control.

In the meantime, one study by the Urban Land Institute and some staff investigations by the Department do indicate that the rent control regulations are having some impact on developers' and lenders' decisions about new multifamily projects in the city. The Urban Land Institute study was done under contract to the Federal City Council and concluded that no significant amount of new unsubsidized rental housing would be developed in the city unless rent control regulations were revised or removed. The Department's staff investigations have found a number of lenders who say they are unwilling to make loans on new or rehabilitated multifamily projects in the city under rent control.

59-211 O - 76 - 25

## District of Columbia Parole Board

**STATEMENT OF REV. H. ALBION FERRELL, VICE CHAIRMAN**

**ACCOMPANIED BY:**
**MS. JOAN BURT, MEMBER**
**MS. VERA ABBOTT, ADMINISTRATIVE OFFICER**

### BUDGET REQUEST

Senator Chiles. The Parole Board will be our next request. The budget request in the amount of $465,200 for 23 positions compares with $459,900 last year.

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

BOARD OF PAROLE

The Board of Parole carrys out five general functions, as follows:

I. Parole Decisions
(a) To protect the public.
(b) To arrive at decisions in conformity with the statutes, court interpretations of same, and the Board's rules.
(c) To provide for fair treatment of the parole applicant or the offender being considered.

II. Revocation Decisions
(a) To protect the public.
(b) To arrive at decisions in conformity with the statutes, court decisions, and the Board's rules.
(c) To provide for fair treatment of the alleged parole or release violator.

III. Supervision Standards
(a) To maximize successful parole completions.
(b) To minimize new criminal activity by parolees.
(c) To achieve the maximum reintegration of parolees and/or releasees into the community by the most effective use of available resources and supervision.

IV. Coordination and Communication With Related Agencies
(a) To maximize cooperation between the Board and all other agencies of the Criminal Justice System for the achievement of common goals.

V. On-going Program Evaluation
(a) To assess the effectiveness of Board policy, procedures and staff utilization so as to improve decision-making.
(b) To enhance program performance and staff development.

The funding is a request to permit the Board to continue its operation and meet its responsibility.

The District of Columbia Board of Parole is a three Member quasijudicial body, appointed by the Mayor, whose purpose is decision-making to: 1) Determine if, and when, it is in the best interest of society and an offender to release that offender from custody back into the community under parole supervision; 2) To determine the terms and conditions of such a parole; 3) To determine, in collaboration with the Department of Corrections, standards of supervision for persons on parole, as well as statutory mandatory release; and, 4) To determine if and when to terminate such a parole or mandatory release or to modify the terms or conditions thereof, when such actions are deemed appropriate or necessary.

Also, the Board recommends to the Courts, where applicable, possible action for a reduction in the minimum term of an imposed sentence, in order to advance eligibility for parole

consideration in cases warranting such extraordinary consideration. In addition, the Board in Youth Corrections Act study cases is responsible for recommending to the courts a specific sentencing procedure to be utilized by the Courts, following the Board's full evaluation study of such cases.

The Board, where necessary, acts to issue violator warrants for the retaking and return of parolees and/or mandatory releasees who have demonstrated failure to abide by or comply with the conditions of their release while under supervision in the community.

In order to accomplish the above functions, the Board conducts hearings at the various institutions and facilities operated by the Department of Corrections, as well as other institutions and facilities housing individuals under the jurisdiction of that Department, such as St. Elizabeth Hospital, and contract community centers.

These hearings vary in reference to their purpose and scope in keeping with the circumstances and the status of a given case:

(a) Initial Hearings: All offenders committed under the Youth Corrections Act are seen by the Board pursuant to statute, within sixty days after commitment. The purpose is to review the proposed program of treatment, make changes where indicated, and help motivate the committed offender to make maximum use of the facilities being provided for this training and treatment as well as establish an institutional review hearing date. On this date the Board conducts a further hearing

(b) Institutional Review Hearings: The Board conducts such a hearing with the offender to evaluate his progress to to determine if further in-care treatment involvement is required, what program re-evaluation is indicated, or if the offender is ready to be moved to a community based facility and/or be paroled. If it is felt that further in-care involvement is required, then another review hearing date will be established. If it is determined that a parole is indicated, the best means of accomplishing such a release to parole supervision, and the conditions of such release will be established.

While it is not a common or usual practice to parole a committed youth offender at the time of initial hearing, the Board can and has taken such an action in exceptional cases. Generally, however, most committed youth offenders will be seen at an initial hearing and at least one subsequent institutional review hearing.

(c) Parole Hearings- Parole eligibility as concerns committed adult offenders may occur in a number of ways. In some cases the court may impose a sentence under statutory provisions requiring service of 1/3 of the term prior to parole eligibility. At that point, a parole hearing is conducted by the Board. In others, the court imposes a minimum and a maximum term to be served, with parole eligibility occurring upon service of the minimum, and a parole hearing then being conducted by the Board. In still others, the court may impose a maximum term leaving the issue of parole eligibility to be set by discretionary action of the Board. In such cases, the Board will conduct an initial hearing within ninety days, for purposes of establishing a parole eligibility date, on which date a further parole

hearing will then take place. If at the time of any parole hearing it is determined that a parole is indicated, the best means of accomplishing such a release to supervision, and the conditions of such release will be established. This might inclue use of a community based facility, special planning, special conditions, etc... If it is felt the individual is not ready to be released to parole supervision, a review date will be established by setting a rehearing date in keeping with the sentence structure of and the needs of the case. In rare instances certain statutory sentencing requirements preclude parole consideration.

(d) Revocation Hearings-Revocation hearings are conducted in all cases for which the Board has issued and served warrants resulting in the detaining, and/or retaking of any parole and/or mandatory releasee reportedly having violated one or more of the conditions of his parole. In keeping with judicial and statutory requirements, a preliminary interview is conducted to advise the alleged violator of his procedural due process rights. This is then followed by an actual revocation hearing, the purpose of which is to make a (1) factual finding as to violation as well as (2) a decision as to what further action is indicated once such a finding of violation is forth-coming. Such decision includes options other than and in addition to prefunctory revocation of parole and/or mandatory release.

(e) Special Hearings-Miscellaneous and special hearings are conducted by the Board under a number of different circumstances, both of a pre-parole and post-release nature. Individuals seen as having possible parole suitability prior to established review hearing dates, in view of progress demonstrated, may receive special review hearings. Individuals awaiting effective release dates whose adjustments have deteriorated to the extent that it may be premature to release them as of the effective date, will be scheduled for special hearings, resulting in possible recission actions. Hearings with individuals under actual supervision whose adjustment may be deteriorating and who may require some pre-violation intervention may be scheduled by Board direction. Hearings with family, friends, relatives and/or attorney will be scheduled as requested, to be held at the Board's offices.

(f) In addition to the above, case material, consisting of records, reports, studies and progress evaluations formally submitted, as concerns committed youth offenders, parole eligible adults, parolees, and or mandatory releasees, are reviewed by the Board on a regular and continuous basis with Board actions resulting in all such cases. Decisions forthcoming may result in scheduling of special hearings, taking specific actions for or against parole, for or against the issuance of violator warrants, as well as possible recommendation to the courts for a reduction in mimimum sentence to permit consideration for parole in adult cases, or in Youth Corrections Act study cases, a recommendation to the court as to sentencing procedure to use is forthcoming.

The Board seeks to make decisions which will provide for fair and just treatment of the offender, while protecting the public. Its effort is to motivate the offender to maximize the use of corrective programs, as well as parole supervision

assistance, so as to help that offender successfully and rapidly reintegrate him or her self back into the community as a productive useful citizen. It thereby seeks to rapidly remove those eligible offenders from a costly dependency prison environment to an effective self supporting role back into the community, keeping in mind at all times the safety and overall welfare of the community.

In addition to utilizing the hearing procedure as outlined above, the Board is also involved in generalized planning activity and attends various meetings and sessions with sister-agencies comprising the criminal justice system in order to accomplish in a meaningful manner its objectives and purpose. Some of these are regularly scheduled sessions, others occur on lesser occasions as required. For example, in view of the need for the closest coordination with the Department of Corrections, there is a regularly scheduled monthly meeting at which the Board and the Director of that Department discuss policy problems, programs, and procedure. There is regular attendance at Criminal Justice Coordinating Board meetings as well as participation on its committees. There are less frequent meetings with the D.C. Bail Agency, with the Court, but sessions are arranged for as the occasions demand. Also, there is attendance at and, involvement in training sessions of, various criminal justice agencies and of private groups as the occasions arise.

For the first time since 1967, when the Board was constituted in its current form, there has been some shifting in statistical counts and there have been recorded some slight decreases in certain reported workload indicators, while others noted increases. In its FY-1975 budget request, the Board has estimated that there would continue to be a generalized though lesser workload increase, than in past years, in the total hearings it would conduct during FY-1974 as set forth under Sections (a) Initial Hearings, (b) Institutional Review Hearings, (c) Parole Hearings, and, (d) Revocation hearings noted in the above narrative. However, the actual count for these indicators showed a slight decrease in these hearings during FY-1974, with the exception of an increase in the number of revocation hearings conducted.

There appear to be a number of reasons which may explain some of these decreases in certain areas, all of which are of necessity only speculative at this point. First, the initial surge of increased corrections popultation stemming directly from the D.C. Court Reform and Procedures Act of 1970, may well have begun to level off. Some increased use of probation by the D.C. Superior Court judges, as they benefit from their experience and a maturing and developing of that Courts Probation agency may also be reflected. The commitment of U.S. Code violators, convicted in the U.S. District Court of the District of Columbia to Federal Bureau of Prisons facilities, is now a firmed up policy. Furthermore, though there continues to be an increase of actual crime in the District of Columbia, the reports show that the rate of such increase has shown a tendency to diminish and this may well be a factor.

Regardless, it must be noted that while the above mentioned workload indicators do show some reduction, the Board's overall activities and true workload has not materially decreased. The indicators do not fully encompass nor fully recount these other activities of the Board, as outlined in Sections (e) and (f), pertaining to case decisions outlined in the Narrative.

For example, during FY-1973 there were 1796 cases under actual parole supervision at the end of that time period while during FY-1974 there were a total of 2596 cases under supervision. Thus, Board time expenditure with regard to revocation hearings, special hearings, othere miscellaneous case reviews, study of evaluative progress reports, outlined in Sections (d), (e), and (f) in this Narrative have increased correspondingly. Also, nor does these statistical counts provide any indicators as to other important time consuming functions and duties noted above which relate directly to the Board's ability to carry out its purpose in a meaningful and quality oriented manner.

Through evaluative reviews of Youth Corrections Act "E", study cases in FY-1974 resulted action in 429 such cases as compared to 578 in FY-1973. There has been both a need for formulation of more meaningful criteria in order to present a more useful and fully supported recommendation to the Courts for that agency's use in sentencing, as well as concerted effort to improve the overall quality of such evaluation and recommendation.

Likewise, while revocation hearings have increased in FY-1974, (504 such hearings as compared to 481 in FY-1973) such hearings with attorney representation in FY-1974 showed a slight decrease (75 in FY-1974 compared to 82 in FY-1973). Yet, it must be noted that those cases with attorney involvement are now sifting down to those in which the issues are more complex and involved. These are cases requiring more time of the Board for more exacting quality decision-making.

While one cannot arbitrarily anticipate increases in such hearings in light of the Board having played a pioneering type role in both the training of and utilization of attorney skills for such hearings, one could anticipate that in such hearings the Board's involvement will continue to require study, time, and quality decision-making.

The Board's workload may well be shifting as is noted in its reported indicators; however, the overall workload remains a heavy one and will continue to require full-time effort from the Board Members and its professional and clerical staff to achieve its assigned purpose and goals. Staff and Members' time expenditures remain under continued observation and study so as to implement changes where such are called for; and, also to improve the overall quality of the Board's activities, processes, and decision-making ability.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Parole Board

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 25 | $425.6 | 24 | $459.9 | 23 | $465.2 | -1 | $+5.3 |

| Page No. | Analysis of 1976 Change: | | |
|---|---|---|---|
| DD-8 | Base adjustments: | | |
| | 1. Non-recurring - pay raise supplemental ... | ... | -16.0 |
| | 2. Base reductions ..... | -1 | -8.0 |
| | Total, base adjustments ..... | -1 | -24.0 |
| DD-14 | Program increases: | | |
| | 1. Annualization of pay raise ..... | ... | +14.9 |
| | 2. Terminal leave payments ..... | ... | +14.4 |
| | Total, program increases ..... | ... | +29.3 |

INTRODUCTION OF ASSOCIATES

Reverend FERRELL. Mr. Chairman, I am delighted to present Ms. Joan Burt, who, as of December 29th, was appointed by the Mayor as a member of the Parole Board. Ms. Burt comes from the legal field, having previously served both in the U.S. attorney's office and the Neighborhood Legal Services and Ms. Vera Abbott, who is the administrative officer for the board.

I have no opening statement, sir. I would be pleased to respond to whatever questions there may be.

FUNCTIONS OF THE PAROLE BOARD

Senator CHILES. Would you please break down by major function the 1976 budget of the board?

Reverend FERRELL. Well, that is difficult to do, sir. The board has one function and that is to parole and consider for revocation those persons who are on parole.

Now, to do that, the Board is organized in three primary divisions all of which are in general support of that primary function. The adult division, which is subdivided into pre-release and post-release activities. The youth division is similarly divided and the administrative office takes care of such administrative functions as there might be.

MEETINGS AND COMPENSATION OF THE BOARD

Senator CHILES. How many meetings did the board have in 1975 and during the period from July 1 to December 31, 1975?

Reverend FERRELL. That is a difficult question to answer because it is not clear just what is meant by meetings.

The board is in hearings about 14 of the 20 working days a month.

In addition to that the Board does meet every Monday in executive session to consider a variety of matters, such as the submission of warrant requests, disposition of warrant requests, and disposition of other matters which may come to it from parole officers.

If these meetings are totaled, then of 20 working days, the Board is meeting, in some fashion or another, 18 or 19 of those days.

In fact, every time we were in the office, really, we were meeting.

Senator CHILES. What is the rate of compensation for board members?

Reverend FERRELL. Board members are paid at the GS–15 level.

PAROLE REVOCATIONS

Senator CHILES. What kind of statistics do you have showing the number of paroles that you grant and then the number of those that have to be subsequently revoked.

Reverend FERRELL. That should be reflected in——

Senator CHILES. Or the number in addition to the revoked who, perhaps, are just arrested, well, I guess they would be revoked if they are incarcerated.

Reverend FERRELL. If they were incarcerated for another offense, they probably would be revoked. Now, that does not always follow.

For a rather humanitarian reason. That reason is that in adult cases, if a person is revoked, he loses what is called street time. This is the time that the person actually spends in the community under supervision.

Let me submit as an example, a person who has been sentenced to a term of 5 to 20 years. And let us say that he has been paroled at the end of 6 years which means that he is in the community for 14 years.

Let us then submit that for 12 of those 14 years he is in the community without difficulty. Something happens of whatever nature, so that after serving, after being in the community for 12 years under supervision relatively successfully, he gets in further difficulties.

Now the board has a very real question as to whether or not it makes that man lose every day of those 12 years because of the commission of a new offense.

And this is a very difficult question to answer. And that is the reason I say that it is not automatic that revocation would follow. There have been a number of cases which have come before the courts, in which the statute to revoke "street time" has been upheld. We have sought legislation to allow the board to give credit for all or some part of street time. But, at this point, we have not yet been able to do it. Now, to come back to another of your questions, our revocation rate for adults. This rate refers to people sentenced according to the adult statutes. The rate runs roughly around 23 percent of the parolees granted.

The greatest number of those revocations are for new offenses. I would say that 60 percent of that 20 percent, 23 percent would be for new offenses. With Youth Act cases the rate is considerably higher. It probably approaches 30 or 35 percent because these are, of course, the more difficult cases and we bring them back much sooner for technical violations because we have a real concern that if they are allowed too long a time to be in the community, they get in a further difficulty.

Senator CHILES. So, it is 25 percent?

Reverend FERELL. About 23 percent of adult cases and I would say about 20 or 35 percent of Youth Act cases.

I have been trying to draw some comparisons for this figure with other jurisdictions and have finally come to the conclusion that such a comparison is not valid.

Other jurisdictions have a variety of release activities both urban, suburban, and exurban, and rural. In every case, so far as I have been able to determine the urban person does less well under supervision than does the rural person, for, I suppose, fairly obvious reasons.

In the District of Columbia, the parolees are all urban. We ain't got no farms. Which means that all of our people come back into the metropolitan community out of which they came originally, and in which they experienced their original difficulties.

Now, many of them, in spite of our best efforts just do not develop the kinds of stamina and habits and that sort of thing to deal successfully with the metropolitan city situation, which requires their return to custody for some length of time.

TYPES OF RELEASE

Senator CHILES. Do you have or does the city have other things besides parole, work-release and halfway or other custody release provisions?

Reverend FERRELL. Of course there is the matter of probation which is administered by the courts. The Department of Corrections does operate independently—we have no responsibility for that—certain kinds of furlough release, educational programs, work-release, and returning to the institution work-release in the community for extended periods of time.

Senator CHILES. But you have nothing to do with any of those programs?

Reverend FERRELL. No, except to make recommendations for a placement in work-release. But they are administered entirely by the Department of Corrections. We are, or course, aware of them, and, I suppose in some way have a kind of monitoring function, because if we are not satisfied with the way they are being operated, then, of course, we do not recommend people to participate.

We are also involved more recently in a program which is called "Halfway Back" which means that a person in the community who is beginning to experience difficulties for any reason, primarily economic, before that person reaches the point where he needs to be returned to the institution as a parole violator, we can bring him back into a halfway house situation, which would give him an opportunity to reestablish himself and return to the community, if that eventuates.

Senator CHILES. Thank you, Reverend Ferrell.

## Minimum Wage and Industrial Safety Board

**STATEMENTS OF:**

**RICHARD R. SEIDEMAN, EXECUTIVE SECRETARY AND DIRECTOR, MINIMUM WAGE DIVISION**

**CHARLES T. GREENE, DIRECTOR, INDUSTRIAL SAFETY DIVISION**

### BUDGET REQUEST

Senator Chiles. The next will be for the Minimum Wage and Industrial Safety Board; the budget request in the amount of $778,700, total of 45 positions, compares with $725,100 appropriated last year and is an increase of three positions.

We have Mr. Richard R. Seideman and Mr. Charles T. Greene.

### PREPARED STATEMENT

Mr. Seideman. We have a statement we would like to sumbit for the record, and if you have any questions we would be happy to answer them.

Senator Chiles. We will put the statement and budget summary into the record.

[The statement and summary follow:]

## MINIMUM WAGE AND INDUSTRIAL SAFETY BOARD

The Minimum Wage and Industrial Safety Board (the Board) is requesting $778,700 in District of Columbia funds for fiscal year 1976 to administer and enforce the District of Columbia wage-hour and safety laws. This represents an increase of $53,600 or 7% over the fiscal year 1975 allotment.

### Minimum Wage Division

The funds requested for the Minimum Wage Division total $446,900, which represents an increase of $8,700 or 2% over the Division's 1975 allotment.

The policy reflected in the 1976 budget is designed to permit the Board to meet two goals: (1) increase the minimum wage in line with increases in the cost-of-living in the District of Columbia and (2) effectively enforce the District of Columbia wage-hour laws so that every worker receives the wages he is entitled to by law.

Increases in the cost-of-living during the past few years have caused the District of Columbia minimum wage to become insufficient to provide workers with adequate maintenance and to protect their health. In 1966 when Congress enacted amendments to the District of Columbia Minimum Wage Act establishing a $1.60 an hour minimum wage, Congress found that employment of persons at inadequate wages "...impairs the health, efficiency, and well-being of the persons so employed, constitutes unfair competition against other employers and their employees, threatens the stability of industry, reduces the purchasing power of employees, and requires, in many instances, that their wages be supplemented by the payment of public moneys for relief or other public and private assistance. Employment of persons at these insufficient rates of pay threatens the health and well-being of the people of the District of Columbia and injures the overall economy. It is hereby declared to be the policy of this Act to correct and as rapidly as practicable to eliminate the conditions referred to above."

The Board is of the opinion that the current minimum wage rates ranging from $2.05 to $2.50 an hour provided in Board-issued wage orders are insufficient to provide adequate maintenance and to protect the health of persons employed in the District of Columbia. Funds requested in this budget will permit the Board to increase the minimum wage for employees covered by wage orders which provide for a $2.05 minimum wage.

During calendar year 1974 the enforcement staff collected $616,000 in unpaid wages for workers not paid wages required by the District of Columbia wage-hour laws: minimum wage, overtime compensation, final week's wages, earned leave, etc. This compares with $312,200 collected by the Maryland Department of

Labor and $126,200 collected by the Virginia Department of Labor. The Board's enforcement staff collected an additional $700,000 as a result of a decision of the District of Columbia Court of Appeals upholding the $2.25 minimum wage for hotel, restaurant and apartment house workers.

Industrial Safety Division

The Industrial Safety Division as the OSHA State Agency is administering and receiving Federal funds for an injury and illness reporting system which is required as part of the D.C. State Plan. The Division is enforcing those safety and health issues not preempted by OSHA and is continuing with the modification of the D.C. State Plan which is scheduled for resubmission to the U.S. Department of Labor by August 1, 1975.

The funds requested for 1976 represent the D.C. share needed to implement the State Plan staffing needs for 37 positions, 19 of which are funded and 18 grant funded. The Plan is expected to be fully staffed in 1976.

The D.C. State Plan will require an expanding staff and budget as it develops into a fully operational program. The period of expansion will be from September 1975 until the Plan legislation is passed by the City Council which will enable full implementation of the Plan. During the time from approval to the full implementation, the Board will be phasing in elements of the Plan from 1975 through 1977.

The elements to be phased in will include:

1. The revision of the ten existing safety and health codes.
2. The development and the implementation of voluntary compliance training and consultation programs.
3. Establishment of an industrial hygiene laboratory with required testing and analytical equipment.
4. Public employee coverage additional resources will be needed in 1977 to implement the elements of the Plan which require the establishment of an administrative penalty system which requires hearing officers and a three-member Review Commission. The administrative system is likely to generate more hearings and contested cases than the present criminal system.

Approval of this budget will provide assurances that the District of Columbia will have funds necessary to maintain an occupational safety and health program and assure that the Industrial Safety Division will qualify for 50/50 matching funds from the U.S. Department of Labor.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Minimum Wage and Industrial Safety Board

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 42 | $679.2 | 42 | $725.1 | 45 | $778.7 | +3 | +$53.6 |

Analysis of 1976 Change:

| | | | | |
|---|---|---|---|---|
| Base adjustments: | | | | |
| 1. Base reductions | | | ... | -9.7 |
| Program increases | | | | |
| 1. Pay raise annualization | | | ... | +24.2 |
| 2. New Positions: | | | | |
| GS-12 Programmer | 1 | 8.1 | | |
| GS-11 Statistician | 1 | 6.8 | | |
| GS-7 Administrative Assistant | 1 | 4.5 | +3 | +19.4 |
| 3. Other: | | | | |
| Travel and transportation | .. | .5 | | |
| Rent, communications and utilities | .. | 7.0 | | |
| Printing and reproduction | .. | 1.5 | | |
| Other services | .. | 10.0 | | |
| Supplies and materials | .. | .7 | ... | +19.7 |
| Total, program increases | | | +3 | +63.3 |

FUNCTIONS OF BOARD DURING FISCAL YEAR 1976

Senator CHILES. How much of the budget request relates solely to the Board itself?

Mr. SEIDEMAN. $5,600 is the request for fiscal year 1976.

Senator CHILES. How many times did the Board meet in fiscal year 1975 and during the period July 1 to December 31 of 1975?

Mr. SEIDEMAN. The Board held 32 meetings in fiscal year 1975 and during the period July 1, 1975 to December 31, 1975, they held 17 meetings.

Senator CHILES. Were all these meetings of the Board open to the public?

Mr. SEIDEMAN. Yes, all the meetings were open to the public.

Senator CHILES. What is your rate of compensation for Board members?

Mr. SEIDEMAN. $11 an hour.

DISTRICT OF COLUMBIA MINIMUM WAGE RATES

Senator CHILES. Please provide us a table similar to the information on page 512 of last year's hearings with regard to the District of Columbia minimum wage rates for various occupations.

[The information follows:]

(a) The current minimum wage required by the Fair Labor Standards Act for the majority of covered workers is $2.30, effective January 1, 1976. The minimum wage in the District of Columbia set by the Minimum Wage and Industrial Safety Board is as follows:

| | |
|---|---|
| Clerical and semitechnical occupations | $2.25 |
| Retail trade industry | 2.25 |
| Hotel, restaurant, apartment house, and allied occupations | [1] 2.25 |
| Laundry and drycleaning industry | 2.40 |
| Manufacturing, wholesale trade, and printing and publishing industries | 2.46 |
| Private household worker occupation | 2.50 |
| Building service occupation | 2.70 |
| All other occupations | 2.75 |

[1] Part time, $2.35.

(b) The minimum wage rates are determined by the Minimum Wage and Industrial Safety Board after considering the recommendations of ad hoc advisory committees composed of employers, employees and the public, the testimony of witnesses at public hearings, and after considering, as required by the District of Columbia Minimum Wage Act, three factors: (1) the amount of wages sufficient to provide adequate maintenance and to protect health, (2) the fair and reasonable value of the work performed, and (3) the wages paid in the Washington metropolitan region by fair employers for work of like or comparable character. The lowest minimum wage rates ($2.25) have been in effect since August 1971 for clerical and semitechnical employees, June 1972 for hotel, restaurant and apartment house workers, and April 1974 for retail trade employees. The cost-of-living has increased during this period without any corresponding increase in the District of Columbia minimum wage for these workers. The Board believes that the $2.25 minimum wage may not be adequate today for a person working in the District of Columbia.

(c) A portion of the requested funds will permit the Board to pay the costs associated with revising the minimum wage including costs of stenographic services, and the printing and mailing of revised minimum wage orders.

Senator CHILES. What is your rate of compensation? Does the Board feel the present rate of $2.25 to $2.75 an hour is insufficient?

Mr. SEIDEMAN. The Board is required by the D.C. Minimum Wage Act in revising the minimum wage to appoint an ad hoc advisory committee composed of employers, employees, and members of the public. This committee recommends to the three member Minimum Wage Board a new minimum wage for a particular industry or occupation.

The Board then must conduct a public hearing, after which it makes findings and conclusions of law relating to three specific areas.

One, the amount of wages sufficient to provide adequate maintenance and to protect health; two, to pay reasonable value for the work performed; and, three, the wages paid in the Washington metropolitan region by fair employers for work of like or comparable character.

After considering these factors, the Board will set the minimum wage and have set the minimum wage for particular industries or occupations. The current wage rates are between $2.25 for some occupations up to $2.75 the most recent wage rates for other occupations.

As far as what the Board has in mind, the Board at this stage has no particular rate in mind other than the fact that the Board feels that the $2.05 rates which had been in effect since August 1971 are far out of date in 1976.

OSHA FUNCTIONS

Senator CHILES. What was the amount of staff assigned to industrial safety before OSHA and how does that compare to the duties of the total of 37 employees now required to the pre-OSHA duties?

Mr. GREENE. Prior to OSHA, which came about in December 1970, we had 14 appropriated positions. We worked under the—our responsibilities were under the industrial safety law as passed by Congress. We had one supervisor and nine inspectors and were responsible for making inspection and gaining compliance in all workplaces in the District of Columbia, making consultation inspections, accident and complaint investigations, and assisting in maintenance of employee safety programs and training.

We had one secretary and a safety assistant. They were responsible for all office support and records, filing of correspondence, public information and performance records, court papers, et cetera. One deputy director was responsible for writing and updating regulations, keeping injury and illness statistics, assigning program targets, surveying safety programs, and designing and arranging training courses and lectures, and acting in the stead of the director when required. We had a director at that time.

The 37 employees contained in the budget, 19 appropriated positions, and 18 grant, are required in the District of Columbia state OSHA plan, which is now before the Secretary of Labor for approval. It was advertised in the "Federal Register" as of December 29th. Under the plan, District of Columbia coverage will expand from 319,000 employees to 340,000, which reflect coverage for all public employees in the District government.

A special staff to administer the required BLS recording system also had to be designed. Other staff positions were necessary to meet the guidelines for external and internal training, industrial hygiene, and consultation services that are required by OSHA.

59-211 O - 76 - 26

The staffing would be as follows. We have a compliance section supervisor, who is responsible for the compliance program involving 15 compliance officers, which would be separated into fixed establishment and construction compliance activities. We need two industrial hygienists to support that compliance staff. We need two statisticians and one statistical assistant and one assistant reporting assistant, with one management information assistant under the supervision of the statistician, and that is required under our Injuries and Illness program as laid out for us by the Bureau of Labor Standards.

We need one administrative officer responsible for support work for offices including all records and correspondence, grade reports, et cetera; one administrative assistant and two secretaries and two clerk-typists to be supervised by the incumbent, but they would serve as the support staff of the office.

We also need one legal adviser responsible for the legal correctness of the regulations, citations and hearing procedures and would represent the Board in all contested cases; one structural engineer responsible for examination of all required structural drawings and making computations as to the strength of structures. He will also assist in writing regulations.

We need one training officer responsible for coordinating and arranging all training and consultation programs. The need then would follow for a deputy director and a director of the program.

These positions are needed to implement the District of Columbia state plan to the degree of effectiveness required to meet the U.S. Department of Labor guidelines and receive the 50–50 funding which is a funding that is recevied from the Bureau of Labor Statistics, as well as from the Department of Labor.

QUESTIONS SUBMITTED BY SENATOR CHILES

Senator CHILES. The rest of the questions I think we could just submit and let you answer for the record.

[The questions and answers follow:]

FEDERAL MANAGEMENT INFORMATION SYSTEM

*Question.* Please describe the scope and cost of the OSHA required management information system and provide details of the change to an in-house computer capability that supports the claimed $40,000 savings.

Answer. The dynamic nature of the Federal Management Information System (MIS) and the changing character of the evolving D.C. State Plan needs to meet the State and federal requirements, are such that no clear cut projection of specific resource needs can be made. However, with the given experience on the computer utilization in the BLS required system of data collection on injuries and illnesses, and by a review of the existing federal reporting requirements in the compliance and inspection areas in its State Monitoring System, the computer needs for the MIS would be far greater than presently used for injuries and illnesses.

For the development of the MIS System, private service contractors have thrown an array of cost figures ranging from one extreme to another but none less than 50,000 dollars. After development, the system would need maintenance from time to time, which could cost between 15–20 thousand dollars annually. Combined with the system development and maintenance needs on the BLS Data Collection System (which itself changes with time and is costing for programming and development to the tune of 15,000 dollars annually), a full-time

Senior Programmer at a GS–12 level could result in savings of about 40,000 dollars during the first full year of system operation. Beyond the first year, the cost of funding this position would not exceed the cost of the two systems combined would entail anyhow. Data processing and other related costs would not affect the programming and system development needs.

### Consolidation of Offices

*Question.* Why are two Divisions of the Board located in different buildings? Wouldn't it be better to co-locate all the Board's employees instead of hiring an additional GS–7 Administrative Assistant?

Answer. The two Divisions of the Board are located in different buildings because space needed was and is not available at a single location that can accommodate the needs for photographic training and laboratory facilities that are unique to the Industrial Safety operations.

Locating in a single building would not affect the need for an Administrative Assistant that will be required to handle the personnel records of 37 employees plus the required OSHA and BLS monthly and quarterly grant invoices. This requires a full time person. Experience with an on-going BLS and a previous 7(c)(1) Agreement has demonstrated clearly that an Administrative Officer serving both Divisions cannot meet the deadlines for invoices necessary for timely reimbursement by the Labor Department. It is important that we collect monies which we have expended from the D.C. Treasury as soon as possible in order that we not be placed in a deficit position.

### Illness and Injury Statistics

*Question.* In view of the increase in rate of injuries and illnesses per 1,000 employees between 1974 and 1975, why is a 16 percent decrease predicted in the rate for 1976?

Answer. The 16% decrease predicted in the injuries per thousand for 1976 is based on the D.C. State program being able to function and relate better to the needs of employees and employers in the area of accident prevention.

In FY 1971 when OSHA was passed, the injury per thousand rate was 84 and has climbed to 100 in FY 1975. It is felt that a program making more expeditious investigation of complaints, making more inspections, institute safety training courses, etc., all of which was not available to employees under the OSHA program which has preempted most of D.C. regulations, is likely to reduce the injuries per thousand ratio to 84 in FY 1976.

**STATEMENTS OF:**
**PETER S. RIDLEY, RECORDER**
**MARY ELLEN COLEMAN, BUDGET OFFICER**

BUDGET REQUEST

Senator CHILES. The subcommittee will now consider the budget estimate for the recorder of deeds. The request is in the amount of $749,300 and 69 positions. That compares with $782,000 and the same number of positions.

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

RECORDER OF DEEDS

The primary functions of the Office of the Recorder of Deeds include the filing and recording of papers related to real property, personal property and foreign and domestic corporations authorized to carry on business in the District of Columbia. These basic functions include the examination, filing and recording of such as certificates of incorporation, deeds, deeds of trust, security interest, automobile and other motor vehicle liens; also Federal and District Tax Liens, Judgments, Foreclosures and Notices, and Mechanic's Liens. The agency develops and keeps a daily alphabetical index and a lot and square index of all land transactions in the District of Columbia as well as a file of veterans discharge papers.

Within the past twelve years, the Recorder of Deeds has assumed several new responsibilities, which include eleven new recordings and filings transferred from the U.S. District Court, the obligation for collecting the deed recordation tax and the implementation of the foreclosure law. These are entirely new functions requiring additional processing and services and have added more than 18,000 instruments to the annual work-load of the agency.

The Office of Recorder of Deeds is requesting the sum of $749,300.00 for fiscal year 1976. Every effort will be made this fiscal year to completely and economically utilize all staff to the peak of efficiency in order to achieve our goals within the limits of the budget requested. Alternative methods, that promise less manpower and more economy, will be tried and utilized to the extent that they do not lower efficiency and reduce services to the public.

It is estimated that more than $3,322,000 in revenue will be realized for fiscal year 1976 with the filing and recording of over 120,000 real estate, chattel and corporation instruments.

SUMMARY OF 1976 BUDGET ESTIMATES—GENERAL OPERATING EXPENSES, RECORDER OF DEEDS

| 1974 obligations | | 1975 allotment | | 1976 estimate | | 1976 change | |
|---|---|---|---|---|---|---|---|
| Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| 71 | $732.3 | 71 | $782.9 | 69 | $749.3 | —2 | —$33.6 |

| Page No. | Analysis of 1976 change | 1976 change Positions | 1976 change Amount |
|---|---|---|---|
| DG–4 | Base adjustments: | | |
| | 1. Nonrecurring pay raise supplemental | | —18.6 |
| | 2. Transfer out: District of Columbia personnel office | —1 | —13.6 |
| | 3. Base reductions | —1 | —26.2 |
| | Total, base adjustments | —2 | —58.4 |
| DG–6 | Program increases: Pay raise annualization | | +24.8 |

OPENING REMARKS

Mr. RIDLEY. Good afternoon, Mr. Chairman. I have with me Mrs. Mary Ellen Coleman, who is the budget officer. I have a brief statement I will read if you like.

Senator CHILES. Please proceed as you wish, Mr. Ridley.

Mr. RIDLEY. The primary functions of the Office of the Recorder of Deeds relate to the filing and recording of papers related to real property, personal property, and foreign and domestic corporations authorized to carry on business in the District of Columbia. These basic functions include with examination, filing and recording of such certificates of incorporation, deeds of trust, security interests, automobile and other motor vehicle liens, also Federal and District tax liens, judgments, foreclosures and notices, and mechanics liens.

The agency keeps a daily alphabetical index, allotment square index of all land transactions in the District of Columbia, as well as a file on veterans' discharge papers.

Within the past 12 years the Recorder of Deeds has assumed several new responsibilities, which include eleven recording and filing transactions for the U.S. district court, the obligation for collecting the deed recordation tax and implementation of the foreclosure law.

These are entirely new functions, requiring additional processing and services, and have added more than 18,000 instruments to the annual workload of the agency.

The Office of Recorder of Deeds is requesting a sum of $749,300 for fiscal year 1976. Every effort will be made this fiscal year to completely and economically utilize all staff to the peak of efficiency in order to achieve our goals within the limits of the budget requested.

Alternative methods that promise less manpower and more economy will be tried and utilized to the extent that they do not lower efficiency and reduce services to the public.

FILING AND RECORDING REVENUES

It is estimated that more than $3,322,000 in revenue will be realized for fiscal year 1976 with the filing and recording of over 120,000 real estate, chattel and corporation instruments.

Senator CHILES. So your department produces over $3 million in revenue, and your budget is some $749,000.

Mr. RIDLEY. Yes.

LAND AND CORPORATION WORKLOAD

Senator CHILES. Why is the land and corporation workload expected to increase in 1976 when the 1975 workload was less than the actual experience in 1974?

Mr. RIDLEY. Mr. Chairman, we base that on the reports we get from the community and the requests for our services. We base it on economic reports in the community and particularly the formulation of new organizations like corporations development under the Redevelopment Land Agency, the foreclosure loss to some extent, the condominium advancement, and many other economic changes in the community like that. So, we sort of estimate on the basis of these types.

TITLES, GRADES, AND CURRENT SALARIES

Senator CHILES. If you would provide for our record a complete listing of the titles, grades, and current salaries of the employees assigned to the four programs of the office.

Mr. RIDLEY. We would be glad to do that.

Senator CHILES. Thank you.

[The information follows:]

| Titles | Grades | Salarie |
|---|---|---|
| Program A: | | |
| Recorder of deeds | GS–15 | $37, 800 |
| 1st deputy recorder of deeds | GS–14 | 32, 231 |
| 2d deputy recorder of deeds | GS–13 | 23, 670 |
| Auditor and budget analyst | GS–7 | 12, 8 6 |
| Procurement and record custody officer | GS–7 | 12, 886 |
| Secretary | GS–7 | 14, 358 |
| Fiscal accounting clerk | GS–6 | 12, 602 |
| Personnel clerk | GS–5 | 10, 713 |
| Secretary | GS–6 | 11, 606 |
| Secretary | GS–6 | 11, 606 |
| Telephone ope ator | GS–3 | 7, 813 |
| Gu ırds (4) | GS–3 | 38, 333 |
| Program B: | | |
| Supervisory file clerk | GS–7 | 14, 358 |
| Supervisory clerk | GS–6 | 10, 942 |
| Supervisory general documents examiner | GS–7 | 11, 782 |
| Supervisory clerk | GS–6 | 11, 606 |
| Supervisory clerk | GS–5 | 9, 223 |
| Supervisory clerk | GS–5 | 10, 117 |
| Clerks (4) | GS–5 | 39, 574 |
| Clerks (13) | GS–4 | 114, 864 |
| Clerk (1) | GS–3 | 7, 813 |
| Program C: | | |
| Supervisory legal assistant | GS–12 | 20, 032 |
| Legal assi tant | GS–11 | 16, 255 |
| Investigat ıs (3) | GS–9 | 42, 242 |
| Supervisory file clerk | GS–6 | 11, 274 |
| Secretary | GS–5 | 10, 117 |
| Clerks (3) | GS–5 | 29, 755 |
| Clerks (2) | GS–4 | 18, 612 |
| Clerks (2) | GS–3 | 14, 678 |
| Program D: | | |
| Supervisory conveyances examiner | GS–7 | 12, 150 |
| Conveyances examiner | GS–5 | 9, 223 |
| Clerks (2) | GS–4 | 18, 346 |
| Clerks (2) | GS–3 | 14, 915 |

## Public Service Commission

**STATEMENTS OF:**

**RUTH HANKINS-NESBITT**
**H. MASON NEELY, VICE CHAIRMAN**
**WILLIAM R. STRATTON, COMMISSIONER**
**MRS. MARY BRAZELTON, EXECUTIVE SECRETARY**
**BRIAN PLEASANT, ADMINISTRATIVE ASSISTANT**
**MRS. ANNICE WAGNER, PEOPLE'S COUNSEL**

### BUDGET REQUEST

Senator Chiles. The Public Service Commission now with a request of $689,900 for a total of 32 positions, compared with $532,900 appropriated last year, an increase of four positions.

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

## PUBLIC SERVICE COMMISSION

The Public Service Commission's 1976 budget reflects the results of continuing evaluation of the Commission's capacity to carry out its mission under current conditions.

The Commission's basic responsibilities under the District of Columbia Public Utilities Laws found in Title 43 of the District of Columbia Code are unchanged. What has changed in recent years is the dynamics of the environment in which we must work and in which the industries we regulate must function. Not only has our workload increased dramatically by any objective measurement, but the nature of the issues brought to us and the initiatives we have undertaken are different from those that were our principal concern in even the recent past. Succinctly put, our primary function is to insure reliable and safe electric, gas, telephone and taxi service in the District of Columbia at rates which are resonable, and nondiscriminatory while still providing an adequate return to those who invest their savings in these public service enterprises. We also oversee the District's Securities Industry, which is composed of some 250 Broker-Dealers and 3,000 registered representatives.

The energy crisis and inflation have had profound effects on the gas and electric utilities and their customers and also upon the taxicab industry. Inflation, rapid technological change, and a changed Federal regulatory environment have had significant effects on the telephone industry with significant repercussions for regulators at the state level. Similarly, the securities industry is in a state of major transition; its marketing structure and the services it offers are undergoing profound changes.

Our task is to anticipate and meet these new challenges ourselves in order to insure that the public service enterprises under our jurisdiction can do the same. To do this we must reassess the validity of some of the accepted doctrines of utility regulation; we must strive to insure public confidence in our decisions; we must address current concerns over environmental, safety and consumer issues; we must constantly increase our awareness and leadership in emerging areas of emphasis in regulation, particularly in costing and pricing utility services.

In the Accounting Bureau we intend to sharpen the focus and increase the sophistication in both the Audit and Advisory Divisions. The Audit Division of the Accounting Bureau will be strengthened so it can make an increased contribution to Commission investigations; the audit function itself will be upgrades, so that questions of a judgmental nature can be addressed as well as the essential reviews for conformity with the uniform system of accounts. The Accounting Bureau also provides professional advice to the Commission on accounting issues with policy implications. This capability will enhanced as well.

Secondly, the Commission proposes to establish a Pipeline Safety

Division in its Engineering Bureau in Fiscal 1976 using the Federal matching funds available under the Pipeline Safety Act. The District has lagged behind many of the states in implementing a pipeline safety program of reporting, surveillance, investigation and enforcement. We believe this to be a proper local responsibility. Public Law 92-91 assigned this task to the Commission.

Third, we hope to engage more highly qualified investigative personnel in our Securities Bureau. The economic problems of the securities industry have brought about a drastic restructuring and caused the creation of new offerings. This has changed the character of the regulatory oversight required of this industry from an emphasis on licensing of its members to review of its capital structure and closer control over its sales offerings. Finally, the Home Rule Act has restructured the membership of the Commission itself. A third full-time Commission appointed by the Mayor and confirmed by the Council has taken office in 1975 and the budget must provide support for this Commissioner on a continuing basis, with somewhat higher costs the first year.

Perhaps the most significant development since last year in the operation of the regulatory process in the District was brought about by Public Law 93-614, which established the Office of People's Counsel within the Commission. The People's Counsel represents the interests of users of services, provided by public utilitiesin Commission proceedings and related judicial proceedings; he also has independent investigative powers coupled with the authority to assess the utilities for the expenses of investigation, which could include the fees of accountants, economists, engineers and other experts engaged by the People's Counsel. This budget provides $100,000(the maximum authorized by law) to support the activities of the People's Counsel in Fiscal 1976. We expect the relationship between the Commission and the People's Counsel to be a fruitful one. The consumers interest will be actively and ably represented, and the Commission's focus upon its role as the judicial arbiter in contested cases, and delegate of the legislature in policy matters will be enhanced.

The Commission's budget request for fiscal 1976 is $689,900 This is an increase of $175,300 over 1975, of which $100,000 is for the Office of People Counsel. Thus, the Commission itself has proposed the achievement of its objectives with an increase of only 11 percent in D. C. funds in its operating budget - most of which is required for support of the Third Commissioner added by the Home Rule Act. Our goal throughout has been to provide effective regulation and consumer representation, with emphasis upon meeting the issues of today and preparing for those of tomorrow, at the lowest possible cost to the taxpayer and the rate payer.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Public Service Commission

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 28 | $459.4 | 28 | $532.9 | 32 | $689.9 | +4 | +$157.0 |

| Page No. | Analysis of 1976 Change: | | | | |
|---|---|---|---|---|---|
| DH-4 | Base adjustments: | | | | |
| | 1. Non-recurring pay raise supplemental ..... | | | ... | -13.2 |
| | 2. Base reductions ..... | | | ... | -5.1 |
| | Total, base adjustments ..... | | | ... | -18.3 |
| DH-8 | Program increases: | | | | |
| | 1. Office of Peoples Counsel: | | | | |
| | GS-16 Peoples Counsel ..... | 1 | 36.0 | | |
| | GS-12 Counsel's Assistant | 1 | 18.5 | | |
| | GS-6 Counsel's Secretary ... | 1 | 9.5 | | |
| | Benefits ..... | .. | 5.8 | | |
| | Other related costs ..... | .. | 30.2 | +3 | +100.0 |
| | 2. Third full-time GS-16 | | | | |
| | Commissioner ..... | 1 | 36.0 | | |
| | Benefits ..... | .. | 3.2 | +1 | +39.2 |
| | 3. Pay raise annualization ..... | | | ... | +17.6 |
| | 4. Other operating increases: | | | | |
| | Out-of-city travel - annual regulatory bodies convention ..... | .. | .5 | | |
| | Printing of new PSC activities and procedures. | .. | 2.0 | | |
| | Equipment - new positions . | .. | 3.7 | | |
| | Other services - copying contract ..... | .. | .9 | ... | +7.1 |
| | 5. Grant Program - 50 percent match: | | | | |
| | Office of Pipeline Safety: | | | | |
| | GS-13 Pipeline Engineer | .. | 7.4 | | |
| | GS-5 Secretary ..... | .. | 3.0 | | |
| | Benefits ..... | .. | 1.0 | ... | +11.4 |
| | Total, program increases ..... | | | +4 | +175.3 |

INTRODUCTION OF ASSOCIATES

Ms. HANKINS-NESBITT. Mr. Chairman, I have with me today H. Mason Neely, Commission Vice Chairman, and Mr. William R. Stratton, who is a Commissioner; Mrs. Mary Brazelton, Executive Secretary; and Mr. Brian Pleasant, Administrative Assistant. Also with us is Mrs. Annice Wagner, who is the People's Counsel, who came onboard in April 19, 1975. Mrs. Wagner serves as an independent agency for the Commission under Public Law 93–614.

We have no prepared statement. Mr. Stratton will give a general statement of our Commission, and Mrs. Brazelton will answer any questions you may have.

Mr. STRATTON. Mr. Chairman, I don't have anything to add at the moment to the statement that was submitted with our budget. I think it is complete and precise unless there is something you would like us to speak particularly about.

ACTIONS TAKEN TO CONSERVE ENERGY

Senator CHILES. What action has the Commission taken or plans to take in the course of its electric and gas regulatory responsibilities with regard to the need to conserve energy? What kind of plan do you have?

Mr. STRATTON. I would say two things. By in large, we have been supportive very much of the utilities in the development of materials which go out with their bills, and if you are a customer I am sure you have seen their efforts with respect to conservation.

Second, this Commission, I think, is one of the leaders in the United States in moving toward cost based rates, moving rates more closely to the costs, and we think that in the long run it is most conducive to conservation; it gives appropriate economic signals to the customers.

OFFICE OF PEOPLE'S COUNSEL

Senator CHILES. On September 16, 1975 a committee was advised by Mr. Coppie of the establishment of the Office of People's Counsel, plus a GS–12 assistant and a GS–6 secretary, and total expenses of $100,000. How was the amount of staff determined?

Mrs. WAGNER. I would be pleased to respond to that orally. Of course, the GS–16 position was established by statute by Congress. That was the position of People's Counsel. It is a function that is in the nature of a legal office and at the very minimum requires a secretary. Thus, I set the position at a GS–6, which is the minimum grade which I thought would attract a good secretary, but I was fortunate to be able to hire a GS–5. One must be able to offer some incentive for good work in order to offer promotion opportunities. Therefore, I would like to have the GS–6 for the coming year.

The additional person that I felt I needed in order to be able to represent the people in legal proceedings was another attorney. These were the minimum number of positions which I could handle on a $100,000 per year budget, since that budget covers my salary also, which is set by statute, and all other regular office expenses.

RELATION WITH CONSUMER AFFAIRS OFFICE

Senator CHILES. How does this office relate to the Office of Consumer Affair?

Mrs. WAGNER. There is, of course, nothing in writing that specifies that this office should be related to the Office of Consumer Affairs. One could say that they do have the responsibility to consumers. Very often consumers are confused as to——

Senator CHILES. Well, maybe another way to ask that question is why could not the Office of Consumer Affairs provide the functions for which your office is created?

Mrs. WAGNER. I guess the short answer to that is that Congress felt that this should be a separate office and did, itself, enact legislation which created it. I guess also the legislative history of the bill which created the office of the People's Counsel within the Public Service Commission seems to indicate that it was intended that it should be closely connected in some way with the Commission so that it could utilize the resources of the Commission, keep abreast of the various matters that affect consumers in the utility area and develop and maintain expertise in the field.

I do not know what the organizational structure of the Consumer Affairs Office is. However, the function that I handle is very specific. It is that of a legal advocate opposing the legal advocates for the utility companies in rate proceedings involving general rates and services that utilities are going to charge. And I think that the Consumer Affairs Office is not staffed legally nor by experts in utility rate proceedings to the best of my knowledge. When they do have problems which involve utilities solely, then we do handle that specific function.

I guess you might say that our office is much more specialized, and that the Consumer Affairs Office is not equipped to handle that sort of specialized function.

FUNCTIONS OF OFFICE OF PEOPLE'S COUNSEL

Senator CHILES. Have you begun to function?

Mrs. WAGNER. Very definitely. We have been involved in every rate proceeding that has been going on since I took my oath on March 31, 1975. Iwas involved in the Pepco case. There was new gas case filed too. Another gas case has been dismissed. We have been involved in the telephone company case which is concluding. There is a new PEPCO case coming up. We have been involved in all of the litigation and every proceeding that has come up so far.

Senator CHILES. And you say that in all the litigation——

Mrs. WAGNER. These are administrative proceedings before the Commission, yes.

Senator CHILES. Have you been involved in any litigation other than the administrative proceedings?

Mrs. WAGNER. There is one case that has been appealed to the courts. It is a very intial stage. We are involved in that. We have been to court.

Senator CHILES. Who brought the appeal?

Mrs. WAGNER. It was brought by the Taxicab Industry Group. We have gone to court to get an injunction against the gas company in one single instance so far.

PROPOSED CHANGES FOR CURRENT STREET LIGHTING RATES

Senator CHILES. OK. The District is proposing to delete section 6 from the general provisions of the bill that limits payments for electric current or street lighting to 2 cents per kilowatt-hour for current consumed. Please give us the views of the Commission on this change, including the effect on the other consumers of electricity due to the current limitation.

Mr. STRATTON. The Commissioner supported at the city council level deletion of the so-called 2-cent rider to the appropriation bill. The council accepted it, and it is part of the legislation that is now here.

Our view essentially was this, that the requirement for compensation to the utility for the services rendered has to be taken into consideration with its total revenue requirement which we determine. The limitation which was put into effect by my best recollection that was 2 cents per kilowatt-hour about 22 years ago, is no longer realistic in terms of the actual underlying cost of generating this electricity. That fact, coupled with the Corporation Counsel's interpretation that the 2-cent limitation applies not only to the base rate, but also to the fuel adjustment surcharge that goes in these rates, produces a situation in which other customers in the District must make up the deficiency between what the District pays for its street lighting electricity and the actual cost of it.

Senator CHILES. What is going to be the cost if this is deleted? The cost to the District?

Mr. STRATTON. Our best estimate at the moment is an additional $950,250 a year.

Senator CHILES. Is anything requested for that?

Mr. STRATTON. I am not positive. I believe it is.

Senator CHILES. Thank you.

## Board of Appeals and Review

### STATEMENT OF JAMES H. BOHANNAN, CHAIRMAN

#### BUDGET REQUEST

Senator Chiles. The subcommittee will now consider the budget estimates for the Board of Appeals and Review. The budget request is the amount of $81,600 for total of four positions, as compared with $73,500, the same number of positions.

The opening policy statement and as well as the budget summary will be placed in the record.

[The statement and summary follow:]

## BOARD OF APPEALS AND REVIEW

The Board of Appeals and Review (hereinafter referred to as "the Board") is an administrative agency providing the first full evidentiary and final administrative remedy for aggrieved citizens challenging decisions of certain departments and agencies of the Government of the District of Columbia in matters of property, personal rights and privileges. The Board issues the final decision, including within the contents Findings of Fact as established in the hearings and Conclusions of Law.

The Board functions through Hearing Committees selected from a total of twenty-five (25) members; eight (8) full-time employees of the District of Columbia (District Members), and seventeen (17) intermittent employees (Public Members) who are compensated only when performing Board services, eight (8) being attorney members and nine (9) members qualified in other areas. Each Committee consists of three (3) members; an attorney member who serves as chairman, a public member and a District member. However, a one man Committee may preside in emergency cases as established by the Director of the Board who is the overall chairman.

No structural change has occurred within the past year although the Board's functions have been altered which will result in a yearly case load increase. The Board no longer accepts appeals from the decisions of the Police and Firemen's Retirement and Relief Board which will only decrease the case load by approximately ten (10) cases per annum. The Board now hears appeal cases from the suspension of Motor Vehicle Drivers' Permits under the Motor Vehicle Safety Responsibility Act, increasing the case load to a minimum of two hundred fifty (250) appeals per annum. Once citizens are aware of the avenue of appealing the suspension of their permits to the Board, then that figure could easily double. Within four (4) years, the Board expects to receive 1,200 to 1,500 appeals.

The records of aged and completed cases have reached the peak of the Board's capacity to store files. Only once since the Board's inception have the records been compiled for storage. The staff is in the process of compiling, recording, and indexing each case from 1962 through 1970 to allow additional needed space for new cases. This is proving to be time consuming and costly.

1. The FY 76 priorities are: (1) to hear the anticipated influx of appeals in an expeditious and meticulous manner, (2) to prevent a backlog of appeals resulting in a greater expense to the Board and (3) to afford the opportunity to aggrieved citizens to exercise their rights to attain administrative justice. The anticipated influx of appeals are ones requiring professional court reporting services in that the possibility of Court intervention is a high probability. These appeals will be ones resulting in lengthy hearings requiring higher appropriations than the Board presently has in its Budget. Affected by this will be all Main Objects of the Budget except for the permanent Positions.

2. The FY 76 Policies of the Board are: (1) to maintain the functions within the interest of judicial economy and (2) utilize every avenue feasible in doing such: (3) certain cases may be heard by a one-man Committee and (4) some cases will be heard on an informal basis so as to prevent lengthy hearings. This will allow more time and expenditures for the influx of cases expected in FY 76.

3. The Existing Programs proved to be effective in alleviating the backlog of cases in FY 74 but resulted in over expenditures in the Board's Budget. The Board has discontinued using set and designated days for holding hearings of the different classes of cases but has replaced that program with another using a quota system in that hearings are scheduled in accordance with the volume of cases. The previous program did result in redirection of appropriations toward Court Reporting Services, Printing, Reproduction and Supplies.

4. The Accomplishments of the Board involves the elimination of a massive backlog of cases, a consistant and effective procedure to hear appeals, the alleviation of the use of the Board as a vehicle to stall time, and the continuance and rescheduling of appeal cases have been maintained at a minimum.

(a.) In February of 1973, the Board had a backlog of 239 cases which was reduced to 36 cases by February of 1974. As of January 31, 1975, the Board had a case load remaining to be heard of only 28 appeals.

(b.) The Board is operating in a quota system procedure allowing the maximum number of appeals to be heard per month. Firearm and Retirement Board appeals cannot be applied to this procedure due to the necessary continuance and rescheduling.

(c.) Due to expeditious appeal procedure, it is no longer to the advantage of persons intending to use the Board as a time element allowing them additional hours, weeks, and months to comply with the D.C. Code.

(d.) Continuances and the rescheduling of cases to be heard are not tolerated unless the appellant can show reasonable and just cause for such. However, appeals involving firearms and the Police and Firemen's Retirement Board are usually granted extensions due to their material and legal content.

DISTRICT OF COLUMBIA APPROPRIATIONS

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Board of Appeals and Review

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 4 | $71.2 | 4 | $73.5 | 4 | $81.6 | ... | +$8.1 |

| Page No. | Analysis of 1976 Change: | | | | |
|---|---|---|---|---|---|
| DK-5 | Base adjustments: | | | | |
| | 1. Base reductions | | | ... | -3.2 |
| DK-12 | Program increases: | | | | |
| | 1. Pay raise annualization | | | ... | +2.5 |
| | 2. Reallocations | | | ... | +5.2 |
| | 3. Other operating costs: | | | | |
| | Printing and reproduction | ... | 1.5 | | |
| | Other services | ... | 1.2 | | |
| | Supplies and materials | ... | .2 | | |
| | Telephone, communications and utilities | ... | .7 | ... | +3.6 |
| | Total, program increases | | | ... | +11.3 |

59-211 O - 76 - 27

BREAKDOWN OF PAY RATES

Senator CHILES. Mr. Bohannan, you are the last one.

Mr. BOHANNAN. Thank you, Mr. Chairman, and members of the committee.

I am James H. Bohannan, Chairman of the Board of Appeals and Review.

I would like to say that this board is made up of 25 members. One serves as the permanent chairman. Eight are District government employees, who receive no additional pay for this work, except the chairman. There are nine attorney members and eight public citizens, who are considered intermittent employees. They get paid at a base of $12 an hour when serving, that is, for hearings and for preparing reports.

Senator CHILES. How much funds are used at that $12 per hour rate? In other words, what portion of the budget goes into that?

Mr. BOHANNAN. I would say of that amount $5,500.

Senator CHILES. What administrative procedures or regulations are used by the board to insure that the board is not used by members of the public to simply postpone actions required by the city which are related to the general health, safety, and welfare?

REVISED RULES OF PRACTICE

Mr. BOHANNAN. We have the Revised Rules of Practice and Procedure before the Board of Appeals and Review of the District of Columbia adopted effective May 15, 1974, and they are used in order to assure that this board is not used by members of the public to postpone a required action by the city which relates to the general health, safety and welfare.

Senator CHILES. Of the 675 cases heard in fiscal year 1975, how many were decided in favor of the public?

Mr. BOHANNAN. May I make this statement. The Board of Appeals and Review of the District of Columbia does not consider itself to be pro-agency or pro-public, but a balance of the two, and the board attempts to render equitable and just decisions. Of the 675 cases heard in fiscal year 1975, 10 were decided in favor of the public.

SUBCOMMITTEE RECESS

Senator CHILES. I think that will complete our hearings. Thank you, sir.

The subcommittee will stand in recess until 10 o'clock tomorrow, when we will continue with the general operating expenses starting with the Department of Insurance.

[Whereupon, at 4:15 p.m., Monday, January 19, the subcommittee was recessed, to reconvene at 10 a.m., Tuesday, January 20.]

# DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1976

TUESDAY, JANUARY 20, 1976

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

The subcommittee met at 10:23 a.m. in room S–126, the Capitol, Hon. Lawton Chiles (chairman) presiding.

Present: Senator Chiles.

## DISTRICT OF COLUMBIA

### DEPARTMENT OF INSURANCE

**STATEMENT OF MAXIMILIAN WALLACH, SUPERINTENDENT OF INSURANCE**

**ACOMPANIED BY LUTHER T. ELLIS, ASSISTANT DEPUTY SUPERINTENDENT**

#### BUDGET REQUEST

Senator CHILES. This morning the subcommittee will start with the budget estimate of the Department of Insurance. The 1976 request is $548,800 for 29 positions compared to $467,000 last year.

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

A. Goals and Objectives

The primary and overriding goal of the Department of Insurance (established by an Act of Congress of 1901 - D.C. Code, Title 35) is to protect the insurance buying public of the District of Columbia.

Insurers formed in the District (domestic companies), in other states (foreign companies), and in other countries (alien companies), serve the public directly or indirectly through agents, brokers, or other means. The insurers and their agents and brokers representing applicants and insureds, occupy a place of fiduciary trust. The Superintendent of Insurance is the regulatory official, whose primary duty it is to see that laws and regulations established for the protection of the insurance buying public are observed. Since the Reorganization Act #3 of 1967, specifically enumerated functions are regulated by the City Council. The Superintendent was charged with the implementation of the regulations adopted by the City Council.

The Superintendent of Insurance compels insurers to maintain at least the minimum financial requirement established by statute and to meet qualification standards, subject to annual review. Agents and brokers are licensed yearly and subject to compliance with statutory requirements in the exercise of their contacts with the insurance buying public.

Within this framework the most important regulatory task is to see that the policyholder is afforded fair treatment at all times.

B. Functions

To achieve the GOALS and OBJECTIVES the following functions must be carried out; they are described below in a general manner and condensed in form to provide a basis for understanding the formulation of the budget, and request for funds.

1. Examination of insurers to establish the financial condition and ability to meet financial obligations under policy contracts (including steps to prevent insolvencies) and the fair treatment of policyholders. There are 28 life and casualty companies domiciled in the District of Columbia, one Property Facility and one Fire Rating Bureau.

2. Year-end Reserves of the 10 D. C. domiciled life companies are reviewed annually, listings are spot checked, and various reasonableness ratio tests applied. This work is done by the life actuarial staff and certified by the Superintendent. This involves $1.2 billion of reserves of $10.1 billion of insurance in force written by these companies. A manual process is currently applied. Steps are contemplated to supplement this by a check of the respective company's computer program.

3. Annual Financial Statements filed by domestic insurers are reviewed in detail; those filed by insurers domiciled in other states or foreign countries are reviewed to a lesser degree. However, financially weaker companies and those requiring special attention are given priority. Due to securities market conditions insurance companies, as of December 31, 1973, have experienced realized as well as unrealized capital losses. Some losses were of sizeable dimensions and caused reductions in surplus. Early warning signals are being studied which indicate that financial statements to be filed during 1975 and 1976 will need to be reviewed in greater detail than is now being done--this will require additional staff. There are 364 life and 445 casualty companies licensed in the District of Columbia.

4. Policy Forms are reviewed to determine statutory compliance with the required provisions and whether or not other provisions are equitable. New insurance products, new or different market approaches, utilizing direct selling methods, encompassing elaborate advertisements, which are more detailed and bolder in claiming savings to buyers, are reviewed by the department to determine compliance with the insurance laws. However, to review all advertisements is not feasible and would be too costly. Accident and Health Advertising guides were issued in August 1972 to assist insurers and to facilitate the citation of violators. One insurer was fined in 1974.

5. Rate Reviews are mandatory for credit life and credit accident and health insurance. The rates are among the lowest in the country. In the casualty area two systems are prescribed by law--"prior approval" and "file and use" depending on the line of business. The bulk of the business is under the latter system. Since the abolishment of the Cost of Living Council, casualty rate filings have increased in number, most of which reflect higher rates. Detailed statistical data is furnished in each filing and trend factors are based on judgment in most cases. Reviews include lengthy and detailed correspondence and oral discussions with actuaries and attorneys of the respective filer or rating organization. A "capacity crunch" started to develop in the area of malpractice insurance, especially for physicians, surgeons and hospitals. Rate increases have so far prevented the withdrawal of insurers. The situation may deteriorate as it has in several states (N.Y., Md. and Calif.). A close watch of these and other lines of insurance is necessary. Inflation causes increases in expenses as well as in loss costs despite a decline in loss frequencies in some lines of business.

6. Admission of Foreign Companies, in today's climate of financial deterioration requires a more thorough review. An increasing number of applications for admission from financially weaker companies or members of holding companies requires additional staff time.

7. Licensing of Brokers, Agents and Solicitors has taken up more staff time with temporary backlogs in the life insurance area. Recently, violations have become apparent, such as persons soliciting without a license or possibly committing misrepresentation. One hearing led to the revocation of an agent's license. Preparations for additional formal hearings are under way.

   On March 28, 1975 final solicitation guidelines were published.

8. Consumer Protection discussed to some extent under the above headings, is also provided by the implementation of P.L. 93-89 Title I of August 1973. In late 1973 and again in 1974 the newly established D.C. Insurance Guaranty Association swiftly took over the payment of claims of policyholders of two insolvent casualty companies (one domiciled in N.Y. and the other in Mass.). The companies licensed to do business in the District of Columbia were, so far, assessed $50,000 to defray the cost of protecting policyholders of these two companies. Company failures are increasing in number and severity across the country. For instance, a Pennsylvania company failed with an insolvency of $30-40 million (countrywide). No damage was caused to D.C. residents by this company because it's application for admission was denied.

   Residents, who by phone or personal visit, complain about agents or companies are assisted in receiving fair treatment. This involves

extensive correspondence or oral discussions with a company's local managers or home office officials. Complaint files are maintained to provide background material in case further action against agents or companies is warranted.

Based on complaints or other information, three insurers and one broker were fined, one agent's license revoked and one broker reprimanded. Several investigations are in process.

The department receives numerous inquiries from residents relative to insurance problems and interpretation of provisions in insurance contracts, which are handled by phone or in writing.

P.L. 93-388, approved August 24, 1974, providing for the regulation of Holding Companies is being implemented.

Annually laws are proposed, drafted or commented on, testimony prepared in written form, and oral testimony given by the Superintendent. These laws are designed to improve the protection of the insurance buying public.

Based on discussions with local underwriter associations and in cooperation with the Superintendent of Schools, two twelve week courses in money management and insurance were commenced in September 1974 at the Adult Education Center. Since the lecturers, experts in the various fields, have volunteered their services at no cost and the school system provides the meeting place, there are no direct operating costs. However, staff time was needed in the initial phases and to evaluate the program and prepare for an expansion of the program, if possible.

The Superintendent of Insurance serves on the Consumer Affairs Advisory Committee, recently appointed by the Mayor, and lectured on insurance and will continue to cooperate with the Office of Consumer Affairs, despite increased workload-pressures, since such cooperation is needed to assure success.

9. District of Columbia Property Insurance Facility is regulated based on an Act of Congress of 1968. Changes were made in the Plan of Operation aimed at increasing efficiency and reducing expenses.

10. Insurance Related Functions - a. By statute the Department of Insurance administers the Premium Finance Law by licensing Premium Finance Companies and reviewing contracts and charges. b. Also by statute it administers the Insider Trading and Proxy Law applicable to D.C. stock insurance companies.

11. Collection of Taxes, Fees & Fines consists of designing and providing tax forms to insurers, processing payments and verifying correctness by review of the tax forms and data contained in the company's Annual Statement. A comparative schedule of taxable premiums and revenue collections follows:

| Year | Taxable Premiums | Taxes Collected | Fees & Fines |
|---|---|---|---|
| 1963 | $170,000,000 | $3.4 million | $160,000 |
| 1973 | 390,000,000 | 7.8 million | 185,000 |

12. Interstate Regulations are accomplished through participation in the activities of the National Association of Insurance Commissioners (NAIC) which develops Model Bills and Regulations based upon

studies by the various committees. The Superintendent of Insurance, who is a statutory member, was host to the full NAIC meeting in 1907 and 1973 (the latter meeting was attended by 1800 persons). An invitation extended to the NAIC to meet in the District of

Columbia in 1978 is currently being considered.

C. Increases in Business Activities, Statutory Duties and Workload

1. Premium, Taxes and Fees
(Note: all years referred to are calendar years.) Insurance protection is paid for by premiums.

A. For all types of insurance, taxable premiums amounted to

| | | |
|---|---|---|
| $115,000,000 | in | 1957 |
| 165,000,000 | in | 1962 |
| 225,000,000 | in | 1967 |
| 365,000,000 | in | 1972 |
| 391,000,000 | in | 1973 |

B. For all types of insurance there were 600 insurance companies authorized to sell insurance in 1957, 650 in 1962, 728 in 1967, 812 in 1972, and 809 in 1973.

C. There were approximately 10,000 brokers and agents licensed in 1957, 10,500 in 1962, 11,300 in 1967, 12,000 in 1972 and 13,000 in 1973.

D. The Department of Insurance collects a uniform 2% tax on premiums (D.C. Code Title 47, Chapter 18).

E. Premium taxes collected amounted to

| | | |
|---|---|---|
| $2,300,000 | in | 1957 |
| 3,300,000 | in | 1962 |
| 4,500,000 | in | 1967 |
| 7,300,000 | in | 1972 |
| 7,820,000 | in | 1973 |

F. The Department of Insurance Collects filing and license fees. The fees amounted to $150,000 in 1957, $156,000 in 1962, $168,000 in 1967, $174,000 in 1972 and $185,000 in 1973.

2. New Statutory Duties
New duties assigned by statute since 1962:

A. Regulation of rates for Credit Life and Credit Accident and Health Insurance (1962).

B. Licensing of Premium Finance Companies and regulation of permissible charges (1966);

C. Supervision over stock insurers regarding Insider Trading and Proxies (1966).

D. Regulation and examination of the D.C. Property Facility (1968);

E. Supervision of the D.C. Insurance Guaranty Association (1973);

F. Regulation of Holding Companies (1974).

3. Other Additional Workload

A. During 1973 and 1974 a considerable amount of staff time was spent on review, study, recommendations and testimony before Congress and the City Council concerning D.C. "No Fault" legislation (H.R. 5448), which did not pass.

B. The 1971 City Council insurance regulations were contested in court and the validity was not established until July 1973. The regulations are enforced by the Department of Insurance.

C. A rate case (class action suit), initiated in 1970, regarding fire insurance and homeowners insurance coverage was decided in May 1975 by the U.S. Court of Appeals in favor of the Superintendent.

D. During 1974 the number of rate filings increased due to the lifting of price and wage controls of the Cost of Living Council. In part it was a delayed reaction to the abolishment of federal restrictions, giving way to the force of inflation. On August 22, 1974, in an open letter to industry (trade associations and rating organizations), the Superintendent of Insurance asked for annual filings to minimize the size of increases and a show of restraint in the underlying assumptions used in trend factors, by considering a slowdown of inflation. The staff makes a most careful review of rate filings in order to examine the data and judgment underlying all factors, being mindful not to create a "capacity crunch", a distinct possibility in some lines of business. Rate adjustment hearings are being considered to establish test cases for rate reductions.

E. During September and October 1974, industry spokesmen and an independent research report pointed to the deteriorating securities market forecasting increases in company insolvencies in the near future. Therefore, priority must be given to a careful analysis of the stock and bond portfolios of both casualty and life insurance companies. Also concerning the latter, high interest rates have created a financial drain on surplus due to the increased demands for policy loans (interest is 5% to 6% by contract provision).

F. The Energy Crisis is bound to continue in one form or another. The fuel shortage was replaced by increased gasoline prices. Industry denies the impact on automobile insurance rates while regulators feel that there is an impact, admitting that it is rather difficult to measure. The special nationwide reporting system was discontinued subject to reinstatement if again needed.

G. In recent years business ethics have changed under the influence of new approaches to marketing. We are now investigating a program which seems to be based on misrepresentations and also involves solicitation without a license. Some hearings have been, and more will be, scheduled in order to strengthen enforcement of the insurance laws.

Conclusions

Over the last decade the workload has increased in many different ways as shown above. Quantitative increases can be and are illustrated in the Annual Work Program (Schedule 5). Responses by the Department of Insurance to justify consumer demands cannot be evaluated by a "unit" approach. One complaint may be handled in a few minutes

while another may require extensive review and correspondence or long distance telephone calls to the company's home office (all calls are made "collect"). The important thing is that the complaining D.C. resident receives fair treatment and this requires time. The only way to control the workload is to allot a "few minutes" to each complainant and this, of course, is not feasible. Neither can we send the person to see a lawyer since many are in a low income bracket and must rely on our services. Justifiable complaints take more time, of course, and when we are successful by our persistence and follow-up in a given case it leaves an impact on the claims handling by the respective insurance company.

Rate filings, whether they reflect a decrease or an increase in rates, need to be carefully reviewed in order to determine whether the rate is inadequate, or excessive, and to assure that it is non-discriminatory. This task has become more difficult because of the increased number of filings, the complexity and the interrelationship with other factors over which we have no control such as inflation, hospital costs, and repair costs, etc.

We do not expect to ever match our manpower with industry's, but, having reached a stage where we can no longer absorb workloads, we have no choice but to call this matter to the attention of those who determine budgetary allotments.

The possibility of insolvencies has increased. The financial data furnished by insurance companies needs to be reviewed and analysed to a far greater extent than at prior times.

The additional staff will help to strenghten regulatory implementation.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Department of Insurance

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 24 | $464.9 | 24 | $467.0 | 29 | $548.8 | +5 | +$81.8 |

Analysis of 1976 Change:

| | | | | |
|---|---|---|---|---|
| Base adjustments: | | | | |
| 1. Base reductions | | | ... | -5.8 |
| Program increases: | | | | |
| 1. Pay raise annualization | | | ... | +15.7 |
| 2. New Positions: | | | | |
| GS-11 Accident and Health Specialist | 1 | 4.9 | | |
| GS-11 Rate Specialist | 1 | 4.9 | | |
| GS-9 Auditor | 1 | 4.0 | | |
| GS-7 Statistician | 1 | 3.3 | | |
| GS-5 Stenographer | 1 | 2.7 | | |
| Benefits | .. | 2.0 | +5 | +21.8 |
| 3. Other Increases (rent, communications, and utilities $5.7, printing and reproduction $8.0, other services $3.7, supplies and materials $1.7, and equipment to be capitalized $3.8) | | | ... | +22.9 |
| 4. To fill unfunded positions | | | ... | +27.2 |
| Total, program increases | | | +5 | +87.6 |

OPENING STATEMENT

Senator CHILES. I understand you have a short statement.

Mr. WALLACH. Yes, sir. I have a short statement. My name is Maximilian Wallach, superintendent of insurance for the District of Columbia Government.

I appreciate the opportunity to testify before your committee. The opening statement was prepared to assist you in the review of the fiscal year 1976 budget request of the Department of Insurance. Needless to say, I am glad to answer any questions you may have.

The budget was prepared during the month of November 1974 based on information then available. The narrative portion of the budget justification was updated prior to being resubmitted for presentation to the Council of the District of Columbia and I had the opportunity to testify on this request on March 31, 1975.

Ninety-three percent of the budget is for personnel services and related benefits. The remaining 7 percent is for all other services needed to maintain the office and related services including services in connection with the participation in the National Association of Insurance Commissioners of which the superintendent is a statutory member.

In recent weeks, priority consideration was given to medical malpractice legislation pending before the Council of the District of Columbia. As Superintendent of Insurance, I testified regarding this legislation. I also prepared legislation to create a joint underwriting authority (JUA), an involuntary market mechanism to come into play upon hearing and determination by the Superintendent of Insurance that a voluntary market is no longer available in the District.

The proposed legislation also provides for the creation of a statutory broadly based commission to draft generally acceptable legislation for submission to the Mayor and the Council and the development of such other information helpful to head off a crisis which could develop.

The District of Columbia Insurance Guaranty Association, based on Public Law 93–89, was established in October 1973 and became operative, handling claims arising from five insolvencies during 1974 and 1975.

So far, assessments against all other authorized insurers amount to less than $50,000. One medical malpractice claim is still pending against an insolvent company. A drying up of the bail bond market due to a company failure was averted by the licensing of another insurer which took over the outstanding business of the involvent insurer.

In August 1974, Public Law 93–388, the Holding Company System Regulatory Act, was passed. Last month, the first hearing, as provided by this act, was held concerning the acquisition of control of a domestic insurer.

Since my testimony before your committee regarding the fiscal year 1975 budget, regulatory actions were taken resulting in the revocation of licenses of two agents, imposition of a fine on one agent and four insurance companies, and the official reprimand of two brokers.

Eight insurance companies, domiciled in other States and authorized to do business in the District of Columbia, were suspended; of these, three were declared insolvent, the license for three companies was not renewed, and two companies are now being rehabilitated.

Recently, the Superintendent ordered proposed downward rate adjustments in four rate filing cases; three of these were not contested and became final, and a hearing was scheduled for the fourth one.

Since October 31, 1975, the District is participating in the national flood insurance program.

The above touches upon highlights supplementing the narrative portions of the budget justifications. Needless to say, I or members of my staff will be glad to answer any questions, orally or in writing, if answers are needed to be supplemented by factual data available from our files.

MALPRACTICE INSURANCE LEGISLATION

Senator CHILES. What is your proposal for the malpractice insurance legislation?

Mr. WALLACH. The proposal which is to be submitted to the Council by the Mayor's office, consists of two parts. One part deals with the establishment of an involuntary market mechanism.

In other words, if there is a lack of availability, doctors and hospitals cannot function without insurance. I cannot insist that a company, a given individual company, write this type of insurance and take a loss; that is obvious. Consequently, there is a need for a mechanism whereby all companies participate and share losses, if any occur, with provisions of recoupment.

Senator CHILES. Then you are going to require all companies that write in the District to share in some of the premiums, some of the coverage of malpractice?

Mr. WALLACH. If there are problems, they will be taken care of so that the policyholder will be covered under the JUA. Currently, the uncertainty, not the question of profit or loss, the uncertainty as to be able to predict what the insurance premium should be is the biggest problem.

Senator CHILES. Are you doing anything about claims, limiting the amount?

Mr. WALLACH. The second part of that bill will deal with the Commission, a broadly based commission with representatives from the public as well as doctors, lawyers, insurers, et cetera, will participate in this commission drafting suitable legislation and considering proposals and alternatives and other mechanisms of insurance for submission to the Mayor and the Council.

In other words, the first part of the bill is to handle short-term problems. If a crisis occurs, we will have a hearing and put the JUA in operation. At the same time, we want to prepare for the future. A number of States have passed bills—in total some 400 bills passed—the impact of which is not as yet known. Some may not be necessary.

Senator CHILES. You don't know right now. You don't have a plan. You are just setting up a commission to study what plan should be operable for the District. You are not presenting a plan now, how claims should be, whether there should be a limitation on the amount?

Mr. WALLACH. We will draw from experience as to what happens in other States. Of course, the main problem is not whether someone likes or dislikes the kinds of new legislation. The main problem is, will the insurance industry be able to make this a risk rather than a gamble.

It is the insurers who are providing the coverage, therefore the environment has to be changed so that they can determine proper rates instead of guessing.

The doctors are still worried. Two days ago, a new rate structure went into effect, an increase, which is considerably lower than the Insurance Service Office (the rating bureau) originally wanted. That applies to hospitals as well as doctors.

QUESTIONS SUBMITTED BY SENATOR CHILES

Senator CHILES. All right, sir. We have some other questions that can be answered for the record. Thank you for testifying.

Mr. WALLACH. Fine; thank you, sir.

[The questions and answers follow:]

WIDE AREA TELEPHONE SERVICE (WATS)

Q. The justifications indicate that the Department of Insurance makes collect calls to obtain information from Home Offices of insurance companies. Doesn't the City utilize Wide Area Telephone Service (WATS)?

A. The District of Columbia does not have a Wide Area Telephone Service (WATS). Some insurance companies do. Whenever an insurance company chooses to give us the WATS Code, we use it. In all other cases, we call collect so that the cost is borne by the insurance company and not the District Government. In addition, there is a favorable psychological impact; namely, the insurance company paying for the cost of the call might be more careful in dealing in the future with similar matters.

Q. According to Page DE-3 there was a decrease of 3 in the number of insurance companies between 1972 and 1973. What accounts for the predicted growth in the number of insurers regulated on Page DE-9?

A. Above reference should read DE-8 instead of 9.

Under DE-3, actual figures are given while DE-8 are projections.

During the past years, the Superintendent thought it advisable to suspend several foreign companies. Some merged; some became insolvent, while other companies were newly admitted. For the calendar year 1973, this brought about a net decrease of 3 companies. As of December 31, 1974, there were 809 companies licensed and 800 companies licensed as of December 31, 1975.

Depending on how many companies now pending will be admitted and how many companies will depart for the various reasons referred to, the estimates for FY 76 were reasonable when compiled. In view of the most recent problems confronting casualty insurance companies on a countrywide basis, it is more difficult to furnish an estimate. The number of companies actually admitted is a minor indicator for the future workload. The review of "problem" companies, even if only a few, creates the additional workload and since each case is different, it is rather difficult to express that workload on a quantitative basis. The estimate of 860 companies could be reached depending on how many pending companies qualify. A revised estimated of 825 would be more realistic.

AGENTS AND FEES

Q. Is it reasonable to forecast a 20% increase in licensed agents and brokers between 1974 and 1976? In what types of insurance is this growth predicted? What is the license fee? How many new licenses were issued in Fiscal 1975, and does the Department maintain records of minority participation in the local insurance business?

A. An agent may represent more than one company. We are, therefore, here dealing with number of licenses issued, not number of persons licensed. During FY 75, 2940 new licenses were issued (2640 life and 200 casualty).

Fees are: *Life.*—Broker, $50; General Agent, $50. *Casualty*—Policy-writing Agent, $50; Broker, $25; Solicitor, $5, not to exceed $15 per company.

The Department does not keep track of the race of the applicant for agents or brokers licensed. The application no longer provides for this information.

Based on personal observations, the best estimate which can be provided is that of the new agents, about 2 out of 3 applicants are members of minorities.

PERSONNEL ASSIGNMENTS

Q. Please detail the number of personnel presently assigned to the three functions of the Department described on Pages DE–11 and DE–12 of the justification.

A. 1. *Financial Surveillance of Companies.*—Three insurance examiners, and two actuaries on a part-time basis equivalent to 1 to 1½ man years.

2. *Casualty Rate Filings.*—2 full-time professionals. Accident and *Health Policy Review*—1 full time professional.

3. *Secretariat, Clerical, Filing and Typing.*—2 full-time secretaries, 3 clerks (two of those perform functions other than typing such as license application review), and 1 CETA clerk-typist.

SUPPLIES AND PRINTING REQUESTS

Q. The department proposes an increase of 5 positions in FY 76 and indicates a general increase in overall workload. Considering the relatively small increases in workload, why are requests for supplies up over 100% and printing up over 400% (DE Vol. 1–B—DE–6).

A. *Supplies and Materials.*—The question states that for the Fiscal Year 1976, a 100% increase is sought. The item itself is rather small; therefore, the percentage increase is misleading. Furthermore, this item does not directly increase or decrease with the workload. During FY 1974, the actual obligation was $2400. The request for 76, therefore, is an increase of 29%.

The obligation during FY 75 was actualy $1600. From this, you can see how these amounts fluctuate. They are not controllable to the extent that we can provide an accurate estimate. The figure of $3100 was arrived at by estimating increases and quantity as well as cost. The adjusted base for 76 was given to us to be $1400, which is very close to the amount spent in FY 75 but considerably lower than the amount spent in 74.

*Printing and Reproduction.*—Here again we experience similar difficulties in forecasting an exact estimate. The obligation for FY 74 was $7000. The request for FY 76 is $10,500. This is only an increase of 50% even though it appears as a 400% increase is one compares the allotment for 75 which was used as an adjusted base for 76. In reality, the actual obligation for FY 75 was $5,000. You can see the fluctuation and I am sure you will agree that the percentage comparison between the base and request is misleading.

*Conclusion.*—In past years, we were able to reprogram to meet our obligations, but it is not safe in dealing with a small budget year after year, which explains the request for increases base on actual expenditures in FY 74 and 75.

## Board of Elections and Ethics

**STATEMENT OF NORVAL PERKINS, EXECUTIVE SECRETARY**

**ACCOMPANIED BY:**
**MARK MILLINGS, MEMBER**
**CARL McINTYRE, MEMBER**
**COMER S. COPPIE, SPECIAL ASSISTANT TO THE MAYOR FOR BUDGET AND MANAGEMENT SYSTEMS**

### BUDGET REQUEST

Senator Chiles. The next agency will be the Board of Elections and Ethics budget request in the amount of $1,248,400 for 42 positions as compared with $750,100 appropriated last year, an increase of 22 positions.

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

The Board of Elections became the District of Columbia Board of Elections and Ethics under the July 1974 District of Columbia Campaign Finance Reform and Conflict of Interest Act.

The Board is still responsible for the registration of voters and the maintenance of a permanent voter registry. It is a Board priority to make a maximum effort to increase the voter registry, as much as possible. In doing so the Board makes available as many registration places throughout the city as possible. The D. C. Public Library performs an invaluable service in that area by providing such permanent registration centers. During peak registration periods it is necessary to assign Board obtained personnel to assist the library staff. Other locations are made available such as public buildings, Department stores, etc.

It is also a Board priority to emphasize and encourage voting, for too few of the nearly 300,000 registrants exercise their franchise.

The Board is also responsible for preparing and administering the election of political parties and public officials as stated in the D. C. Election Act.

In fiscal year 1976 the Board will have the responsibility for three such elections. They are: (a) the School Board election - November 1975; (b) Presidential preference, Delegates to the House of Representatives, and party official primary elections - May 1976; (c) Advisory Neighborhood Council - February 1976.*

*The Board realizes that ANC's will be implemented during FY 1976, however at this time details regarding ANC election procedures, etc. are not clear, and action taken by the City Council makes it necessary to hold ANC's in a separate election, hence formulation of a budget justification to support ANC's will be made when a more definitive plan for ANC structure and overall operation is available.

Other priorities for FY 76 budget are:

1. The cost of two general mailings to all registered voters (to carry information on changes in voting or registration procedures).

2. The addition of 22 permanent positions to support new responsibilities given to the Board by the addition of the Home Rule Bill, P.L. 93-178 and the Campaign Finance Office, P.L. 93-376.

3. Public Board meetings.

Ethics has been added to the present responsibilities of the Board of Elections. In connection with the enforcement of a work ethics for public officials and employees, the Board administers a broad and comprehensive conflicts of interest statute that covers nearly 1000 local officials civil and criminal penalities are mandated in the statute. Also, lobbying is monitored by the Board. The main entities of Ethics are:

1. Office of Campaign Finance. First, to establish campaign financing practices which would generate confidence among District citizens in the integrity of the officials they select to govern them. Second, to insure that qualified candidates will not find their access to the political arena seriously conditioned by their financial resources. Third, to create an electoral process which promotes broad and active participation in the political system by citizens. Fourth, to remove a large part of the corrosive influence of big money and the abuses rooted in secrecy from the political campaigns and the new governing process and, Fifth, to provide for disclosure of financial interests of the District government as a means for lessening public distrust and improving the political process.

2. General Counsel, whose responsibility is to serve as chief legal officer for the Board of Elections and Ethics, to prosecute before the Board any violator of the D. C. Campaign Finance Reform and Conflict of Interest Act or the D.C. Elections Act and to draft legislation or legislation changes. All of the above are the entities of the D. C. Board of Elections and Ethics and this budget request supports the needs of these entities.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Board of Elections and Ethics

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 7 | $540.5 | 22 | $750.1 | 42 | $1,248.4 | +20 | +$498.3 |

Analysis of 1976 Change:

| | | |
|---|---|---|
| Base adjustments: | | |
| 1. Non-recurring: | | |
| Reduction of ballot printing expenses associated with discontinued contract | ... | -121.2 |
| Discontinued contract for technical services | ... | -13.6 |
| Pay raise supplemental | ... | -22.6 |
| 2. Base reductions | -2 | -41.6 |
| Total, base adjustments | -2 | -199.0 |
| Program increases: | | |
| 1. Annualization of pay increases | ... | +30.2 |

59-211 O - 76 - 28

| | | | | | |
|---|---|---|---|---|---|
| 2. | New Positions - Staff for support of two new offices established by Campaign Finance and Conflict of Interest Act: | | | | |
| | GS-16 Director of Campaign Finance | 1 | 36.0 | | |
| | GS-13 Auditor | 1 | 20.7 | | |
| | GS-12 Investigator | 1 | 17.5 | | |
| | GS-6 Stenographer | 1 | 9.9 | | |
| | GS-9 Administrative Assistant | 1 | 12.2 | | |
| | GS-16 General Counsel | 1 | 36.0 | | |
| | GS-12 Legal Assistant | 1 | 17.5 | | |
| | GS-9 Docket Manager | 1 | 12.2 | | |
| | GS-7 Stenographer | 1 | 9.9 | | |
| | GS-4 Clerk-Typist | 1 | 7.2 | | |
| | Benefits | ... | 19.5 | +10 | +198.6 |
| 3. | Intermittent Nominating Committee | | | ... | +13.3 |
| 4. | Staffing for short and long range election planning and development of alternative elections and operations to meet unexpected situations: | | | | |
| | GS-7 Computer Programmer | 1 | 3.3 | | |
| | GS-4 Keypuncher | 1 | 2.4 | | |
| | GS-5 Assistant Registrar | 1 | 2.7 | | |
| | GS-12 Elections Operation Manager | 1 | 5.9 | | |
| | GS-7 Budget Assistant | 1 | 3.3 | | |
| | GS-5 Clerk-Typist | 1 | 2.7 | | |
| | GS-5 Secretary | 1 | 2.7 | | |
| | Benefits | ... | 1.9 | +7 | +24.9 |
| 5. | Staffing to improve dissemination of voter records information and instructions to the public: | | | | |
| | GS-7 Chief Librarian | 1 | 3.4 | | |
| | GS-5 Librarian | 1 | 2.7 | | |
| | GS-4 Microfilmer | 1 | 2.4 | | |
| | GS-4 Receptionist | 1 | 2.4 | | |
| | GS-4 Typist | 1 | 2.4 | | |
| | Benefits | .. | 1.0 | +5 | +14.3 |
| 6. | Increased per diem for Board members | | | ... | +16.3 |
| 7. | Intermittent Staff/Election Workers | | | ... | +56.1 |
| 8. | Overtime for permanent staff | | | ... | +3.0 |
| 9. | Other Services: | | | | |
| | Travel and transportation of persons | ... | 1.6 | | |
| | Transportation of things | ... | .6 | | |
| | Rent, communications and utilities | ... | 69.7 | | |
| | Printing and reproduction | ... | 96.2 | | |
| | Other services | ... | 37.5 | | |
| | Contingencies | ... | 135.0 | | |
| | | | | ... | +340.6 |
| | Total, program increases | | | +22 | +697.3 |

OPENING STATEMENT

Mr. PERKINS. Thank you, sir.

Senator CHILES. We have Mr. McIntyre, Mr. Millings, and Mr. Perkins. Do you want to put your opening statement in the record?

Mr. PERKINS. I would like to read it.

The Board of Elections and Ethics is responsible for the administration of elections in the District of Columbia. These include elections of public officials, political party officials and the advisory neighborhood commission members.

In fiscal year 1976 the Board will have the responsibility for three such elections. They are

a. School Board election, November 1975,

b. Advisory neighborhood commissions, February 1976, and

c. Presidential preference, Delegate to the House of Representatives and the party official primary election, May 1976.

The Board is responsible for the registration of voters and the maintenance of a permanent voter registry. This will also include postcard registration. To accommodate the community, the Board has made available as many registration places as possible.

The District of Columbia Public Library provides permanent registration centers. During peak registration periods it is necessary to assign Board obtained personnel to assist the library staff. To facilitate the candidate petition process, the Board is offering pickup and limited filing of petitions at specified libraries as well.

The Board gives priority to increasing registration rolls and increasing voter turnout. In this regard, it must educate the public on election procedures. This means, for example, that each voter must be informed of his specific advisory neighborhood and single member district number.

CAMPAIGN REFORM AND CONFLICT OF INTEREST ACT

The Board must also administer and adjudicate the new ethics statute. The District of Columbia Campaign Reform and Conflict of Interest Act of August 14, 1974, covers financial disclosures of public officials and candidates, lobbying registration, and campaign finance reporting.

The act established an Office of Campaign Finance which keeps the records, prosecutes noncompliers, and investigates possible conflict of interest of public officials. It also created the Office of the General Counsel whose responsibility it is to serve as chief legal officer for the Board.

Because of its increased statutory responsibility—in both the elections and ethics area—the Board requests the addition of 22 permanent positions.

Senator CHILES. You are just starting to administer your ethics law.

Mr. PERKINS. That is right.

Senator CHILES. Who is required to file under your financial disclosure?

Mr. PERKINS. May I defer to Mr. McIntyre.

NET WORTH AND SEALED FILINGS

Mr. McINTYRE. I am the Director of Campaign Finance. The following requirements under Public Law 93–276 covers two types of filings. One is what we call a net worth filing. This must be filed by the elected officer, the Mayor, the City Council including the Chairman, and members of the School Board.

In other words, the net worth statement must be filed, by every candidate and by every officeholder on or before May 15 of each year.

We have another kind of filing which is a sealed filing. Information in the envelope is sealed. It requires that one place in the envelope a copy of his Federal income tax for the preceding year.

Also information regarding transactions and securities and properties exceeding $10,000. That is the basic requirement.

Senator CHILES. Who has to file that?

Mr. McINTYRE. Every elected officer, the Mayor, the Members of the City Council, the School Board and all GS–15's or equivalent thereof.

This includes some advisory board members.

Senator CHILES. Who sees this information that is placed under seal?

Mr. McINTYRE. No one. The law requires that it be sealed, that it be placed in my custody and if there is a complaint of conflict of interest then the Board after notifying the person involved has the privilege of opening it.

Senator CHILES. Then right now, the Mayor, for example, receives nothing from his department heads or gets no information from them, a periodic financial disclosure of the people he has appointed as department heads?

Mr. McINTYRE. Yes; he does. This is under a Presidential order which is administered by the Civil Service Commission. This information is maintained by the personnel office of each department.

It is controlled by what they call an ethics officer.

Senator CHILES. Ethics officer?

Mr. McINTYRE. Ethics officer.

Senator CHILES. Then we will have ethics in two places?

Mr. McINTYRE. That is correct.

NEPOTISM LAW

Senator CHILES. What is the nepotism law for the District of Columbia?

Mr. McINTYRE. To my knowledge there is no separate nepotism law.

Senator CHILES. There is no provision there that the Mayor can have members of his family to be working for him and the same thing for the other elected people?

Mr. McINTYRE. There is nothing in my act that speaks to that. I would view it as a conflict of interest, of course.

Senator CHILES. Do you know whether there is any other regulation in addition to the law?

Mr. McINTYRE. No, I don't.

Senator CHILES. I am trying to determine if there is a nepotism law in the District of Columbia.

Mr. COPPIE. I do not know.

Senator CHILES. If there is not a law, find out whether there is some rule or regulation.

[Clerk's Note: Subsequent to the hearing the Office of Personnel furnished the following excerpt from Title V of the U.S. Code for the record:]

**§ 3110. Employment of relatives; restrictions**

(a) For the purpose of this section—

(1) "agency" means—

(A) an Executive agency;

(B) an office, agency, or other establishment in the legislative branch;

(C) an office, agency, or other establishment in the judicial branch; and

(2) "public official" means an officer (including the President and a Member of Congress), a member of the uniformed service, an employee and any other individual, in whom is vested the authority by law, rule, or regulation, or to whom the authority has been delegated, to appoint, employ, promote, or advance individuals, or to recommend individuals for appointment, employment, promotion, or advancement, in connection with employment in an agency; and

(3) "relative" means, with respect to a public official, an individual who is related to the public official as father, mother, son, daughter, brother, sister, uncle, aunt, first cousin, nephew, niece, husband, wife, father-in-law, mother-in-law, son-in-law, daughter-in-law, brother-in-law, sister-in-law, stepfather, stepmother, stepson, stepdaughter, stepbrother, stepsister, half brother, or half sister.

(b) A public official may not appoint, employ, promote, advance, or advocate for appointment, employment, promotion, or advancement, in or to a civilian position in the agency in which he is serving or over which he exercises jurisdiction or control any individual who is a relative of the public official. An individual may not be appointed, employed, promoted, or advanced in or to a civilian position in an agency if such appointment, employment, promotion, or advancement has been advocated by a public official, serving in or exercising jurisdiction or control over the agency, who is a relative of the individual.

(c) An individual appointed, employed, promoted, or advanced in violation of this section is not entitled to pay, and money may not be paid from the Treasury as pay to an individual so appointed, employed, promoted, or advanced.

(d) The Civil Service Commission may prescribe regulations authorizing the temporary employment, in the event of emergencies resulting from natural disasters or similar unforeseen events or circumstances, of individuals whose employment would otherwise be prohibited by this section.

(e) This section shall not be construed to prohibit the appointment of an individual who is a preference eligible in any case in which the passing over of that individual on a certificate of eligibles furnished under section 3317(a) of this title will result in the selection for appointment of an individual who is not a preference eligible. (Added Pub. L. 90-206, § 221(a), Dec. 16, 1967, 81 Stat. 640.)

NUMBER OF RESIDENTS ELIGIBLE TO REGISTER

Senator CHILES. What percentage of people that reside in the District and are eligible to register are registered?

Mr. PERKINS. There are about 500,000 people over the age of 18. The Board of Elections——

Senator CHILES. Some of those people——

Mr. PERKINS. 400,000 are really eligible. I was first quoting census figures.

Senator CHILES. Right.

Mr. PERKINS. Then of that number about 100,000 maintain a voting residence somewhere else. Part of this number is Armed Forces. We feel that no more than 400,000 are eligible to register.

Of that group we have now approximately 275,000 registered.

REGISTRATION BY MAIL

Senator CHILES. What are you doing in regard to outreach or trying to get people to register?

Mr. PERKINS. The Council of the District of Columbia government has just passed a Registration By Mail Act which we are about to put into effect when registration reopens after this advisory neighborhood commission election. What we will do then is have registration-by-mail applications distributed all around the city, in eating establishments, churches, District of Columbia government facilities, and any community organization that is willing to distribute them.

When we receive these applications and process them, we mail them back to the applicants. Formerly, we had person-to-person registration and we did that in all libraries. We hope to keep it in all the libraries, where you walk up to the counter and ask to be registered and you are registered without having to mail anything.

But of course, mail registration does make registration possible anywhere in the city. You can pick up the application, fill it out and mail it in to us.

Senator CHILES. You have worked out a statement that they will have to certify that they are eligible to vote?

Mr. PERKINS. Yes. There is a rather heavy penalty for fraud, up to $5,000 or 10 years.

Senator CHILES. Are you modeling this after some particular State?

Mr. PERKINS. I have the impression that the City Council had in mind Oregon.

Senator CHILES. I know several States have registration by mail.

Mr. PERKINS. But right nearby we have it in Montgomery County, Baltimore County.

Senator CHILES. You anticipate this is going to increase your registration even more?

Mr. PERKINS. I should think so. The city of Baltimore said in their first year they got about 30,000 more. It is less expensive than a person-to-person registration.

Senator CHILES. Now with 270,000 registered voters, what percentage of people are voting?

Mr. PERKINS. It depends on the election. In the last one, about 45 percent of people voted in the home rule election, the first elections of the Mayor and the City Council.

Senator CHILES. Was that sort of the high water mark?

Mr. PERKINS. No. We had nearly 90 percent in 1964.

Senator CHILES. Of course, that was a Presidential election?

Mr. PERKINS. Yes. It was over 50 percent and about 55 percent in the last Presidential election in 1972. I would expect we would have 60 percent in the upcoming one.

LOBBYIST REGISTRATION ACT

Senator CHILES. What is required in your Lobbyist Registration Act?

Mr. McIntyre. Our act is modeled after the act that is in effect with the Federal Government. The threshold is $500. Any person who receives or plans to receive $500 for lobbying purposes has to register.

We have registration forms modeled after the Federal forms. He has to report quarterly his expenditures and the contributions. Of course, the act, as you know, is restricted by *Harris* v. *U.S.* back in 1934. Of course, we have not had a challenge as yet, but I discussed the matter with Mr. Hickey, of the Justice Department, the U.S. attorneys office, and so far we have approximately 36 lobbyists registered.

They represent the Board of Trade, Washington Gas, and so forth. I found them most cooperative so far. As I have no investigator yet, I dont know what I will find when we really start questioning.

Senator Chiles. Are you seeking an investigator?

Mr. McIntyre. Yes. One of the positions in the 1976 request is an investigator.

Senator Chiles. Thank you, very much.

## Office of the Surveyor

**STATEMENT OF W. R. COMPTON, SURVEYOR**

**ACCOMPANIED BY T. EDWARD KOCH, JR., DEPUTY SURVEYOR**

BUDGET REQUEST

Senator Chiles. Next will be the Office of the Surveyor, requesting $449,800 and 40 positions compared with $438,700 last time.

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

The Office of the Surveyor operates under the statutory authority of the District of Columbia Code of Law (Titles 1-601 through 1-629) and Reorganization Order No. 27 of the former Board of Commissioners dated April 3, 1953, as amended. Under this statutory authority our office is charged with being the legal office of record for plats and subdivisions and for the preservation of these records as well as executing any order of survey by any court or private individual and to make a true plat and certificate thereof in a reasonable time.

This Department has only one "program" and/or objective and that is to provide the general public and all District and Federal agencies with surveying services together with related activities as required by law. It is our policy to provide these services in the most efficient and effective manner as it is humanly possible to do with the available resources.

Certain services performed by our office must comply with the procedures set forth in the District of Columbia Code of Law and in D. C. Regulations and must be provided upon request. It is our desire to continue to provide our services to the general public as well as to the District and Federal Agencies insofar as staffing and funding permit. The following is a brief description of the most important services provided by this office:

(1) Subdivisions of Land. Preparation and recordation of plats in accordance with D. C. Regulations. Plats are required for building permits, mortgage commitments, and other legal requirements.

(2) Wall Examination Surveys. Requires engineering surveys and plats to locate all new building walls as required by D. C. Building Code and for other legal purposes.

(3) Surveys of Existing Buildings. Requires engineering surveys and plats to locate improvements and encroachments. These plats are used for a variety of legal purposes such as land conveyances, mortgage application, construction programs, etc.

(4) Boundary Surveys. Requires engineering surveys and plats to establish property lines. These plats may be required for court disputes, new construction, land conveyances, etc.

(5) Condominium Subdivisions and Surveys. Requires engineering surveys and plats of buildings and individual units within the building. These plats are required to legally convey condominium units.

(6) Street and Alley Opening and Closings
Dedications and Establishment of Streets and Alleys
Transfers of Jurisdiction
Changes in the Plan of the Permanent System of Highways

The above items require the preparation of plats and the coordination of the requests through the various District and Federal Agencies, the National Capital Planning Commission, the Mayor's Office, and the D. C. Council as appropriate.

(7) Building Plats. Requires preparation of plats to obtain building permits. They may also be required by the Veterans Administration and the Federal Housing Authority, by the D. C. Board of Zoning Adjustment for variances, and by others for the approval of projects.

The Office of the Surveyor is requesting the sum of $449.8 thousand for the operation of our department for fiscal year 1976. Of this amount we are requesting $14.9 thousand for pay increase annualization and $2.1 thousand in other operating funds to cover the increased cost of printing and to provide training.

As indicated on Schedule 5, our Department expects to provide services in fiscal year 1976 at an estimated value of $219,700; of this amount $21,000 is "free" services provided to District agencies and $198,700 is revenue collected for the general fund.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Office of the Surveyor

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 40 | $403.9 | 40 | $438.7 | 40 | $449.8 | ... | +$11.1 |

Analysis of 1976 Change:

| | | |
|---|---|---|
| Base adjustments: | | |
| 1. Non-recurring - equipment | ... | -2.8 |
| 2. Base reductions | ... | -3.1 |
| Total, base adjustments | ... | -5.9 |
| Program increases: | | |
| 1. Pay raise annualization | ... | +14.9 |
| 2. Inflationary printing increases | ... | +1.4 |
| 3. Staff training | ... | +.7 |
| Total, program increases | ... | +17.0 |

USER CHARGES

Mr. COMPTON. I have no prepared statement, Mr. Chairman. If there are any questions——

Senator CHILES. How recently has your schedule been adjusted to help insure the recipient of the services is paying a significant portion?

Mr. COMPTON. We have not had a revision in the schedule since 1964. We are presently making an effort to revise that schedule at this moment and we hope to forward it to the Mayor the first of February.

Senator CHILES. What percentage of your budget is covered by fees?

Mr. COMPTON. I do not have that information. Our schedule indicates in 1974 we took in—performed work, I should say, $190,000, of which about $18,000 was what was called free services. These were free services to District agencies. In essence, fees collected went into the general fund in the amount of $172,000 as against a budget of $450,000.

Senator CHILES. Well——

Mr. COMPTON. The fees do not support the total budget.

Senator CHILES. Then in addition, then you do sort of bill out at least for accounting purposes the amount of free services that you are providing, the time, the work that you are doing for the District?

Mr. COMPTON. Yes; we keep track of that.

Senator CHILES. So it would appear that most of your time then is spent in performing these services for the public?

Mr. COMPTON. Yes, sir. All of our time is for performing services to either the general public and Federal agencies or District agencies.

FEES VERSUS COST OF SERVICES

Senator CHILES. Your fees are considerably under what it is costing.

Mr. COMPTON. In my opinion, they are. I have been on board about 3 years. As soon as I came in, I started looking into this question. We have requested assistance from management, but for whatever reason we have not been able to come to grips with it.

So this past year, I started to make an effort to revise the fees. In my opinion, the fees will be considerably higher than they have been on the schedule. Let me say with respect to the fees, although the schedule calls for minimum fees, my staff, due to pay raises and so forth, over the years, have adjusted the fees to accommodate the increase in salaries.

But there has not been a concentrated effort of how that was determined. What I am doing now is actually getting into the details of how the fee has been determined and will be determined in the future.

Senator CHILES. It would seem to me certainly reasonable that if most of your work is done for the public, that they should bear the brunt of that cost in this kind of work.

I think that people would find that to be true in most areas. In fact, it is a profitmaking venture for many of the communities that I know about. They are required to turn back a sort of a profit. If a large share of your work is done for the city itself, then I don't know that the general taxpayer ought to bear the burden of the free work.

Mr. COMPTON. We do not charge in any of that. We just keep a record of that.

Senator CHILES. Mr. Coppie, is there any reason why these fees should not be readjusted?

Mr. COPPIE. We are looking at that.

Senator CHILES. I would hope next year we will have a more in balance situation where we do have a public service being granted.

Thank you, sir.

## Commission on the Status of Women

### STATEMENT OF MS. MARY DUBLIN KEYSERLING, CHAIRPERSON ACCOMPANIED BY MS. HELEN LEWIS, EXECUTIVE DIRECTOR

#### BUDGET REQUEST

Senator Chiles. The next area will be the Commission on the Status of Women, budgeted $47,900 for a total of four positions as compared to $36,300 appropriated last year with two positions.

The opening policy statement and budget summary will be placed in the record.

[The statement and summary appears on p. 445.]

We will be happy to hear your statement.

Ms. Keyserling. My name is Mary Dublin Keyserling. I am chairperson of the District of Columbia Commission on the Status of Women. I am grateful for this opportunity to appear before you in support on the Commission's budget request for fiscal year 1976.

As indicated in the budget request before you, we request $47,900 for fiscal year 1976. This represents a sum of $11,600 above our fiscal 1975 appropriation but is only $1,300 more than was appropriated for fiscal 1974. Allowing for price increases during the past 2 years, our current request is $3,300 less, in real terms, than our 1974 appropriation.

#### ADDITIONS IN PERSONNEL

Part of our request, if approved, would make possible the addition to the Commission's staff, some time around January, of two junior staff assistants, whose services are urgently needed. At the present time we have only one professional—our Executive Director—who has been greatly overburdened.

The budget document we have submitted indicates the exceedingly active program of the Commission relating to the promotion of employment and educational opportunities for women, the combating of employment discrimination, concern for improved rehabilitation of female offenders, promotion of the appointment of women to District boards and commissions, expansion of essential services, and the furtherance of equality under the law, among other program purposes.

To assist the 21 very active members of the Commission is no small task. All members work without compensation. They give outstanding leadership to our six standing committees and many task forces. Servicing their many meetings, preparing reports and background information, and implementing action recommendations, together with re-

sponding to requests for assistance from District people and organizations, is a far larger assignment than one staff person can handle. Until last year we had an additional program assistant. Last year the Congress approved the continuation of this position, but I believe inadvertently failed to appropriate funds for it, so that we were unable to fill the job.

Our request also includes the very small sum of $3,200 over the 1975 appropriation for expenses other than personnel—mainly for printing, phone, and supplies. If approved, our total funds for these other expenses would still be $4,300 less than we had for these purposes in fiscal 1974.

EXPANSION OF COMMISSION WORK

Our Commission's work has expanded tremendously. We believe our contribution is more vital than ever before, especially as we enter upon the Bicentennial year. Barriers to the full utilization of womanpower remain higher than is generally recognized. There are many other serious problems we are in a unique position to help alleviate in the District. We deeply hope our 1976 request will be approved.

POLICY STATEMENT AND BUDGET SUMMARY

Senator CHILES. The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

Overview of Programs and Functions

The needs and problems of women in the District of Columbia -- as workers, homemakers and citizens -- are the focus of the Commission's program and functions. (The Commission was originally established in 1967; some details of its structure and functions were redefined in Commissioner's Order No. 73-94a of April 24, 1973). The Commission is authorized to conduct studies, review progress, develop, recommend and undertake constructive action; initiate and conduct programs directed toward improving the status of women in the District of Columbia. The Commission is also authorized to apply for and receive grants.

The areas in which the Commission is authorized to work include:

- Elimination of discrimination based on sex
- Public and private employment practices, including matters pertaining to wages and working conditions
- Education at every stage of life
- Equality of rights and responsibilities of men and women under the law in regard to political, civil and property rights as well as family relations
- New and expanded services for women to facilitate their optimal functioning as homemakers, breadwinners, and citizens, including mental and physical health care, and improvement of facilities for child care and youth development.

The broad objective of the Commission is to effect improvement in the status of women in the District of Columbia. Commission activity which promotes progress toward this objective includes conducting studies, publishing facts and recommendations; serving as stimulus and coordinator among community groups whose interests coincide with those of the Commission; awakening interest among governmental and private-sector policy makers for the implementation of needed change, by means of consultation and communication.

On issues of concern to women, the Commission serves as the link between (a) the community and the D.C. Government; (b) the District of Columbia and other jurisdictions in the metropolitan area, by means of participation in the Coalition of Commissions on the Status of Women in the Washington Metropolitan Area; and (c) the District of Columbia and similar bodies throughout the States, by means of participation in the National Association of Commissions for Women.

The Commission is one of the major citizen-member advisory bodies in the District of Columbia Government. The Mayor appoints fifteen to twenty-one District of Columbia residents to serve as Commission members for three-year terms. Members serve without compensation, and despite the fact that most of them are fully employed, they devote many hours each month to their work on the Commission. The Commission meets monthly to review progress reported by its various committees, task forces, and projects, and to determine policy and future action. The Executive Committee also meets monthly, to aid in the coordination of activities. The Executive Committee is made up of Commission officers (Chairperson, Vice Chairperson, and Secretary), Commission members who are chairpersons of standing committees, and the Executive Director.

The Commission's budget supports a staff and provides funds for office operation and participation in the National Association of Commissions for Women. Grant funds have supported special projects, such as the study of projects nation-wide for the rehabilitation of women

offenders, and Project Women for vocational guidance and crime prevention for inner city girls.

The Commission annually submits a report to the Mayor. In its last Annual Report the Commission reported studies and recommendations relating to child day care, consumer credit, criminal justice, employment/training/counseling, legal status, interstate and metropolitan activities, and Project Women.

FY 1976 Priorities

Based on the thrust of the Commission's work at the time of this budget preparation (July 1975), the priority activities for FY 1976 will be in the areas of APPOINTMENTS, CRIMINAL JUSTICE, EDUCATION, EMPLOYMENT, HEALTH, LEGAL RIGHTS, AND SPECIAL PROJECTS FOR INTERNATIONAL WOMEN'S YEAR. Emphasis planned within each area is as follows:

- Appointments. Recruit and recommend qualified persons for appointment to vacancies on the city's advisory boards, councils, and commissions. Enlist in this effort women's organizations and other interested groups in the District of Columbia.

- Criminal Justice. Actively participate in the Mayor's Criminal Justice Coordinating Board. Continue support for rehabilitation of female offenders by means of community-based efforts. Support for establishment of new position of Assistant Director for Women in the Department of Corrections whose responsibilities would include planning for needs of women offenders, serving as liaison with Alderson and halfway homes, and supervising the Women's Detention Center Administrator.

- Education. Support an evaluation by the DC Vocational Education Advisory Council of the effectiveness of vocational education programs for girls and women in DC and a program to monitor needed improvements.

- Employment. Support legislation to remove discrimination in eligibility for unemployment compensation during the last six weeks of pregnancy and the first six weeks after childbirth;

  extend DC minimum wage and workmen's compensation coverage to household employees;

  allow income tax deductions for child care as a business expense, without upper income limits and without exclusion of part-time employees, for taxpayers who use either standard deductions or who itemize deductions, on both DC and Federal income tax.

  Ascertain the impact on women's needs of allocation of Comprehensive Employment Training Act funds for projects and programs, and for public service jobs. Actively participate in the Manpower Services Advisory Committee (MSPAC) and support for the appointment of women on MSPAC in numbers sufficiently large to be able to affect decisions on programs needed by women.

- Health. Support implementation of a comprehensive plan for sex education in the schools and for services to teenage parents. Support allocation of public and private resources

to sustain an educational campaign and services to reduce the incidence of venereal disease in the District of Columbia. Develop action strategies to implement other recommendations under active consideration by the Health Committee.

- Legal Rights. Continue of work in progress: Support of legislation to revise sexual assault law and legislation to amend provisions in the DC Code which discriminate on the basis of sex. Seek clarification of the present law in the District of Columbia regarding the right to retain or regain one's birth given name and introduction of remedial legislation if necessary.

- Special Projects for International Women's Year. Continue to provide coordinating support for the Achievable Goals Project wherein specific goals are set on a wide range of issues, action coordinating groups are identified, cooperation is enhanced among groups with interests in common.

FY 1976 Policies

No new policies have been adopted by the Commission having an impact on the FY 1976 Budget Request.

Evaluation of Existing Programs

The Commission is an advisory body. It does not operate programs, except for those which are grant-funded. To date, Project Women has been its only operational project. Another grant-funded project has been the study of programs nationwide for the rehabilitation of women offenders, which culminated in the publication and distribution of 10,000 copies of Convict to Citizen.

Achievements. The Commission has succeeded in developing a modus operandi which has resulted in measurable achievements. Listed below are some of the achievements of the past year:

- Appointments. In the course of the past year, members of the Commission have been appointed to the Manpower Services Planning Advisory Committee, the D.C. Advisory Council on Vocational Education (four appointees), the Criminal Justice Coordinating Board, and the selection panel for the new chief of police. Of particular note is that the Criminal Justice Coordinating Board appointment is ex officio for the Chairperson of the Commission on the Status of Women, assuring that there will be continuity in the involvement of the Commission on that Board. Additionally the Commission has initiated an Appointments Roster project and in the first six months of its operation has identified more than 200 women with expertise in many fields of endeavor, and an interest in being considered for appointments.

- Child Day Care. The Commission's Child Day Care Task Force worked actively with the workshops conducted by the Government Operations Committee of the City Council to help prepare an improved code for the licensing of child day care facilities. The Commission believes that the resulting code, which has been adopted, will serve the best interests of the District's children their parents, the providers of day care services, and the city at large.

59-211 O - 76 - 29

- Employment. Testimony by the Commission was directly responsible for a 10¢ per hour minimum wage increase above that originally proposed for the laundry and dry cleaning industry by the Minimum Wage Board, owing to the information (on the impact of inflation on the real value of the proposed increase) developed by the Commission.

  The Commission participated in a meeting sponsored by VOICE (VOICE OF INFORMED COMMUNITY EXPRESSION) on the subject of the recession and unemployment, with the Commission's Chairperson presenting an invited paper on the subject of the Impact of the Economic Recession on Women and Youth.

- Legislation. The work of the Commission's Consumer Credit committee directly affected successful passage of Title 34 with inclusion of a provision for consumer credit protection on the basis of sex and marital status. The Commission's Legal Status Committee has completed its review of discriminatory aspects of the DC Code and has drafted legislation to correct the first group of these discriminatory provisions. Commission recommendations were incorporated into the City Council's report on rape legislation in 1974, and the Commission has drafted new legislation on sexual assault. The Commission has also addressed a legal memorandum on name change to the Corporation Counsel and has submitted detailed recommendations for consideration in the Mayor's legislative priority list. Legislation recommended by the Commission relating to unemployment compensation, minimum wage and workmen's compensation for household employees, DC income tax deductions for child care deductions, and amendment of provisions in the DC Code which discriminate on the basis of sex have been introduced in the City Council.

- Coordination of Action and Education on Women's Issues.

  Women's Political Education Coalition. In cooperation with fifteen other women's organization in the DC Women's Political Education Coalition, the Commission aided in the preparation and distribution of a set of position papers on women's issues. These issues papers helped to inject into the DC political campaigns in the summer and fall of 1974 a discussion of women's issues, including the areas of education, health, rape and safety, employment, criminal justice, insurance, Equal Rights Amendment, child day care, and domestic relations.

International Women's Year. In January 1975 the Commission provided leadership and cosponsored a program with the Women's Bureau in the US Department of Labor, in which over 100 organizations cooperated and which was attended by more than 1300 people, to launch International Women's Year activities in the Washington Metropolitan Area. Building on the enthusiasm generated by the planning and successful execution of that program, the Commission's Task Force on Achievable Goals has identified issues, goals, and action coordinators to work for specific and tangible progress in 1975 in many areas already on the Commission's agenda and many others which are of concern to groups throughout the city. In May, 1975, a Town Meeting with the theme of "Women in Action" was organized by the Commission and cosponsored by close to 40 community organizations, to further develop action strategies in a number of areas identified by the Achievable Goals project. In April, the Commission cosponsored and made a presentation at a community-wide IWY meeting organized by the United Nations Association of the National

Capital Area, which was devoted to an exchange of information among voluntary organizations working in the private sector on issues of importance to women.

Increases. Increases in the FY 1976 request are (1) to meet the inflated cost of current expense (2) to reinstate resources deleted in FY 1975, and (3) for an additional position to support the demands upon of the Commission arising from the growing recognition of the need to deal with problems of women.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Commission on the Status of Women

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 2 | $46.6 | 2 | $36.3 | 4 | $47.9 | +2 | +$11.6 |

Analysis of 1976 Change:

| | | | |
|---|---|---|---|
| Base adjustments: | | | |
| 1. Non-recurring - pay raise supplemental .... | | ... | -1.2 |
| 2. Base reductions ..... | | ... | -1.4 |
| Total, base adjustments ..... | | ... | -2.6 |
| Program increases: | | | |
| 1. Pay raise annualization ..... | | ... | +1.6 |
| 2. New Positions: | | | |
| GS-9 Staff Assistants ..... | | +2 | +9.3 |
| 3. Other increased operating cost: | | | |
| Printing ..... | ... 3.0 | | |
| Telephone ..... | ... .1 | | |
| Supplies ..... | ... .2 | ... | +3.3 |
| Total, program increases ..... | | +2 | +14.2 |

ECONOMIC STATUS OF WOMEN

Ms. KEYSERLING. I might mention that I just completed a study on the current economic status of women, which I presented at the recent meeting of the American Economic Association in Dallas. I had to report that this status is actually deteriorating. In spite of all of the progress that we believe has been in motion in the last 8 years, it is quite astonishing to see that the real median earnings of women, in full-time, year-round jobs, have diminished relative to those of men, since 1965.

This is one very good index——

Senator CHILES. What was the breadth of that study?

Ms. KEYSERLING. It was based on U.S. Bureau of Labor Statistics data.

Senator CHILES. Nationally?

Ms. KEYSERLING. Yes. We can't do this kind of study for the District of Columbia as a separate entity.

APPOINTMENT OF COMMISSION MEMBERS

Senator CHILES. How are the 21 members of your Commission appointed?

Ms. KEYSERLING. By the Mayor. They have 3-year terms, renewable to a maximum of 6 years of service. I leave the Commission this April after 6 years.

It has been a very interesting period of service.

Senator CHILES. You can only serve for 6 years and then you have to get off?

Ms. KEYSERLING. Yes.

FUNCTIONS OF THE COMMISSION

Senator CHILES. How do they function?

Ms. KEYSERLING. In many ways. We have 6 standing committees. They are all chaired by members of the Commission. We have additional task forces which Commission members generally head. We have standing committees which are in the fields of education, employment, health, legal status, criminal justice and appointments.

There is an enormous amount of work involved in the Commission's program. To illustrate: Our legal status committee has recently reviewed the city code to identify all aspects of the District of Columbia Code which are discriminatory or sexist and to seek to correct them. This was a very large undertaking which involved a great deal of time.

The code is in the process of being revised by the City Council. All of our Commission recommendations have been accepted by the Council's Judiciary Commitee. This is one illustration of the kind of work which has been undertake by a member of our Commission and which requires a great deal of specialized skill and a lot of time.

We have been working in many other areas very important to women. Another illustration: Our city day care licensing code was recently reviewed by a Commission task force. It needed very substantial revision and we worked extremely actively with the City Council committee in this area, making many substantive contributions to the discussions.

We are able to play a large part in the revision of the code which will greatly improve standards of child care services to children in the District.

COMMISSION MEETINGS

Senator CHILES. Do you or members of your Commission meet periodically with the Mayor?

Ms. KEYSERLING. The Commission meets monthly, the third Tuesday of every month, and we have monthly executive committee meetings also. These are meetings at which specific recommendations are made for action. We also convene numerous other periodic meetings in which many other local groups which share our concerns participate.

We have had two town meetings in the space of a year. The last one in December 1975 brought together about 300 people to discuss current Commission priorities, what we call "achievable goals," as the Commission sees them.

MEETINGS WITH MAYOR AND CITY COUNCIL

Senator CHILES. How do you communicate with the Mayor or with the City Council?

Ms. KEYSERLING. We do very well on communication.

We knock frequently on the Mayor's door and talk with him personally. We send him a great many letters. We forward recommendations to him. He meets with our Commission at least annually. With respect to the Council, we testify often at hearings of the Council and its committees, and meet periodically with individual members.

We prepare testimony and submit evidence, and communicate both in writing and in person. We appear before the Council quite frequently. We have been meeting every 2 months on a regular basis with the three women members of the Council.

QUESTIONS SUBMITTED BY SENATOR CHILES

Senator CHILES. Thank you very much; we have some other questions that I will ask you to respond to in the record.

[The questions and answers follow:]

INCLUSION OF COMMISSION WITHIN OFFICE OF HUMAN RIGHTS

Q. Has consideration been given to including this effort within the Office of Human Rights?

A. This question was discussed most recently in connection with the FY 1974 budget process in the City Council at which time the Commission analyzed its functions in relations to those of the Office of Human Rights. *It remains the strong position of the Commission that it should continue as an independent advisory body directly responsible to the Mayor.*

The major activities of the Office of Human Rights and the Commission on the Status of Women are different. In the very few areas of overlap, duplication of effort is avoided by means of direct and frequent communication between the two offices. Major distinctions between the Office of Human Rights and the Commission can be summarized as follows:

a. *One* aspect of the status of women, i.e., civil rights, is *one* of the responsibilities of the Office of Human Rights. All aspects of the status of women comprise the full agenda of the Commission.

b. Women employees in the District government are the constituency of the Federal Women's Program under the aegis of the Office of Human Rights. *All* women in the District of Columbia are the constituency of the Commission.

c. The major function of Commission staff is in support of the activities of the appointed Commission, its committees, task forces and projects. The Office of Human Rights' major function is dealing with complaints of discrimination.

d. On issues of concern of women, the Commission is the link between community and government in the District of Columbia, and between the District and other jurisdictions by means of participation in the Coalition of Commissions on the Status of Women in the Metropolitan Washington Area and the National Association of Commissions for Women.

e. Illustrative of the scope of the Commission's work are the areas described in the Commission's Opening and Policy Statement under the headings *FY 1976 Priorities* and *Evaluation of Existing Programs.*

*FY–1976 Priorities* include Appointments, Criminal Justice, Education, Employment, Health, Legal Rights, and Special Projects for International Women's Year. *Evaluation of Existing programs* includes a list of achievements under the headings of Appointments, Child Day Care, Employment, Legislation, and Coordination of Action and Education on Women's Issues.

Clearly, the scope of the Commission's work is much broader with respect to women's issues than is the scope of the Office of Human Rights. In order to continue to function effectively, the Commission should continue to be independent of any other office or agency.

SPANISH SURNAMED AMERICANS

*Q.* Does the District have a program to foster the opportunities of Spanish surnamed Americans?

A. The Special Projects Planning Division of the Department of Human Resources a Spanish Affairs unit which coordinates all activities related to the Spanish-speaking community, provides information and referral, and performs advocacy and outreach activities (see page JA–14–19, FY 1976 Budget Justifications).

The EEO branch of the Office of Human Rights is responsible for the planning, directing, and implementing of the DC Government EEO Program including the special emphasis programs for women and Spanish-speaking including the review and monitoring of Affirmative Action Plans, training in equal employment opportunity for DC Government employees and interpretation of EEO policy to DC Government employees and others. Civil Service Commission directives call for strengthening activity in affirmative action, including provision for a Spanish-speaking 16 Point Program and a Federal Women's Program. (from page BR–3, FY 1976 Budget Justifications).

Legislation is pending before the DC City Council (Bill–1–198) to establish an office on Latino Affairs and a Commission on Latino Community Development.

The Commission on the Status of Women maintains active liaison with the community of Spanish women in several ways. One of the members of the Commission is a Spanish-speaking/Spanish-culture individual; the Chairperson of the Commission serves on the Board of the Hispanic Women's Center; members of Spanish women's organizations serve on several of our committees, and the special problems of Spanish women have been the subject of concern by the Commission on several areas, notably in health and employment.

## Board of Labor Relations

### STATEMENT OF BRUCE I. WAXMAN, EXECUTIVE DIRECTOR

#### BUDGET REQUEST

Senator Chiles. Next we will go to the Board of Labor Relations requesting $65,300 for two positions compared with $88,900 last year.

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

The District of Columbia Board of Labor Relations is a neutral body which is available to employees, labor organizations and management of the District Government for the resolution of any problems which may arise in the employment relationship between the District Government and its employees. The Board's jurisdiction includes authorization to resolve representation matters (including determination of appropriate unit for bargaining and election protests and objections), unfair labor practice complaints, grievability issues, negotiability disputes, negotiation impasses and appeals from arbitration awards. The mechanism for resolving these problems include formal and informal meetings with the parties, hearings, mediation, fact-finding and arbitration.

A major element in the financial management of the Board of Labor Relations is the reality that need/demand factors are beyond the control of the Board or its staff. A labor relations problem comes to the Board only when the District Government management and the labor organizations representing District Government employees are unable to resolve the problem directly. Accordingly, the bulk of the agency budget goes toward the maintenance of fixed overhead expense including a minimum number of staff, rent, communications, supplies and materials and a small library. Funds to meet these overhead expenses are considered necessary to meet the minimum level of services required for the peaceful resolution of District Goverment labor disputes. It is the intention of the Board, wherever possible, to fund increases for these overhead expenses in FY 1976 from within the base budget year resources.

During the previous two fiscal years the majority of Board activity has been in representational matters, such as unit determinations and certification. However, as these bargaining relationships mature and the concerns of the labor organizations shift from organizing bargaining units to negotiating contracts and solving problems at the work place it is likely that there will be an increase in unfair labor practice cases and negotiation matters. Indeed, the number of unfair labor practice cases filed with the Board in FY 1975 was 12, compared with 2 in FY 1974.

At the close of FY 1975, the Board of Higher Education adopted a labor relations program which will utilize the Board of Labor Relations for the resolution of disputes. Similar action is expected by the Armory Board in the first quarter of FY 1976. Also, the Board of Education is participating in a fact-finding proceeding before the Chairman of this Board.

Furthermore, the latter agency is considering a labor-relations program which would designate this Board as the neutral body for the impartial resolution of disputes. As the programs are implemented there will be an increase in demand for the Board's services. However, it is not possible to estimate such potential demand because the programs are not entirely out of the developmental stage and because the potential users of the Board's services have no clear history of using these types of services. Therefore, although some increase in funding may be necessary to meet the cost of serving these programs it is not possible to estimate the cost without a basis for predicting what services will have to be provided.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Board of Labor Relations

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 2 | $48.3 | 2 | $88.9 | 2 | $65.3 | ... | -$23.6 |

Analysis of 1976 Change:

| | | |
|---|---|---|
| Base adjustments: | | |
| 1. Base reductions | ... | -25.8 |
| Program increases: | | |
| 1. Pay raise annualization | ... | +2.2 |

CASELOAD

Senator CHILES. I notice that the Board docketed 32 cases in 1975. How many of those cases are expected to be completed in 1976?

Mr. WAXMAN. As of the end of December, we had completed 12 of 32 formal cases of fiscal year 1975. Six of the cases that were carried over to fiscal year 1976 were completed in the first half of fiscal 1976.

We expect to complete the remaining 14 cases during the remainder of this fiscal year.

JURISDICTION OF BOARD OF LABOR RELATIONS

Senator CHILES. Which offices are under the jurisdiction of the Board?

Mr. WAXMAN. Let me explain to you——

Senator CHILES. The main thing I want to know is that I know you have got some under the Board and some not. I would like to know the rationale for excluding some and having some under.

Mr. WAXMAN. Basically, there are three routes by which the Board of Labor Relations derives its jurisdiction over the departments and agencies of the District Government. First of all, we are established by order of the Commissioner, No. 70–229. In addition, the program that we administer over most of the agencies is chapter 25A of the District Personnel Manual.

This chapter applies to all agencies that are directly under the personnel authority of the Mayor. Those are set forth in chapter 1 of the District Personnel Manual. This covers most agencies of the District Government but not all.

Additionally, the public safety employees of the fire department and police department are covered by chapter 25A through the provisions of Commissioner's Order 70–59 and Commissioner's Order 73–32 respectively because they are not otherwise covered by the District Personnel Manual.

Additionally, the Board may accept jurisdiction over matters arising in independent agencies which are not under the Mayor's personnel authority. Presently, there are four independent agencies that utilize our services.

The Board of Library Trustees has adopted chapter 25A as its own program. Three other agencies have adopted their own program in which they named the Board of Labor Relations as the impartial agency for the resolutions of disputes.

These are the D.C. Armory Board, the Board of Education, and the Board of Higher Education. Between those programs and chapter 25A, that covers most of the employees of the District Government. The only major segment that is not covered would be the Board of Vocational Education which governs the Washington Technical Institute.

Senator CHILES. Why aren't they covered?

Mr. WAXMAN. They never asked us to provide this service. They do not come under the Mayor's direct personnel authority, and they can't be forced to do this. Certain agencies are statutorily independent, so I think it is more a matter—not so much a matter of policy rationale but the constraints imposed by the structure of the D.C. Government that determines whether we have jurisdiction or not. We

are willing and able to provide our services to all agencies of the District Government.

Senator CHILES. We have submitted to you our other questions and are satisfied by your response.

Mr. WAXMAN. I brought with me some copies of our quinquennial report which I hope will be of some use to the committee.

Senator CHILES. Thank you.

## JUDICIAL NOMINATION COMMISSION

### STATEMENT OF CHARLES T. DUNCAN, CHAIRMAN

#### BUDGET REQUEST

Senator CHILES. Our next estimate is for the Judicial Nomination Commission for $11,800. This is a new Commission, I take it.

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

The D.C. Judicial Nomination Commission, established by Section 434 of P.L. 93-198, develops lists of nominees to judicial vacancies.

Judicial vacancies can be automatically filled by an incumbent subject to a favorable recommendation by the Tenure Commission. In the absence of a completely favorable Tenure Commission recommendation, the President could nevertheless submit the incumbent's name to the Senate for confirmation.

If the incumbent does not wish to be re-appointed, or receives an unfavorable recommendation from the Tenure Commission, the Nomination Commission then prepares a list of three names from which the President must choose for submission to the Senate for confirmation.

It is not yet known how many nomination lists the Commission will prepare; six vacancies in the Superior Court will occur in calendar 1975 and 1976.

Funds are needed for six of the seven commission members; staff support can be provided by the Tenure Commission.

SUMMARY OF 1976 BUDGET ESTIMATES, JUDICIAL NOMINATION COMMISSION

| | 1974 obligations | | 1975 allotment | | 1976 estimate | | 1976 change | |
|---|---|---|---|---|---|---|---|---|
| | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amou n |
| General operating expenses | | | | | | 11.8 | | +11.8 |
| Analysis of 1976 change, program increases: Commission members compensation | | | | | | | | +11.8 |

Senator CHILES. This is a new Commission, I take it.

Dr. DUNCAN. I have a short statement which I would like to read since this is our first time.

Senator CHILES. Fine.

#### OPENING STATEMENT

Mr. DUNCAN. It is the function of the Judicial Nomination Commission, established by section 434 of the District of Columbia Self-Government and Governmental Reorganization Act, to submit at least three nominations of persons qualified to serve on the Superior Court and the District of Columbia Court of Appeals for the consideration of the President of the United States.

This Commission is composed of seven members: Two appointed by the Mayor, two appointed by the unified bar; one by the City

Council, one by the President of the United States, and one by the chief judge of the U.S. District Court for the District of Columbia.

The act provides that all members of the Commission with the exception of the judicial member, be compensated at an hourly rate for the time expended in the business of investigation, selecting, and recommending nominees for the courts of the District of Columbia. It is anticipated that during the next calendar year there will be six vacancies on the Superior Court and the District of Columbia Court of Appeals.

We have just learned of an additional possible resignation, so the number could be seven.

Senator CHILES. Excuse me. If he turns down all three, would you submit more names to him?

Mr. DUNCAN. The statute expressly provides that the President must fill the vacancies within 60 days of receipt of the names we send over. If he does not act within 60 days, the statute authorizes the Commission to make a nomination directly to the Senate.

This question came up before. I suppose if the President were to say I don't like any of these, send me some more, certainly as a courtesy we would consider doing that. We have a statutory authority to nominate ourselves. We have 60 days in which to act from the occurrence of the vacancies.

The statutory scheme provides that this Commission submit to the President of the United States three qualified persons for each vacancy. It is estimated that $11,800 would be needed to compensate eligible members of the Commission for the time needed to discharge these duties.

FUNDS FOR INVESTIGATORS

To the Commission, the most important item, however, is the inclusion of a sum of money necessary for paying the Commission's investigators. Prior to our first session we conferred with the Deputy Attorney General of the United States, Judge Harold Tyler, and sought to obtain authority to utilize the services of FBI agents to make these investigations.

Judge Tyler was sympathetic but ultimately the answer was in the negative. There was no statutory authorization for this Commission to have this investigative work done by FBI agents. It was suggested that we utilize the services on a per diem basis, of recently retired FBI agents who were familiar with this type of work.

Accordingly with the assistance of the Deputy Attorney General's office, we were able to locate three recently retired FBI agents who were willing to undertake this work for a per diem fee of $100.

COST PER INVESTIGATION

Experience accumulated in submitting names to the President of the United States for two vacancies which existed at the time the Commission came into being indicates that since three persons must be named for each vacancy, the cost of such investigations is approximately $700 per person investigated.

Experience further indicates that since a nominee may be considered unqualified as a result of information accumulated by the investiga-

tion, the Commission should have at least four persons investigated in order to supply to the President the best three qualified members.

It should be emhasized that the President is limited in making his nomination to the Senate of the United States to selecting one of the three persons named by the Judicial Nomination Commission. It stands to reason since this limitation is imposed upon the President that careful, searching impartial investigation must be made of those persons whose names are submitted to the President. Should the President be disinclined to nominate one of the three persons whose names are submitted by this Commission, then this Commission has statutory authority to submit one of those nominees directly to the Senate of the United States.

ADDITIONAL BUDGET REQUIREMENTS

Accordingly for 6 vacancies we would have to consider making 24 investigations. At $700 per investigation, this would total $16,800. When the estimated amount needed for compensating eligible Commission members is taken into consideration, namely, $11,800, the total budget submitted would be $28,600.

Senator CHILES. So they are not hired full time, the FBI agents?

Mr. DUNCAN. Just when we need them. We feel these investigations are important because the President is obligated to report from that list so a detailed investigation is necessary.

Senator CHILES. So you have a fourth man that gets dropped.

Mr. DUNCAN. We had a man in the last investigation who was disqualified.

Senator CHILES. Anybody who submits an application to you consents to an investigation being made?

Mr. DUNCAN. That is right. It is understood that if a candidate is willing to serve, he will be investigated.

We anticipate four vacancies during the coming year and five on the Superior Court. We would consider making investigations at $700 per person.

I am aware that that figure differs from the one which is before you. But the figure which is before you was estimated by the Budget Office before this Commission came into existence and without any experience whatsoever.

That is why our needs which we also outlined on the House side varies from the figures before you. I would like to point out 1 or 2 additional things. As the Chairman has correctly said, our work is irregular. Since our last go around in May we have had nothing to do. But we do anticipate certain vacancies coming up in this fiscal year.

You will notice that there is no request for funds for staff. The reason for that is based on the irregular nature of our work and our willingness and the willingness of the Judicial Tenure Commission to share their staff. Actually all we need is secretarial services and for that reason we have not made a request for supporting staff.

I should also point out lastly that although eight—I talk in terms of eight vacanices, four of those people are eligible for reappointment and they would go through the Judicial Tenure Commission and might end up being reappointed by that process. We do not know how many vacancies we will have during the forthcoming year.

That is all, Mr. Chairman.

Senator CHILES. So from the original budget, you are asking an additional $16,800 to complete these investigations so this is an amendment?

Mr. DUNCAN. With Mr. Coppie's permission.

Senator CHILES. This is a change?

Mr. COPPIE. It is not before the committee at this time.

Senator CHILES. Is this part of the package that came from the City Council?

Mr. COPPIE. No; it is not. If the need becomes a requirement, we would be prepared to reprogram funds to the Commission. We do have the authority to reprogram for this purpose.

Senator CHILES. Well, so this is not part of the Mayor's request to us now?

Mr. COPPIE. That is correct. It is not, Mr. Chairman. The request is for $11,800.

IMPORTANCE OF COMMISSION

Senator CHILES. I think the work of the Commission is very, very important. I am trying to sponsor a nominating commission for federal district judges to try to get a little bit out of the arena of patronage.

Mr. DUNCAN. We feel it is important too and that is the reason Mr. Coppie and I are not out of step. I thought the committee ought to know realistically what we anticipate.

Mr. COPPIE. There is no disagreement between Mr. Duncan and myself.

COMPENSATION OF COMMISSION MEMBERS

Senator CHILES. It is a timing thing. You are working with no staff and picking up these people on a part-time basis and $11,800 is the compensation for the Commission members.

Mr. DUNCAN. Six of the seven are eligible for compensation. The judicial member under the statute is not eligible.

Senator CHILES. This would be the time involved.

Mr. DUNCAN. Yes, just on a straight per hour basis. The statute provides that we be compensated at the rate of a GS–18.

Senator CHILES. I wish you great success in your endeavor. It is a very laudatory action.

## LAW REVISION COMMISSION

**STATEMENTS OF:**

**STEPHEN S. BOYNTON, COMMISSION MEMBER**
**STEPHEN I. DANZANSKY, COMMISSION MEMBER**
**MILTON STEIN, STAFF DIRECTOR**

Senator CHILES. We will hear next from the Law Revision Commission, Mr. Danzansky.

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

Public Law 93-379, August 21, 1974, provides for the establishment of a D. C. Law Revision Commission, whose duties include the following:

"(1) examine the common law and statutes relating to the District of Columbia, the ordinances, regulations, resolutions, and acts of the District of Columbia Council, and all relevant judicial decisions for the purpose of discovering defects and anachronisms in the law relating to the District of Columbia and recommending needed reforms;

(2) receive and consider proposed changes in the law recommended by the American Law Institute, the Conference of Commissioners on Uniform State Laws, any bar association or other learned bodies;

(3) receive and consider suggestions from judges, justices, public officials, lawyers, and the public generally as to defects and anachronisms in law relating to the District of Columbia; and

(4) recommend, from time to time, to the Congress, and where appropriate to the Commissioner of the District of Columbia and to the District of Columbia Council, such changes in the law relating to the District of Columbia as it deems necessary to modity or eliminate antiquated and inequitable rules of law and to bring the law relating to the District of Columbia both civil and criminal, into harmony with modern conditions.

In carrying out its duties under this Act, the Commission shall give special consideration to the examination of the common law and statutes relating to the criminal law in the District of Columbia, and all relevant judicial decisions, for the purpose of discovering defects and anachronisms in the law relating to the criminal law in the District of Columbia and recommending needed reforms.

(b) In addition to those duties of the Commission specified in subsection (a), the Commission shall prepare and recommend proposed uniform rules of practice, including rules relating to the conduct of hearings, for administrative agencies of the District of Columbia, including both independent and subordinate agencies, which conduct on-the-record hearings. The Commission shall also make a study of the District of Columbia Administrative Procedure Act for the purpose of preparing a manual, including relevant legislative history and legal precedents, for the guidance of the respective administrative agencies."

The proposed fiscal 1976 budget provides for basic start-up, some consultant services funds, and full compensation for Commission members. As the Commission begins its work, a specific program plan will provide the basis for more detailed justification.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Law Revision Commission

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| ... | ..... | ... | ..... | 3 | 134.5 | +3 | +134.5 |

Analysis of 1976 Change:

| | | | |
|---|---|---|---|
| Program increases: | | | |
| 1. Commission Staff: | | | |
| GS-15 Staff Director ..... | 1 | 23.1 | |
| GS-13 Attorney ..... | 1 | 16.3 | |
| GS-6 Secretary ..... | 1 | 7.1 | |
| Benefits ..... | ... | 4.0 | +3 +50.5 |
| 2. Commission members compensation ..... | | | ... +56.3 |
| 3. Office supplies, materials, consultant services and equipment ..... | | | ... +27.7 |
| Total, program increases ..... | | | +3 +134.5 |

LAW REVISION COMMISSION ACTIVITIES

Mr. DANZANSKY. I am Stephen Danzansky, a resident of the District of Columbia. I was appointed to the Commission by the President and elected vice chairman of the Commission last year. I will serve a term expiring April 1, 1977. Since this is the first time we are up before this committee, if you will indulge me to read the statement we have prepared, I will appreciate it.

Senator CHILES. All right.

OPENING STATEMENT

Mr. DANZANSKY. Although the District of Columbia Law Revision Commission was authorized by Public Law 93–379, 88 Stat. 480 on August 21, 1974, appointments by the original appointing authorities were not completed until the summer of 1975. On July 22, 1975, the first meeting of the members of the Commission took place at the invitation of a member appointed by the District of Columbia Bar Unified, Mr. Richard Medalie.

At the time the members of the Commission established an ad hoc task force on organization and budget which was convened by Mr. Stephen Danzansky, and which proposed a plan for organizing and staffing the Commission.

The first formal meeting of the District of Columbia Law Revision Commission was held on the call of Senator Thomas Eagleton, chairman of the Senate District Committee, and Congressman Charles Diggs, chairman of the House District Committee, on September 22, 1975.

City Council Chairman Sterling Tucker and David Clarke, chairman of the City Council Committee on the Judiciary and Criminal Law, attended the meeting on September 22 here in the Capitol, along with members of the staffs of Congressman Diggs and Senator Eagleton and all save three of the members of the Commission.

At that meeting Mrs. Hams was elected chairman of the Commission and Mr. Stephen Danzansky was elected vice chairman. A personnel committee was appointed with Mr. Richard Medalia as chairman, and a previously operative budget committee was continued under the chairmanship of Mr. Stephen Boynton. It was decided that the work of the Commission would proceed through the organization of task forces on criminal law, civil law and administrative law.

Rules were adopted by the Commission at a meeting on November 3, 1975, and were published in the District of Columbia Register on November 13, 1975.

Each of the task forces has held an initial meeting and has reported to the full Commission at a meeting on December 1, 1975. In addition, on December 1, the Commission unanimously designated Mr. Milton Stein, who is currently counsel to the National Commission for the Review of Federal and State Laws Relating to Wiretapping and Electronic Surveillance, and formerly a member of the staff of the Commission on the Reform of the Federal Criminal Law as its choice to serve as staff director for the District of Columbia Law Revision Commission.

The Commission has further instructed the Personnel Committee to recommend to the next meeting of the Commission persons to fill the positions of staff attorney and Secretary of the Commission. In addition, the Commission has secured 650 square feet of office space at 1819 H Street NW., in the Federal Bar Building, which will provide accessibility to the Federal Bar Library for the staff and members of the Commission.

In short the District of Columbia Law Revision Commission is in business, and has proceeded with the tasks now mandated by Public Law 93–379. Although the budget presented to the Committee for fiscal year 1976 was made up prior to the initial meeting of the Commission, we support the budget as presented by the Mayor and the City Council.

INCREASE IN NUMBER OF COMMISSION MEMBERS

However, we must note that it is not adequate as an outline of either our staff needs or of other expenses on an annualized basis. The number of Commission members has arisen as the result of act 1–40 of the District of Columbia City Council to Expand the District of Columbia Law Revision Commission.

That act increases the membership to 19, instead of the 15 on which the budgeted stipend for Commission members is based. While at least two of the members are not eligible to receive the stipend approved by the statute, we anticipate that 16 or 17 persons will be eligible to receive Commission member's stipends for meetings attended.

However, we expect to limit Commission meetings for which stipends are authorized by the statute to two each month in fiscal year 1976. This would cut about in half the authorized amount which is $5,000.

We hope, therefore, that we will be able to use any sums not expended for stipends for members for salaries, employment of consultants and such additional items as may be required.

CRIMINAL CODE REVISIONS

We anticipate a schedule that will have major elements of a criminal code revision available before the end of calendar 1976, and if we are able to secure our staff fully in January, we think that significant preliminary work on the criminal code revision may be done before the end of fiscal year 1976, thus necessitating the securing of consultants and other help during fiscal year 1976.

Because of the expressed wish of the Congress that the Commission make proposals about criminal code revision prior to the time the District of Columbia City Council succeeds to jurisdiction of the criminal law, the largest of the Commission's task forces is the criminal law task force, and as indicated, major resources will be expended for the examination of criminal law revision problems.

The Commission has received an interim grant from LEAA in the amount of $16,000 for start up costs, and that grant we hope will make our schedule with respect to criminal code revision feasible.

It must be noted that we do have, as a Commission, a clear mandate to perform certain tasks in relation to the civil side of the code, the largest part, and with respect to administrative law matters.

Therefore some staff time must be given to these two areas even as we move expeditiously on the criminal code.

STAFF REQUIREMENTS

Specifically we expect to employ the Staff Director at step 10 of a GS–15, which will be within the budget figure previously provided in other words, 6½ months at the GS–15, step 10 level. We have asked that our statute be amended to provide authority for employment of a GS–16 staff director and GS–16 general counsel, subject, of course, to availability of funds.

That request was recently provided for in an act of Congress which has now been signed by the President authorizing us to do so, in removing our staff director from title V of the Civil Service Act.

However, we do not expect to seek a general counsel during fiscal year 1976 if indeed we seek one at all.

A second staff attorney will probably be provided in January at the GS–14 level, if our initial interviews with prospects are illustrative of present salary levels of the quality of person we seek.

We will also employ a secretary. We will need a competent person for the multifaceted activity of the office and may be required to provide for salary as high as the GS–9 level.

By reallocating amounts now assigned to Commission members stipends, we would expect to provide the difference between the amount designated by the budget and the actual salaries.

We are most apprehensive about the other items of expenditures and we find them unrealistic. However, if the gross amount requested by the Mayor and the City Counsel is approved by the Congress, we again would expect to sue the Commission member stipend item during fiscal year 1976 in order to insure adequate funds for printing, reproduction, supplies, and materials, which will be considerably more, we believe, than is presently allocated.

We intend, as soon as Mr. Stein and his staff are on board next month, to make realistic allocations from the fiscal year 1976 budget but within the overall amount.

It is our intention to project our needs into fiscal year 1977 by working up, in conjunction with the District Budget Office a realistic fiscal year 1977 budget.

We have submitted a request for $285,000 which I understand is being cut down to $236,000.

TIMING OF CRIMINAL CODE REVISIONS

Senator CHILES. When do you expect to have your revised criminal code?

Mr. DANZANSKY. We hope to have the code revised by the end of December 1976.

Senator CHILES. And the authority for the code goes to the council at what time?

Mr. DANZANSKY. Well——

Senator CHILES. Under the Home Rule Act.

Mr. DANZANSKY. The authority goes to the Council in January, 24 months from the date the Council first took office which was January 1975.

Senator CHILES. If you get it in December of 1976 and the Council comes in in January 1977, the Congress would not have much time to look at that code and determine if they want to make that the start off code before the Council took over.

Mr. DANZANSKY. No; they would not.

Senator CHILES. I thought Senator Eagleton was interested in having the code in time for Congress to determine whether they wanted to make that the startup code.

Mr. STEIN. A year is not very much time and we are just getting started. If we are fully funded in fiscal 1976, it is our hope to complete a code. The best we think we can do is to complete a total revision of the criminal code by the end of the year which will be given to the Congress.

If Congress wants to have a look at it they may extend the time for full consideration.We will complete the code at least within the year which is the quickest we can do it. We anticipate going to the academic community and asking them to divide and report on various aspects of criminal law.

Mr. DANZANSKY. It is possible too that we may be able to segment portions of this and give portions of it to the Congress at an earlier time.

Senator CHILES. I would think even if you wanted Congress to extend jurisdiction, you would have to have something in their hands by the end of December.

Mr. STEIN. Part of our problem is that we are working now just on startup funds. It can be done but we would need the full fiscal 1976 appropriations. We can't rely on the 1977 appropriations for the funds but we anticipate trying to do the bulk of what we are charged with within this fiscal year.

Senator CHILES. It sounds like you have an interesting establishment.

Mr. DANZANSKY. However, we urge the approval by the Congress of the fiscal year 1976 budget for the Law Revision Commission approved by the Mayor and the City Council. We, the members of the Commission, will by limiting our call upon the Commission's member stipend funds this year to be able to live within the gross proposed budget.

We expect this fiscal year to make significant progress in preparing a quality product consistent with the wishes of the Congress and the citizens of the District of Columbia.

Although the task assigned to the District of Columbia Law Revision Commission is greater in its range and scope than has been the case with similar commissions, our members have the competence and initiative to perform the continuing task of law revision for the District of Columbia as envisioned by the Congress.

When we have our appropriated funds, we will be able to move forward with a competent staff and the other resources that are necessary to augment the skills of the appointed members of the commission.

Senator CHILES. Thank you.

## METROPOLITAN WASHINGTON COUNCIL OF GOVERNMENTS

**STATEMENTS OF:**

**WALTER A. SCHEIBER, EXECUTIVE DIRECTOR**

**DONALD E. BERKHEIMER, DIRECTOR OF ADMINISTRATION**

### BUDGET REQUEST

Senator CHILES. The Metropolitan Washington Council of Governments budget requesting $200,200 compared with $196,600 appropriated last year.

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

Each year, our overall objective is to construct a program and budget which maximizes the value of local funds, including those contributed by the District of Columbia, and which, at the same time, does not create an undue financial burden on these governments in participating in a responsive regional program. Local funds are matched to the maximum extent possible to Federal grant programs that address the urgent issues of the region. In FY 1976, each dollar of local funding will generate approximately five dollars of grant funds resulting in a larger regional program.

The budget for FY 1976 was adopted by COG's general membership at its annual meeting in December 1974 and represents the regional programs to which COG's member local governments have committed themselves for FY 1976. Subsequently, each local government will budget its share of the necessary local contribution based on a per capita formula.

Currently, COG's major substantive goals are as follows:

1. More Effective Community Services
2. Better Consumer Protection
3. Fuller Employment & Training
4. Improved Health Services
5. Expanded Housing Opportunities
6. Increased Public Safety
7. Improved Citizen Participation
8. Support for the Bicentennial
9. More Adequate Transportation Services
10. Cleaner Air
11. Clean Water and Adequate Supply
12. Better Use of Land Resources
13. Adequate Energy Resources
14. Improved Planning Services

These objectives have been incorporated in COG's work program as a result of specifically recognized needs to respond to participating governments and to meet prerequisites for Federal funding of COG and its participating local governments. Although these subject areas may not encompass all possible concerns of an areawide nature, they do encompass the past and present activities of COG, the recognized roles of COG in the Washington area, and the areas for which COG has found funding.

While many problems cross political boundaries within metropolitan areas, most of the responsibility and authority for addressing these problems remains in the hands of individual local governments. Nevertheless, COG can and does perform several useful roles in helping the local governments work together in meeting metropolitanwide needs. Essentially, these are:

1. identifying and publicizing metropolitan problems and the policies needed for solving them;

2. preparing and adopting comprehensive metropolitan plans and the means for their implementation;

3. providing technical assistance to responsible agencies to help them work toward meeting metropolitan needs;

4. providing direct services on a regular basis as requested by participating governments;

5. providing a policy mechanism which can be used to build consensus and negotiate conflicts among local leaders;

6. demonstrating new ways of meeting metropolitan needs; and

7. providing the opportunity, through COG's multi-functional capacities, to recognize, accommodate, and take advantage of local government program inter-relationships within a single organization at the metropolitan level in order to maximize governmental efforts in solving urban problems.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Metropolitan Washington Council of Governments

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| ... | $176.0 | ... | $196.6 | ... | $200.2 | ... | +$3.6 |

Analysis of 1976 Change:

| | | |
|---|---|---|
| Base adjustments: | | |
| 1. Non-recurring - equipment ..... | ... | -4.6 |
| Program increases: | | |
| 1. Local share based on per capita formula ... | ... | +8.2 |

Mr. SCHEIBER. I am the Executive Director of the Council of Governments. I have with me Donald E. Berkheimer, Director of Administration. I would like to extend to the Chair the apologies of Dr. Margaret Rockwell, the President of the Washington Ear, Inc., an organization whose appropriation is incorporated on our line. Dr. Rockwell is blind and gets around with the assistance of a seeing eye dog. In view of the icy streets this morning she felt it would be dangerous for her to attempt to be here.

I do not have a formal written statement for the Chair. This is the 19th year in which we have appeared before the Senate and the House Appropriations Subcommittees for the District of Columbia.

I will be happy to describe the council briefly or simply respond to questions.

DECLINE IN FEDERAL GRANT ASSISTANCE

Senator CHILES. Why is your Federal grant assistance expected to decline by more than $1 million in fiscal year 1976?

Mr. SCHEIBER. The Council's funding structure is such that our basic assistance is provided by local governments in the area. Sixteen major local governments, voluntarily each year put up a basic fund which amounts to about $750,000 for 1976.

That is supplemented by whatever Federal grants and contracts and State contracts are consistent with the program which our membership has approved.

I might say that approximately 55 percent to 60 percent of our annual budget comes from a variety of Federal grants. We never know from year to year which grants we will be successful in receiving.

The specific response to your question is that between fiscal year 1975 and fiscal year 1976 a number of grants, all of them related to the field of transportation planning and transportation activity generally either were reduced in size, were completed in one case, canceled or did not show in the 1976 budget because they were received by COG as the technical stake holder but actually passed through to local governments which participated in carrying out the program.

I can give you the specific details——

Senator CHILES. If you provide that for our record we will appreciate that. I think that is all the questions we have. Thank you.

[The information follows:]

METROPOLITAN WASHINGTON COUNCIL OF GOVERNMENTS

*Anticipated decline in Federal grant assistance in fiscal year 1976 as compared to its level in fiscal year 1975*

| | |
|---|---|
| Transportation projects: | |
| South Capital Street/Indian Head Highway urban corridor implementation program, Federal Highway Administration, Department of Transportation | $250,000 |
| RFK Stadium shuttle bus, Urban Mass Transit Administration, Department of Transportation | 305,000 |
| Shirley Highway monitoring project, National Bureau of Standards, Department of Commerce | 10,000 |
| Comprehensive feasibility study of parking policies and auto free zones. Environmental Protection Agency | 20,000 |
| Transportation for the elderly and handicapped, Urban Mass Transit Administration, Department of Transportation | 30,000 |
| Unified comprehensive short-range transit development program, Urban Mass Trasit Administration | 573,900 |
| Total | 1,143,900 |

## Washington Convention and Visitors Bureau

**STATEMENTS OF:**

**AUSTIN G. KENNY, MANAGING DIRECTOR**
**RICHARD VIERBUCHEN, CHAIRMAN**

### BUDGET REQUEST

Senator Chiles. Next will be our Convention and Visitors Bureau, $200,000 compared with $252,000 last year.

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

The Washington Area Convention and Visitors Bureau has the broad responsibility to be the marketing arm for the Metropolitan Area in the field of visitor and convention sales. The organization was formed over forty years ago because the community recognized the economic impact that these visitors and convention delegates could have on the prosperity of the city. Over the years, we have seen this industry grow to one that now produces an income of over three-quarters of a billion dollars and adds 35 to 40 million dollars in direct taxes. In addition, it has the added advantage of not requiring additional community facilities such as schools, libraries, etc.

The sales program is divided into two segments and these segments are approached in two entirely different ways. Convention promotion is a very direct and pointed program aimed at the some three thousand national convention holding organizations. Convention sales personnel contact local members of these organizations soliciting their support in inviting their national group to meet here. They visit national executives in their offices here and throughout the country on a regular schedule and attend the annual meetings and special meetings to make presentations to the governing bodies to convince them that their nation's capital is the place to locate their important annual meetings. To assist in these presentations, special materials are prepared by this office to assist in the sales and service of these conventions. A convention facilities book listing all of the meeting facilities available is produced and distributed to the convention decision makers. In addition, there are restaurant guides, shopping guides and a classified directory of convention services, a guide to conventions in purchasing from local businesses.

Tourism, on the other hand, must be sold in very broad, diverse methods since everyone is a potential visitor. Throughout the year, the nation's bus tour brokers are contacted, travel agents are sent mailings and travel writers are provided special story material in addition to personal contacts and visits. Automobile clubs are reminded of the attractiveness of the area. Airlines are provided with material on Washington as a destination and tens of thousands of visitor inquiries are answered. In addition, the film, "Washington, D. C. -- A Living City," is distributed nationally to clubs and schools thinking about Washington visits. Many different types of sales brochures are prepared and distributed through normal channels.

Washington, D. C., has one of the brightest futures in the nation and especially in the convention and visitor market. The Bicentennial will give us an excellent economic boost with many of the nation's conventions having already decided to meet here due to prior years' sales effort. But the job of selling the tourist still lies ahead. Special folders on the Bicentennial, special feature stories for the nation's newspapers, travel sections and magazines and an all out effort directed at the Society of American Travel Writers' annual meeting that will conclude in Washington in the fall of 1975 after a tour of six Bicentennial cities. In the convention field, we must be looking at the years that follow the Bicentennial. Sales are now in progress for the late 1970's and the early 1980's. If we are to truly grow, we must see the Civic Center built so that we can expand our market to those who cannot now meet here and also retain our existing business that is constantly growing in size and forced to find other locations. Our convention and visitor industry is a most important one since it is without a polluting smoke stack and produces dollars that are earned in other cities and spent here and is second only to the Federal Government in the ability to provide jobs and taxes.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Washington Convention and Visitors Bureau

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| ... | $252.0 | ... | $252.0 | ... | $200.0 | ... | -$52.0 |

Analysis of 1976 Change:

| | | |
|---|---|---|
| Base adjustments: | | |
| 1. Transfer out: | | |
| D. C. Chamber of Commerce ..... | ... | -52.0 |

Senator CHILES. Mr. Kenney and Mr. Vierbuchen, we will hear your statements.

Mr. VIERBUCHEN. This past year we had a study done that indicated about 7.4 million people stayed overnight which are the ones who are the basic money spenders and 4.4 million of those wanted commercial accommodations.

About 44,000 jobs are involved, 31,000 of them in the District of Columbia and about $30 million in tax income from the sales tax, direct tax on hotel rooms and so forth.

It is a two-part operation we have. One is in trying to attract conventions, we have people who direct and sell conventions in the city on a one-to-one basis with the agencies. We are basically working some 3 to 5 years in advance—1976 we sold 2 to 5 years ago. These people are working from files we maintain and travel about 250 miles a year. The tourism thing is a buckshot type of approach. Anybody is a potential tourist in Washington.

We handle about 100,000 visitors. We publish the normal tourist information. You may have some on the rack in your office. We are working on a broad base public relations basis. We work with people like tour brokers, that type of approach.

We are operating on $200,000 this year and approximately $425,000 in private funds.

Senator CHILES. What evidence is available to prove that a portion of the conventions or tourists are attracted to the city by your efforts?

Mr. VIERBUCHEN. In the case of the tourists, I don't believe anybody could ever say that tourists——

Senator CHILES. How about conventions?

Mr. VIERBUCHEN. In the convention field we have been at it for about 45 years. The files that we maintain have a very, very clear record. Part of it is a continuous memorandum system where every time one of the salesmen talks to a contact, it is reported.

It is to build something so the salesman can pick up the file and then we actually notify hotels once a week on the conventions we know are scheduled for the city, anywhere from 2 to 8 years in advance.

We publish a semi-bimonthly publication and we put an annual schedule out which gives them conventions 5 years ahead. I don't want to say all of them are there because of our efforts. It is one of these things where a large hotel may have as many as 10 people there on the staff.

It is their efforts, our efforts and a great many years of pound, pound, pound.

ROLE OF THE PRIVATE SECTOR

Senator CHILES. Since you say that some of these hotels have as many as 10 people on their staff, wouldn't you say that the private sector is capable of doing what you are doing?

They are spending more, aren't they?

Mr. VIERBUCHEN. They sure are.

Senator CHILES. They have larger staffs and they have a more direct stake.

Mr. VIERBUCHEN. Remember, the only thing that particular individual has an interest in is that physical property of his own. If that convention requires something more than can fit on his particular property or in the Washington Hilton or the Sheraton Park, he has no knowledge of what is across the street.

He does not want to get involved with such things as the General Federation of Women's Clubs saying we have to elect our officers and my president says we must have voting machines. Somebody in our office spent 5 days getting voting machines in an area that does not have the right to vote.

It is a broad-based service organization and a broad-based situation where we make known to these convention holding organizations what is available in the entire area so they have an impartial presentation as to what they can actually use in the area.

They have full knowledge. They are not just hearing from a Statler salesman, and so forth. This book actually gives floor plans, their capacities and so forth and we distribute it.

Senator CHILES. You mentioned that $425,000 is contributed by private individuals, is that these other stake holders?

Mr. VIERBUCHEN. We get money from hotels and motels in the area. Then you can cut it from any other business you can think of. We have a very broad base of support in the business community.

Senator CHILES. Do they support your entire budget?

Mr. VIERBUCHEN. Well, I think we could stay in business with whatever we were able to raise from the private sector as a factor. But in terms of today's competitive world, it would put us at an extreme disadvantage with our competitors.

Our competition, basically because we are in the national convention market, is New York, Chicago, San Francisco type situations. New York City's income from the city is $500,000. Chicago's is $720,000. San Francisco's is runnig just slightly over $1 million.

That is just the city's portion of the fund plus what they raise in the private sector. From a competitive standpoint, we would be at a disadvantage.

COMPETITION SUMMARY

I will furnish for the record a summary of our competition.

[The summary follows:]

| Competition | Total budget | Tax-based support |
|---|---|---|
| Anaheim | $500,000 | $370,000 |
| Chicago | 1,100,000 | 720,000 |
| Denver | 620,000 | 350,000 |
| Detroit | 643,000 | 300,000 |
| Honolulu | 1,900,000 | 1,500,000 |
| Long Beach | 700,000 | 571,900 |
| Miami Beach | 1,750,000 | 1,750,000 |
| New Orleans | 760,000 | 400,000 |
| New York | 1,100,000 | 500,000 |
| San Diego | 1,150,000 | 800,000 |
| San Francisco | 1,357,000 | 1,057,000 |
| St. Louis | 620,000 | 580,000 |

Source: 1974 International Association of Convention and Visitor Bureaus Public Funding Survey.

COMPARISON OF WASHINGTON TO OTHER CITIES

Senator CHILES. How many visitors come to Washington as compared to—now we are talking about convention type visitors as opposed to business visitors—in comparison to New York City, Chicago, San Francisco?

Mr. VIERBUCHEN. In terms of the convention visitor, the No. 1 attraction in terms of visitors to that type of meeting has got to be Chicago.

I think it is a clear cut situation. From that point on, it becomes a matter of definition. When I say definition, the New York Convention and Visitors Bureau takes something like the New York Boat Show that is conducted in the New York Coliseum. It has a public gate and they count the entire public gate.

It makes it very difficult. We are discussing apples and oranges. But I say we are about equal to New York City and ahead of San Francisco.

Senator CHILES. New York City must put out a publication similar to what you put out.

Mr. VIERBUCHEN. I would not want to defend those figures. If they were our figures, I could not defend them. We say we have approximately 700,000 convention delegates last year. Theirs is well into the million yet they acknowledge they have the same number of conventions we have.

They are not that much better draw than we are. It is their public event figures that are in there, something like the New York Boat Show, events that are held in the Coliseum.

After all, it is up to them to report to their own people in whatever style they choose.

By agreement the International Association of Convention Visitors, of which we are a member, has decided there are such wide variances we would not rank each other. At one point we checked. Indianapolis, Ind., had the same number of conventions as Washington, D.C. did. But they were all Indiana State conventions.

We are talking about apples and oranges, again. In the national market I would expect that Washington, D.C. is second only to Chicago.

Senator CHILES. Why would Chicago be first?

Mr. VIERBUCHEN. McCormick Place. It is the answer to the whole thing. It is a convention center, a magnificent facility that they built. The Mint burned 4 or 5 years ago, and Mayor Daley saw that it was rebuilt and an addition was added to it. This is a place to put your large exhibitions and a place to put large gatherings of people.

Senator CHILES. Thank you very much.

## District of Columbia Chamber of Commerce

### STATEMENT OF JAMES L. DENSON, EXECUTIVE DIRECTOR

#### BUDGET REQUEST

Senator Chiles. Next, we will hear the D.C. Chamber of Commerce and their request for $52,000.

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

The objective of this program is to develop new tourist information materials, attractions, and entrepreneur ventures that integrate minority interest into the tourist business of Washington. Components of the program are as follows:

1. The development of tourist attractions outside of the mall area (i.e., minority businesses, and new tourist paraphernalia, maps and guide books directed to the minority tourist).
2. Oversight on the planning for public sponsored tourist promotional materials to be distributed throughout the city, and to airlines, rail lines, and bus lines that service the District, to insure that the following is available for incorporation in their publications:
   a. Black History as it relates to the city, the Nation, and histories of other minorities.
   b. Historical minority sites in the city.
   c. Products or services of minority business available to the tourist while in the District.
3. Coordination of joint ventures between minority businessmen (i.e., bringing together Minority Tour/Travel Agencies, Restaurants, Taxi/Limousine service) to offer a package service to tourists.

SUMMARY OF 1976 BUDGET ESTIMATES, DISTRICT OF COLUMBIA CHAMBER OF COMMERCE

| | 1974 obligations | | 1975 allotment | | 1976 estimate | | 1976 change | |
|---|---|---|---|---|---|---|---|---|
| | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| General operating expenses | | | | | | $52.0 | | +$52.0 |
| Analysis of 1976 change base adjustments, transfer in: Washington Convention and Visitors Bureau | | | | | | | | +52.0 |

#### OPENING REMARKS

Mr. Denson. Mr. Chairman, I don't have a prepared statement. However, I would like to take the opportunity to review a work program that has been developed between the District of Columbia Chamber of Commerce and the Convention and Visitors Bureau. I appreciate the privilege of appearing before you.

The Chamber of Commerce was founded in 1938. It was a group of black businessmen who were excluded from the normal chamber of commerce which at that particular time was the Metropolitan Wash-



59-211 O - 76 - 31

ington Board of Trade. However, from 1938 to 1972 the Chamber of Commerce has been involved in enhancement and growth of business as related to minorities.

Since Home Rule has come into being, under the direction of the Chamber of Commerce a special interest market study is proposed to clearly define special areas of additional tourism.

Of primary importance in this study will be the analysis of the potential of black tourism, a realistic approach to the market area that might be anticipated and suggestions for a marketing concept for future development of the area identified.

At the same time the study will identify those areas in the District of Columbia of special interest, so that they can be properly marketed to the potential visitor.

Data will also be developed on the tourism potential of other special interest groups in our market area, such as the Spanish-speaking community, senior citizens, and any clearly defined ethnic markets.

In the management of the study by the District of Columbia Chamber of Commerce, it is understood that the Washington Area Convention and Visitors Bureau will provide the assigned market research firm with the basic data on tourism that was developed in its 1967 and 1974 studies.

The basic goal of this program is to expand the already healthy tourism market, as well as to provide additional income for area businessmen and add to the tax base of the District of Columbia.

It is hoped that, as a result of the study and through additional efforts of the District of Columbia Chamber of Commerce, visitors will be attracted to other areas outside the Mall, specifically to minority businesses, and that special maps and guidebooks can be developed for the minority tourist.

In addition, special information will be developed with regard to black history as it relates to the city's development and to minority historical sites in the city; special package programs will be developed for minority tour and travel agencies centering on the business ventures of minority businessmen.

The Washington Area Convention and Visitors Bureau will continue its well-established program of selling as many organizations as possible on Washington as a location for their annual conventions and meetings and at the same time continue to develop the Nation's capital as a tourism destination for the millions of vacationing Americans and potential visitors from throughout the world.

The Washington Area Convention and Visitors Bureau and the District of Columbia Chamber of Commerce will continue to cooperate throughout the forthcoming Bicentennial year to assure all potential visitors an attractive and meaningful visit and to solve any problems that may arise during the heavy visitation that is anticipated.

This was jointly developed between the Visitors Bureau and the Chamber of Commerce. There is a market of more than 40 million people who spend somewhere in excess of $60 million a year and then there are special interest ethnic groups that we have looked at in terms of bringing moneys into the Washington market.

The Black Enterprise magazine publishes every January an article that lists the conventions and the national associations and trade

associations that are minority groups who go yearly to some place or another to have their annual conventions and spend millions of dollars.

This is a market that has not been looked at.

CONTRIBUTIONS BY MEMBERS

Senator CHILES. How much of the budget of the District of Columbia Chamber of Commerce is contributed by your members?

Mr. DENSON. The budget contributed by our members now is approximately $40,000 annually. We have 500 members, which would be 100 more than we currently have on the books. Our membership ranges from individual to business. If a business is a very small business that could not afford small business membership, we allow the individual, if it is a sole proprietor or a principal officer in that firm, to join the Chamber for $50.

Small businesses are $100 and corporate—we do have some corporations such as Gulf Oil, Woodward and Lothrop, who contribute $200 as a corporation to assist us in the funding of our programs.

DISTRICT AND FEDERAL CONTRIBUTIONS

Senator CHILES. How long have you been receiving District funds?

Mr. DENSON. This will be the first year we will receive District funds whatsoever. We have been receiving Federal funds.

Senator CHILES. Under grants as a non-profit program?

Mr. DENSON. Yes, We receive $121,000. This is the first year for that. But for 3 years we have been receiving funds from the Office of Minority Businesses Enterprise from the Department of Commerce to help economic development in the area of minorities. That started 3 years ago.

TREND IN FUNDING CHAMBERS OF COMMERCE

Senator CHILES. I think there is some concern, not as to what your endeavor is, but of taking the public funds in an appropriation here.

I think it was a widely accepted practice in many chambers to receive funds from cities and communities. I think that is going the other way now, if my understanding is correct. Some of it is the result of court tests in which courts in my State have held that it would be an illegal delegation for the city to take taxpayers' funds and give them to the chamber for some function when the board is not elected by the people.

That would not apply to a grant from the corporation. But I don't know what the situation might be here. Is it in the proposal that this would be a recurring budget item or is this for just the study?

Mr. DENSON. It is in the proposal that it would be recurring but I don't think the objective of the proposal in terms of the recurring item would be the same. Upon completion of the study, there will be some implementation. I would think that it would not be recurring beyond a couple of years.

It is my personal opinion, as the executive director of the chamber, that we move towards a private funding and that we do not become dependent upon Federal funds or city funds.

Senator CHILES. I think you would be better off if you were not dependent. I think it is sounder. We are used to this. Every city used the chamber as their tourist promotion and as their tour center. It might have been done here at some time with what you call the Board of Trade. I think every city used to do that.

In my State, it was a common practice; but they pretty well reverted away from that.

Mr. DENSON. I think the Board of Trade was, prior to home rule, a regional chamber of commerce, and a convention and visitors' bureau was a part of that organization. It was one and the same.

The concept is the same idea of most chambers of commerce throughout the United States and that is that they promote conventions and tourists through its chamber of commerce.

SUMMARY OF FISCAL YEAR 1976 FUNDING

Senator CHILES. Please place in the record a summary of the 1976 funding expected by the District of Columbia Chamber of Commerce.

[The summary follows:]

| | |
|---|---|
| A. Membership dues | $40,000.00 |
| B. Commercial corridor, revitalization effort, EDA project | 62,435.00 |
| C. Department of Commerce, Office of Minority Business Enterprise, contract on minority economic development | 150,000.00 |
| Total | 252,435.00 |

SUBCOMMITTEE RECESS

Senator CHILES. Thank you, sir.

The subcommittee will recess until 2 o'clock when we will begin consideration of Public Safety appropriations in this room.

[Whereupon, at 11:57 a.m., the subcommittee was recessed, to reconvene at 2 p.m., the same day.]

[Afternoon Session, 2:19 O'Clock, Tuesday, January 20, 1976]

# DISTRICT OF COLUMBIA

## Metropolitan Police Department

**STATEMENT OF MAURICE J. CULLINANE, CHIEF OF POLICE**

**ACCOMPANIED BY CAPT. ROLAND W. PERRY, FINANCIAL MANAGEMENT BRANCH**

### BUDGET REQUEST

Senator Chiles. Metropolitan Police, $126,386,800 and 5,635 positions.

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

The Fiscal Year 1976 budget request of the Metropolitan Police Department, for the second consecutive year, incorporates a substantial reduction in manpower. Also included in this year's request is a large-scale reduction in other operating expenses. It is obvious from these facts that austerity and economy have been the primary considerations in the formulation of this budget request.

While the budget indicates an authorized strength of 5,635 full-time positions for the Department, the funding provided will not support a force of that size. The computation of the actual manpower level represented by the funding available is further complicated by the requirement to achieve the manpower reductions through normal attrition. Based upon the latest experience available the rate of attrition anticipated is 23 uniformed personnel, 10 civilians, and 3 cadets per month. When these figures are adjusted to take into account the legal requirement to promote to officers those cadets who will reach their 21st birthdays during the year, an end-of-year strength of 5,185 positions - consisting of 4,470 police, 622 civilians, and 93 cadets - is arrived at. Since this reduction is projected as taking place uniformly over the entire year, it equates to an average level of 4,586 police, 667 civilians, and 133 cadets for the entire year. It is this level which must be funded, and the amount specified in this request is not adequate for this purpose.

In the area of funding for other than personnel compensation the budget presents a picture of equally severe austerity. A total of $6,592.4 (thousands) is requested for other operating expenses. This is not only a reduction from the previous year, but represents a decrease of $892.3 (thousands), or 13% from the level allowed in Fiscal Year 1970. During this same period, costs, as measured by the Consumer Price Index, have increased by 28%. These two factors combine to leave the Department with a purchasing power approximately 59% of that which it enjoyed in

Fiscal Year 1970. Operating within these limits will be a challenge to the Department's Administrators. It is apparent that only by drastically revising basic equipment replacement schedules, strictly limiting the distribution of expendables, and in general, instituting all possible economy measures will the Department be able to hold its expenditures to this level. Obviously no money will be available for reprogramming from other operating expenses to cover the deficit in personnel compensation.

The Department does not anticipate any reduction in its workload during Fiscal Year 1976. On the contrary, substantial increases in the workload are indicated by a nationwide increase in crime, and by the unprecedented influx of visitors predicted for the District of Columbia during the Bicentennial Celebration.

During the past calendar year, while crime in cities of comparable size averaged an increase of 15%, the increase in the District of Columbia was held to an increase of 7%. Of the twenty cities with populations between 500,000 and 1,000,000, only two showed a smaller percentage of increase than the District. These results were achieved in spite of a 250 position reduction in our total manpower. We must not, however, use these comparisons to justify an unduly optimistic assessment of future workload. There is strong evidence of a continuing upward trend in criminal activity on a nationwide basis. This trend is attributable to a number of causes among which the current economic recession and a resurgence in heroin traffic are two of the most important. There is little reason for optimism concerning either of these factors. Continued high unemployment rates are still predicted for an extended period in the future, and developments during recent months indicate significant increases in both the volume of narcotic traffic and the number of addicts in the city.

In spite of these workload increases, the Department has set as its goals for Fiscal Year 1976 the prevention of any increase in criminal activity, the continuing of our case closure rate at its present level, and the provision of the highest quality and level of related police services possible with the resources available.

Summary of 1976 Budget Estimates

APPROPRIATION: Public Safety

Office: Metropolitan Police Department

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 6,034 | $109,475.2 | 5,783 | $125,913.5 | 5,635 | $126,386.8 | -148 | +$473.3 |

| Page No. | Analysis of 1976 Change: | | |
|---|---|---|---|
| FA-6 | Base adjustments: | | |
| | 1. Non-recurring - pay raise supplemental .. | ... | -296.8 |
| | 2. Transfer out: | | |
| | D. C. Bail Agency ..... | -1 | -23.6 |
| | Municipal Planning Office ..... | -1 | -23.8 |
| | 3. Base reductions ..... | -146 | -3,579.0 |
| | Total, base adjustments ..... | -148 | -3,923.2 |
| FA-8 | Program increases: | | |
| | 1. Civilian pay increase annualization ..... | ... | +492.6 |
| | 2. Increase for police officer pension payments ..... | ... | +3,503.9 |
| | 3. Non-personnel inflationary cost increase ..... | ... | +400.0 |
| | Total, program increases ..... | ... | +4,396.5 |

DEPARTMENTAL OPERATIONS

Chief CULLINANE. Mr. Chairman, I am happy to have this opportunity to appear before you and present the police department's budget request for fiscal year 1976 and to discuss the department's operations during the past fiscal year as well as the operational implications of the budget document which has been presented to you.

Let me begin by stating that I am actually aware of the financial problems facing the District of Columbia and many other large cities in the United States. I am also aware that only by the exercise of budgetary restraint and fiscal responsibility in the management of individual agencies can the monetary problems of the cities be solved.

In keeping with this attitude, the Metropolitan Police Department accepted during fiscal year 1975, a manpower reduction of 251 positions in its authorized strength. Allowing for a realistic lapse rate funding was requested for a total of 4,700 uniformed personnel and 960 civilian employees, including 199 cadets.

This was considered to be a substantial reduction and was justified by the fact that criminal activity in the District of Columbia had shown a dramatic reduction from its peak in 1969, and there was reason to believe that a 5,100-man force was no longer necessary to maintain control of the situation.

It was recognized at the time that reductions below the 4,700 man level could eventually be considered but that such reductions would not be advisable until further improvement in the crime picture was evident.

Such improvement has been slow in occuring; in fact, the country as a whole and the District of Columbia to a lesser degree have experienced an increase in criminal activity since our fiscal year 1975 budget was presented.

CRIME STATISTICS

Before going on to a discussion of the budget itself, I would like to take a few minutes to discuss the increase in crime and its impact on our fiscal situation. Since the primary objective of the Department has always been the detection and prevention of crime, the level of criminal activity in the District of Columbia is necessarily one of the most important factors in workload prediction as well as a measure of the success or productivity of the Department's efforts.

If you will look at the first of a group of charts which you have been given, you will see a summary of the crime index offenses for each fiscal year from 1970 through 1975. As you can see, there was an increase of 4,386 offenses during fiscal year 1975—an increase of approximately 8.5 percent.

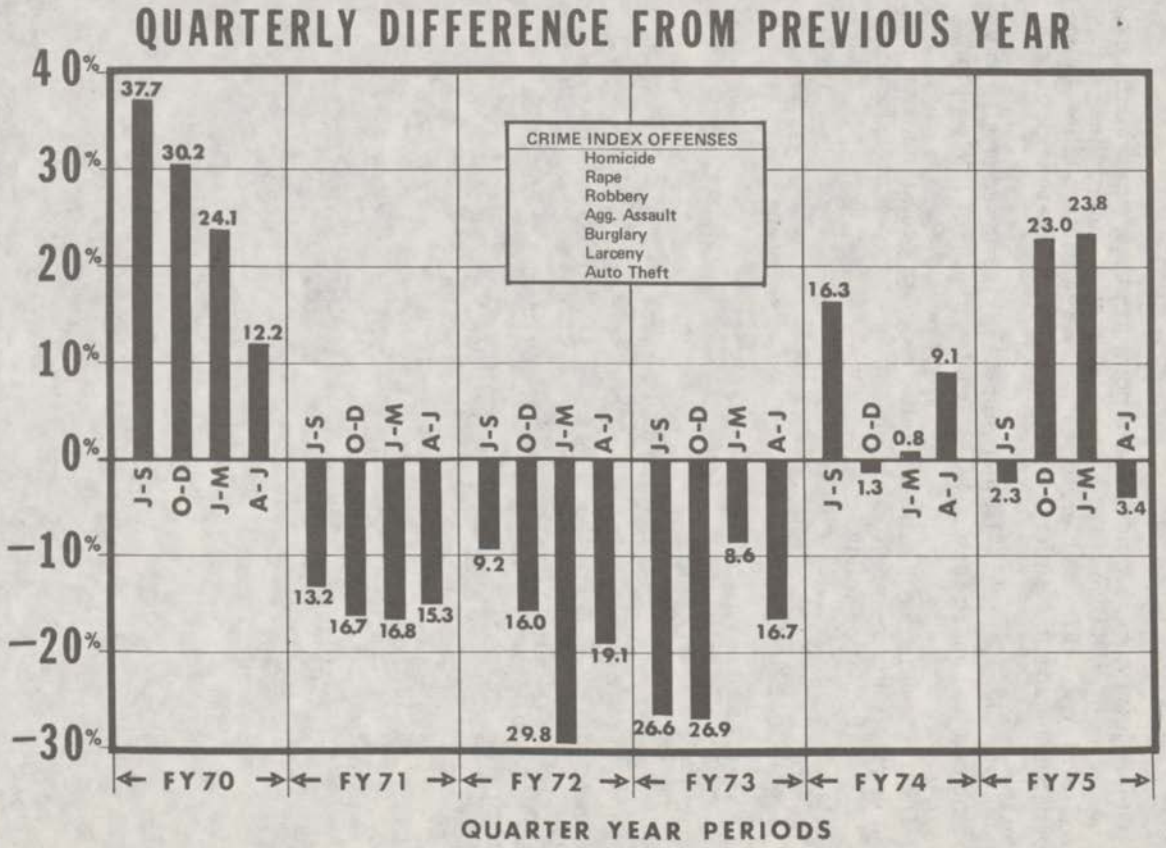
[The chart follows:]

# CRIME IN THE DISTRICT OF COLUMBIA

| OFFENSE | JULY THRU JUNE - FISCAL YEAR | | | | | |
|---|---|---|---|---|---|---|
| | 1970 | 1971 | 1972 | 1973 | 1974 | 1975 |
| HOMICIDE | 280 | 226 | 266 | 269 | 247 | 279 |
| RAPE | 759 | 715 | 608 | 712 | 556 | 546 |
| ROBBERY | 13,240 | 11,589 | 9,607 | 6,982 | 7,435 | 8,846 |
| AGGRAVATED ASSAULT | 3,922 | 4,070 | 3,902 | 3,670 | 3,329 | 2,784 |
| BURGLARY | 24,294 | 19,270 | 16,102 | 11,389 | 12,748 | 14,321 |
| LARCENY | 34,618 | 29,572 | 24,188 | 20,905 | 23,588 | 26,545 |
| AUTO THEFT | 12,176 | 9,939 | 7,319 | 5,088 | 4,605 | 3,573 |
| TOTALS | 89,289 | 75,381 | 61,992 | 49,015 | 52,508 | 56,894 |

Chief CULLINANE. I am not happy about this increase, and there is some indication in the statistics from the last two quarters that this trend has been reversed. The crime statistics for the second and third quarters of fiscal year 1976 will be particularly revealing since it was in these two quarters that we experienced our greatest increases in fiscal year 1975. This information is displayed on chart 2.

[The chart follows:]


QUARTERLY DIFFERENCE FROM PREVIOUS YEAR
40%
30%
20%
10%
0%
−10%
−20%
−30%
CRIME INDEX OFFENSES
Homicide
Rape
Robbery
Agg. Assault
Burglary
Larceny
Auto Theft
37.7
30.2
24.1
12.2
13.2
16.7
16.8
15.3
9.2
16.0
29.8
19.1
26.6
26.9
8.6
16.7
16.3
1.3
0.8
9.1
2.3
23.0
23.8
3.4
J-S
O-D
J-M
A-J
← FY70 →
← FY71 →
← FY72 →
← FY73 →
← FY74 →
← FY75 →
QUARTER YEAR PERIODS

CRIME INDEX OFFENSES BY MAJOR U.S. CITIES

Chief CULLINANE. I would like to point out that, while we did experience an overall increase of 8.5 percent in crime index offenses during fiscal year 1975, the performance of the Metropolitan Police Department does not suffer by comparison with other cities of comparable size.

Of 20 such cities in the United States, only 2 showed smaller rates of increase and one of these was less than two-tenths of 1 percent lower than ours.

Detailed comparisons of these statistics—both overall and for each category of offense—are available in the set of tables labeled chart 3.

[The information follows:]

TYPE OFFENSE: TOTAL OFFENSES

* CRIME INDEX OFFENSES - FY 1974 VS FY 1975
CITIES 500,000 TO 1,000,000 POPULATION

| CITY | POPULATION SIZE | POPULATION RANK | FY 1974 TOTAL OFFENSES | FY 1974 RANK | FY 1974 OFFENSES PER 1,000 POP | FY 1974 RANK | FY 1975 TOTAL OFFENSES | FY 1975 RANK | FY 1975 OFFENSES PER 1,000 POP | FY 1975 RANK | CHANGE - 1974 VS 1975 CHANGE | PERCENT CHANGE | RANK |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| BALTIMORE | 905,759 | 1 | 69750 | 3 | 77.00 | 7 | 76056 | 3 | 83.97 | 9 | + 6306 | + 9.04 | 16 |
| BOSTON | 641,071 | 10 | 58540 | 5 | 91.31 | 3 | 72110 | 4 | 112.48 | 3 | + 13570 | + 23.18 | 2 |
| CLEVELAND | 750,903 | 7 | 44829 | 11 | 59.70 | 16 | 56024 | 9 | 74.61 | 16 | + 11195 | + 24.97 | 1 |
| COLUMBUS, OHIO | 539,677 | 16 | 38545 | 14 | 71.42 | 11 | 45148 | 14 | 83.65 | 10 | + 6603 | + 17.13 | 8 |
| DALLAS | 844,401 | 2 | 76954 | 1 | 91.13 | 4 | 88911 | 1 | 105.29 | 4 | + 11957 | + 15.54 | 11 |
| DENVER | 514,678 | 20 | 44479 | 12 | 86.42 | 5 | 51554 | 12 | 100.16 | 5 | + 7075 | + 15.91 | 9 |
| INDIANAPOLIS | 744,624 | 4 | 31502 | 17 | 42.31 | 19 | 37801 | 18 | 50.77 | 20 | + 6299 | + 19.99 | 4 |
| JACKSONVILLE | 528,865 | 18 | 39029 | 13 | 73.79 | 8 | 43436 | 16 | 82.13 | 12 | + 4407 | + 11.29 | 14 |
| KANSAS CITY, MO. | 507,087 | 14 | 35436 | 16 | 69.88 | 13 | 43527 | 15 | 85.84 | 8 | + 8091 | + 22.83 | 3 |
| MEMPHIS | 623,530 | 11 | 45295 | 10 | 72.65 | 10 | 54112 | 11 | 86.79 | 7 | + 8817 | + 19.47 | 5 |
| MILWAUKEE | 717,099 | 5 | 30950 | 18 | 43.16 | 18 | 36553 | 19 | 50.97 | 19 | + 5603 | + 18.10 | 6 |
| NEW ORLEANS | 593,471 | 13 | 35648 | 15 | 60.06 | 15 | 41783 | 17 | 70.40 | 17 | + 6135 | + 17.21 | 7 |
| PHOENIX | 581,562 | 15 | 71982 | 2 | 123.77 | 1 | 77861 | 2 | 133.87 | 1 | + 5879 | + 8.17 | 18 |
| PITTSBURGH | 520,117 | 19 | 27230 | 19 | 52.36 | 17 | 30871 | 20 | 59.36 | 18 | + 3641 | + 13.37 | 13 |
| ST. LOUIS | 622,236 | 12 | 62531 | 4 | 100.50 | 2 | 70800 | 5 | 113.79 | 2 | + 8269 | + 13.22 | 14 |
| SAN ANTONIO | 654,153 | 9 | 47690 | 9 | 72.90 | 9 | 54129 | 10 | 82.74 | 11 | + 6439 | + 13.50 | 12 |
| SAN DIEGO | 696,769 | 8 | 49332 | 8 | 70.80 | 12 | 57154 | 7 | 82.02 | 13 | + 7822 | + 15.86 | 10 |
| SAN FRANCISCO | 715,674 | 6 | 55818 | 6 | 77.99 | 6 | 57825 | 6 | 80.80 | 14 | + 2007 | + 3.60 | 19 |
| SEATTLE | 530,831 | 17 | ** | ** | ** | ** | 48120 | 13 | 90.66 | 6 | ** | ** | ** |
| WASHINGTON, D.C. | 756,510 | 3 | 52508 | 7 | 69.41 | 14 | 56894 | 8 | 75.21 | 15 | + 4386 | + 8.35 | 17 |

* SOURCE: FBI UNIFORM CRIME REPORTS.

** FBI Report stated that 1974 figure not compatible with 1975 and are not used in trend tabulations.

TYPE OFFENSE: MURDER

* CRIME INDEX OFFENSES - FY 1974 VS FY 1975
CITIES 500,000 TO 1,000,000 POPULATION

| CITY | POPULATION SIZE | POPULATION RANK | FY 1974 TOTAL MURDERS | FY 1974 RANK | FY 1974 OFFENSES PER 1,000 POP MURDER | FY 1974 OFFENSES PER 1,000 POP RANK | FY 1975 TOTAL MURDERS | FY 1975 RANK | FY 1975 OFFENSES PER 1,000 POP MURDER | FY 1975 OFFENSES PER 1,000 POP RANK | CHANGE - 1974 VS 1975 CHANGE | CHANGE - 1974 VS 1975 PERCENT CHANGE | CHANGE - 1974 VS 1975 RANK |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| BALTIMORE | 905,759 | 1 | 289 | 1 | 0.319 | 4 | 293 | 2 | 0.323 | 4 | + 4 | + 1.4 | 13 |
| BOSTON | 641,071 | 10 | 136 | 9 | 0.212 | 8 | 130 | 9 | 0.203 | 11 | - 6 | - 4.4 | 15 |
| CLEVELAND | 750,903 | 7 | 262 | 2 | 0.349 | 2 | 339 | 1 | 0.451 | 1 | + 77 | + 29.4 | 1 |
| COLUMBUS, OHIO | 539,677 | 16 | 65 | 17 | 0.120 | 15 | 67 | 17 | 0.124 | 16 | + 2 | + 3.1 | 12 |
| DALLAS | 844,401 | 2 | 218 | 4 | 0.258 | 6 | 230 | 4 | 0.272 | 6 | + 12 | + 5.5 | 9 |
| DENVER | 514,678 | 20 | 79 | 14 | 0.153 | 13 | 85 | 14 | 0.165 | 13 | + 6 | + 7.6 | 7 |
| INDIANAPOLIS | 744,624 | 4 | 81 | 13 | 0.109 | 18 | 78 | 15 | 0.105 | 17 | - 3 | - 3.7 | 14 |
| JACKSONVILLE | 528,865 | 18 | 120 | 11 | 0.227 | 7 | 124 | 10 | 0.234 | 8 | + 4 | + 3.3 | 11 |
| KANSAS CITY, MO. | 507,087 | 14 | 106 | 12 | 0.209 | 9 | 113 | 12 | 0.223 | 9 | + 7 | + 6.6 | 8 |
| MEMPHIS | 623,530 | 11 | 126 | 10 | 0.202 | 11 | 147 | 7 | 0.236 | 7 | + 21 | + 16.7 | 5 |
| MILWAUKEE | 717,099 | 5 | 65 | 18 | 0.091 | 20 | 62 | 18 | 0.086 | 19 | - 3 | - 4.6 | 16 |
| NEW ORLEANS | 593,471 | 13 | 216 | 5 | 0.364 | 1 | 173 | 6 | 0.291 | 5 | - 43 | - 19.9 | 20 |
| PHOENIX | 581,562 | 15 | 73 | 15 | 0.126 | 14 | 89 | 13 | 0.153 | 14 | + 16 | + 21.9 | 2 |
| PITTSBURGH | 520,117 | 19 | 58 | 20 | 0.112 | 16 | 70 | 16 | 0.135 | 15 | + 12 | + 20.7 | 3 |
| ST. LOUIS | 622,236 | 12 | 195 | 6 | 0.313 | 5 | 229 | 5 | 0.368 | 3 | + 34 | + 17.4 | 4 |
| SAN ANTONIO | 654,153 | 9 | 137 | 8 | 0.209 | 10 | 142 | 8 | 0.217 | 10 | + 5 | + 3.6 | 10 |
| SAN DIEGO | 696,769 | 8 | 67 | 16 | 0.096 | 19 | 58 | 19 | 0.083 | 20 | - 9 | - 13.4 | 18 |
| SAN FRANCISCO | 715,674 | 6 | 137 | 7 | 0.191 | 12 | 122 | 11 | 0.170 | 12 | - 15 | - 10.9 | 17 |
| SEATTLE | 530,831 | 17 | 59 | 19 | 0.111 | 17 | 49 | 20 | 0.092 | 18 | - 10 | - 16.9 | 19 |
| WASHINGTON, D.C. | 756,510 | 3 | 247 | 3 | 0.327 | 3 | 279 | 3 | 0.369 | 2 | + 32 | + 8.9 | 6 |

* SOURCE: FBI UNIFORM CRIME REPORTS.

TYPE OFFENSE: FORCIBLE RAPE

* CRIME INDEX OFFENSES - FY 1974 VS FY 1975
CITIES 500,000 TO 1,000,000 POPULATION

| CITY | POPULATION SIZE | POPULATION RANK | FY 1974 TOTAL RAPE | FY 1974 RANK | FY 1974 OFFENSES PER 1,000 POP RAPE | FY 1974 OFFENSES PER 1,000 POP RANK | FY 1975 TOTAL RAPE | FY 1975 RANK | FY 1975 OFFENSES PER 1,000 POP RAPE | FY 1975 OFFENSES PER 1,000 POP RANK | CHANGE - 1974 VS 1975 CHANGE | CHANGE - 1974 VS 1975 PERCENT CHANGE | CHANGE - 1974 VS 1975 RANK |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| BALTIMORE | 905,759 | 1 | 478 | 5 | 0.528 | 13 | 503 | 4 | 0.555 | 13 | + 25 | + 5.2 | 7 |
| BOSTON | 641,071 | 10 | 368 | 10 | 0.574 | 10 | 375 | 9 | 0.585 | 12 | + 7 | + 1.9 | 10 |
| CLEVELAND | 750,903 | 7 | 460 | 8 | 0.613 | 9 | 466 | 5 | 0.621 | 10 | + 6 | + 1.3 | 11 |
| COLUMBUS, OHIO | 539,677 | 16 | 302 | 14 | 0.560 | 12 | 399 | 8 | 0.739 | 3 | + 97 | + 32.1 | 1 |
| DALLAS | 844,401 | 2 | 599 | 1 | 0.709 | 5 | 651 | 1 | 0.771 | 2 | + 52 | + 8.7 | 5 |
| DENVER | 514,678 | 20 | 465 | 7 | 0.903 | 1 | 370 | 10 | 0.719 | 5 | - 95 | - 20.4 | 20 |
| INDIANAPOLIS | 744,624 | 4 | 325 | 13 | 0.436 | 17 | 306 | 15 | 0.411 | 18 | - 19 | - 5.8 | 15 |
| JACKSONVILLE | 528,865 | 18 | 370 | 9 | 0.700 | 6 | 318 | 14 | 0.601 | 11 | - 52 | - 14.1 | 18 |
| KANSAS CITY, MO. | 507,087 | 14 | 336 | 11 | 0.663 | 8 | 357 | 11 | 0.704 | 6 | + 21 | + 6.3 | 6 |
| MEMPHIS | 623,530 | 11 | 515 | 4 | 0.826 | 3 | 527 | 3 | 0.845 | 1 | + 12 | + 2.3 | 9 |
| MILWAUKEE | 717,099 | 5 | 181 | 20 | 0.252 | 20 | 166 | 20 | 0.231 | 20 | - 15 | - 8.3 | 16 |
| NEW ORLEANS | 593,471 | 13 | 255 | 17 | 0.430 | 18 | 266 | 17 | 0.449 | 17 | + 11 | + 4.3 | 8 |
| PHOENIX | 581,562 | 15 | 291 | 16 | 0.500 | 15 | 321 | 13 | 0.552 | 14 | + 30 | + 10.3 | 4 |
| PITTSBURGH | 520,117 | 19 | 252 | 18 | 0.485 | 16 | 241 | 18 | 0.463 | 16 | - 11 | - 4.4 | 14 |
| ST. LOUIS | 622,236 | 12 | 521 | 3 | 0.837 | 2 | 424 | 7 | 0.681 | 7 | - 97 | - 18.6 | 19 |
| SAN ANTONIO | 654,153 | 9 | 335 | 12 | 0.512 | 14 | 305 | 16 | 0.466 | 15 | - 30 | - 8.9 | 17 |
| SAN DIEGO | 696,769 | 8 | 182 | 19 | 0.261 | 19 | 223 | 19 | 0.320 | 19 | + 41 | + 22.5 | 2 |
| SAN FRANCISCO | 715,674 | 6 | 476 | 6 | 0.665 | 7 | 461 | 6 | 0.644 | 8 | - 15 | - 3.2 | 13 |
| SEATTLE | 530,831 | 17 | 301 | 15 | 0.567 | 11 | 336 | 12 | 0.633 | 9 | + 35 | + 11.6 | 3 |
| WASHINGTON, D.C. | 756,510 | 3 | 556 | 2 | 0.735 | 4 | 546 | 2 | 0.721 | 4 | - 10 | - 1.8 | 12 |

* SOURCE: FBI UNIFORM CRIME REPORTS

TYPE OFFENSE: ROBBERY

* CRIME INDEX OFFENSES - FY 1974 VS FY 1975
CITIES 500,000 TO 1,000,000 POPULATION

| POPULATION | | | FY 1974 | | | | FY 1975 | | | | CHANGE - 1974 VS 1975 | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| CITY | SIZE | RANK | TOTAL ROBBERIES | RANK | OFFENSES PER 1,000 POP ROBBERY | RANK | TOTAL ROBBERIES | RANK | OFFENSES PER 1,000 POP ROBBERY | RANK | CHANGE | PERCENT CHANGE | RANK |
| BALTIMORE | 905,759 | 1 | 9275 | 1 | 10.240 | 1 | 10414 | 1 | 11.497 | 3 | + 1139 | + 12.3 | 16 |
| BOSTON | 641,071 | 10 | 6324 | 3 | 9.864 | 2 | 7902 | 3 | 12.326 | 1 | + 1578 | + 25.0 | 7 |
| CLEVELAND | 750,903 | 7 | 4899 | 5 | 6.524 | 5 | 6874 | 4 | 9.154 | 5 | + 1975 | + 40.3 | 2 |
| COLUMBUS, OHIO | 539,677 | 16 | 1671 | 19 | 3.096 | 16 | 2157 | 15 | 3.997 | 13 | + 486 | + 29.1 | 5 |
| DALLAS | 844,401 | 2 | 3066 | 8 | 3.631 | 13 | 3558 | 8 | 4.214 | 12 | + 492 | + 16.0 | 12 |
| DENVER | 514,678 | 20 | 2237 | 13 | 4.346 | 11 | 2610 | 12 | 5.071 | 11 | + 373 | + 16.7 | 11 |
| INDIANAPOLIS | 744,624 | 4 | 1925 | 14 | 2.585 | 18 | 2569 | 13 | 3.450 | 17 | + 644 | + 33.5 | 3 |
| JACKSONVILLE | 528,865 | 18 | 1836 | 16 | 3.471 | 15 | 1880 | 19 | 3.555 | 16 | + 44 | + 2.4 | 17 |
| KANSAS CITY, MO. | 507,087 | 14 | 2651 | 10 | 5.228 | 8 | 3189 | 9 | 6.289 | 8 | + 538 | + 20.3 | 9 |
| MEMPHIS | 623,530 | 11 | 2767 | 9 | 4.438 | 10 | 3178 | 10 | 5.097 | 10 | + 411 | + 14.9 | 13 |
| MILWAUKEE | 717,099 | 5 | 1305 | 20 | 1.820 | 20 | 1952 | 18 | 2.722 | 19 | + 647 | + 49.6 | 1 |
| NEW ORLEANS | 593,471 | 13 | 3215 | 7 | 5.417 | 7 | 4029 | 7 | 6.789 | 6 | + 814 | + 25.3 | 6 |
| PHOENIX | 581,562 | 15 | 2267 | 12 | 3.898 | 12 | 2152 | 16 | 3.700 | 15 | - 115 | - 5.1 | 20 |
| PITTSBURGH | 520,117 | 19 | 2637 | 11 | 5.070 | 9 | 2685 | 11 | 5.162 | 9 | + 48 | + 1.8 | 18 |
| ST. LOUIS | 622,236 | 12 | 4978 | 4 | 8.001 | 4 | 6009 | 5 | 9.658 | 4 | + 1031 | + 20.7 | 8 |
| SAN ANTONIO | 654,153 | 9 | 1740 | 17 | 2.660 | 17 | 1666 | 20 | 2.547 | 20 | - 74 | - 4.3 | 19 |
| SAN DIEGO | 696,769 | 8 | 1695 | 18 | 2.433 | 19 | 2194 | 14 | 3.149 | 18 | + 499 | + 29.4 | 4 |
| SAN FRANCISCO | 715,674 | 6 | 4216 | 6 | 5.891 | 6 | 4778 | 6 | 66.76 | 7 | + 562 | + 13.3 | 15 |
| SEATTLE | 530,831 | 17 | 1860 | 15 | 3.504 | 14 | 2121 | 17 | 3.996 | 14 | + 261 | + 14.0 | 14 |
| WASHINGTON, D.C. | 756,510 | 3 | 7435 | 2 | 9.828 | 3 | 8846 | 2 | 11.693 | 2 | + 1411 | + 18.9 | 10 |

* SOURCE: FBI UNIFORM CRIME REPORTS.

TYPE OFFENSE: AGGRAVATED ASSAULT

* CRIME INDEX OFFENSES - FY 1974 VS FY 1975
CITIES 500,000 TO 1,000,000 POPULATION

| CITY | POPULATION SIZE | POPULATION RANK | FY 1974 TOTAL ASSAULTS | FY 1974 RANK | FY 1974 OFFENSES PER 1,000 POP ASSAULT | FY 1974 OFFENSES PER 1,000 POP RANK | FY 1975 TOTAL ASSAULTS | FY 1975 RANK | FY 1975 OFFENSES PER 1,000 POP ASSAULT | FY 1975 OFFENSES PER 1,000 POP RANK | CHANGE - 1974 VS 1975 CHANGE | PERCENT CHANGE | RANK |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| BALTIMORE | 905,759 | 1 | 6073 | 1 | 6.705 | 1 | 6513 | 1 | 7.190 | 1 | + 440 | + 7.2 | 9 |
| BOSTON | 641,071 | 10 | 2340 | 7 | 3.650 | 10 | 2771 | 5 | 4.322 | 5 | + 431 | + 18.4 | 7 |
| CLEVELAND | 750,903 | 7 | 2264 | 8 | 3.015 | 14 | 2692 | 6 | 3.585 | 11 | + 428 | + 18.9 | 6 |
| COLUMBUS, OHIO | 539,677 | 16 | 820 | 18 | 1.519 | 17 | 1093 | 18 | 2.025 | 17 | + 273 | + 33.3 | 1 |
| DALLAS | 844,401 | 2 | 4445 | 2 | 5.264 | 3 | 3607 | 2 | 4.272 | 6 | - 838 | - 18.9 | 18 |
| DENVER | 514,678 | 20 | 1944 | 13 | 3.777 | 8 | 1910 | 14 | 3.711 | 8 | - 34 | - 1.7 | 14 |
| INDIANAPOLIS | 744,624 | 4 | 937 | 17 | 1.258 | 18 | 925 | 19 | 1.242 | 20 | - 12 | - 1.3 | 13 |
| JACKSONVILLE | 528,865 | 18 | 2050 | 12 | 3.876 | 7 | 2449 | 8 | 4.630 | 4 | + 399 | + 19.5 | 5 |
| KANSAS CITY, MO. | 507,087 | 14 | 2143 | 10 | 4.226 | 6 | 2577 | 7 | 5.082 | 3 | + 434 | + 20.3 | 4 |
| MEMPHIS | 623,530 | 11 | 1525 | 15 | 2.446 | 15 | 1967 | 12 | 3.155 | 14 | + 442 | + 28.9 | 2 |
| MILWAUKEE | 717,099 | 5 | 800 | 19 | 1.116 | 19 | 913 | 20 | 1.273 | 19 | + 113 | + 14.1 | 8 |
| NEW ORLEANS | 593,471 | 13 | 2131 | 11 | 3.591 | 11 | 2221 | 10 | 3.742 | 9 | + 90 | + 4.2 | 11 |
| PHOENIX | 581,562 | 15 | 2673 | 5 | 4.596 | 4 | 2346 | 9 | 4.034 | 7 | - 327 | - 12.2 | 16 |
| PITTSBURGH | 520,117 | 19 | 1675 | 14 | 3.221 | 13 | 1828 | 15 | 3.515 | 12 | + 480 | + 28.7 | 3 |
| ST. LOUIS | 622,236 | 12 | 3323 | 4 | 5.341 | 2 | 3494 | 3 | 5.616 | 2 | + 171 | + 5.1 | 10 |
| SAN ANTONIO | 654,153 | 9 | 2172 | 9 | 33.20 | 12 | 2090 | 11 | 3.195 | 13 | - 82 | - 3.8 | 15 |
| SAN DIEGO | 696,769 | 8 | 1262 | 16 | 1.811 | 16 | 1283 | 17 | 1.841 | 18 | + 21 | + 1.7 | 12 |
| SAN FRANCISCO | 715,674 | 6 | 2628 | 6 | 3.672 | 9 | 1961 | 13 | 2.740 | 15 | - 667 | - 25.4 | 19 |
| SEATTLE | 530,831 | 17 | ** | ** | ** | ** | 1339 | 16 | 2.523 | 16 | ** | ** | ** |
| WASHINGTON, D.C. | 756,510 | 3 | 3329 | 3 | 4.401 | 5 | 2784 | 4 | 3.680 | 10 | - 545 | - 16.4 | 17 |

* SOURCE: FBI UNIFORM CRIME REPORTS.

**The FBI Report stated that 1974 figures are not compatible with 1975 and are not used in trend tabulations.

TYPE OFFENSE: BURGLARY

* CRIME INDEX OFFENSES - FY 1974 VS FY 1975
CITIES 500,000 TO 1,000,000 POPULATION

| CITY | POPULATION SIZE | POPULATION RANK | FY 1974 TOTAL BURGLARIES | FY 1974 RANK | FY 1974 OFFENSES PER 1,000 POP BURGLARY | FY 1974 RANK | FY 1975 TOTAL BURGLARIES | FY 1975 RANK | FY 1975 OFFENSES PER 1,000 POP BURGLARY | FY 1975 RANK | CHANGE - 1974 VS 1975 CHANGE | PERCENT CHANGE | RANK |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| BALTIMORE | 905,759 | 1 | 16848 | 4 | 18.600 | 13 | 18446 | 7 | 20.364 | 14 | + 1598 | + 9.5 | 16 |
| BOSTON | 641,071 | 10 | 15323 | 8 | 23.901 | 9 | 17419 | 8 | 27.170 | 9 | + 2096 | + 13.7 | 11 |
| CLEVELAND | 750,903 | 7 | 10325 | 16 | 13.750 | 18 | 13544 | 16 | 18.037 | 16 | + 3219 | + 31.2 | 3 |
| COLUMBUS, OHIO | 539,677 | 16 | 11060 | 15 | 20.493 | 11 | 14879 | 10 | 27.569 | 8 | + 3819 | + 34.5 | 2 |
| DALLAS | 844,401 | 2 | 25895 | 1 | 29.909 | 3 | 26649 | 1 | 31.560 | 5 | + 1394 | + 5.5 | 18 |
| DENVER | 514,678 | 20 | 15558 | 7 | 30.227 | 2 | 18797 | 6 | 36.520 | 2 | + 3239 | + 20.8 | 6 |
| INDIANAPOLIS | 744,624 | 4 | 9624 | 17 | 12.925 | 19 | 11636 | 17 | 15.627 | 19 | + 2012 | + 20.9 | 5 |
| JACKSONVILLE | 528,865 | 18 | 12839 | 12 | 24.275 | 8 | 14248 | 14 | 26.939 | 10 | + 1409 | + 10.9 | 14 |
| KANSAS CITY, MO. | 507,087 | 14 | 11503 | 14 | 22.684 | 10 | 14336 | 12 | 28.271 | 7 | + 2833 | + 24.6 | 4 |
| MEMPHIS | 623,530 | 11 | 16417 | 5 | 26.330 | 5 | 19725 | 4 | 31.636 | 4 | + 3308 | + 20.1 | 8 |
| MILWAUKEE | 717,099 | 5 | 5702 | 20 | 7.951 | 20 | 7678 | 20 | 10.707 | 20 | + 1976 | + 34.7 | 1 |
| NEW ORLEANS | 593,471 | 13 | 9293 | 18 | 15.658 | 16 | 10262 | 18 | 17.291 | 17 | + 969 | + 10.4 | 15 |
| PHOENIX | 581,562 | 15 | 23138 | 2 | 39.783 | 1 | 24672 | 2 | 42.421 | 1 | + 1534 | + 6.6 | 17 |
| PITTSBURGH | 520,117 | 19 | 7768 | 19 | 14.936 | 17 | 8968 | 19 | 17.243 | 18 | + 1200 | + 15.4 | 9 |
| ST. LOUIS | 622,236 | 12 | 18500 | 3 | 29.733 | 4 | 20703 | 3 | 33.274 | 3 | + 2203 | + 11.9 | 13 |
| SAN ANTONIO | 654,153 | 9 | 15948 | 6 | 24.378 | 7 | 19231 | 5 | 29.396 | 6 | + 3283 | + 20.6 | 7 |
| SAN DIEGO | 696,769 | 8 | 12876 | 11 | 18.479 | 14 | 14815 | 11 | 21.261 | 12 | + 1939 | + 15.1 | 10 |
| SAN FRANCISCO | 715,674 | 6 | 14604 | 9 | 20.405 | 12 | 14970 | 9 | 20.917 | 13 | + 366 | + 2.5 | 19 |
| SEATTLE | 530,831 | 17 | 13573 | 10 | 25.570 | 6 | 13904 | 15 | 26.194 | 11 | + 331 | + 2.4 | 20 |
| WASHINGTON, D.C. | 756,510 | 3 | 12748 | 13 | 16.852 | 15 | 14321 | 13 | 18.931 | 15 | + 1573 | + 12.3 | 12 |

* SOURCE: FBI UNIFORM CRIME REPORTS.

TYPE OFFENSE: LARCENY

* CRIME INDEX OFFENSES - FY 1974 VS FY 1975
CITIES 500,000 TO 1,000,000 POPULATION

| CITY | POPULATION SIZE | POPULATION RANK | FY 1974 TOTAL LARCENIES | FY 1974 RANK | FY 1974 OFFENSES PER 1,000 POP LARCENY | FY 1974 OFFENSES PER 1,000 POP RANK | FY 1975 TOTAL LARCENIES | FY 1975 RANK | FY 1975 OFFENSES PER 1,000 POP LARCENY | FY 1975 OFFENSES PER 1,000 POP RANK | CHANGE - 1974 VS 1975 CHANGE | PERCENT CHANGE | RANK |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| BALTIMORE | 905,759 | 1 | 28068 | 4 | 30.987 | 13 | 30961 | 4 | 34.181 | 14 | + 2893 | + 10.3 | 19 |
| BOSTON | 641,071 | 10 | 14497 | 17 | 22.613 | 17 | 18664 | 17 | 29.112 | 16 | + 4167 | + 28.7 | 3 |
| CLEVELAND | 750,903 | 7 | 13899 | 19 | 18.510 | 19 | 17873 | 18 | 23.802 | 19 | + 3974 | + 28.6 | 4 |
| COLUMBUS, OHIO | 539,677 | 16 | 16883 | 14 | 31.282 | 11 | 26223 | 10 | 48.588 | 5 | + 9340 | + 55.3 | 1 |
| DALLAS | 844,401 | 2 | 37268 | 2 | 44.135 | 2 | 47941 | 1 | 56.775 | 2 | + 10673 | + 28.6 | 5 |
| DENVER | 514,678 | 20 | 17562 | 13 | 34.121 | 9 | 21897 | 12 | 42.543 | 7 | + 4335 | + 24.7 | 8 |
| INDIANAPOLIS | 744,624 | 4 | 15161 | 16 | 20.361 | 18 | 19491 | 15 | 26.176 | 18 | + 4330 | + 28.5 | 6 |
| JACKSONVILLE | 528,865 | 18 | 19026 | 11 | 35.973 | 6 | 21867 | 13 | 41.344 | 8 | + 2841 | + 14.9 | 16 |
| KANSAS CITY, MO. | 507,087 | 14 | 15222 | 15 | 30.018 | 14 | 19085 | 16 | 37.636 | 11 | + 3863 | + 25.4 | 7 |
| MEMPHIS | 623,530 | 11 | 20519 | 10 | 32.909 | 10 | 24430 | 11 | 39.182 | 10 | + 3911 | + 19.1 | 12 |
| MILWAUKEE | 717,099 | 5 | 17885 | 12 | 24.941 | 15 | 20782 | 14 | 28.981 | 17 | + 2897 | + 16.2 | 14 |
| NEW ORLEANS | 573,471 | 13 | 14489 | 18 | 24.413 | 16 | 17871 | 19 | 30.111 | 15 | + 3382 | + 23.3 | 10 |
| PHOENIX | 581,562 | 15 | 37511 | 1 | 64.496 | 1 | 42434 | 2 | 72.961 | 1 | + 4923 | + 13.1 | 17 |
| PITTSBURGH | 520,117 | 19 | 8180 | 20 | 15.728 | 20 | 10606 | 20 | 20.392 | 20 | + 2426 | + 29.7 | 2 |
| ST. LOUIS | 622,236 | 12 | 26332 | 5 | 42.321 | 3 | 30459 | 5 | 48.953 | 4 | + 4127 | + 15.7 | 15 |
| SAN ANTONIO | 654,153 | 9 | 22780 | 8 | 34.821 | 7 | 26719 | 6 | 40.842 | 9 | + 3939 | + 17.3 | 13 |
| SAN DIEGO | 696,769 | 8 | 28700 | 3 | 41.188 | 4 | 33389 | 3 | 47.918 | 6 | + 5589 | + 19.5 | 11 |
| SAN FRANCISCO | 715,674 | 6 | 24754 | 6 | 34.587 | 8 | 26669 | 7 | 37.263 | 12 | + 1915 | + 7.7 | 20 |
| SEATTLE | 530,831 | 17 | 21332 | 9 | 40.188 | 5 | 26292 | 9 | 49.533 | 3 | + 4960 | + 23.3 | 9 |
| WASHINGTON, D.C. | 756,510 | 3 | 23588 | 7 | 31.180 | 12 | 26545 | 8 | 35.089 | 13 | + 2957 | + 12.5 | 18 |

* SOURCE: FBI UNIFORM CRIME REPORTS.

TYPE OFFENSE: MOTOR VEHICLE THEFT

* CRIME INDEX OFFENSES - FY 1974 VS FY 1975
CITIES 500,000 TO 1,000,000 POPULATION

| CITY | POPULATION SIZE | POPULATION RANK | FY 1974 TOTAL AUTO THEFT | FY 1974 RANK | FY 1974 OFFENSES PER 1,000 POP AUTO THEFT | FY 1974 OFFENSES PER 1,000 POP RANK | FY 1975 TOTAL AUTO THEFT | FY 1975 RANK | FY 1975 OFFENSES PER 1,000 POP AUTO THEFT | FY 1975 OFFENSES PER 1,000 POP RANK | CHANGE - 1974 VS 1975 CHANGE | PERCENT CHANGE | RANK |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| BALTIMORE | 905,759 | 1 | 8719 | 4 | 9.626 | 9 | 8926 | 4 | 9.854 | 9 | + 207 | + 2.4 | 12 |
| BOSTON | 641,071 | 10 | 19552 | 1 | 30.498 | 1 | 24860 | 1 | 38.777 | 1 | + 5308 | + 27.1 | 1 |
| CLEVELAND | 750,903 | 7 | 12720 | 2 | 16.940 | 2 | 14236 | 2 | 18.959 | 2 | + 1516 | + 11.9 | 7 |
| COLUMBUS, OHIO | 539,677 | 16 | 3176 | 19 | 5.885 | 17 | 3686 | 18 | 6.830 | 15 | + 510 | + 16.1 | 4 |
| DALLAS | 844,401 | 2 | 6103 | 8 | 7.228 | 11 | 6275 | 8 | 7.431 | 13 | + 172 | + 2.8 | 11 |
| DENVER | 514,678 | 20 | 6634 | 7 | 12.889 | 4 | 5885 | 9 | 11.434 | 6 | - 749 | - 11.3 | 18 |
| INDIANAPOLIS | 744,624 | 4 | 3449 | 17 | 4.632 | 20 | 4365 | 13 | 5.862 | 18 | + 916 | + 26.6 | 2 |
| JACKSONVILLE | 528,865 | 18 | 2788 | 20 | 5.271 | 19 | 2645 | 20 | 5.001 | 19 | - 143 | - 5.1 | 16 |
| KANSAS CITY, MO. | 507,087 | 14 | 3475 | 16 | 6.853 | 14 | 3870 | 17 | 7.632 | 11 | + 395 | + 11.4 | 8 |
| MEMPHIS | 623,530 | 11 | 3426 | 18 | 5.495 | 18 | 4138 | 14 | 6.637 | 16 | + 712 | + 20.8 | 3 |
| MILWAUKEE | 717,099 | 5 | 5012 | 11 | 6.989 | 13 | 5000 | 12 | 6.973 | 14 | - 12 | - 0.2 | 13 |
| NEW ORLEANS | 593,471 | 13 | 6049 | 9 | 10.192 | 8 | 6961 | 6 | 11.729 | 5 | + 912 | + 15.1 | 5 |
| PHOENIX | 581,562 | 15 | 6029 | 10 | 10.366 | 7 | 5847 | 10 | 10.053 | 8 | - 182 | - 3.0 | 15 |
| PITTSBURGH | 520,117 | 19 | 6660 | 6 | 12.805 | 5 | 6473 | 7 | 12.446 | 4 | - 187 | - 2.8 | 14 |
| ST. LOUIS | 622,236 | 12 | 8682 | 5 | 13.954 | 3 | 9492 | 3 | 15.256 | 3 | + 810 | + 9.3 | 9 |
| SAN ANTONIO | 654,153 | 9 | 4578 | 13 | 6.998 | 12 | 3976 | 16 | 6.078 | 17 | - 602 | - 13.1 | 19 |
| SAN DIEGO | 696,769 | 8 | 4550 | 14 | 6.530 | 15 | 5192 | 11 | 7.451 | 12 | + 642 | + 14.1 | 6 |
| SAN FRANCISCO | 715,674 | 6 | 9003 | 3 | 12.579 | 6 | 8127 | 5 | 11.355 | 7 | - 876 | - 9.7 | 17 |
| SEATTLE | 530,831 | 17 | 3942 | 15 | 7.427 | 10 | 4079 | 15 | 7.685 | 10 | + 137 | + 3.5 | 10 |
| WASHINGTON, D.C. | 756,510 | 3 | 4605 | 12 | 6.087 | 16 | 3573 | 19 | 4.723 | 20 | - 1032 | - 22.4 | 20 |

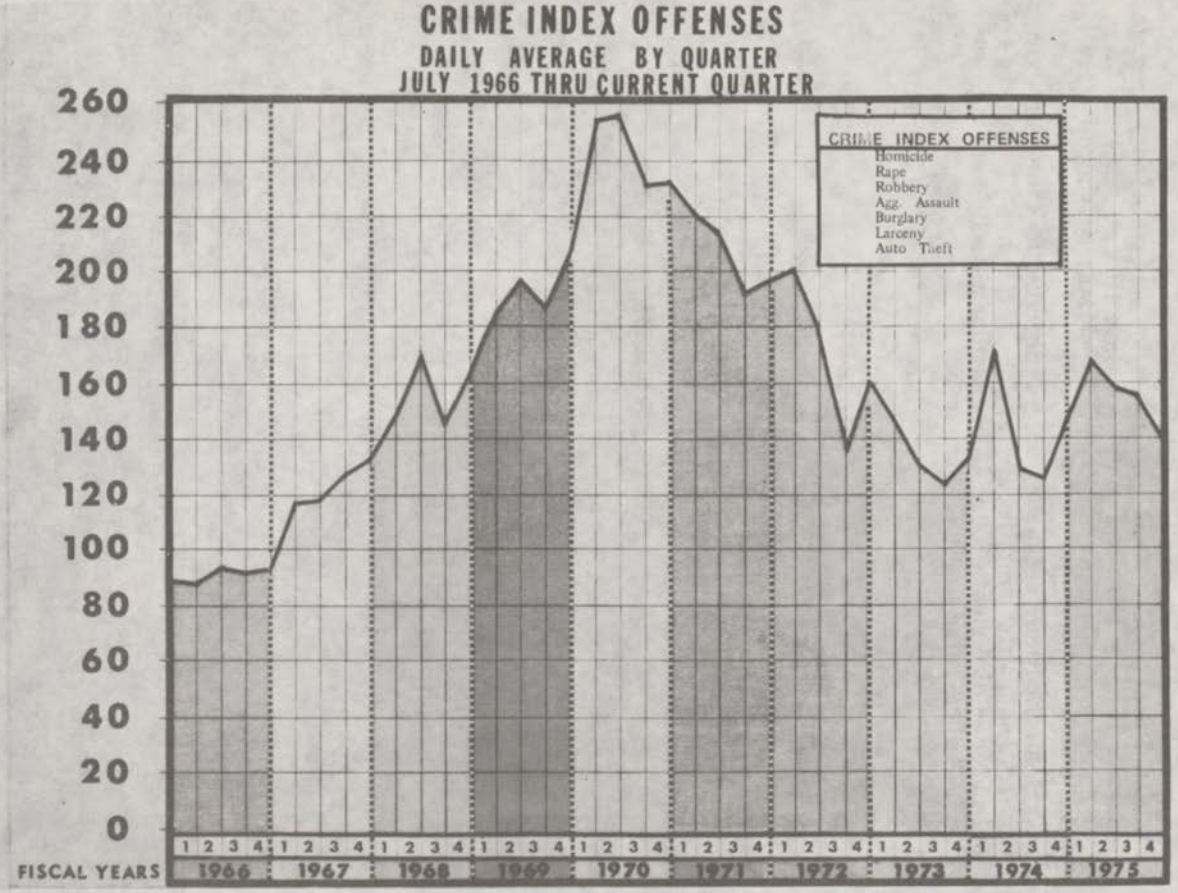
* SOURCE: FBI UNIFORM CRIME REPORTS.

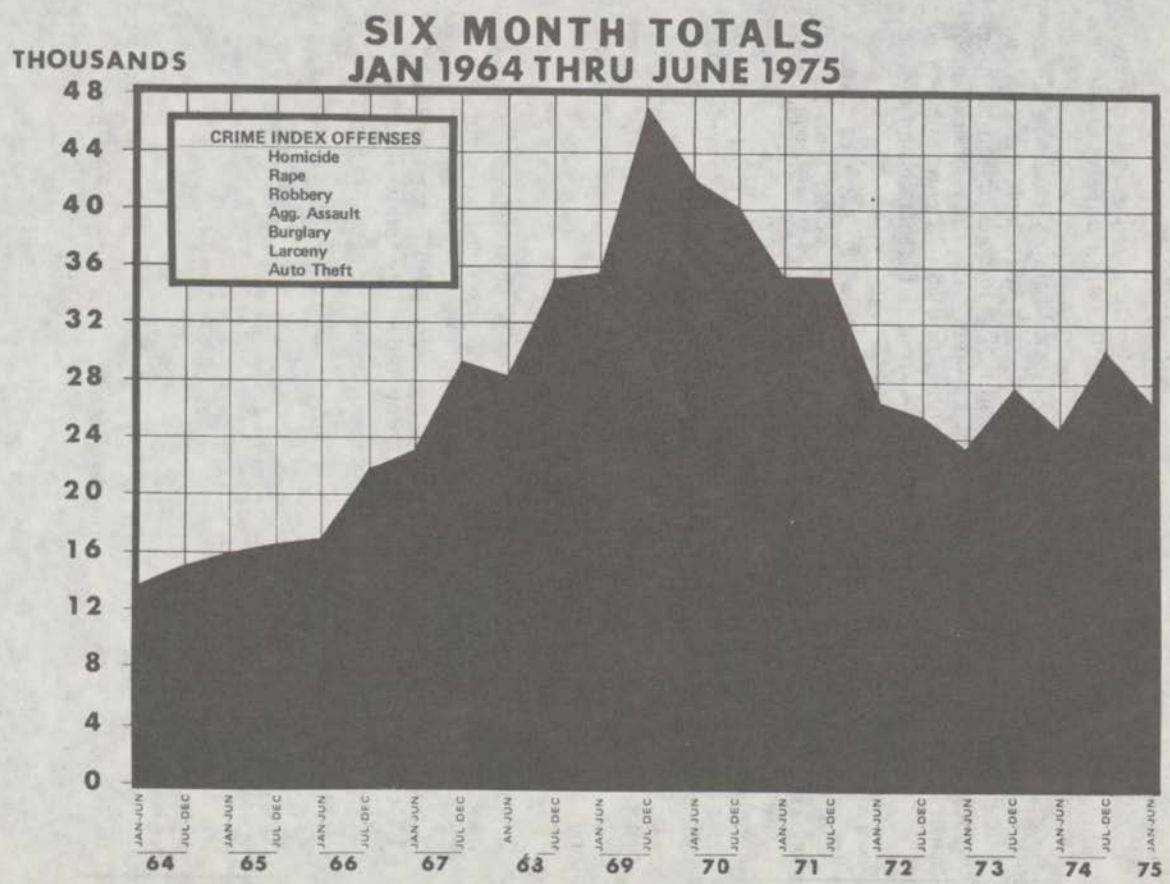
HISTORICAL CONTEXT OF CRIME STATISTICS

Chief CULLINANE. Another consideration in evaluating current crime trends is the historical context of the statistics. The fiscal year 1975 figures are still more than 36 percent below the all time high level reached in fiscal year 1970.

This information is summarized graphically in terms of daily averages per quarter from fiscal year 1966 through 1975 in chart 4; and in terms of 6-month totals from calendar year 1964 through the first half of calendar year 1975 on chart 5.

[The charts follow:]


CRIME INDEX OFFENSES
DAILY AVERAGE BY QUARTER
JULY 1966 THRU CURRENT QUARTER
260
240
220
200
180
160
140
120
100
80
60
40
20
0
CRIME INDEX OFFENSES
Homicide
Rape
Robbery
Agg. Assault
Burglary
Larceny
Auto Theft
1 2 3 4 1 2 3 4 1 2 3 4 1 2 3 4 1 2 3 4 1 2 3 4 1 2 3 4 1 2 3 4 1 2 3 4
FISCAL YEARS
1966
1967
1968
1969
1970
1971
1972
1973
1974
1975


SIX MONTH TOTALS
JAN 1964 THRU JUNE 1975
THOUSANDS
48
44
40
36
32
28
24
20
16
12
8
4
0
CRIME INDEX OFFENSES
Homicide
Rape
Robbery
Agg. Assault
Burglary
Larceny
Auto Theft
JAN-JUN
JUL-DEC
64
65
66
67
68
69
70
71
72
73
74
75

RESULTS OF CRIME REDUCTIONS

Chief CULLINANE. I feel that the record in crime reduction displayed on these charts is a creditable one, and I am still optimistic about our ability to continue this trend in the future.

Let me hasten to add that I do not mean to imply that the Metropolitan Police Department has achieved this reduction without any outside assistance. It has been the result of a joint effort on the part of all agencies in the criminal justice system with the cooperation of the citizens of the District of Columbia, and it is a continuation of this cooperative effort which will be required if further reductions are to be achieved.

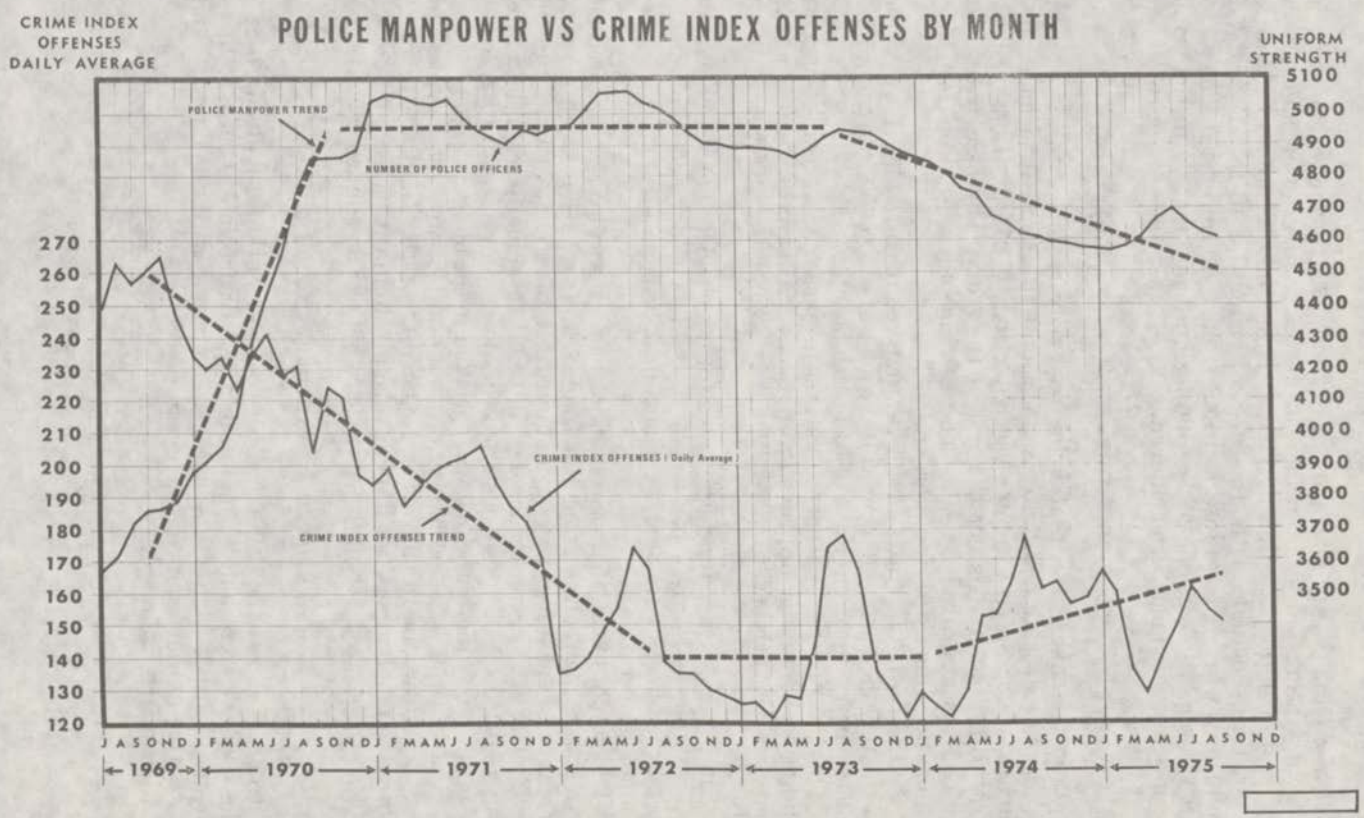
It is impossible to point to any single factor as the cause of a variation in crime statistics. Crime is, after all, a pattern for human behavior. As such, it is influenced by a multitude of factors. The relative importance of these causative influences will vary both with time and location. Each moment in history presents a different pattern of relationships, and at any given time, the area under consideration influences the order of importance of the factors involved.

It is a mistake, therefore, to rely upon sweeping generalizations concerning the causes and significance of crime trends and the results to be expected from measures which have been applied in other places or times.

LEVEL OF CRIMINAL ACTIVITY

Among the many factors influencing the level of criminal activity, there are several which have demonstrated a consistently significant effect over a relatively long period of time. One such factor is the level of police manpower, chart 6 shows the relationship for the District of Columbia between police manpower and crime index offenses.

[The chart follows:]


POLICE MANPOWER VS CRIME INDEX OFFENSES BY MONTH
CRIME INDEX OFFENSES DAILY AVERAGE
UNIFORM STRENGTH
POLICE MANPOWER TREND
NUMBER OF POLICE OFFICERS
CRIME INDEX OFFENSES ( Daily Average )
CRIME INDEX OFFENSES TREND
270
260
250
240
230
220
210
200
190
180
170
160
150
140
130
120
5100
5000
4900
4800
4700
4600
4500
4400
4300
4200
4100
4000
3900
3800
3700
3600
3500
J A S O N D J F M A M J J A S O N D J F M A M J J A S O N D J F M A M J J A S O N D J F M A M J J A S O N D J F M A M J J A S O N D J F M A M J J A S O N D
1969
1970
1971
1972
1973
1974
1975

INCREASE IN POLICE MANPOWER

Chief CULLINANE. The chart shows quite clearly that crime has consistently decreased with an increase in police manpower, and has increased in step with police manpower reductions. There are, of course, short-term fluctuations in the level of crime due to the diversity of influences which I have just mentioned, but I am convinced that police manpower has been one of the most significant factors in the crime reduction which has been achieved.

MANPOWER REDUCTIONS

It is for this reason that I am extremely reluctant to consider an additional sizeable manpower reduction at this time. As I mentioned earlier, we accepted a manpower reduction of 251 positions in fiscal year 1975, but that is not the end of the story. The fiscal year 1975 budget, as approved by the Congress, provided funding for 4,700 sworn personnel, 761 civilians, and 199 cadets.

As the fiscal year progressed, we were required to absorb a portion of the pay increases, a terminal leave debt of over $400,000, and an unanticipated increase in the cost of health benefits.

The total of these absorptions was in excess of $1.5 million. Our budget as originally approved apportioned 28 percent of the total to pensions, 66 percent to personnel services, and 6 percent to other objects.

Since the pension funding is a statutory requirement which cannot be reduced, and only 6 percent of the budget is devoted to other objects, the effect of these absorptions must be concentrated in the personnel service area.

The actual effect of these reductions and absorptions was to reduce our actual manpower from the funded level of 4,700 to an average strength of 4,608 for the year and our civilian strength from a funded level of 761 to an average level of 700. Our total manpower, therefore, was reduced by 153 positions from the funded level in addition to the 251 position reduction which was specified in the budget.

I have dwelt at some length on this point because it is typical of our experience in recent years. Regardless of the funding for manpower in our budgets, we have invariably found it necessary to operate at an average strength somewhere below the funded level.

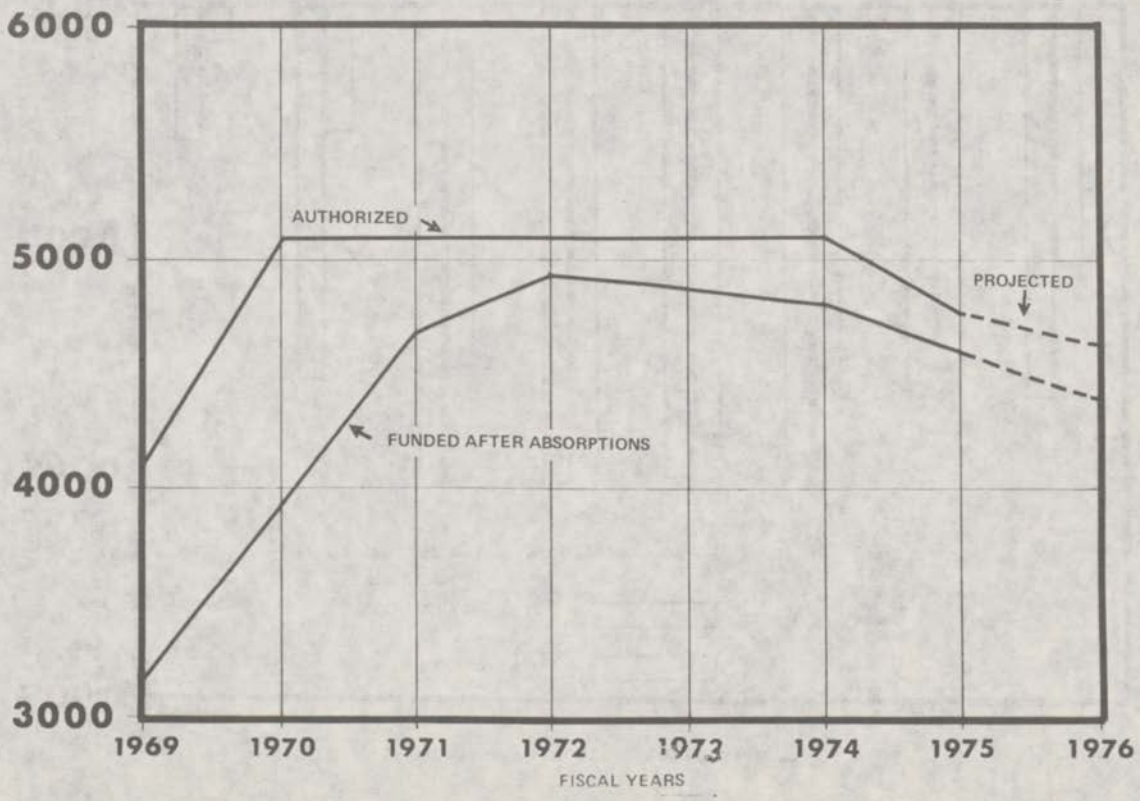
MANPOWER STRENGTHS AND LEVELS

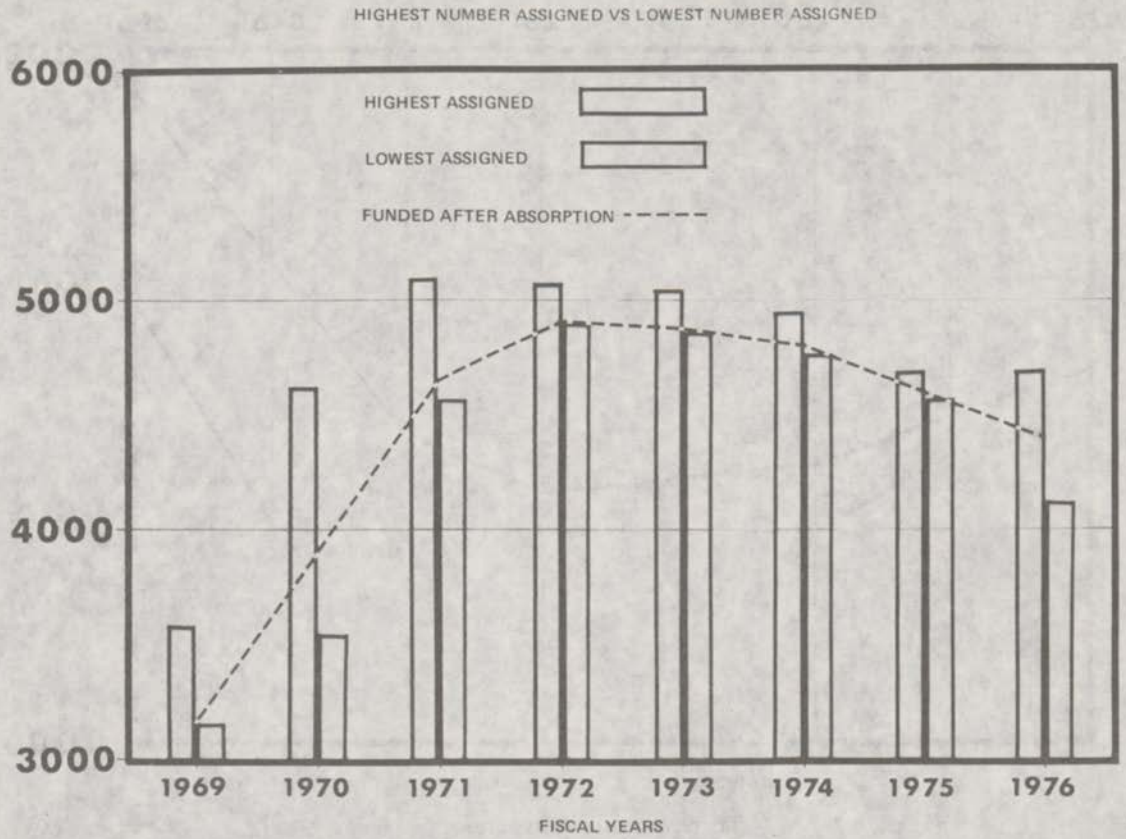
Chart 7 shows the difference between our authorized strength and the level we were able to maintain after absorptions. Chart 8 shows the level funded after absorptions compared with the highest and lowest manpower levels for each year.

[The charts follow:]

POLICE STRENGTH COMPARISON

AUTHORIZED VS FUNDED AFTER ABSORPTION




HIGHEST NUMBER ASSIGNED VS LOWEST NUMBER ASSIGNED
6000
5000
4000
3000
HIGHEST ASSIGNED
LOWEST ASSIGNED
FUNDED AFTER ABSORPTION
1969
1970
1971
1972
1973
1974
1975
1976
FISCAL YEARS

MANPOWER AUTHORIZATION

Chief CULLINANE. The problems facing us in fiscal year 1976 are even more serious in terms of the budget's impact on police manpower. In the first place, I feel that the budget as submitted is much more complicated than those submitted in the past.

First, it authorizes a manpower level of 5,635 permanent full-time positions, but the funding as currently proposed will not support a force of that size; and, second, while the budget clearly indicates increases of nearly $4.4 million, it is not nearly so obvious that base reductions have been made which more than neutralize these increases.

The computation of the actual manpower level represented by the funding available is complicated by the requirement that the reductions be made through normal attrition. Based upon the latest experience available, attrition losses would result in an end of year strength of 5,155 positions, consisting of 4,470 sworn positions, 592 civilians, and 93 cadets.

Since the reduction is projected as taking place uniformly over the entire year, it equates to an average strength of 4,586 sworn officers, 652 civilians, and 133 cadets.

It is this level which must be funded, and the amount specified in this request is not adequate for this purpose. This issue is being addressed, and the Mayor has made recommendations to the City Council to rectify the situation. There is, however, a deficit in the budget as we view it today.

It is difficult to predict with precision the number of compulsory separations which would be required to make up the deficit since the fiscal year savings from each position vacated would depend on the time when the reduction was made. Since more than a third of the fiscal year has already passed, it is safe to say the number would be substantial and the end of this fiscal year would find the police manpower at its lowest level since 1970.

UPWARD TREND IN CRIMINAL ACTIVITY

Having given some attention to the effect of the budget on the Department's resources and manpower, I would like for a moment to turn to a consideration of the workload which will face us during the remainder of this fiscal year.

As I stated earlier, there has been a nationwide increase in crime during the past year. Not 1 of the 20 cities comparable in size to Washington, D.C., failed to reflect this increase, and only 2 showed smaller increases than Washington.

We must not, however, use these comparisons to justify an unduly optimistic assessment of future workload. There is strong evidence of a continuing upward trend in criminal activity on a nationwide basis.

INCREASE IN LEVEL OF UNEMPLOYMENT

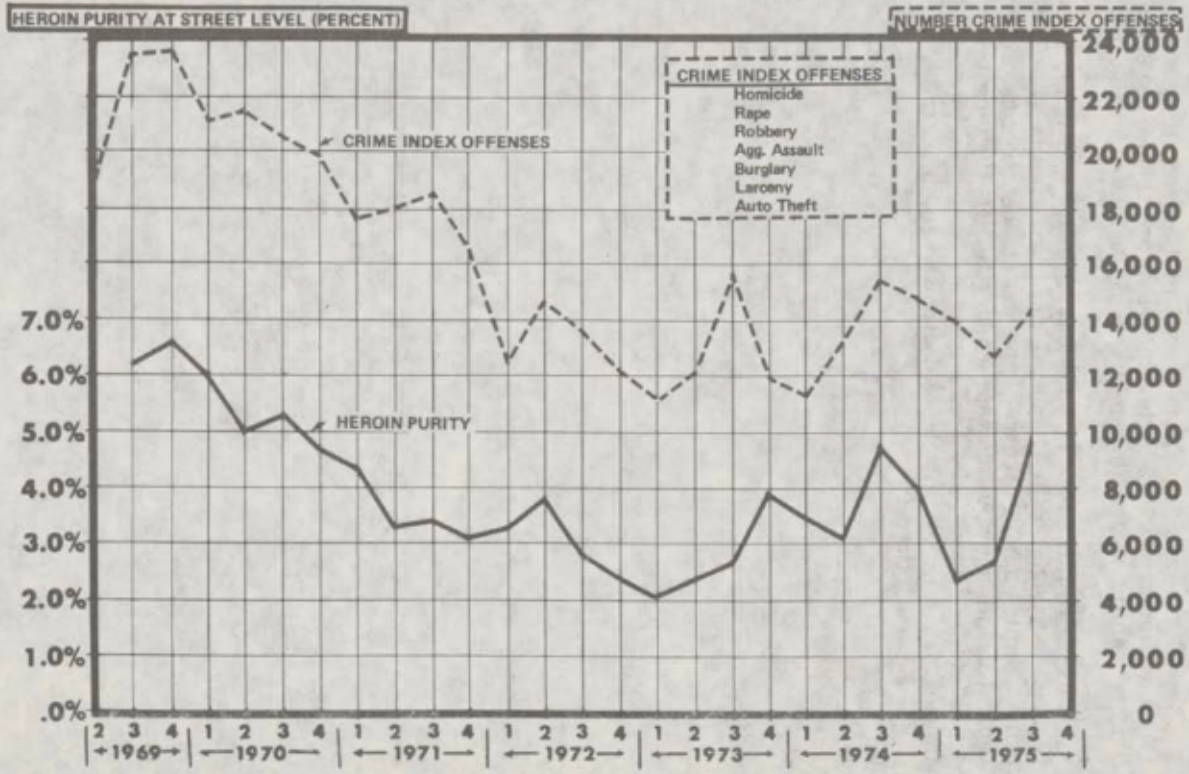
This trend has accompanied an increase in the level of unemployment, and until a substantial improvement is achieved in employment, it is probable that unemployment and the poverty which it creates will continue to provide a breeding ground for crime.

INCREASE IN HEROIN TRAFFIC

A second important factor in the upward crime trend has been an increase in heroin traffic. The close relationship between narcotic traffic and overall crime has been recognized for some time. Chart 9 shows this relationship quite clearly. The purity of heroin available on the street is a reliable indicator of the number of new addicts that can be expected.

[The chart follows:]

COMPARISON OF STREET LEVEL HEROIN PURITY AND CRIME INDEX OFFENSES.
WASHINGTON, D.C.
BY QUARTER, 1969 -1975



PURITY LEVELS OF HEROIN

Chief CULLINANE. The purity level of 4.9 percent observed during the third quarter of 1975 is the highest recorded since the end of 1970. The probabilities of addiction are directly related to the increase in purity.

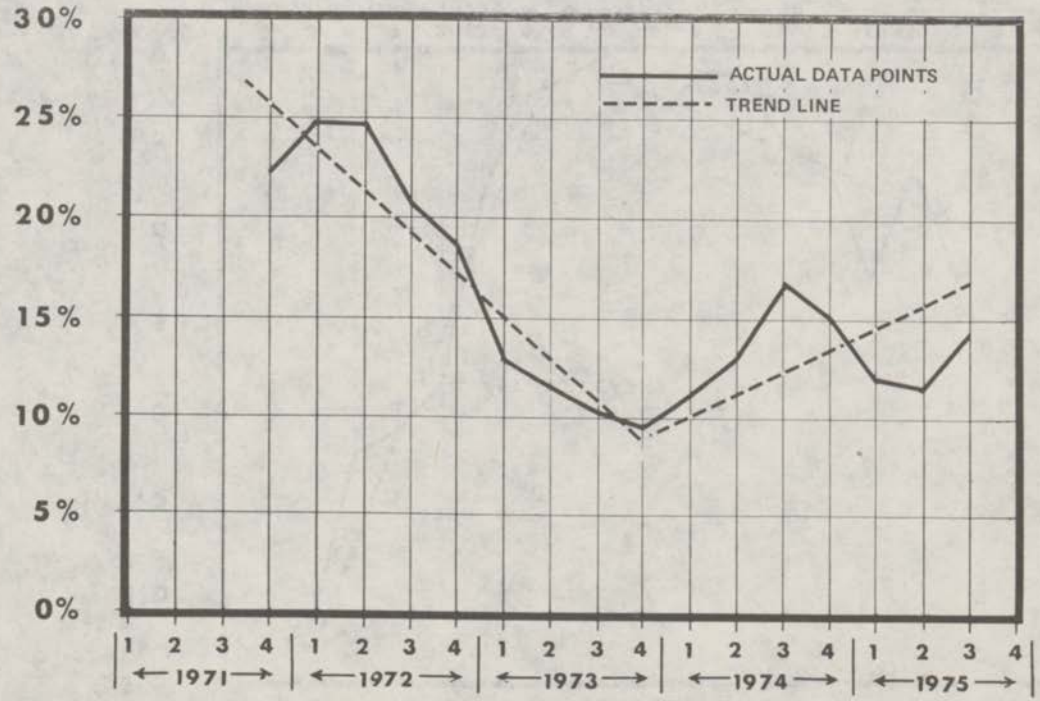
Chart 10 confirms the fact that availability and usage are on the increase as suggested by the change in purity levels. Heroin positive urine samples among arrested persons at the District of Columbia central lockup show an increase which parallels the increase in purity levels. Both of these indicators are in turn confirmed by the continued upward trend in heroin-related deaths shown on chart 11.

[The chart follows:]

59-211 O - 76 - 33

HEROIN POSITIVE URINE SPECIMENS DETECTED AMONG ARRESTEES IN D.C. CENTRAL LOCKUP BY QUARTER, 1971 - 1975

(expressed as a percent of all urine specimens tested)

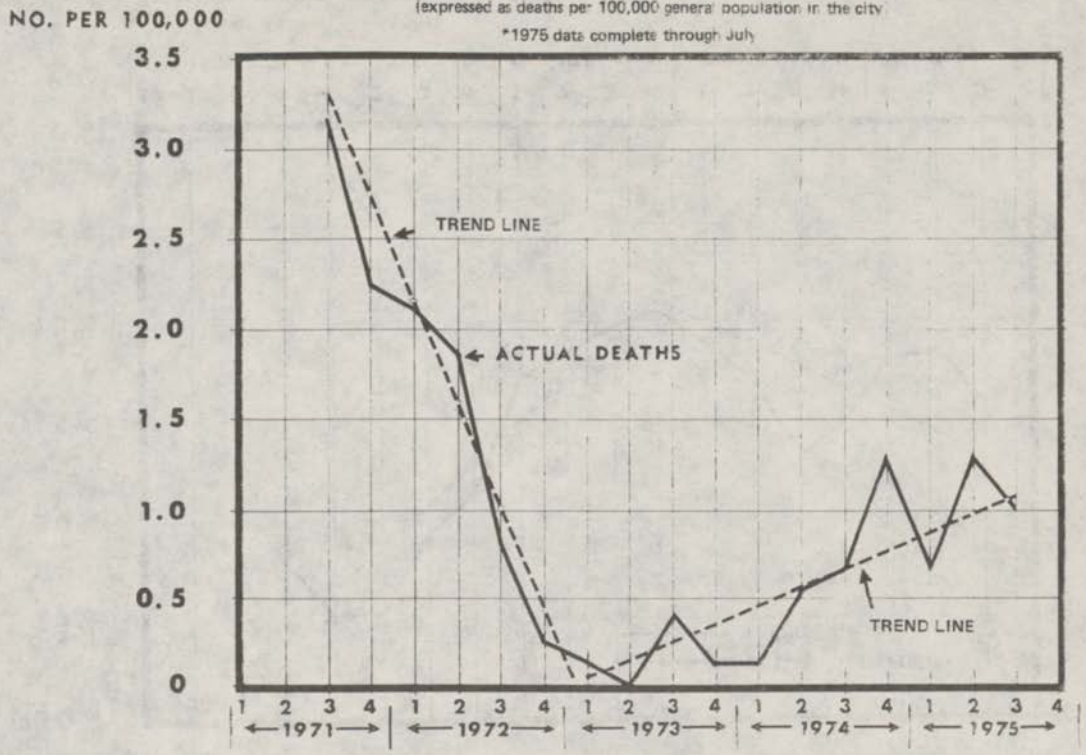



Positive urine specimens of 15% in November 1974 is the highest such level since December 1972.

HEROIN-RELATED DEATHS IN WASHINGTON, D.C. BY QUARTER

(expressed as deaths per 100,000 general population in the city

*1975 data complete through July




Heroin related deaths in November 1974 are the highest such level since August 1972.

Total drug related deaths for CY 1973 was 21. 5 of which were heroin related while total deaths for CY 1974 was 22. 18 of which were heroin related.

DEMANDS OF DEPARTMENT

Chief CULLINANE. These facts are indicative of a double demand on the Department's resources. First we must continue to devote additional efforts to the narcotic problem itself, and, second, since most addicts eventually turn to crime to support their habits, it will be necessary to apply additional resources to the suppression of those crimes—burglary, larceny, and robbery—to which drug addicts most frequently resort and which comprise a major part of the total crime picture in the District of Columbia.

BICENTENNIAL PROGRAM

There is one additional workload factor which I believe deserves some consideration in any discussion of police manpower requirements for fiscal year 1976. We have been instructed to prepare for a substantial influx of visitors in connection with the Bicentennial celebration. Prediction of the number of visitors to be expected vary widely, but all agree that the maximum will be reached during the summer of 1976 and that the number will be large enough to pose substantial problems for the Department both in crime prevention and in crowd and traffic control.

This budget provides no funds for this purpose, and the maximum workload level will occur at the end of the fiscal year when our available manpower will be at its lowest ebb.

Mr. Chairman, I have already initiated every economy measure which we have been able to devise, and I have a task force assigned to the job of determining what, if any, additional operating economies can be achieved.

But I cannot in honesty say that these measures will be adequate to cope with the deficits facing us. With 30 percent of our fiscal year 1976 budget earmarked for pensions, 5 percent for other objects, and 65 percent for personal services, it can be made only by a substantial reduction of manpower.

In view of the workload outlined above, I feel that such a reduction involves grave risks for the safety of the city and its citizens.

If crime should increase again to the levels of 1969 or 1970, the cost of regaining control will be far greater than the cost of maintaining control now.

I wish to assure this committee that I intend to make the most effective use possible of every dollar available to my department in this fiscal year and to provide the city the best police service possible with the resources at hand.

CRIME INCREASE IN 1975

Senator CHILES. Why do you think you had that big increase in 1975?

Chief CULLINANE. Actually we had it just in those two quarters. Then crime was reversed. Mr. Chairman, crime is very difficult to explain, especially variations. We now have a trend of crime reducing over previous years. We feel it has been reversed. There has been an increase in heroin traffic in the city. I am sure the economy of the country has something to do with it.

Senator CHILES. Do you think the increase in heroin traffic is driving your offenses up ?

Chief CULLINANE. There is a chart on page 509 that will show you the correlation between the incidence of heroin and the incidence of crime.

Senator CHILES. You can chart it in on that? In other words, the tighter heroin gets then the purity falls off so you are not getting as much traffic?

Chief CULLINANE. When the purity is up, this is what you get.

Senator CHILES. That is a heck of a correlation.

Chief CULLINANE. It is really impossible to point to any single factor as a cause of variations in criminal statistics since crime is a pattern of human behavior.

Several factors influence the level of crime. One of these factors is the police manpower. Mr. Chairman, if you look at chart 6 (see p. 503), it will show the relationship in the District between police manpower and criminal index offenses.

Crime has consistantly decreased as we increase manpower and crime has stepped up in relation to a reduction of manpower.

I am convinced that police manpower has been one of the most significant factors in the crime reduction which we have seen in this city over the past few years.

Chart 7 (see p. 505) shows the differences between our authorized strength and the level which we have been able to maintain after absorptions.

Mr. Chairman, I have given some consideration to all this and I would now like to turn to a consideration of the workload facing us during this fiscal year. There has been a nationwide increase in crime during the past year and not one of the 20 cities that we are comparable to in size has failed to reflect this increase.

Only two show smaller increases than Washington and one of them was only eight-tenths of 1 percent. There is strong evidence if you look at the uniform crime statistics that come out quarterly that this continuing uptrend in criminal activity is staying with us in most of our cities.

Unfortunately Washington has not experienced it in the last months. Another factor has been the increase of the heroin traffic. Those statistics I referred to show that the heroin available on the streets is an index of the level of crime that we can expect and the level of new addicts.

Mr. Chairman, I have gone through some of the problems we had last year and some of the things that we can expect next year. I would in closing like to assure you that I intend to make the most effective use possible of every dollar available to my department in this fiscal year to provide the city with the best police services that we can possibly provide.

### DECREASE IN MANPOWER THROUGH ATTRITION

Senator CHILES. Now I note that you are not talking about any increase in manpower. Are you having any decrease in manpower?

Chief CULLINANE. Mr. Chairman, we will have a decrease in our manpower which will be accomplished by attrition. The budget as

you now have it will not fund even the level after attrition. The Mayor has acted and there is every indication that the Council is going to forward to this committee a supplemental appropriation which will then fund the department minus the attrition.

In other words, we will not be in a RIF position.

Senator CHILES. With what we now have, would you be in a RIF position?

Chief CULLINANE. That is correct.

Senator CHILES. How much of a RIF position?

Chief CULLINANE. It is $1,800,000, Mr. Chairman. It was only about 150 men at the beginning of the year. We can save only a maximum of 5 months funding now. That means the number of compulsory separations will be more than double that number.

Senator CHILES. So at present you have a RIF of over 300 men unless the Mayor and the Council supplement it. Is that to add $1 million 600,000?

Chief CULLINANE. Yes. The Mayor has already acted, Mr. Chairman.

Senator CHILES. It has gone to the Council now?

Mr. COPPIE. Yes, sir. It is before the Council.

Senator CHILES. They have not acted on it now?

Mr. COPPIE. No, sir, they have not. It is anticipated they will act by February 3rd.

FUNDING FOR BICENTENNIAL CELEBRATION

Senator CHILES. How much funding are you going to receive, additional funding, for Bicentennial purposes?

Chief CULLINANE. Mr. Chairman, there is no money for the Bicentennial. The city itself has a contingency fund which we will draw on when we need it.

Senator CHILES. What kind of plans have you made or what do you see in connection with the Bicentennial, providing protection?

Chief CULLINANE. Mr. Chairman, the best estimate I can get is that 14 million visitors come to the city annually. They are now anticipating that there will be 17 million during the Bicentennial. We have a plan which starts in April——

Senator CHILES. I don't think anybody is anticipating that the usual 14 would just increase by 3 million?

Chief CULLINANE. Yes, sir. That is the best estimate. The problem is where to start counting from. You know the Board of Trade has come up with figures in other years. I think this is the first time anyone started really counting.

Senator CHILES. I know there is a vast difference between the estimates, 32 million to 17 million, but I cannot believe that there will only be 3 million more people than are annually coming to the city now.

If someone believes that, they better get a good grip on because that many from Florida will be coming. I am already getting requests in my office. There has got to be a lot more people than that.

Chief CULLINANE. Mr. Chairman, there is really no problem about the additional people coming if we have the funds to work with.

We have a tactical force consisting of 240 men. All we anticipate doing is taking those 240 men and putting them in the area that is going to be impacted by the Bicentennial, from 23d Street NW. to about Third Street NE. and from Independence Avenue to L Street.

With the Bicentennial money, what we are going to do is to then work that many men, on overtime, out in the District so we won't have to reduce the level of services to the citizens of Washington. We have a plan. We have worked for many months with the National Park Service and the Park Police.

We have a joint operation. If we get the funding that is necessary, I don't anticipate having any trouble at all during the Bicentennial.

IMPACT OF ATTRITION

Senator CHILES. What is happening to you by attrition? How many slots do you now have, and how many of them are filled? What is your present manpower situation?

Chief CULLINANE. We had an authorized strength of 5,100, but we went into this year at 4,700, and we currently have 4,572 people.

Senator CHILES. How much more attrition will there be for this year, if you don't have to RIF people?

Chief CULLINANE. We are anticipating it will average 23 a month over the year. That is sworn personnel.

PENSION PAYMENTS

Senator CHILES. I note that more than half the increase for 1976 is for police pensions and relief. An article in the Washington Post last October 26 noted the strain of the huge pension obligations on the city budget.

The article pointed out that the average police retiree in fiscal year 1975 puts in 17.9 years of service. He earned $154,107 in salary of which $10,500 was withheld as the employee contribution to the pension.

However, the average retired police officer is expected to draw pension payments of $690,149 over the remainder of their lives at a cost to the city of $679,649.

According to that article, the citys pension program is much more generous than that of other cities in the following respects:

(1) Since 1973, police and fire officers can retire after 20 years of service regardless of age. Only 5 of the Nations 29 largest cities have such an early retirement provision.

(2) The District police and fire pensioners benefit from an equalization provision that assures them increases in their pensions in proportion to raises given working officers. Few cities provide this costly feature. I dont know whether this is correct or not, but it seems like to me that the railroad ain't going to run too long if the payments are $690,000 and the person is only earning $154,000 over his 17.9 years of service. I am glad I am chairing this subcommittee now and not a few years from now.

Chief CULLINANE. There is no question that the pension is putting a strain on the city's budget. I can only respond that although the qualification clause is an old piece of legislation, the 20-year retirement

is something the Congress approved for the police officers a few short years ago.

I don't think that it is the pension plan but the way the pensions are funded that is causing the city problems. The pension fund itself, back 35 or 40 years ago, was a self-sustaining fund. I wouldn't recommend that they go back to that way. Some of the fines went to the pension and some fees for some of the licenses.

Since that time, Congress in its wisdom took that money, and from that day forward they funded the pension requirements each year. Everyone realizes that that is the worst way that you can possibly fund a pension plan.

There has been a recommendation made—I could not tell you how many years back, but I know it is as far back as 1968. At that time both police and firemen came forward with plans to make it an actuarially sound fund. That is what you are going to have to have.

Presently, even the 7 percent which you talk about which does not amount to much, even that does not go to the fund. I believe you are going to have to get a plan, the Federal Government and the District Government are going to have to contribute. It is going to take a long time, something around 20 years, but it will be actuarially sound.

PENSION OPTIONS

Senator CHILES. Is the city working on this now?

Mr. COPPIE. Mr. Chairman, yes. If I could supplement Chief Cullinane's comments by saying the city did develop a series of options, three options back in 1973 for the consideration of the Congress. They were not seriously considered in the Senate, and to my knowledge there was never any discussion in the Senate District Committee with regard to this issue.

However, it was seriously considered in the House. Specifically, it was considered in the House District Committee, Subcommittee on Finance. Congressman Rees became particularly interested in this issue.

He inspected our plans very carefully and was interested in moving a program forward. However, I think he received a letter from the U.S. Office of Management and Budget saying that they would not support Federal participation in moving the program toward a partnership arrangement.

As a consequence of that and other considerations, no action was taken. As a result of the recent publicity, we have reaffirmed our commitment to seriously consider the issue in consultation with the Federal Government.

In order to do this job, moving it toward a funded system, it must be in partnership with the Federal Government.

All the option plans that we developed would have moved it toward a reasonable funding arrangement over a period of 30 years with the city carrying a high of 85 percent of the cost under one option and a low of 73 percent under the lowest option.

So, in all the plans which are costly over the long term, the city was sharing about three-fourths of the cost. Then, in order for this job to be done, we are talking about a very substantial partnership commitment which in our judgment is absolutely necessary.

Senator CHILES. What kind of contributions are you talking about in your plans now?

Mr. COPPIE. Mr. Chairman, over the 30-year period, assuming a period of 1976 through 2005, the total requirements would be a little in excess of $5 billion.

That would be approximately $1 billion to $1.3 billion for the Federal Government and approximately $4.3 billion for the District Government.

On an annual basis in the early period, we are talking about a low figure of $38 million for the District Government as compared to a Federal cost of $26 million.

It rises over the period of 30 years in order to move it to an actuarially funded system.

Senator CHILES. What kind of contribution would the retiree himself make.

Mr. COPPIE. The retiree contribution is based on 7 percent of his salary which is what it is now.

Senator CHILES. It seems like to me that regardless of how you fund it, if someone is going to be able to take out the sum of money we are talking about now, $600,000-some-odd, and only contribute $10,000, you have just got a wrong balance.

You have got to put that retirement age off or you have got to do something. On a man only earning $154,000, you can't afford to pay him $600,000. That manpower number you are talking about would erode to zero by the year 2000.

TWO BASIC RETIREMENT ISSUES

Mr. COPPIE. As you have properly pointed out there are two basic issues. One is the benefits program and the other is funding the program. The benefit program is a commitment ultimately of public law but may be negotiated in our labor negotiations with the police and fire unions.

If we are to move to a funded system it will have to be in the partnership arrangement we have outlined here.

Senator CHILES. As some of the recipients of some of these funds are finding out, what you negotiate and what you end up getting might be two things if you bust the city. You can kill the goose that laid the golden egg. You might have the best kind of pension plan in the world but if there are no funds there, you can't get them. The way this thing has got to go over the long run, it has got to end up that way. There is no way it can survive.

LABOR NEGOTIATIONS

Mr. COPPIE. As you know and appreciate, Mr. Chairman, the problem is not unique to the District Government. It is a problem that is pervading the public sector and frankly the private sector, too. Congress last year specifically addressed the need for the private sector to face up to its responsibilities as far as retirements are concerned.

What had happened in past labor negotiations was discussion of base salary exclusively. After agreement was reached on base salary, commitments were made on retirement.

In the past, the retirement base and the employment base were small and young. Future costs frankly were not fully measured in terms of the capacity of the jurisdiction to carry the cost.

Those ghosts of earlier Christmases are now coming home to haunt Government jurisdictions. We have faced up to what we believe is this responsibility in the context of the new government, that is, the period since 1968. But in order for this problem to be properly addressed it has to be in the partnership with the Federal Government.

Senator Chiles. I don't think the Federal Government, at least those of us in Congress, are ever going to look into a partnership on the basis of benefits that you are talking about here.

You might be locked into some benefits for people that are onboard and entitled to a benefit now. If you are talking about future things, I don't know that the Federal Treasury can support it. We find this same thing happening in other jurisdictions and the question of whether you are going to have bailouts.

It seems to me that a major change is required as the only way you are going to get it funded properly. If I was recipient of one of these pensions I would want it to be actuarially sound. I would hate to be relying on this because it is not very sound.

I would be willing to sit down and talk about negotiating something out as to what those benefits are going to be to get it on a sound basis.

Is it 48 percent of your payroll now?

Chief Cullinane. Yes, sir.

Senator Chiles. That is police and firemen, 48 percent. How soon does it tip over that balance?

Mr. Coppie. By the year 2000, I believe we will be at more than 100 percent of the current payroll.

ACTUARIAL STUDY

Senator Chiles. I will make this actuarial study by the Government Actuary of the Department of the Treasury made part of the record now.

[The information follows:]

DEPARTMENT OF THE TREASURY
WASHINGTON, D.C. 20220

October 24, 1975

Dear Mr. Kane:

In response to your request of some days ago, I am sending you information regarding the status the three D.C. retirement systems: Policemen and Firemen, Teachers, and Judges.

The enclosed tables show the current status on both a dollar basis and a percentage of payroll basis. Projected costs are shown only on a percentage of active payroll basis since this measure tends to remain the same regardless of economic assumptions whereas dollar figures do not. Moreover, it is my belief that percentage of payroll figures are much more comprehensible and more meaningful than are dollar figures.

The following unfunded liability figures are furnished for the systems on the assumption that the interest rate will exceed wage and CPI increase rates by a margin of 3%. That is, approximately the same answers are obtained when static wage and CPI assumptions are used with a 3% interest rate, as are obtained by assuming a 4% dynamic wage and CPI increase rate combined with a 7% interest rate.

| System | Unfunded Liability, 9/75 (in millions) |
|---|---|
| Police and Fire | $1,068 |
| Teachers | 513 |
| Judges | 9 |
| Total | $1,590 |

It is emphasized that in a retirement system, unfunded liability figures are meaningful primarily in connection with the possible termination of the system. In an on-going government system termination is not a very important consideration.

More important than being overwhelmed by the size of the unfunded liability figures, is the necessity to consider future expected costs relative to active payroll and to realistically consider the possibility of meeting these costs.

Added to each of the two major tables is a column showing the percentage of payroll required from the D.C. Government in order to finance the system on a level percentage of payroll basis.

In the case of the Police and Fire System the crucial question is, "If it is impossible to come up with 80% of payroll instead of 48% in 1975, how is it possible to come up with 103% in 2025?" In other words, if it is impossible for a government to finance its retirement systems on a level percentage basis, it may be impossible for it to finance its systems at all. Obviously these systems are maturing at a rapid rate. The situation is something like the farmer who lifted the new born calf each morning. One morning he found that he was no longer up to it.

If I can be of further assistance to you please call.

Sincerely yours,

Cedric W. Kroll

Cedric W. Kroll
Government Actuary

## D.C. Policemen and Firemen Retirement System

This system, comprised of 6052 actives and 4732 annuitants as of 9/75 is financed on a pay-as-you-go basis. Actual status is shown for 6/72 and 9/75. Projected status is shown only as a percentage of active payroll.

| Date | Actual active and retired payrolls in millions | | Payouts and receipts as a percentage of payroll under current pay-as-you-go system | | | D.C. Government cost as a percentage of payroll under alternative level percentage method |
|---|---|---|---|---|---|---|
| | Active payroll | Annuities & refunds | Annuities & refunds | Employee contr. | D.C. Govt. cost | |
| 6/72 | $77.7 | $29.0 | 37% | 7% | 30% | -- |
| 9/75 | 91.3 | 50.2 | 55 | 7 | 48 | 80%* |
| 1980 | Projected future salaries and benefits are not shown, as they vary with economic assumptions. However, cost as a percentage of active payroll remains relatively stable. | | 59 | 7 | 52 | 80 |
| 1985 | | | 63 | 7 | 56 | 80 |
| 1990 | | | 72 | 7 | 65 | 80 |
| 2000 | | | 94 | 7 | 87 | 80 |
| 2025 & after | | | 117 | 7 | 110 | 80 |

* In 1975, level percentage financing would have required an additional $29 million from the D.C. Government (32% of payroll).

## D.C. Teachers Retirement System

This system, comprised of 8363 actives and 2450 annuitants as of 9/75 is financed on a pay-as-you-go basis except for the maintenance of a $62 million buffer fund. Actual status is shown for 6/72 and 9/75. Projected status is shown only as a percentage of active payroll.

| Date | Actual active and retired payrolls in millions | | Payouts and receipts as a percentage of payroll under current pay-as-you-go system | | | | D.C. Government cost as a percentage of payroll under alternative level percentage method |
|---|---|---|---|---|---|---|---|
| | Active payroll | Annuities & refunds | Annuities & refunds | Employee contr. | Int. on fund* | D.C. Govt. cost | |
| 6/72 | $97.2 | $16.1 | 17% | 7% | 2% | 8% | -- |
| 9/75 | 132.5 | 25.8 | 19 | 7 | 2 | 10 | 22%** |
| 1980 | Projected future salaries and benefits are not shown, as they vary with economic assumptions. However, cost as a percentage of active payroll remains relatively stable. | | 21 | 7 | 2 | 12 | 22 |
| 1985 | | | 23 | 7 | 2 | 14 | 22 |
| 1990 | | | 26 | 7 | 2 | 17 | 22 |
| 2000 | | | 33 | 7 | 2 | 24 | 22 |
| 2025 & after | | | 42 | 7 | 2 | 33 | 22 |

* Fund is maintained by law at approximately $62 million, or employee contribution equity, whichever is greater. (Employee contribution equity is estimated at 40% of payroll.)

** In 1975, level percentage financing would have required an additional $16 million from the D.C. Government (12% of payroll).

## D.C. Judges Retirement System

This system is considered in two parts (a) judges and retired judges, and (b) survivors. The judges contribute 3½% of salary toward their own annuities. About 80% of the judges contribute an additional 3% toward survivor annuities. All contributions are paid into the survivor fund from which only survivor annuities are paid. Judges' annuities are paid by direct appropriation. Financing is on a pay-as-you-go basis. Actual status of the system is shown only for 9/75. No projections are available at this time.

| Date | Actual active and retired payrolls in millions | | Payouts and receipts as a percentage of payroll under current pay-as-you-go system | | | |
|---|---|---|---|---|---|---|
| | Active payroll | Annuities | Annuities | Judges' contr. | Pmts. from fund* | D.C. Govt. cost |
| | | | Judges and retired judges | | | |
| 9/75 | $2.103 | $0.290 | 13.8% | --- | --- | 13.8% |
| | | | Survivors of judges | | | |
| 9/75 | --- | 0.098 | 4.7 | 6.5% | 1.8%** | 0.0 |

* Fund is equal to $1.229 million ($0.940 = face amount of investments, $0.289 = cash)
** In addition to interest, fund is growing by 1.8% of payroll annually.

MANPOWER PROBLEMS

Senator CHILES. Chief, those manpower problems are going to get a lot bigger unless you find some solution to this.

Chief CULLINANE. Mr. Chairman, I am acutely aware of the financial strain it is causing. Obviously we cannot continue the way we are going. But there are other considerations.

It is not at my level or the two levels below me but at the officer level which is where police officers enter and leave. When they get up in age there is no way you can keep them.

You can hold them by the retirement system but they are not going to be able to deliver the services. There are only 32 people that rise up high enough on the department that are above changing shifts. Now there are more people than that that don't change shifts but when you get into specialized assignments for short periods of time, there are only 32 officers that are at a level where no matter what they are doing, they will be working one tour of duty.

I am telling you that when you take men, when they get into their mid-forties where in most walks of life they would be able to perform outstandingly when they are at an officer level and are working shift work and outside, their performance is way down.

Senator CHILES. I can understand that. I don't know that the answer to this is going to be that you are going to be able to work them any more years. But when they leave this job they don't just draw their retirement pay. Now they go get another job. They are still employable and they are still in the sector, just as we find with the military.

The question is when you start paying that full retirement, there are many people that have to wait until they are age 62 or some age before they can start drawing retirement.

It is the mathematics of the thing. If I was one of your patrolmen now, I would want every dime that was supposed to be coming to me right now. Sooner or later, if somebody showed me the mathematics, of the thing, I'd know that there ain't no way it is going to work out the way it is presently financed.

Chief CULLINANE. I think all of them are aware, Mr. Chairman.

Senator CHILES. They must be. Every night before they go to bed they must think a little bit about it and know that it is not going to work out.

QUESTIONS SUBMITTED BY SENATOR CHILES

We have some more questions that we will submit to you for answers for the record.

Thank you, Chief.

Chief CULLINANE. Thank you, Mr. Chairman.

[The questions and answers follow:]

WORKFORCE STRENGTHS

**Q. On January 12, 1976, the Committee received a quarterly statistical report from the Chief of Police that will be inserted in the record at this point.**

**According to this report there was an authorized complement of 4,750 officer slots of which 4,551 were filled. The report also indicates that there was an average daily complement of 1,584.6 officers. Does this indicate that only one-third of the strength were working on any given day?**

In order to understand this situation better, please take the date of your report, January 12, and detail the actual number of police officers at work by police district by shift.

What information can you give us to what those officers working on January 12th were actually doing? For instance, how much time was spent writing up traffic accidents, or in court, etc?

A. The figure cited does not indicate that only one-third of the strength was working on any given day. As we attempted to indicate in a footnote to the report, this number refers to Field Operations Bureau only, and in that bureau excludes all personnel on sick or annual leave, on days off, assigned to staff or administrative functions, in training, etc. It is an attempt to indicate, in compliance with the conditions specified in the original request for this report, the average number of men assigned to *street* duty during the period.

The attached table indicates the actual activity of all sworn members of the force on January 12, 1976. As indicated on the table, there was a total of 2654 men at work on that day. This is equal to 58.3% of the total onboard strength. Another 1465 men, or 32.2% of the force, were on one of their two days off for that week. The remaining 9.5% of the force was on some form of leave or suspension. Of this number, 7.0% were on sick leave, 2.1% were an annual leave, and 0.4% were on some other type of leave or suspension.

Eighty-three of the men on duty on that date spent a total of 335 hours in court. On that date also, a total of 25 man-days were spent in response to calls involving traffic accidents.

| TOTAL | UNIT | 2400 | 0800 | 1600 | TRAIN | DET | ANNUAL | SICK | D/OFF | LWOP | SUS | ADMIN | GOI |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 4 | Office of the Chief | 4 | | | | | | | | | | | |
| 8 | Field Operations Bur | 8 | | | | | | | | | | | |
| 2 | Patrol Division | 2 | | | | | | | | | | | |
| 14 | General Counsel | | 11 | | | | | | 3 | | | | |
| 543 | First District | 57 | 118 | 96 | | 13 | 9 | 15 | 235 | | | | |
| 474 | Second District | 59 | 156 | 85 | 3 | 14 | 10 | 25 | 121 | 1 | | | |
| 471 | Third District | 58 | 115 | 57 | 2 | 15 | 15 | 18 | 190 | | | | 1 |
| 411 | Fourth District | 35 | 113 | 69 | | 13 | 8 | 10 | 162 | | | | 1 |
| 445 | Fifth District | 62 | 102 | 85 | | 10 | 5 | 12 | 164 | | 2 | 3 | |
| 329 | Sixth District | 35 | 90 | 66 | | 11 | 10 | 9 | 105 | | 1 | 1 | 1 |
| 377 | Seventh District | 50 | 86 | 77 | | 11 | 7 | 20 | 125 | | | | 1 |
| 199 | CID | 10 | 95 | 25 | | | 4 | 3 | 59 | | | | 3 |
| 69 | Youth Division | 5 | 16 | 20 | | 1 | 2 | 1 | 24 | | | | |
| 84 | Traffic Division | 3 | 32 | 15 | | | 3 | 4 | 27 | | | | |
| 261 | SOD | 7 | 61 | 26 | 1 | 7 | 6 | 2 | 151 | | | | |
| 1 | Admin Svs Bur | | 1 | | | | | | | | | | |
| 33 | Community Relations | | 30 | | 1 | | 2 | | | | | | |
| 10 | Planning & Development | | 8 | | | | 1 | 1 | | | | | |
| 6 | Police & Fire Clinic | | 3 | | | | 2 | 1 | | | | | |
| 4 | Disciplinary Review Div | | 4 | | | | | | | | | | |
| 12 | Personnel Division | | 7 | | | 4 | 1 | | | | | | |
| 174 | Administrative Duty Br | | 4 | | | | | 170 | | | | | |
| 92 | Training Division | | 55 | | 30 | 3 | | 3 | | | | 1 | |
| 2 | Technical Svs Bur | | 2 | | | | | | | | | | |
| 84 | Identification & Records | 6 | 49 | 7 | | | 2 | 3 | 17 | | | | |
| 21 | Op. Plan. & D/P | | 20 | 1 | | | | | | | | | |
| 147 | Communications Division | 11 | 53 | 30 | | | 5 | 7 | 41 | | | | |
| 22 | Property Division | 1 | 19 | | | | | | 2 | | | | |
| 2 | Inspectional Svs Bur | | 2 | | | | | | | | | | |
| 30 | IAD | | 29 | | | | | 1 | | | | | |
| 28 | Field Inspections Div | | 26 | | | | | 1 | | | | | 1 |
| 111 | Morals Division | 3 | 54 | 13 | | 2 | 3 | 6 | 28 | | 1 | | 1 |
| 32 | Intelligence Division | | 21 | 1 | 3 | | | 2 | 5 | | | | |
| 49 | U. S. Capitol Detail | | 35 | 4 | | | 1 | 3 | 6 | | | | |
| 4551 | | 416 | 1417 | 677 | 40 | 104 | 96 | 317 | 1465 | 1 | 4 | 5 | 9 |

### Predicted Lapse Rate

Q. (FA–1) According to the justification, the amount requested is insufficient to support the force authorized. The budget indicates a lapse of 3.9% overall, and according to the January 12th report 4.8% of your officer positions were vacant. Why then is the funding not adequate when your current situation is already greater than what the budget predicted?

A. The predicted lapse rate is actually 4.2% (as indicated in the last column on page FA–2). However, this rate is calculated using only the base salary requirements. It is important to remember that the 4.2% indicates the positions required to be vacant during the entire year. The vacancies included on the January 12th report include all positions which became vacant during the first six months of the year. In addition, there are several deficits in the area of personnel funding which must be absorbed. These include the following estimated amounts:

| | |
|---|---|
| 1. Terminal leave | $521,000 |
| 2. Within grade increases | 1,132,000 |
| 3. Health Insurance increases | 219,300 |
| 4. Two additional days not included in base | 700,000 |
| Total | 2,572,300 |

This sum represents the additional costs which must be absorbed in personnel services funding.

### Rush Hour Impoundment

Q. Please outline the procedures a car owner must follow to recover an impounded automobile. Can these procedures be streamlined so that the car owner does not have to go to so many offices?

A. Under current procedures the owner of a vehicle, which was impounded for a "rush hour" parking violation, must appear at the station clerk's office of the impounding unit or the unit to which the vehicle is taken. Here he is required to post collateral for the violation and to sign the Property Book to obtain the release of his vehicle.

By way of clarification, a Traffic Division officer who impounds an auto in the Fourth District would have the vehicle taken to the nearest police facility. The owner would be required to appear at that facility rather than the impounding officer's unit.

It should be noted that an examination of the impounding procedures used by the Traffic Division in the recent past found them to be less efficient than desired. It was for this reason the procedure was changed and cars parked in violation of rush hour restrictions are moved to non-rush hour streets rather than being impounded. The only exceptions to this new procedure would be: (1) vehicles with two or more outstanding warrants; (2) vehicles containing valuable property which is in plain view; (3) those cases where there is no non-rush hour parking immediately available.

The owner of a vehicle which has been impounded for outstanding warrants must appear at the Warrant Detail Office. Here the owner is provided with facsimile of the violation notices for which the warrants were issued. He must then appear at the Central Violations Bureau, 451 Indiana Avenue and post collateral on the warrants. The owner then reports to the Warrant Detail with his collateral receipt and is given a release for the auto. The owner next proceeds to the police facility to which his vehicle was taken, presents the release form, signs the Property Book and regains possession of his vehicle.

This by far the more complex procedure. However, it should be noted that the vehicle owner received notice in two forms, first, the original citation and second, the notice of intent to issue a warrant sent him by the Central Violations Bureau. The owner is therefore aware that warrants are outstanding.

Should the owner allow more than five days to pass before he attempts to regain custody of his vehicle, he must appear at the Property Division with his Warrant Detail release form. This is necessary because custody is transferred to that division after five days.

### RFK Access Road

Q. Would the work of the Police in connection with major events at RFK Stadium be assisted by a direct access road between the parking lots and the end of the Southeast Freeway at Barney Circle?

59-211 O - 76 - 34

A. Such a roadway would be beneficial in that it would relieve traffic congestion on the residential streets bordering the Stadium thus eliminating the need for restricting parking on these streets during events. Reduction of the traffic control problem would consequently reduce the number of officers required for details at the Stadium.

POLICE SUPPORT

Q. (FA–44) Please explain more fully the expeditures under the Police Support Activity. Is the $25,000 budgeted under Federal assistance the only Confidential Fund available to the MPD?

A. A more detailed breakdown of the expenditures under Police Support Activity can be found on page FA–3 under Other Operating Expenses. The Confidential Fund is shown on the line labeled "Other". A total of $200,000 is requested for this purpose in the Fiscal Year 1976 budget. Major expenditures in Police Support Activity during Fiscal Year 1975 included the following:

| | |
|---|---|
| Rental of ADP equipment | $380,000 |
| Telephone and teletype | 496,000 |
| Medical referrals | 589,500 |
| Tuition (employee training) | 228,400 |
| Vehicle fuel | 905,000 |
| Automotive repair parts | 443,200 |
| Communication equipment repair parts | 150,770 |
| Ammunition and tear gas | 164,400 |
| Purchase of vehicles | 896,400 |
| Purchase of communication equipment | 493,800 |
| Purchase of ADP equipment | 406,100 |
| Confidential fund | 150,000 |

These items account for approximately 66% of our total expenditures under Police Support Activity, the remainder is accounted for by a large number of smaller items.

COURT AWARD

Q. What is the current status of the court case that awarded $12 million to the demonstrators arrested on the Capitol grounds a few years ago? If that award sticks what is the liability of the City?

A. The Dellums v. Powell case, Civil Action Number 2271–71, in which U.S. District Court Judge Bryant issued a judgment in favor of the plaintiff on March 3, 1975, is currently under appeal in the U.S. Court of Appeals. If the judgment stands, the D.C. Government would be liable for the total amount of the award.

CIVILIAN POSITIONS

Q. A GAO report dated December 21, 1973, concluded that substantial savings in operating costs could be achieved if the Police Department used civilians to replace police officers in administrative, clerical, and technical support positions. The FY 1975 budget provided for the conversion of 100 police officers positions to civilians.

In our report on the Department's 1975 budget we urged the Department to continue its analysis to identify additional police officer positions that can be filled by civilian employees. The Mayor, in a report to us commenting on the actions taken on the GAO report, said that all 100 authorized civilian positions will be filled by the end of the year, and that further expansion of the program will be undertaken if the initial effort proves successful and provided additional civilian personnel authorizations and funding can be obtained.

Has this evaluation been completed? What was concluded? Will the District request additional civilians to replace police officer slots?

A. As of October 2, 1974, 56 of the 100 positions designated for conversion to civilians had been filled. At that time, Commissioner's Order 74–202 placed a temporary freeze on hiring by all district agencies. Subsequent mandatory absorptions and apportionment reductions severely restricted our ability to hire additional civilian personnel. We are presently operating under a new hiring freeze imposed by Mayor's Order 75–124, dated July 7, 1975. We are under orders to absorb all attrition, both uniformed and civilian, which occurs with an ultimate goal of reducing our manpower by a total of 449 positions by the end of Fiscal Year 1976. As of November 24, 1975, 67 of the positions were filled and 33 were vacant. There is little prospect of filling these positions in

the near future; and it is unrealistic to attempt to implement a logical, systematic civilianization program in the face of continued reductions in both uniformed and civilian manpower.

DEPLOYMENT OF OFFICERS

*Q.* The GAO report of December 1973, also recommended that the Department develop appropriate workload/officer assignment reporting systems to insure that the Department's Patrol Division's officer assignments correspond as closely as practicable with workloads.

The Mayor's report to the Committee on the actions taken on this GAO recommendation, said that the assignment of officers is the responsibility of the Commander of each Police District and whether or not his development pattern coincides with an arbitrary workload pattern is a matter of secondary importance.

The District's statement indicates that the District Commander considers factors other than workload more important in assigning officers—what are they?

The table included in the Mayor's statement showing deployment of officers by shift with selected workload elements indicates a close correlation between workload and number of officers assigned to the second shift (8–4). But it appears to us that the data also indicates about 85 officers should be switched from the first shift (12–8) to the last shift (4–12) when there is a higher incidence of crime. Also, the Mayor's statement does not comment on the other problem area raised by the GAO which showed that more officers should have been assigned on Fridays, Saturdays, and Sundays than on other days of the week.

(1) Therefore, should not a workload system, as suggested by GAO, be developed and used for deploying officers throughout the District?

(2) Shouldn't more officers be assigned to the last shift and on weekends when more crimes are committed?

A. When the Government Accounting Office refers to "workloads" they appear to mean the number of calls for service and number of crimes reported during a given period. It has been stressed that these factors represent the largest part of the Department's *measurable* workload, but they do not represent the *total* workload. The crime pattern in any area is an extremely complex affair affected by elements too numerous to mention. Among these elements the following are important considerations: (1) the nature of the crimes reported as well as the number; (2) the patterns of crime which are expected to develop as well as those which have already been reported; (3) the necessity of providing an adequate amount of preventive patrol; (4) the resources available at any given time; and (5) the patterns of activity observed and reported within his district. It should be emphasized that these are only a few of the factors which are considered by the District Commander in deploying his resources. In many ways, the job of a District Commander would be greatly simplified if it could be reduced to a mathematical formula involving crime, calls for service, and number of men. Such a system would be a totally reactive system, and would be less effective as a preventitive system than one which takes into account as many of the factors as possible.

If the District Commander is to be responsible for the control of crime in his area, he must be allowed some latitude in the deployment of manpower and material resource and not required to adhere rigidly to some arbitrarily derived standard.

POLICE OVERTIME

*Q.* The Committee's report on the 1975 budget, commented on the need for the Department to control expenditures for police officer overtime and the need to continue to explore ways to limit the amount of time officers must spend in court waiting to testify. On page FA–13 of your budget submission you indicate that it is the Department's objective to minimize court overtime and that much improvement in the amount of unnecessary time an officer spends away from his assignment is expected in 1976. Your budget, however, provides for the same amount of overtime in 1976 as was provided for in 1975.

Since you expect to minimize the amount of police officer overtime where is this reflected in the budget? Please provide data for the record showing the number of hours and amount paid for court overtime for the past two years and the 1976 estimate.

A. Fiscal Year 1975 actual overtime expenditures amounted to 1,848.1 (thousands), a 7.8% increase over the budgeted amount for that year. This increase is

directly attributable to a 7.5% increase in arrests in Fiscal Year 1975 over Fiscal Year 1974.

The Department's expectation to keep court overtime to a minimum is therefore reflected in its Fiscal Year 1976 overtime request in that the request is 7.2% below the actual expenditure of Fiscal Year 1975.

The data requested is not available in the format desired. Information regarding court time was only accumulated in a fashion which totaled court time hours by on-duty and off-duty categories. Since off-duty court time consists of both compensatory and paid overtime, data concerning off-duty paid time is not available. However, a procedure for capturing this information was established in February of this year and base data is therefore being accumulated.

RELATIONSHIP OF POLICE TO POPULATION

Q. The District of Columbia Police Department has the largest number of police officers per 1000 population than other major cities in the U.S. However, there are more crimes committed in the District than in many other cities that have a much lower ratio of police officers to population. The following table shows police officers and criminal offenses for the District and five other cities (crimes-FBI Crime Index Offienses: murder, rape, robbery, burglary, assault, larceny, motor vehicle theft)

| City | Police per 1,000 population 1974 | Crime per 1,000 population January 1975 to June 1975 |
|---|---|---|
| District of Columbia | [1] 6.36 | 37.02 |
| Philadelphia | 4.34 | 20.75 |
| New York | 4.02 | 34.34 |
| Chicago | 4.02 | 33.71 |
| Milwaukee | 3.12 | 24.76 |
| Pittsburgh | 3.03 | 30.99 |

[1] Metropolitan Police Department only. If U.S. Park Service and Capital Police are included the ratio would be about 8.00 per 1,000.

Can you explain why the District, with the largest police force per 1000 population, has a higher crime rate than other cities with as much as 50 percent fewer police officers per 1000 population?

A. Washington, D.C. has a number of characteristics which distinguish it from other cities. The first, of course, is its position as the nation's capital. This quite obviously creates a number of unique law enforcement problems which are not encountered to the same degree in other major cities. Probably the most important of these is tourism. It has been estimated by the Washington Area Convention and Visitors Bureau that fourteen million tourists visit the city each year. Aside from the increased traffic problem, each of these visitors is a potential victim of crime and must be protected during his stay. Another important problem for the nation's capital is its use as a focus for citizen demonstrations. This represents a periodic increase in the police workload. While the massive demonstrations of a few years ago seem to have disappeared, there is no guarantee that this is a permanent condition, and the Metropolitan Police Department must maintain its capability to deal with them. Regarding another item of increased workload, the Metropolitan Police Department provides security details and escort service for the President, Vice President, and various Heads of State and dignitaries while traveling in Washington, D.C. One additional peculiarity of the District of Columbia is that compared to other major cities, it has a relatively small area, limited by well-defined and regular boundaries. This provides the Department with an area which is fairly easy to patrol, but it also gives rise to the existence of large, heavily-populated suburban areas, and a daily influx of commuters which is estimated at 300,000. In addition to what this means in terms of traffic congestion, it should be pointed out that these commuters are also potential victims who must be protected.

The number of reported crime index offsenses in Washington, D.C. during 1974 was 72.23 per 1,000 population. This placed D.C. in 19th position among

the 26 U.S. cities with 500,000 population or more. Although the seven (7) cities with lower reported crime per capita in 1974 have less police per capita than Washington, account must be taken of the entire period from 1970 through 1974 when the additional manpower was available in Washington. Specifically, the number of reported offenses per 1,000 population in D.C. during 1970 was 109.10 which placed Washington 2nd highest among the same 26 cities. With the continued availability of additional manpower, Washington dropped to 4th highest in reported crime in 1971, to 9th in 1972, to 12th in 1973, and to 19th in 1974.

Rather than isolate a single six-month period and identify a few cities with lower crime rates during the period. It is suggested that a more reliable assessment of productivity can be made by looking at an entire range of performance that includes all periods in which the increased resources were available for application. In other words, the pertinent point of concern should be the amount of progress made in achieving the desired results with the additional resource investment for the entire period under study.

If comparisons among cities are made over the entire period in which additional police personnel were assigned in D.C., they would show that the greatest reduction in reported crime (33.9%) did in fact occur in Washington when reported crime increased an average of 7.3% in the 25 other major U.S. cities.

Another important consideration in assessing police performance in relation to crime statistics is the amount of crime which routinely goes unreported. In this regard, Law Enforcement Assistance Administation has conducted extensive victimization surveys to determine the total extent of criminal activity in major U.S. cities.

Based on results of these surveys which were taken covering the periods 1972 and 1973, Washington, D.C. was next to the lowest among 18 cities surveyed with a total of 186 crimes per 1,000 population. These surveys also discovered that only one other city had a greater percent of crime being reported to the police. This fact tends to show Washington in even better light when making comparisons among cities with regard to reported crime alone in that the true crime in all but one of the other cities is higher than the true crime in Washington, D.C.

RELATIONSHIP OF POLICE TO UNEMPLOYMENT

Q. We note that the same cities also have higher unemployment rates, and lower per capita income than the District.

| City | Unemployment rate | Per capita income |
|---|---|---|
| District of Columbia | 4.4 | $4,901 |
| Philadelphia | 5.8 | 3,678 |
| New York | 6.9 | 4,309 |
| Chicago | 4.5 | 3,984 |
| Milwaukee | 4.5 | 3,809 |
| Pittsburgh | 5.7 | 3,618 |

We often hear that there is a correlation between the crime rate and the economic condition of an area. For example, a high unemployment rate tends to lead to a higher crime rate. Can you explain why the District of Columbia with one of the lowest unemployment rates and a significantly higher per capita income has a higher crime rate than other major cities that are not *so well-off economically.*

A. It is true that there is usually a correlation between the crime rate and economic conditions in an area. It is also true that crime is basically a pattern of human behavior, and that, as such, it is influenced by a great many factors. It is therefore a mistake to make operating under a new hiring freeze imposed by Mayor's Order 75–124, dated July 7, 1975. We are under orders to absorb all attrition, both uniformed and civilian, which occurs with an ultimate goal of reducing our manpower by a total of 449 positions by the end of Fiscal Year 1976. As of November 24, 1975, 67 of the positions were filled and 33 were vacant. There is little prospect of filling these positions in the near future; and it is unrealistic to attempt to implement a logical, systematic civilianization program in the face of continued reductions in both uniformed and civilian manpower.

## Fire Department

**STATEMENT OF BURTON W. JOHNSON, FIRE CHIEF**

**ACCOMPANIED BY:**
**CHARLES J. BURGER, ASSISTANT FIRE CHIEF**
**EDWARD EBERHARD, ADMINISTRATOR**
**FRANKLIN MAPHIS, BUDGET OFFICE-ACCOUNTING**

### POLICY STATEMENT AND BUDGET SUMMARY

Senator Chiles. Next we will go to the Fire Department. I notice that the request is for $42,799,700 for 1,558 positions compared with $41,946,200 appropriated last year, an increase of $853,500 over that amount.

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

The Fire Department Fiscal 1976 Budget Request of $42,799,700 has been developed to fund the cost of operating 50 fire fighting companies and 12 ambulance units as well as maintain the current fire prevention rate of 30,000 inspections and meet an anticipated pension cost of $14,902,300. The principal policies that have governed the development of the budget are the following:

Firefighting

This funding request will support an on duty fire fighting force of from 283 to 290 men, a net decrease of 15 men from the force maintained in prior years. Staffing patterns are being studied to find the best method to implement this reduction with the least effect on fire fighting service.

The Department has also taken a long range step to reduce the cost of providing fire service. In FY 1975 and FY 1976 it has requested funds, through the Department of General Services, to remodel 10 fire stations to extend their useful life thus delaying their planned replacement.

Emergency Ambulance Service

The D. C. Government has adopted a policy to increase both the quantity and quality of emergency ambulance service available in the city. Council Regulation 72-29 provides for the regulation of all ambulance service in the city and the licensing of those who operate them. In Fiscal 1974 funds and positions were authorized to reorganize the Fire Department Emergency Ambulance Service into a separate division staffed with career General Schedule employees, and with roving supervisors on all shifts. The first group of these employees was hired in October 1974 and started manning the ambulances in December after completing training. At that time the work week for all ambulance personnel was reduced from 48 hours to 40 hours. The separate division will be organized as soon as enough civilians have been recruited to sustain a separate operation.

In Fiscal 1974 the Department also started converting its ambulances to the larger and better equipped vehicle specified by the Highway Traffic Safety Administration, and with their help 6 were purchased. In Fiscal 1975, 5 more have been purchased and in Fiscal 1976, 5 replacement and 1 vehicle for new units will be purchased to complete the conversion of the entire ambulance vehicle fleet. All of these ambulances, with added personnel and equipment, can function as mobile intensive care units.

In Fiscal 1976 positions and funds are requested to permanently increase the number of ambulance units from 10 to 12. The 2 new units will initially operate as regular ambulances to handle the large influx of visitors here for the country's bicentennial, and to handle some of the constantly increasing workload generated by the city's permanent population. After personnel have been trained in the necessary advanced skills, and legislation and communications have been provided to permit the use of those skills, the 2 units will be converted to "mobile intensive care units" that will provide specially trained crews and equipment to treat heart attacks and serious trauma cases.

Fire Prevention

The FY 1976 budget plans for the continuation of the 30 thousand fire prevention inspection level maintained by the Fire Prevention Division over the past 4 years, heavily supplemented by inspections by the Fire Fighting Division.

Automatic Data Processing

During FY 1975 the Department has established and filled the positions authorized for ADP in FY 1974. This done, programming for the fire incident reporting can now begin. The Department hopes to interface the system with the Emergency Voice Fire Alarm System that will be installed during FY 1976 under the Capital Improvement Program.

Community Relations

The Community Relations Section approved in FY 1975 will expand its Junior Fire Marshal's program to include all 5th grade students in the public schools and as many 5th graders in private and parochial schools as scheduling and time will allow. The staff is also developing a fire safety museum in the fire station which was built in 1854 at 438 Massachusetts Avenue N. W. as part of the bicentennial celebration.

Employee Health Benefits

The government contribution to employees health benefits (5 USC 8906) was increased in January 1974 from 40% to 50% of the average cost and in January 1975 it was increased to 60% of the average cost. The maximum government contribution to any particular individual plan has increased from 50% to 75%. Each January the base on which these percentages are calculated is adjusted to the average cost of the 3 most popular plans. In January 1974 the government's biweekly contribution to an individual plan was increased from $4.04 to $5.59, and the government contribution to a family plan increased from $10.17 to $13.67. Similarly, the government biweekly contributions were increased last January to $7.64 for individual plans and $18.93 for family plans, and in January 1976 a lesser increase will be caused by an adjustment of the base but not an increase in the percentage of the government contributions.

Since the firemen's employee benefits have traditionally been budgeted at a fixed amount rather than a percentage of total salary as is done with General Schedule and Wage System positions, the funding for benefits has not kept pace with the cost. In FY 1974 health benefit cost exceeded funding by $64,745. By annualizing the January 1974 increase for an additional 13 pay periods at $2,500 each, and providing the same rate of increase for 26 pay periods for the January 1975 increase, we anticipate an additional need of $97,500, therefore, a total FY 1976 increase of $162,245 is required for health benefits. This item is justified here and the increase is distributed through the programs where the cost will occur.

Conclusion

The funding requested in this budget will require some modification in the fire fighting forces, however, the Department will still provide quality fire suppression service as has been its long tradition.

The increase in the number of ambulance units is in direct response to a continuously expanding workload which will take a major surge during the bicentennial, but is also growing at an average annual rate of 7.8% from other sources. These 2 units also represent a commitment to develop mobile intensive care units to improve the quality as well as the quantity of emergency ambulance service in the city.

With these resources the Department will be able to maintain the high level of fire suppression and ambulance service the citizens of Washington expect and deserve.

Summary of 1976 Budget Estimates

APPROPRIATION: Public Safety

Office: Fire Department

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 1,544 | $36,114.3 | 1,544 | $41,946.2 | 1,558 | $42,799.7 | +14 | +$853.5 |

Analysis of 1976 Change:

| | | |
|---|---|---|
| Base adjustments: | | |
| 1. Pay raise supplemental and energy funding | ... | -227.5 |
| 2. Base reductions | -24 | -458.5 |
| Total, base adjustments | -24 | -686.0 |
| Program increases: | | |
| 1. Pay raise annualization | ... | +123.4 |
| 2. Health benefits increase | ... | +162.2 |
| 3. Pension payments | ... | +839.3 |
| 4. Retirement deduction refunds | ... | +28.0 |
| 5. Inflationary costs in purchases | ... | +279.4 |
| 6. Additional ambulance units to meet Bicentennial and other needs | +22 | +98.8 |
| 7. Additional firefighters to reduce overtime costs | +15 | ..... |
| 8. Engineer for building maintenance | +1 | +8.4 |
| Total, program increases | +38 | +1,539.5 |

BUDGET REQUEST

Chief JOHNSON. Yes, sir. I am very pleased to appear before you today. I do not have a written statement. I would like to take this opportunity to say that this request is a net change of $852,000 over last year's allotment and provides for a reduced fire fighting force as compared to prior years.

This request will provide for inflationary and mandatory increases, and 22 employees for the 2 additional ambulances. This concludes my remarks, Mr. Chairman. I appreciate this committee's interest. I will attempt to answer any questions you may have, sir.

HEIGHT OF HOOK AND LADDER TRUCKS

Senator CHILES. I note that on February 10, 1975, there was a fire at L'Enfant Plaza. Two persons were fatally overcome in that fire and this was reportedly because of the inability of the ladders to reach the 12th floor where the people were located.

Has there been any consideration to the development of one hook and ladder truck that can reach that height?

Chief JOHNSON. The state of the art being what it is, there is equipment available that will reach the 130-foot height. However, there is a tremendous cost connected with that piece of apparatus. Currently we have a figure of $325,000 from a manufacturer in California for platform vehicles that will reach approximately 150-foot heights.

That cost, Mr. Chairman, is greatly in excess of our normal cost for a single piece of apparatus.

In our critiquing of our operations we do not find a great demand for laddering of those heights.

HEIGHT OF PRESENT LADDERS

Senator CHILES. What is the highest your ladders reach?

Chief JOHNSON. One hundred feet, which equates to the eighth floor. There is some loss in the extended height of the ladder due to setback.

Senator CHILES. What is the difference in cost between a piece of equipment that will reach 100 feet and one that would reach 130 feet or do you have to go to 150 feet?

Chief JOHNSON. $200,000, sir.

Senator CHILES. Additional cost?

Chief JOHNSON. Additional cost; yes, sir.

As I indicated, sir, our experience has not reflected a severe need for a ladder of that extreme height. That is not to say there would not be a fire beyond 100 feet nor that we would never have the need for that type of apparatus.

There is some loss of time in preparing a vehicle like that for service. It would take approximately 6 to 8 minutes to position the vehicle for service, activate the outriggers and fully extend it to that required height.

With those conditions and timing, we feel we might readily get up to the individual by way of inside stairs and possibly affect the rescue with less time lost.

Senator CHILES. Your present equipment will only go to the eighth floor?

Chief JOHNSON. Yes, sir.

Senator CHILES. I am going to remember that. [Laughter.]

Chief JOHNSON. Mr. Chairman, let me make a point here. In every instance we are not able to effectively cover the eighth floor with our present equipment. There are terrain conditions that will come into play. Several buildings have been designed in the District where on one side there is a depth of some two or three floors difference due to grade elevating or a park area next to the side of a building does not allow us to position the apparatus on a proper surface to perform a rescue. The set up situation changes somewhat in those instances.

Senator CHILES. My Senate office is on the second floor. Can you reach that?

Chief JOHNSON. Yes, sir.

FIRE PREVENTION EFFORTS

Senator CHILES. What percent of the District's fire fighting budget goes for fire prevention at this time?

Chief JOHNSON. Approximately 3.2 percent of our total budget is for the Fire Prevention Division.

Senator CHILES. What percent?

Chief JOHNSON. 3.2, sir.

Senator CHILES. Do you have present plans to increase that portion? Do you think that is sufficient?

Chief JOHNSON. We have no present plans to increase it, sir. Fire prevention is the responsibility of the Department in general, that activity is supplemented throughout the department by fire fighting forces and by other activities, such as public affairs, community relations, in-service home inspections, et cetera.

In general we lean heavily on those activities to support our Fire Prevention Division in making the Community aware of and safe from fire.

FIRE PERSONNEL PENSIONS

Senator CHILES. I assume that your pension funding is about in the same shape as the police, right?

Chief JOHNSON. Yes, sir.

EFFECT OF BICENTENNIAL CELEBRATIONS

Senator CHILES. Do you anticipate or have you planned any additional activities in connection with the Bicentennial?

Chief JOHNSON. Yes, sir. We have made plans for this. We feel that with the coming visitors, there will be an increase in the demand for our ambulance service for persons injured or sick within our city.

There is a request for two additional ambulances in the budget.

Senator CHILES. How many vehicles do you have catch fire in the District a year, just cars?

Chief JOHNSON. There were 1,344 automobile fires last year.

Senator CHILES. I would just think you will have a lot more tourists in cars when you get into traffic and the engine gets hot, that sort of thing, sometimes you have vehicle fires.

Certainly there will be an increase in that.

Chief JOHNSON. We expect an increase in our fire calls and certainly our ambulance calls for the coming year.

Senator CHILES. How long have you been chief?

Chief JOHNSON. This April will be 3 years, sir.

Senator CHILES. I am glad to have you before us today. You look like you might get out of here before this pension crunch. I hope I am gone.

Chief JOHNSON. I believe I will be out before that.

## QUESTIONS SUBMITTED BY SENATOR CHILES

Senator CHILES. Thank you, Chief. I have some other questions that can be responded to in the record.

[The questions and answers follow:]

### STATISTICS ON FIRE SUPPRESSION ACTIONS

*Q.* How many fire suppression actions was the District Fire Department involved in during FY 1975? What was the average amount of property damage per fire during FY 1975? Provide the same information for each of the last 10 fiscal years.

A. The information follows:

| Fiscal year | Total alarms | Number of fires | Average loss per fire |
|---|---|---|---|
| 1975 | 35,782 | 9,559 | $762.22 |
| 1974 | 33,220 | 9,790 | 645.10 |
| 1973 | 30,804 | 9,705 | 564.19 |
| 1972 | 29,725 | 9,168 | 414.15 |
| 1971 | 32,418 | 10,403 | 807.14 |
| 1970 | 35,659 | 10,789 | 504.79 |
| 1969 | 31,188 | 10,925 | 359.21 |
| 1968 [1] | 26,256 | 10,647 | 399.68 |
| 1967 | 22,902 | 9,196 | 321.04 |
| 1966 | 19,235 | 7,994 | 336.40 |

[1] During the civil disturbance period, 10:50 p.m. Apr. 4, 1968 to 8 a.m. Apr. 7, 1968, it is estimated there were 488 fires in buildings; damage estimated at $24,000,000 not included in loss.

### PERSONNEL PER WORK STATION

*Q.* In order to support a round-the-clock fire fighting force of 290 men, the District requests 1,251 funded positions, or 4–32 positions to man each work station. Could each work station be covered with 3.5 positions? What would be the consequences of covering each work station with 3.5 positions instead of 4.3, as requested? For each of the last 10 years provide the number of funded positions provided to cover each work station.

A. Mr. Chairman, it has been this Department's experience that with a 48 hour work week and the benefits provided to employees it requires 4.32 positions to maintain a work station.

Each fire fighter works 48 hours per week 52–1/7 weeks per year for a total of 2,503 hours per year. From current analyses, this total is reduced 187 hours for sick leave, 52 hours of training, 63 hours average of light duty, military leave, court leave, physical examinations, and miscellaneous administrative absence from the work station. These reductions total 481 hours making the net hours worked at the work station 2,022 hours per position. Therefore, 4.32 positions are required for each work station during the 8,760 hours of each year.

This experience is similar to that of other cities. The International City Management Association finds that in practice it requires close to 4 positions to maintain a work station with both the 48 and 56 hour work weeks.

Therefore the Department concludes that a work station could not be maintained with 3.5 positions unless heavily supplemented with overtime. If overtime was not provided companies would have to be closed to operate within available manpower.

D.C. FIRE DEPARTMENT

FIRE FIGHTING POSITIONS AUTHORIZED FY 1966 TO FY 1975

| FISCAL YEAR | FIRE FIGHTING POSITIONS AUTHORIZED | POSITIONS REQUIRED TO STAFF AT 4.32 POSITIONS PER WORK STATION | DIFFERENCE BETWEEN AUTHORIZATION AND REQUIREMENT | FIRE FIGHTING WORK STATIONS AUTHORIZED | POSITIONS AUTHORIZED PER WORK STATION |
|---|---|---|---|---|---|
| 1966 | 1,269 | 1,326 | 57 | 307 | 4.13 |
| 1967 | 1,269 | 1,326 | 57 | 307 | 4.13 |
| 1968 | 1,270 | 1,326 | 56 | 307 | 4.13 |
| 1969 | 1,279 | 1,326 | 47 | 307 | 4.16 |
| 1970 | 1,279 | 1,326 | 47 | 307 | 4.16 |
| 1971 | 1,268 | 1,326 | 58 | 307 | 4.13 |
| 1972 | 1,263 | 1,321 | 58 | 306 | 4.13 |
| 1973 | 1,258 | 1,318 | 60 | 305 | 4.12 |
| 1974 | 1,256 | 1,318 | 62 | 305 | 4.12 |
| 1975 | 1,256 | 1,318 | 62 | 305 | 4.12 |

This Chart shows the number of positions authorized in the Fire Fighting Division, the number of work stations authorized, and the ratio between the two for the past ten (10) years. The number of positions authorized has ranged from 4.12 to 4.16 per work station. To make up the difference between the authorization and the required 4.32 the Department has not staffed up to 7 work stations and whenever personnel were not available, used overtime funds and reprogramming from other sources to meet the required manning.

OVERHEAD POSITIONS

Q. Why are over 300 "overhead" positions required to support 1,251 "working" positions? For FY 1975 and each of the last 10 years provide the number of funded positions *not* directly associated with the manning of work stations. Also provide for each year the total number of funded positions.

A. Mr. Chairman, in order to maintain 50 fire fighting companies, 3 less than were operated in FY 1975, 1,251 fire fighter personnel positions are required.

In addition, the Fire Department operates the Emergency Ambulance Service. This service incorporates 10 ambulances in service 24 hours a day. In order to maintain this level of service, 112 positions are required for mainning the 10 ambulances and administrative and supervisory control. 22 additional positions are requested to place two additional ambulances in service in FY 1976.

The Fire Prevention Division is separate from the Fire Fighting Division. 50 positions are required for fire inspectors, investigators, arson squad members, and auxiliary personnel to maintain the work load of Fire Prevention activities.

A separate Training Division composed of ten positions, is responsible for new recruit fire fighter training, in-service Fire Service Training, recruit and in-service Emergency Medical Technician training, supervisory training, etc.

The Communications Center of the Fire Department is the central hub for receiving all reports of fire and other emergencies, request for ambulances, etc. The center is fully manned 24 hours a day with alarm operators, dispatchers, and radio operators. In addition, all maintenance of the fire alarm system and communications equipment is provided by the Communications Division. 35 positions are assigned to this Divison.

One hundred eighty-nine vehicles are used by the Department to carry out its mission. This includes fire fighting pumpers, aerial ladder trucks, ambulances, rescue squads, special service vehicles, etc. These vehicles and other fire fighting equipment is maintained, serviced, and repaired at our shop. The Apparatus Division, responsible for these repairs, is assigned 35 positions to maintain the constant increasing work load.

The administrative support positions of the Department, including the Office of the Fire Chief, consists of 43 positions. This support area includes departmental management, safety, planning and research, public affairs, personnel, budget and accounting, community relations, etc.

Excluding the 1,251 "working" positions, the over 300 "overhead" positions consist of:

| | |
|---|---|
| Ambulance service | 134 |
| Fire prevention division | 50 |
| Training division | 10 |
| Communications division | 35 |
| Apparatus division | 35 |
| Office of the Fire Chief and administrative support | 307 |
| Overhead positions | 307 |
| Working positions | 1,251 |
| Total positions | 1,558 |

D.C. FIRE DEPARTMENT

| | F.Y. 1975 | F.Y. 1974 | F.Y. 1973 | F.Y. 1972 | F.Y. 1971 | F.Y. 1970 | F.Y. 1969 | F.Y. 1968 | F.Y. 1967 | F.Y. 1966 |
|---|---|---|---|---|---|---|---|---|---|---|
| Office of the Fire Chief, Administration | 45 | 41 | 32 | 32 | 27 | 32 | 25 | 25 | 25 | 25 |
| Fire Prevention Division | 50 | 54 | 54 | 47 | 51 | 55 | 52 | 49 | 46 | 42 |
| Training Division | 10 | 10 | 10 | 10 | 15 | 20 | 10 | 10 | 10 | 10 |
| Communications Division | 36 | 36 | 36 | 36 | 36 | 37 | 33 | 33 | 33 | 32 |
| Apparatus Division | 35 | 35 | 35 | 35 | 40 | 42 | 42 | 41 | 41 | 41 |
| Emergency Ambulance Service | 112 | 112 | 87 | 87 | 96 | 98 | 80 | 71 | 57 | 57 |
| Total "Overhead" Positions | 288 | 288 | 254 | 247 | 265 | 284 | 242 | 229 | 212 | 207 |
| Total Firefighting Working Positions | 1,256 | 1,256 | 1,258 | 1,263 | 1,268 | 1,279 | 1,279 | 1,270 | 1,269 | 1,269 |
| Total Authorized Positions | 1,544 | 1,544 | 1,512 | 1,510 | 1,533 | 1,563 | 1,521 | 1,499 | 1,481 | 1,476 |

ROTATING POLICY OF STATION CLOSINGS

Q. The Committee has been advised that the City has established a policy of closing three fire stations a day on a rotating basis in order to operate on the level of funds budgeted. What has been the experience to date with this rotating policy?

A. Mr. Chairman, since September of 1975, the Department has been closing three Fire Fighting companies on a rotational basis in order to operate within the level of funds budgeted.

Our experience to date, though not conclusive, is that the rotating policy is workable, though requiring increased administrative management and coordination between communications dispatching, transfers, training, and fire functions of the Fire Fighting Division.

The total average response time of fire fighting units has minutely increased but the estimated increase of fire loss is a factor still to be determined. Further, no life loss to date can be attributed to this rotational policy. A monitoring of these rotational procedures will be maintained on a day-to-day basis with a constant updating of the evaluation.

## District of Columbia Superior Court

### STATEMENT OF HON. HAROLD H. GREENE, CHIEF JUDGE ACCOMPANIED BY JOSEPH M. BURTON, CLERK OF THE COURT

PERSONNEL INCREASES

Senator Chiles. Next we have the budget estimate of the Superior Court.

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]



59-211 O - 76 - 35

Pursuant to the provisions of 11 D.C. Code § 1701(b)(4) and 1743, the District of Columbia Courts for fiscal year 1976 is submitting a budget request representing an increase over the amount appropriated for fiscal year 1975 in the amount of $2,613,100 as follows:

District of Columbia Court of Appeals $174,800

The fiscal year 1976 increase requested by the D.C. Court of Appeals is directly related to the problems created by the steadily rising caseload, which has tripled, since the enactment of the D.C. Court Reform and Criminal Procedure Act of 1970. Additional legal assistance to the judges is essential to avoid an insurmountable backlog of appeals.

In making our requests for fiscal 1976, we have been cognizant of the financial plight of the District Government and have tried to keep our budget estimate to the minimum. The major item of increase proposed is the sum of $95,232 to enable the court to retain the additional nine law clerk positions currently financed by a federal grant from the Law Enforcement Assistance Administration. These positions have provided the judges with twice the legal research capability as is authorized by D.C. Code § 11-708 which provides one law clerk for each judge and two for the chief judge. Enabling legislation introduced by Mr. Diggs amending D.C. Code § 11-708, to make these positions permanent, is now pending in the Congress.

Another federal grant has provided the court with a screening unit consisting of one attorney-advisor and secretary. This unit performs the function of earmarking, at an early stage in the process, those appeals which are susceptible to expedited treatment. By placing such cases on the summary calendar, final disposition of criminal cases has been expedited. If this system can be continued, the indications are that the interval between noting the appeal and disposition will be reduced substantially. We have recently learned that this grant will be continued until December, 1975, and that additional funds have been awarded to increase the unit by one attorney-advisor. The budget request for fiscal year 1976 would permit the court to retain the three positions upon the project's termination. In view of the essential nature of these positions which provide for an expedited flow of appellate work, we request that they be funded hereafter through regular appropriations, for a total amount of $36,211. The court also requests $9,859 to employ one additional deputy clerk for the Clerk's Office to augment the administrative function relative to the acquisition and distribution of periodicals, advance sheets, supplements to law reporters and treatises. The court also needs an increase in funds for such necessary overhead expenses as supplies, rents, communications and utilities caused by the increase in the workload and by inflation; an increase of $12,800.

The remaining $20,694 is requested for within-grade increases and retired judges' annuities.

Superior Court of the District of Columbia $1,404,700

The Superior Court is requesting this year an increase of only eighteen positions, at a total cost of $128,231. Fourteen of these positions are presently being funded by expiring LEAA grants, and only four positions would be wholly new.

A major share of the requested increase falls into the general area of general operating expenses, such as printing, postage, telephone, witness fees, building maintenance, and the like, for a total of $611,346. In every

one of these categories, the court has experienced substantial increases in recent years, partly as a result of the increased workload brought about by court reorganization, partly by inflation. Yet there has never been a corresponding increase in appropriations for these items during these years, and in some categories the court has received no funds whatsoever to pay for what are services that are vital to the court's operations. In past years, the court managed to absorb these costs through reallocations and redistributions from other categories of appropriations. However, the point has now been reached where, if the requested amounts are not appropriated for these various categories, the court may be forced to curtail essential services to the public, and it may likewise be forced to place spending controls on services which have a direct relationship to revenue-producing programs.

For example, if the appropriations necessary for printing and postage are not approved, the court may have to cease mailing out traffic summonses which are a major source of revenue to the District. Similarly, the projected deficit of $72,000 in the area of witness fees stems from the fact that the Congress last year reduced the budget base for that item by $100,000. Witnesses are entitled under law to be paid a fee of $20.00 for each day's attendance at court proceedings. Nevertheless, if the amount appropriated for this category is insufficient, the court may have no alternative but to suspend payments when the funds actually appropriated for this item are exhausted. Another specific example of the budgetary paradox in which the court finds itself is that, beginning in 1972, it was required to pay, without funding, a prorated share of the cost of telephone switching equipment, at an annual cost of $139,000. The court system is simply no longer capable of paying these assessments without funds in its budget for that expenditure. We strongly urge that the amounts requested for general operating expenses be appropriated in full.

The appropriation request of the Superior Court also includes funds for within-grade increases amounting to $327,622; reallocation of positions in accordance with D.C. Code § 11-1726 in the amount of $235,535; and health benefits and civil service retirement increases totaling $102,000.

Summary of 1976 Budget Estimates

APPROPRIATION: Public Safety

Office: Superior Court (COUNCIL AND MAYOR'S RECOMMENDATION)

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 1,034 | $17,963.3 | 1,034 | $19,174.5 | 1,014 | $19,381.8 | -20 | +$207.3 |

| Page No. | Analysis of 1976 Change: | | |
|---|---|---|---|
| | Base adjustments: | | |
| | 1. Non-recurring - pay raise supplemental .... | ... | -401.2 |
| | 2. Supplemental inflationary cost items ..... | ... | -400.0 |
| | 3. Base reductions ..... | -34 | -69.5 |
| | Total, base adjustments ..... | -34 | -870.7 |
| FC-FM-FN-43a | Program increases: | | |
| | 1. Annualization of pay raise ..... | .. | +534.4 |
| | 2. Health benefits increase ..... | ... | +83.0 |
| | 3. Witness fee increases ..... | ... | +69.2 |
| | 4. Civil Service Retirement contribution increases ..... | ... | +19.0 |
| | 5. Narcotics Diversion Project ..... | +8 | +35.5 |
| | 6. Social work paraprofessionals ..... | +6 | +18.6 |
| | 7. Space rental for decentralization of probation officers ..... | ... | +20.5 |
| | 8. Equipment for new positions ..... | ... | +2.9 |
| | 9. Inflationary costs in other objects of expenditures ..... | ... | +294.9 |
| | Total, program increases ..... | +14 | +1,078.0 |

Summary of 1976 Budget Estimates

APPROPRIATION: Public Safety

Office: Superior Court (COURTS' REQUEST)

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 1,034 | $17,963.3 | 1,034 | $19,174.5 | 1,052 | $19,778.0 | +18 | +$603.5 |

| Page No. | Analysis of 1976 Change: | | |
|---|---|---|---|
| FC-FM-FN-6 | Base adjustments: | | |
| | 1. Non-recurring pay raise supplemental ..... | ... | -401.2 |
| | 2. Supplemental inflationary cost items ..... | ... | -400.0 |
| | Total, base adjustments ..... | ... | -801.2 |
| FC-FM-FN-22) | Program increases: | | |
| | 1. Within-grades ..... | ... | +327.6 |
| | 2. Health benefit increases ..... | ... | +83.0 |
| | 3. Witness fee increases ..... | ... | +69.2 |
| | 4. Civil Service Retirement contribution increases ..... | ... | +19.0 |
| | 5. Reallocations ..... | ... | +235.5 |
| | 6. Narcotic Diversion project ..... | +8 | +38.4 |
| | 7. Social work paraprofessionals ..... | +6 | +56.0 |
| | 8. Property clerk supervisor (GS-7) ..... | +1 | +8.5 |
| | 9. Screening clerk in Civil Assignment (GS-9) | +1 | +10.2 |
| | 10. Clerk-Typist in Landlord and Tenant (GS-5) | +2 | +15.1 |
| | 11. Tuition ($1.5) and space rental for decentralization of probation ($20.4) ... | ... | +22.0 |
| | 12. Inflationary and other costs in other items of expenditures ..... | ... | +520.2 |
| | Total, program increases ..... | +18 | +1,404.7 |

PERSONAL SERVICES REQUEST JUSTIFIED

Judge GREENE. I have a prepared statement but I will submit it for the record and will summarize it.

Senator CHILES. Proceed.

Judge GREENE. We are asking for an increase of 18 in the number of positions. We are asking that 14 positions be made permanent. We are asking for four additional positions largely based on the increased workload. I should say, Mr. Chairman, as the result of attrition and not filling vacancies, we have now something like 105 vacancies in the Superior Court which is more than we can operate with with effectiveness.

I would like to reduce the vacancy rate to 80. We can probably continue to operate with some degree of speed and efficiency with these vacancies. But 105 in my opinion is too much.

As you know, the court has the right under the statute to submit its own budget irrespective of the recommendations of the Mayor and the Council.

The budget recommendation submitted by the Mayor and the Council would require us to lose an additional 100 positions or thereabouts between now and the end of the fiscal year. I do not see how we can possibly operate the court system under those circumstances with the degree of effectiveness that the public safety requires.

Our workload, over which we have no control, particularly in the criminal area, has increased by about 20 percent. This is particularly true with respect to felonies which are more complex and time-consuming cases in which most of the pleadings are filed.

This is by far the largest number of felonies this city has ever seen in the memory of man. With that kind of increase in workload, I do not see how, with a reduction in personnel, we can be expected to process those cases with the speed that the city and the citizens have a right to expect.

So I believe that we need the personnel that we have requested. We need them in order to do the job that the community expects us to do.

The only other point I would like to mention briefly, Mr. Chairman, is the so called Criminal Justice Act, which is the program that pays the fees for the attorneys who are appointed for indigents. With the support of the Mayor and the City Council the courts are requesting $1 million in excess of the close to $2 million requested last year for this program.

We have already paid out $1,758,000 in obligations incurred during that year. We expect some several thousand more vouchers to come in.

I should emphasize perhaps that the average per case pay in the Superior Court is $137 for attorney representation compared to $305 in the U.S. District Courts throughout the United States.

In the District of Columbia Court of Appeals the average per case is $290, compared to $725 per case in the U.S. Court of Appeals throughout the United States.

Even on that basis we are operating far more economically than the other courts do.

FEES AND FINES COLLECTED

Senator CHILES. Last year were your income generating fees and fines adjusted to keep pace with your inflation and court costs?

Judge GREENE. Yes, Mr. Chairman. There were a number of increases. The principal increases was an increase in traffic fines. The fines for traffic cases were adjusted substantially over the whole schedule. Although it is hard to tell. in advance. we expect that there may be an increase to the city of $3 million or more.

Senator CHILES. When did that increase go into effect?

Judge GREENE. That went into effect on January 7.

Senator CHILES. What do you take in now in fees and costs? What is the gross?

Judge GREENE. $9,905,116.

WORKLOAD ESTIMATES AND STAFFING NEEDS

Senator CHILES. In its report last year the committee said that the courts may have more people than necessary. The staffing requirements are based on workload estimates that prove to be higher than workload experience.

This year the courts are requesting 31 additional people. In responding to the committee the court provided more statistics relating to workload and stated that the work relating to Superior Court has increased over the last few years.

The Superior Court's budget documents do not show any workload or program measures. So an evaluation can be made and the court's personnel needs measured.

How did the 1975 workload estimates that you gave us last year compare with the actual workload?

Judge GREENE. I am not certain precisely what estimates we gave last year but the workload in the criminal area increased by about 20 percent. I would doubt that our estimate was that high. We had a far greater increase in workload than we expected to have, particularly in the felony indictment area. So far as measurements are concerned, there do not to our knowledge exist any nationwide personnel standards for courts.

We have had people going out to various courts to try to make comparisons of our own. It was unsuccessful because the courts in all those cities we visit are organized on a different basis than ours.

In some areas, executive personnel are counted as part of the court budget. In some areas the courts are widely scattered.

Washington, D.C. has the only trial court system in the United States that is completely unified, where one trial court handles all matters from the smallest to the largest.

The only meaningful comparison we were able to come up with was on traffic cases where we came up with rather astounding information. It seems that we have only 31 persons operating in the clerks office and so on handling traffic cases compared to 231 people in Philadelphia. In spite of that we collected far more in traffic fines than they did in Philadelphia.

The only other comparison we have been able to make was made for us by a legislative committee in California which came out with a report within the past month recommending in effect that California adopt the unified court system modeled on the Superior Court of the District of Columbia.

They pointed out as one of the reasons for making that recommendation the efficiency with which the court here operates. California has developed a system of weighted caseloads which I have really not fully understood because we have not received their—the way they arrived at that.

They have a system whereby apparently each type of case is given a certain weight. On the basis of that, they estimate how many judges would be required to take care of that caseload. On their computations, the Superior Court of the District of Columbia which has 44 judges would have been entitled to 54 court judges in 1973 with a caseload less than it is today.

This was by an impartial measurement made from California. Our workload operates at better efficiency than they would expect.

NARCOTICS DIVERSION PROJECT

Senator CHILES. In your budget you are requesting funds for eight positions at a yearly cost of $115,000 to staff a narcotics diversion project to which Federal grant funds expire in February 1976. We note that the Department of Human Resources also has a narcotics treatment program and in fact their budget request states that the increase they are requesting will insure that they have the ability to provide testing, counseling, and treatment to drug abusers under the court's jurisdiction.

Why is it neecssary for the superior court to have its own narcotics divisions? Isn't this more appropriately an executive function?

Judge GREENE. Most of the addict defendants who come to the court system are referred to the Department of Human Resources for testing and treatment. The diversion program is a special program which was instituted by an agreement between the American Bar Association, the Department of Justice, and our court to determine whether a selected group of defendants could be diverted out of the criminal justice system.

These defendants are addicts without a record of violations. They would be under the supervision of the court on a sort of pretrial probationary provision for a period of 10 months.

If they do not get into any other difficulty, they are treated and supervised on an intensive basis, much more intensive than the Department of Human Resources can do for the normal addict population. If they do not get into further difficulties in 10 months, the charges are dropped.

This is a relatively small program designed for people who remain under the jurisdiction of the court, whom the court and the prosecutor are interested in during that period. For that reason they are being supervised and treated far more intensively than the Department of Human Resources could provide.

All of the other people who come through the court who are found to be addicts are referred to the Department of Human Resources.

PARTICIPANTS IN NARCOTICS DIVERSION PROJECT

Senator CHILES. What has your experience been?

Judge GREENE. We had 140 persons coming through this program in 2 years—37 were terminated—47 successfully completed the program in 10 months and 56 are still in the program and have not completed a 10-month period.

Senator CHILES. You don't think this can be done in connection with the regular DHR program?

Judge GREENE. If the program is going to do any good, the idea would be to expand it on a wider base. That is why the American Bar Association and the Department of Justice were interested.

Senator CHILES. But the Federal Government is not going to fund it any further?

Judge GREENE. The funding under LEAA is completed but the experiment has not been completed.

Senator CHILES. How much longer will the experiment take?

Judge GREENE. I think the figure I heard was 2 additional years.

TERMS AND APPOINTMENT OF JUDGES

Senator CHILES. What is the average tenure for a superior court judge?

Judge GREENE. Judges are appointed for a term of 10 years. Since court reorganization in February 1971 the appointments are for 15 years.

Senator CHILES. What kind of review is made over that period of time?

Judge GREENE. There is a Commission on Judicial Disabilities and Tenure which does entertain complaints or matters of that sort. It has the power to remove a sitting judge.

Senator CHILES. Right now it is a one-shot appointment for 15 years?

Judge GREENE. Correct, with eligibility for reappointment.

Senator CHILES. You are eligible to be reappointed for additional years?

Judge GREENE. Yes.

Senator CHILES. Is there any age at which retirement is mandatory?

Judge GREENE. Seventy years of age.

Senator CHILES. Future appointments will be made through the Judicial Selection Commission?

Judge GREENE. Correct. The Judicial Selection Commission recommends three candidates to the President and the President then selects one of them who is appointed and confirmed by the Senate.

Senator CHILES. And the salary is now——

Judge GREENE. Salary is now $37,800.

QUESTIONS SUBMITTED BY SENATOR CHILES

Senator CHILES. Thank you, Judge. I have some other questions that can be answered in the record.

[The questions and answers follow:]

Q. Provide for the record an update of the 11 "Comparative Summary of the Business of the Court" as found on page V of the *1974 Annual Review of Operations, Superior Court of the District of Columbia.* In addition to the information found on the "Comparative Summary. . . ." referred to below, also includes revenues generated through fees, fines, etc., by each Division and each sub-organization of each Division as listed on the "Comparative Summary. . . ."

A. That information can be found in the following attachments:

D. C. SUPERIOR COURT

ATTACHMENT A

COMPARATIVE SUMMARY OF THE BUSINESS OF THE COURT

| | 1974 | 1975 | % Change 1974-1975 |
|---|---|---|---|
| **Criminal Division** | | | |
| District of Columbia Branch | 3,383 | 3,010 | -11.03% |
| United States Branch | 25,282 | 29,706 | 17.3 % |
| Traffic Branch | 65,549 | 74,905 | 14.27% |
| Total | 94,214 | 107,621 | 14.0 % |
| **Civil Division** | | | |
| Civil Actions Branch | 11,361 | 11,716 | 3.12% |
| Landlord & Tenant Branch | 116,782 | 120,608 | 3.28% |
| Small Claims Branch | 30,512 | 27,839 | -8.76% |
| Total | 158,655 | 160,163 | .95% |
| **Family Division** | | | |
| Domestic Relations Branch | 6,250 | 6,166 | -1.3% |
| Intrafamily Branch | 734 | 786 | 7.0% |
| Neglect Branch | 693 | 545 | -21.3% |
| Juvenile Branch | 7,079 | 7,212 | 1.8% |
| Total | 14,756 | 13,619 | -7.71% |
| **Tax Division** | | | |
| Civil Tax Cases | 53 | 78 | 47.17% |
| Criminal Tax Cases | 7 | 64 | 814.29% |
| Total | 60 | 142 | 136.67% |
| **Probate Division** | | | |
| New Wills | 2,240 | 2,048 | -8.57% |
| New Decedents' Estates | 2,452 | 2,430 | -.9% |
| New Minors' Estates | 158 | 177 | 12.03% |
| Total | 4,850 | 4,655 | -4.02% |

ATTACHMENT B

SUPERIOR COURT

1B. Schedule of Fees and Fines by Division for Period Ending December 31, 1975.

| | | |
|---|---|---|
| **Criminal Division** | | |
| D. C. Branch | | $ 109,508.50 |
| U. S. Branch | | 57,579.43 |
| Traffic Branch | | 8,958,368.27 |
| | Total | $9,125,456.20 |
| **Civil Division** | | |
| Civil Action Branch | | 111,827.65 |
| Landlord & Tenant Branch | | 253,236.75 |
| Small Claims Branch | | 35,707.85 |
| | Total | $ 400,772.25 |
| **Family Division** | | |
| | Total | $ 34,208.70 |
| **Tax Division** | | |
| | Total | $ 390.00 |
| **Probate Division** | | |
| | Total | $ 344,289.25 |
| | Total | $9,905,116.40 |

PROVISION OF SOCIAL SERVICES

Q. The Superior Court is also requesting six social service workers for use at the Receiving Home (FC/FM/FN–15). Your budget states that these social workers wil be used to interview juveniles brought to the Home by the Police, to determine whether the child should be detained or released to the custody of an adult.

As I understand it, the Receiving Home is operated by the Department of Human Resources which has a large staff of social wrokers at the Home. Why is it necessary for the Court also to have their own social workers at the Receiving Home? Can't DHR provide whatever social services are necessary?

A. D.C. Code §16–2311(a)(2) requires that whenever it is necessary to place a child in custody pending a court appearance the person taking the child into custody "shall with all reasonable speed . . . bring the child before the Director of Social Services." §16–2311(b) states, "When a child is brought before the Director of Social Services, the Director shall in all cases reivew the need for detention or shelter care prior to the admittance of the child to the place of detention or shelter care."

Pursuant to this statutory requirement court employees, located at the Receiving Home ceased functioning as a full scale detention facility pursuant pending court appearance. This determination is somewhat comparable to a bail determination for an adult, and is therefore clearly a court rather than an executive function. The social services personnel at the Receiving Home apply criteria established by statute and court rule to determine whether a child should be detained or released. The criteria used concentrate primarily on whether the child's presence at a subsequent court hearing can be assured without detention. In some cases, involving allegations of serious crimes, or crimes of violence, court rules prohibit release of the child prior to a court appearance.

Even if it were appropriate to turn this function over to employees of the Department of Human Resources, it is my understanding that the number of social workers at the Receiving Home has been significantly reduced since the Receiving Home ceased functioning as a full scale detention facility pursuant to my decision in the *Savoy* case. I question, therefore, whether DHR is in a position to assume this function.

The 6 personnel requested for this function are paraprofessionals rather than social workers. Paraprofessionals, funded by an LEAA grant, have been utilized to make preliminary determinations in juvenile cases for the last three years, and have been highly successful in performing this function. Using paraprofessionals in this context is a considerable saving to tax payers, since the paraprofessionals are hired at a substantially lower grade than would be true for social workers. We are requesting funds to hire five GS–5s, with one GS–7 as a supervisor, as compared with authorizations for six GS–11s which would be needed if this task were performed by probation officers.

## District of Columbia Court of Appeals

**STATEMENT OF HON. GERARD D. REILLY, CHIEF JUDGE**

**ACCOMPANIED BY:**

**ALEXANDTER T. STEVAS, CLERK OF THE COURT**

**CLAIRE M. WHITTAKER, FIRST DEPUTY CLERK OF THE COURT AND PLANNING COORDINATOR**

### STATEMENT AND BUDGET SUMMARY

Senator Chiles. Next we go to the Court of Appeals, a request of $1,620,900, a total of 69 positions, an increase over the amounts sustained last year. The prepared statement and the budget summary will be placed in the record.

[The statement and summary follow:]

STATEMENT OF GERARD D. REILLY, CHIEF JUDGE OF THE DISTRICT OF COLUMBIA COURT OF APPEALS

Columns 1 and 2 of the following table provide a summary of pages 34 and 43a of the Fiscal Year 1976 budget document before the Subcommittee. Column 3 represents an effort by the Court to reduce its budget request to the minimum needed for the Court to continue to perform its responsibilities under the law to the citizens of the District.

| | Column 1 Court's request, p.34 | Column 2 Mayor's recommendation, p.43a | Column 3 Court's revised request |
|---|---|---|---|
| Total Base Appropriation: | $ 1,446,100 | $ 1,404,600* | $ 1,446,100 |
| Increases requested: | | | |
| Personnel | | | |
| - 9 law clerks (8 mos.) | 95,232 | 47,600 (4 mos.) | 47,600 (4 mos.) |
| - Screening unit (9 & 6mos) (1 GS-14 attorney, 1 GS-13 attorney, and 1 GS-7 secretary) | 36,211 | 20,000 (4 mos.) | 20,000 (4 mos.) |
| - Library clerk | 9,859 | 4,000 (4 mos.) | 4,000 (4 mos.) |
| - Within-grades | 13,294 | --- | 13,294 |
| - Pay raise for new personnel | --- | 5,400 | --- |
| Retired Judges | 7,400 | 7,400 | 7,400 |
| Rents, communications, and utilities ($5,500, telephone needs & $2,300, office machine rental) | 7,800 | 6,400 | 7,800 |
| Travel | 1,000 | --- | 1,000 |
| Supplies | 4,000 | --- | 4,000 |
| | | Base Reductions (Non-Add) | |
| Printing | --- | - 20.600 | ---. |
| Other Contractual Services | --- | - 10,700 | --- |
| Equipment (in personnel) | --- | - 10,200 | --- |
| TOTAL: | $ 1,620,900** | $ 1,495,400** | $ 1,551,200 ** |

* This figure has been computed on a base reduction of $41,500 (See Column 2). The Court finds the base reduction by the Mayor highly unusual as the figure appearing as the "total base appropriation" in Columns 1 and 3 was the sum actually appropriated by Congress in FY 1975.

**The October 1974, pay raise annualization figure of $44,000 has been omitted. It is not part of the Court's requested increases and hence, must be added into the totals for Columns 1 and 3 if is now to be considered as an increase in FY 1976.

Of the thirteen new positions requested - twelve are currently being funded by two federal grants awarded by the Law Enforcement Assistance Administration. Nine of these are for second law clerks to our active judges. Since these law clerks were employed in November of 1974, the Court has been able to reduce the average time interval between the date of argument or submission to decision from 97 days in Calendar Year 1974, to 58 days in the past 12 months, despite an increase of 150 appeals over the prior year. As the Committee is aware, H.R. 4287 which amends D.C. Code §11-708 to authorize these additional law clerks passed the House on November 10th, and the Senate, with amendments, on December 12th. The enrolled bill was approved by the President on December 31, 1975 and is cited as Public Law 94-191.

The District government supported the Court's request for the thirteen additional positions before the subcommittee on the District of Columbia appropriations of the House of Representatives, but recommended only four months funding in FY 1976. As you will note from Column 3 of the table, the Court is willing to accept this recommendation and is reducing its request accordingly, by the sum of $69,700. Grant funds will be available to compensate the nine requested law clerks and the two positions assigned to the screening unit through February 1976. Appropriated funds will be needed thereafter, however, in order to avoid the necessity of laying off these new law clerks and screening personnel.

The Court can not acquiesce in the District's other recommendations to the subcommittee, particularly the "across the board" reduction of $41,500 in the Court's budget base for FY 1976, I refer to the reduced Adjusted Base used by the District on page 43a. This is a cut of 3% in last year's base, and would have a crippling effect if sustained. To show the disastrous effects of this recommendation, a review of the past year's spending in the affected categories may be helpful. Actual expenditures in FY 1975 for equipment, other contractual services, and printing totaled $134,200. The District recommends reducing this

total to $101,600, or $32,600 less than was needed in FY 1975. The following table shows the plight in which the Court will find itself if the "across the board" cuts recommended by the Mayor are approved.

| | Present Budget Base | Mayor's Recommendations | New Level | FY 1975 Expenditures |
|---|---|---|---|---|
| Equipment | $ 20,400 | $ - 10,200 | $ 10,200 | $ 28,700 |
| Other Services | 69,800 | - 10,700 | 59,100 | 70,160 |
| Printing | 53,000 | - 20,600 | 32,400 | 35,300* |
| TOTAL | $143,200 | $ - 41,500 | $101,600 | $134,160 |

In order to keep abreast of greater overhead costs the Court has requested an increase of $7,800 in rents, communications and utilities; $1,000 in travel, and $4,000 in supplies. Actual expenditures in 1975 disclose the dire need for additional funds requested. The FY 1975 budget for rents, communications and utilities was $19,500; but expenditures totaled $26,500; for supplies the budget was $6,500 and the expenditures $12,700. We were able to avoid a deficiency by reprogramming funds which had lapsed because of an unfilled judicial position, but this situation no longer exists. The requested increase of $1,000 in the travel budget is needed because the present budget of $1,600 is totally inadequate to permit members of the Court to participate in judicial conferences and seminars outside Washington. This need is particularly acute in view of the passage of Public Law 91-193 which established a Judicial Conference for the District of Columbia which is patterned after the judicial conferences held in each federal circuit. No appropriation increase was requested for this purpose in FY 1976.

---

* Printing expenditures for one fiscal year are not accurately reflected until the end of the first half of the next fiscal year. The cost of printing is also difficult to project. It is dependent on the number of opinions written and their length.

DISTRICT OF COLUMBIA COURT OF APPEALS
Caseload and Income Statistics

Caseload Statistics (FY1970 - FY1976)

| Caseload | FY 1970 | FY 1971 | FY 1972 | FY 1973 | FY 1974 | FY 1975 | FY** 1976 |
|---|---|---|---|---|---|---|---|
| Filings | | | | | | | |
| - Criminal | 193 | 264 | 347 | 524 | 670 | 671 | 688 |
| - Civil | 178 | 284 | 315 | 434 | 404 | 478 | 502 |
| TOTAL | 371 | 548 | 662 | 958 | 1,074 | 1,149 | 1,190 |
| Dispositions | 443 | 503 | 562 | 693 | 859 | 1,039 | 1,154 |
| Motions - Procedural | 1,122 | 1,821 | 3,197 | 4,404 | 4,730 | 5,628 | |
| - Substantive | 479 | 644 | 870 | 1,266 | 520 | 1,252 | |
| TOTAL | 1,601 | 2,465 | 4,067 | 5,481 | 5,996 | 6,880 | |

Average Time Interval from Argument to Decision (in days)

| CY 1971 | CY 1972 | CY 1973 | CY 1974 | CY Nov. 1974 - Nov. 1975 |
|---|---|---|---|---|
| 55 | 79 | 81 | 97 | 58 |

Income for FY1975-FY1976

| Income | FY 1975 | FY (5 months only) 1976 |
|---|---|---|
| Filing fees | $ 9,685 | $ 4,530 |
| Subscription | 10,420 | 430 |
| Certification | 21,945 | 10,710 |
| Other | 2,332 | 1,464 |
| Bar Motions Applications | 152,650 | 78,700 |
| Bar Exam Applications | 52,000 | 37,000 |
| TOTAL | $249,032 | $132,834 |

Projected income $300,0C

**Projected for full year by doubling actual filings for the six month period ending December 31, 1975

Summary of 1976 Budget Estimates

APPROPRIATION: Public Safety

Office: Court of Appeals (COUNCIL AND MAYOR'S RECOMMENDATIONS)

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 53 | $1,320.7 | 56 | $1,447.9 | 67 | $1,539.4 | +11 | +$91.5 |

| Page No. | Analysis of 1976 Change: | | |
|---|---|---|---|
| | Base adjustments: | | |
| | 1. base reductions | -2 | -43.3 |
| FC-FM-FN-43a | Program increases: | | |
| | 1. Annualization of pay raise | ... | +44.0 |
| | 2. Judges annuities | ... | +7.4 |
| | 3. Inflationary costs in office machine rental and telephones | ... | +6.4 |
| | 4. Additional law clerks for Judges | +9 | +47.6 |
| | 5. Screening Unit | +3 | +20.0 |
| | 6. Deputy clerk to meet workload | +1 | +4.0 |
| | 7. Pay raise for new positions | ... | +5.4 |
| | Total, program increases | +13 | +134.8 |

BUDGET REQUEST

Judge REILLY. I have submitted a prepared statement, the first page of which has a summary of the statistics. Since we had our hearing before the House Appropriations Committee, Public Law 94–191 providing the nine additional law clerks has been approved by both the House and the Senate and the President signed the bill on December 31st.

That would increase the number of authorized positions of 56 presently to 65. We are also asking funding for four additional positions, three in a screening unit. The new positions have been filled by a grant from LEAA about a year ago. The grant enabled us to reduce the average time between argument date and decisions from 98 days to 58. This was accomplished, despite an additional 180 in the number of appeals which is 20-percent increase. I might point out that 2 years ago our court was threatened with a terrific backlog, the volume of appeals having doubled in 3 years.

Before the Judicial Reorganization Act became effective in 1970 there were then only six judges on the court. The number was increased under that act from six to nine. Each judge had one law clerk except for the chief judge who had two. The Reorganization Act also provided for the appointment of three motions clerks. Since 1970 the staff has not substantially increased beyond that, until fiscal 1975 when we did get suporting staff for the three or four retired judges consisting of a secretary and two law clerks. The current request, includes the additional nine law clerks. We also need two screening attorneys a GS–7 secretary and a library clerk.

If I may refer to page 2 of my prepared statement, Senator, which lists the recommendations made by the Mayor's office, the latter did not think that the 13 new positions needed to be funded for as long as it appears. We now agree that in this current fiscal year that if those positions are funded only for a 4-month period, that will be sufficient. But next year we can't renew those grants. Coming now to some of the minor details, the Mayor's office seems to think that our 1975 base was $41,500 below what it actually was. If this figure is accepted this would mean very severe reductions with respect to printing, other contractual services, and equipment.

Senator CHILES. Is that a dispute in figures?

Judge REILLY. It occurred to me after looking at the two lists, the budget estimates for next year, that the Mayor's figure represented the total of his recommendations for fiscal year 1975 rather than the total of what the Congress actually allowed for that year.

I am sure you are familiar with the section of the code SIL1743 that provides that the court system may submit its own budget estimates to the Congress together with the Mayor's recommendation and the recommendation of the Bureau of the Budget. Frequently his recommendations are below what the courts are requesting.

During the preliminary part of the year, there was quite a bit of give and take. We submitted our request to the Mayor and got his views of what they should be. We try to adjust accordingly.

The Mayor's figures appear on page 43–A of the formal budget and ours are on page 34.

REQUEST FOR NINE LAW CLERKS

Senator CHILES. We will check into that. You have the nine law clerks now using funds from the LEAA.

Judge REILLY. They came onboard a year ago.

Senator CHILES. They have significantly affected your time?

Judge REILLY. Yes.

Senator CHILES. How about the additional two screening attorneys? Are they onboard?

Judge REILLY. Only one attorney and a secretary.

Senator CHILES. All right, sir, thank you very much.

## District of Columbia Court System

### STATEMENT OF ARNOLD MALECH, EXECUTIVE OFFICER

#### POLICY STATEMENT AND BUDGET SUMMARY

Senator Chiles. Now we will have the District of Columbia Court System, total budget request $4,453,400, a total of 72 positions compared with a $3,798,500 appropriated last year.

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

District of Columbia Court System ..... $1,033,600

Most of the requested increase ($1,000,000) relates to funding for the District of Columbia Criminal Justice Act (Public Law 93-412). The increase is attributable to three factors. First, the amount appropriated for fiscal year 1975 ($1,995,000) proved to be so inadequate that a supplemental appropriation request was submitted in order to permit the program to function to the end of the current fiscal year. Second, the number of appointments of counsel to indigent defendants has thus far risen by 17.6% over the number during the comparable period in the previous fiscal year. There has also been an increase in the proportion of the more costly felony prosecutions and appointments and a corresponding decrease in the less costly misdemeanor representations. Third, after full consideration by the Joint Committee on Judicial Administration, in consultation with the leadership of the Organized Bar in the District, it was concluded that constitutionally adequate representation by competent counsel requires that the practice of arbitrary reductions in vouchers submitted by attorneys be ended. At the present time, judges are, in effect, forced to engage in that practice in order to stay within an unrealistic budget ceiling, to the detriment of the administration of justice. The Joint Committee strongly feels that this practice must cease if defendants in the District of Columbia Courts are to receive the kind of representation to which they are entitled.

The request initially sought in the fiscal year 1975 supplemental budget for additional Criminal Justice Act funding was not pursued after the Joint Committee received assurances from the Mayor and City Council that they endorsed both a $1,000,000 increase in the program's funding for fiscal year 1976 and a proposal that the fiscal year 1976 appropriation act would contain language which would permit the Courts to utilize the $1,000,000 to the extent that the fiscal year 1975 obligations may exceed the funding appropriated in fiscal year 1975 ($1,995,000).

Action has been initiated to amend Title 47-204a of the D.C. Code so that it will be no longer the responsibility of the Executive Officer of the District of Columbia Courts (or the District of Columbia Courts, themselves) to reimburse the United States for certain costs associated with providing office space to be used by the United States Attorney and the United States Marshal for the District of Columbia. Based on the assumption that this new law will be effective as of July 1, 1975, the Courts' budget has been reduced by $350,708.

Summary of 1976 Budget Estimates

APPROPRIATION: Public Safety

Office: Court System (COUNCIL AND MAYOR'S RECOMMENDATIONS)

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 68 | $1,523.0 | 75 | $3,798.5 | 72 | $4,453.4 | -3 | +$654.9 |

Analysis of 1976 Change:

| | | |
|---|---|---|
| Base adjustments: | | |
| 1. Non-recurring - pay raise supplemental ..... | ... | -29.6 |
| 2. Deletion of payment to GSA for space maintenance in U. S. District Court ..... | ... | -350.7 |
| 3. Non-recurring - equipment ..... | ... | -5.2 |
| 4. Base reduction: ..... | -3 | -9.2 |
| Total, base adjustments ..... | -3 | -394.7 |
| Program increases: | | |
| 1. Annualization of pay raise ..... | ... | +44.2 |
| 2. Jury expenses ..... | ... | +5.4 |
| 3. Criminal Justice Act Program fees ..... | ... | +1,000.0 |
| Total, program increases ..... | ... | +1,049.6 |

Summary of 1976 Budget Estimates

APPROPRIATION: Public Safety

Office: Court System (COURTS' REQUEST)

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 68 | $1,523.0 | 75 | $3,798.5 | 75 | $4,446.6 | ... | +$648.1 |

Analysis of 1976 Change:

| | | |
|---|---|---|
| Base adjustments: | | |
| 1. Non-recurring - pay raise supplemental | ... | -29.6 |
| 2. Deletion of payment to GSA for space maintenance in U. S. District Court | ... | -350.7 |
| 3. Non-recurring - equipment | ... | -5.2 |
| Total, base adjustments | ... | -385.5 |
| Program increases: | | |
| 1. Within-grades | ... | +25.0 |
| 2. Jury expenses | ... | +5.4 |
| 3. Criminal Justice Act fee increases | ... | +1,000.0 |
| 4. Inflationary increases in supplies and materials | ... | +3.2 |
| Total, program increases | ... | +1,033.6 |

BUDGET REQUEST

Mr. MALECH. I have submitted a prepared statement to the subcommittee and it includes the reasons for the increase. Chief Judge Greene, who testified earlier, alluded to the principal reason for the increase in the District of Columbia court system budget—$1 million for a Criminal Justice Act appropriation.

The remainder of the increase is very minor. One is a statutory increase for jurors, and jury fees for the expenses of selecting jurors; that item is $5,400. There is a small item of $3,200 principally to take care of certain kinds of supplies and materials, principally tapes that are used in those courtrooms where the verbatim transcripts are put on tape, rather than before a live reporter.

The sum total, however, is different from what the apparent total is, because in this budget there is reflected a net decrease in the budget base that is occasioned by one of the legislative programs of the District of Columbia of eliminating from the statute a provision of law that requires reimbursement to the United States for the operation and maintenance of the U.S. District Courthouse on behalf of the U.S. marshal and the U.S. attorney for the District of Columbia.

COMPENSATION FOR COURT-APPOINTED COUNSEL

Sentator CHILES. I note that your budget justification material indicates a "constitutionally adequate representation by competent counsel requires that the practice of arbitrary reduction of vouchers submitted by attorneys be ended."

What procedures and guidelines are going to be used in the future to review vouchers submitted by attorneys? How does their rate of pay compare with rate of pay for other attorneys who also represent indigent people?

Mr. MALECH. We have a Criminal Justice Act subcommittee that is still working out that problem. Recently, the total limitation of annual earnings was increased from $18,000 to $27,000 for attorneys representing indigent defendants in criminal cases in an effort to retain attorneys to do this kind of work.

Apparently, a figure of $18,000 was too low to retain lawyers to do this as their principal activity. But there is a committee working on this.

Senator CHILES. They are entitled to a practice on the side?

Mr. MALECH. Yes. They are entitled to practice on the side, but I think that those attorneys who represent principally indigents in criminal cases, do very little else. Some of them do occasionally practice on the side, but that would diminish the amount of time they had available and those attorneys might not reach the limitations that are prescribed.

There has been over the past several years, in order to stay within the budget limitations, a conscious effort on the part of the reviewing judge to cut the cost or the fee of the attorneys representing indigent defendants below the vouchers, very substantially so.

This $1 million appropriation—as indicated in earlier testimony, I believe by Chief Judge Greene or by Chief Judge Reilly—was agreed to by the Mayor and by the City Council as a solution in the future

where the voucher cuts might not be made, at least to the extent they are being made now.

Senator CHILES. Is there a set fee per case or something, and the judges were cutting that?

Mr. MALECH. There is a set hourly rate. The hourly rate that is prescribed by statute and is the same as the Federal Criminal Justice Act representation, that is, $20 an hour for out-of-court time and $30 an hour for in-court time. Those figures were being adjusted by the judges. If I might speculate on how they were being adjusted, it depends to some extent on the judge's background when it came to do the cutting.

Those judges who have been in private practice cut less than those who have not.

Senator CHILES. There is some proposal now that they would end that cutting if they get $1 million?

Mr. MALECH. No. The proposal is that the cutting would be less. The payment would be closer to the voucher. I think that there would still not be sufficient money to compensate the attorneys without doing some cutting. At the time these budget figures were submitted, the dramatic increase in the number of indictments was not even projected by anybody in the District Government.

With respect to the earnings of the Public Defender Service, I really don't know how they are paid, but I do not think they are paid on a per case basis or that they are limited to a certain figure per year but rather that the attorneys for the Public Defender Service get an annual salary and may make somewhere along the line—I see the representatives of the Public Defender's Service here and you might ask that question of them.

I am not prepared to answer that question. I don't know.

SYSTEM FOR APPOINTMENT OF COUNSEL

Senator CHILES. What factors would you say account for this 17.6 percent increase in the appointments of counsel defendants and to what extent is that appoint rate subject to administrative control?

Mr. MALECH. At the time those 17.6 percent figures were submitted in the justification they were based on statistics furnished to the courts by the Public Defender Service for the period ending December 1974.

Actual experience has indicated since that time that the rate of criminal filings has increased even more dramatically than that. The increase is related to increases in the number of filings. It is as simple as that. There are more criminal cases.

DETERMINATION OF COURT APPOINTED ATTORNEY VERSUS A PUBLIC DEFENDER

Senator CHILES. Who determines whether there is going to be a court appointed attorney and whether there will be a public defender?

Mr. MALECH. The Public Defender Service is by statute limited to not more than 60 percent of the cases. The Public Defender Service has another limitation. The limitation is a practical one. It is limited to a lower percentage of the cases by its budget.

I think that the representation by the Public Defender Service hovers between 20 and 25 percent. I say that subject to correction, by the Director and the Deputy Director of the Public Defender Service about the number of cases.

Those cases which the public defender takes are not available for assignment by private counsel. The remainder of the cases are actually assigned by a judge.

There is a procedure for case assignment. A particular judge in a particular court will make the assignments based on the attorneys who are present and available and indicate their willingness to accept cases on a particular day.

Senator CHILES. In both instances, you have to be dealing with an indigent defendant?

Mr. MALECH. The whole Criminal Justice Act program is one that relates to indigents. It is a constitutionally mandated program to provide counsel to those who cannot afford it.

RATIONALE FOR CJA PROGRAM AND PUBLIC DEFENDER SERVICE

Senator CHILES. I am trying to determine why you have two indigent counsel programs.

Mr. MALECH. You mean the Public Defender Service and Criminal Justice Act?

Senator CHILES. Yes.

Mr. MALECH. I can't give you the rationale. I can only tell you that the Court Reorganization Act limits the percentage that can be handled by the Public Defender Service to a certain amount. It could conceivably be that the rationale is that in certain kinds of cases—for example multiple defendant cases, it becomes necessary to have different counsel representing the different defendants and there might be some kind of professional conflict if the Public Defender Service were to represent all defendants in a multidefendant case.

There might be some rationale along that line. If I may, Mr. Chairman, I would like to offer a partial explanation of why there are two different programs.

Prior to the effective date of the Court Reorganization Act 5 years ago and going back even earlier than that, when the constitutional mandate became effective throughout the land for representation of indigents in criminal cases, the District of Columbia's representation was being paid for from appropriations made to the administrative office of the U.S. courts.

That continued on until the hue and cry went up in the judicial conference of the United States to get the District out of that pot, so to speak. A couple of years ago I guess, almost over the cries of budget officials in the District of Columbia government, it became necessary for the District to pick up the funding that heretofore had come out of another pot.

I guess that is the historical origin.

Senator CHILES. I can see why we did it. Mr. Coppie, can you explain to me the rationale now of why we should have two services?

Mr. COPPIE. Yes. I think I can speak to it generally and I think Mr. Hickey can supplement it specifically. It is my understanding, Mr.

Chairman, that it is one of the attorney availability. The Public Defender Service simply could not carry the full case load that is involved as a result of their inability to retain enough full time competent attorneys and do this job.

Senator CHILES. Wasn't that based on limitations of dollars? You have got two pots and I don't care which way you go but if you put all that money into one pot, it would look like to me you would end up with a whole lot or at least a little more because you are not operating two programs.

Mr. COPPIE. I think it is in part a dollar question but I think it is primarily availability. A large number of attorneys are going into private practice rather than into public practice.

Senator CHILES. Public defenders are not allowed to practice on the side?

Mr. COPPIE. They are full-time attorneys making a full-time salary and that salary cannot be suplemented from private industry. In order to properly implement the Supreme Court *Gideon* decision, the Public Defender Service must be supplemented from the private market.

It is done in the process that we have talked about.

Senator CHILES. Well, you have got an awfully lot of States that have a Public Defenders Service that are complying with the *Gideon* decision without having dual services.

Thank you, sir.

## PUBLIC DEFENDER SERVICE

**STATEMENT OF J. PATRICK HICKEY, DIRECTOR**

**ACCOMPANIED BY:**
**DONALD WHEELER JONES, DEPUTY DIRECTOR**
**MS. CANDACE HARRINGTON, EXECUTIVE ASSISTANT**

### BUDGET REQUEST

Senator CHILES. Next is the Public Defender Service, $1,882,400, and 91 positions, an increase of 4 over the present number. Patrick Hickey is the Director.

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

The Public Defender Service (PDS) was established by the Court Reform and Criminal Procedure Act of 1970. See 2 D.C. Code § 2201-2208. The Service is governed by a seven-member uncompensated Board of Trustees, which is responsible for the agency's general policies Members of the Board of Trustees, all of whom belong to the District of Columbia Bar, are appointed for three-year terms by the Mayor and the Chief Judges of the four courts in the District of Columbia.

The Public Defender Service's primary purpose is to represent those unable to afford counsel in criminal, juvenile and mental health commitment cases at both the trial and appellate levels. Since court reorganization, PDS attorneys practice almost exclusively in Superior Court and the District of Columbia Court of Appeals, although some legal services also are provided in United States District Court. Juvenile delinquency and in need of supervision cases are defended in the Superior Court's Family Division. Civil commitment patients are represented before the Mental Health Commission of the District of Columbia, and the cases of these persons may be reviewed in the Superior Court.

The Public Defender Service statute authorizes the agency to represent up to 60 percent of the persons in the city who are unable to afford their own lawyer in the foregoing types of cases. Currently, however, the Service represents about one-fifth of the persons eligible for appointed lawyers, due to limitations of its attorney staff size. The balance of the cases are represented by private lawyers who are appointed and paid pursuant to the Criminal Justice Act in the federal courts and the District of Columbia Criminal Justice Act in the Superior Court and the D.C. Court of Appeals. See 18 U.S.C. § 3006A and 11 D.C. Code §§ 2601-2609.

The current budget request includes six months' funding for two additional attorney positions and two secretaries. Given the increasing caseload of the local courts, and the Service's heavy involvement in appellate matters (at the direction of the court), this small increase will at best only enable PDS to maintain its present share of the cases requiring appointed counsel, and will not lead to any increase towards the statutory maximum of 60 percent of the appointed cases in this jurisdiction.

## Exemplary Project Award

In February, 1974, the Public Defender Service was designated an "exemplary project" by the Department of Justice's Law Enforcement Assistance Administration (LEAA), and it remains the only defender program in the country to have been so honored. According to LEAA, criteria for selection include "significant improvement in the quality of justice, cost effectiveness, adaptability to other jurisdictions, and the willingness of the project staff to share information with other communities."

In order to publicize the operation of the Public Defender Service for the benefit of other cities, LEAA has prepared two manuals for national circulation, one which describes the operation of the agency

and another pertaining to the Service's training program. A brochure of LEAA announcing the availability of these publications states that the agency's "outstanding features include:

1. Limited workload standards as the keystone to quality services;

2. Individualized and continuous client representation;

3. A comprehensive training program which continually keeps staff abreast of developments in law and service delivery;

4. An effective management and administration which operates the PDS as a large law firm;

5. A commitment to the involvement of the private bar in criminal representation;

6. Utlization of supportive, non-legal services for client rehabilitation;

7. Service to the legal profession and the justice system through practice institutes and law reform."

In announcing the exemplary project award Charles R. Work, Deputy Administrator of LEAA, summarized his agency's view of the Service:

> "The D.C. Public Defender Service has successfully overcome the traditional barriers faced by public defender services--high caseloads and poorly paid, often inadequately trained attorneys."

In April, 1975, a joint committee appointed by the Judicial Conference of the District of Columbia Circuit and the District of Columbia Bar (Unified) reported that "PDS is basically a sound and well-managed agency and the quality of the representation it provides is uniformly high." The Committee recommendations included one for enlargement of the PDS staff, urging that "A greater number of defendants should be entitled to the kind of quality representation that the agency has proven itself capable of providing." The small increase reflected in the current request is a step toward achievement of that goal.

Summary of 1976 Budget Estimates

APPROPRIATION: Public Safety

Office: Public Defender Service

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 109 | $1,842.3 | 87 | $1,858.3 | 91 | $1,882.4 | +4 | +$24.1 |

Analysis of 1976 Change:

| | | |
|---|---|---|
| Base adjustments: | | |
| 1. Non-recurring - pay raise supplemental ..... | ... | -51.1 |
| 2. Base reductions ..... | ... | -26.9 |
| Total, base adjustments ..... | ... | -78.0 |
| Program increases: | | |
| 1. Annualization of pay raise ..... | ... | +56.5 |
| 2. Health benefit increases ..... | ... | +5.3 |
| 3. Inflationary costs in transcripts ..... | ... | +12.1 |
| 4. Additional attorneys and staff to meet workload ..... | +4 | +28.2 |
| Total, program increases ..... | +4 | +102.1 |

DUAL PROGRAM FOR REPRESENTATION OF INDIGENT

Mr. HICKEY. I do not have a prepared statement for the committee. I thought in light of discussion that just occurred with Mr. Malech it might be helpful if I address myself to the issue you were raising.

What we have in the District of Columbia where both full-time salaried public defenders and private attorneys compensated under the Criminal Justice Act provide representation, is a mixed system that is not wholly public defenders or wholly private, but a combination.

That is a system that has been recommended by many groups over the last 20 years. I can think of Attorney General Robert Kennedy's Committee on the Administration of Federal Criminal Justice, and it is the system that exists in the Federal courts throughout this country.

Although there can be public defenders, there must still be representation by private attorneys. It has proven to be the experience that the administration of criminal justice suffers when the private bar becomes completely uninvolved with it.

Unless there are members of the bar who participate in it, who are leaders in movement for reform, then the system as a whole does not work out as well. On the other hand as criminal law becomes increasingly more complex and more specialized there is felt to be a need for full-time professional salaried public defenders.

In fact the way it works out in the District of Columbia is that our attorneys are appointed by the judges, by and large, to the most serious charges because of the substantial penalties that are involved. So the concept is really not one of urging that all defense services be rendered either by a defender office or by a private counsel but rather that some blend and combination of those is what is most desirable.

I don't think that there has ever been a difficulty in our office in attracting qualified applicants. The size of our office is such that we are not able as Mr. Coppie indicated, to provide representation to a large number of indigent defendants.

Even if there were not a funding question involved, it would still be desirable to maintain that mix that the Congress has established.

QUALITY OF REPRESENTATION

Senator CHILES. Well, that is a good explanation. It may be a very reasonable one but it leaves me with two questions. One is, would I, as an indigent defendant, expect the quality of service to be reasonably the same so that I know I am going to be getting equality of service, or does it depend on whether I get picked up by the court appointed attorney or the public defender?

Is there some kind of comparable cost? Sometimes your druthers are driven the other way, depending on what the cost factors are, especially when you are talking about taxpayers' money.

Mr. HICKEY. I appreciate that. First of all, you have very appropriately linked the cost factor with the quality factor. No one contends, although it could be done more cheaply, that we should run our public hospitals without laboratory facilities because it is recognized that you have to have laboratories so you can do tests.

I think that there have been some questions raised over the last several years about the quality of service provided by court-appointed counsel. There was a report in April 1975 by a Joint Committee of the

Unified Bar and the Judicial Conference of the District of Columbia Circuit, which also raised questions about the quality of services being rendered.

I am proud to say that the Public Defender Service has been recognized by the Law Enforcement Assistance Administration as an exemplary defender office. They have suggested that other jurisdictions contemplating establishing defender offices model their structure on ours. We are the only defender office in the country to receive that recognition.

In terms of cost, it is a difficult question to answer for these reasons. First of all, you have heard reference to voucher cutting which has been an accepted fact of life for private attorneys. That means that there are not accurate cost figures as to what should have been paid had the vouchers not been cut.

Second, the question about the quality of service rendered, there is no cost data on what quality services would cost were they furnished by private attorneys. Finally, because of our caseload, which is the most serious felonies, it becomes difficult to compare cost per case for our office because it simply takes more attorney manpower as I am sure the Senator recognizes to handle a first degree murder case than it does to handle a shoplifting case.

As a result, there is no date to make those comparisons on. I think that our office operates efficiently and effectively. I can tell you that our attorneys are very hard working and diligent. I don't think anyone can relate that to a dollar amount.

ALLOCATION OF RESOURCES TO THE TWO PROGRAMS

Senator CHILES. Assuming that it is desirable to have the two forms, how do we or the City Council know that we have the right mix?

Mr. HICKEY. The mix that has been established thus for by Congress puts a maximum on our representation, not to exceed 60 percent.

Senator CHILES. But you are only doing 20 percent.

Mr. HICKEY. That is correct. The recommendations of various bodies have been that our share of caseload should be expanded. In fact, because the court's caseload has grown so rapidly as was just indicated, our share is decreasing because our staff size has stayed the same.

Two year ago it was reduced. Although we are handling about the same number of cases, our share of the pie of the total number of cases that require appointed counsel is going down.

Senator CHILES. Why, Mr. Coppie?

Mr. COPPIE. Well, I think that the more fundamental question is whether we are meeting the requirements of indigents in terms of services, and in our judgment we are through the process of public defender and through the——

Senator CHILES. Well, how does the city determine that this is the right mix? How does the Council and the Mayor determine that this is the right mix and especially if you have a mix in which the public defender is percentagewise going down as the number of cases goes up and the budget remains exactly the same?

Does the Mayor do any comparison as to how much it costs for the public defender to defend a case as opposed to what it costs for the court-appointed attorney?

Mr. COPPIE. I think the increase in indictments that has been spoken to here this afternoon is a recent phenomenon and has not been looked at in the context of appointed atorneys. On the other hand, I think that the autonomy of the court system in the historical aspect of the amount provided for the court-appointed attorneys other than public defender attorneys is one that has influenced this process.

We have been motivated to provide the $2.9 million in 1976, the request, based on the experience of the court system both current and retroactive to when it was under the U.S. court administrator.

On the other hand, I think in light of what has been said here this afternoon and in the context of the increased indictments, it should be reexamined.

ADDITIONAL FUNDS FOR COURT-APPOINTED ATTORNEYS

Senator CHILES. Are you giving additional money to the court-appointed attorneys?

Mr. COPPIE. Yes, sir, we are.

Senator CHILES. You had to have some facts and figures there.

Mr. COPPIE. It was the request of the courts based on the experience of court-appointed attorneys other than public defenders. But let me say, Mr. Chairman, ideally the process is one where the public defender and the court system should reach agreement. We cannot force that agreement because of the separation of the court system that is based on the separation of powers.

We have not been able to reach that kind of an understanding with public defenders and with the courts so they can come together and reach a decision on definition and responsibility and defense of cost. It would be well if the strong charge went out that they should reach agreement with regard to a rational and appropriate division of responsibility that could influence the process that we are in.

Senator CHILES. Well, I think that should be done. I am not satisfied that there is any rational base that the decision is being made on now. I think it is drifting. While there might be a meritorious argument for the two systems, if you can't reach agreement, the simple way would be to have one system.

Congress could drive that decision if we could not find some way of reaching agreement. Congress could say then not only that you have not more than 60, but you have not less than something.

It would seem to me there should be some basis. You ought to be able to get together with the courts and come up with something more rational. I am sorry Judge Greene has left. I would like to discuss that with him. Thank you.

## District of Columbia Bail Agency

### STATEMENT OF BRUCE D. BEAUDIN, ESQ., DIRECTOR

### ACCOMPANIED BY JOHN A. CARVER, ESQ., DEPUTY DIRECTOR

#### BUDGET REQUEST

Senator Chiles. The Bail Agency with $782,100 and 59 positions compared with $762,500 and 76 positions is next.

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

AGENCY POLICY STATEMENT - Factors Influencing Budget Year Request.

The District of Columbia Bail Agency is a fact finding Agency designed to assist the judicial officers of the District of Columbia with the investigation, determination, and supervision of pretrial release conditions. This function is extended to the Metropolitan Police Department for utilization among arrestees who qualify for release under the Metropolitan Police Department Citation Program. Thus, investigation, supervision, and report writing are the main statutory functions which influence this year's budget request. In addition however, at the direction of the Chairman of the Senate Subcommittee on the District of Columbia, Committee on Appropriations, the Agency has begun computerizing some of its operations and its data base with the assistance of a Law Enforcement Assistance Administration (LEAA) grant. The resources necessary to accomplish the above tasks are reflected as follows:

- Investigations and Reports -

Pursuant to statute (23 D.C. Code §1301 et. seq.) the Agency must interview, verify, and file reports on the community tie background of all persons accused of crimes in the District of Columbia. This function includes preparing reports for the Superior Court of the District of Columbia, the United States Magistrates, the United States District Court for the District of Columbia, and the Metropolitan Police Department. The report presents both positive and negative factors relating to the stability of an accused, as well as to his potential danger to the safety of the community.

The workload of the Agency is directly affected by activities of other agencies. As the number of arrests, court presentments, citation referrals, and releases increases, the workload of the Agency is increased proportionately.

Because the law requires that a judicial officer must impose pre-trial release conditions on all defendants charged in the District of Columbia the Agency's services must be maintained at capacity to meet this substantive law requirement. This function is the first priority of the Agency.

- Supervision -

Again, by statute, the Agency must provide notices of court appearances to all defendants released and must supervise the conditions of release imposed. Until now the present resources have only permitted telephone and letter contact with most releasees. With the assistance of a LEAA grant however an experiment is being conducted in supervising certain defendants with persons in the community. In those cases where defendants fail to comply with the conditions of release the Agency must notify the Court and the proper prosecutorial authority. The Agency also has recognized that the information contained in its files is vital to consideration by a sentencing judge and thus has made this information available.

In addition to the surveillance function, and again by direction of the law, the Agency must provide to persons released assistance "in securing employment or necessary medical or social services." At present this function consists of locating and evaluating community resources which are appropriate to the needs of defendants awaiting trial and in introducing those resources to the defendants in need of services. The Agency also maintains a list of appropriate custodial persons and organizations available to the Court and to defendants who are in need of special monitoring. The above functions constitute the second priority of the Agency.

- Information/Data Base Improvement -

It is axiomatic that with more than 30,000 cases being added to its files each year there is a great deal of information that should be available for practical surveillance and for projected research. At this time that in-

formation is incapable of being utilized to its best advantage because of the manner in which it is and has been kept. As the result of a lengthy study conducted by members of the Criminal Justice System at the behest of the Senate, the City Council, and the Criminal Justice Coordinating Board, it has been determined that many of the Agency's functions can be computerized and that the information which can be available to the system can be made available without much cost. Arrangements have been made with the Metropolitan Police Department to share in its computer time as a result of which the Agency will not need to fund an entire system. With the assistance offered however, it is still necessary that the Agency bear a portion of its cost. The grant under which these services are now being provided will expire in March of 1976.

An integral part of supervision is notification. The Agency is required by statute to make reasonable effort to give notice of each required court appearance to each person released by the Court. The Agency presently combines the notification service with the internal processing of raw work material. This Unit processes more than 30,000 raw files a year and is responsible for the notification of more than 40,000 required court appearances.

- Community Impact -

While it might appear that the primary focus of the Bail Agency is one of service to the criminal justice system, one should not lose sight of the important role played by the Agency as a buffer or intermediary between the court and the defendant. Most of the Agency's procedures are geared toward assisting the defendant in understanding the requirements of the court system. For example, the computerized records system now being developed will not only provide for a more efficient means of sending notification letters to a defendant, but will make for a more meaningful contact when defendants call. Specifically, a defendant will be able to check the status of his case, the name and phone number of his attorney, the conditions imposed by the court, or the next court date. Furthermore, the ability to send investigators into the community means that fewer people will be detained simply because a person's address could not be verified by telephone. It means that fewer people will face revocation hearings, simply because the release conditions were not fully understood. And for those who have missed a court date, it means that a bench warrant can be resolved in an orderly manner, rather than by an arrest, disruption of one's family or employment, and what may be needless incarceration.

To maintain the present level of services without curtailment in the quality of service rendered or the number of services performed is the goal of this year's budget request.

Summary of 1976 Budget Estimates

APPROPRIATION: Public Safety

Office: Bail Agency

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 54 | $683.3 | 54 | $762.5 | 59 | $782.1 | +5 | +$19.6 |

| Page No. | Analysis of 1976 Change: | | | | |
|---|---|---|---|---|---|
| FF-6 | Base adjustments: | | | | |
| | 1. Non-recurring - pay raise supplemental .... | | | ... | -17.9 |
| | 2. Transfer in: | | | | |
| | Metropolitan Police Department ..... | | | +1 | +23.6 |
| | 3. Base reductions ..... | | | -3 | -37.8 |
| | Total, base adjustments ..... | | | -2 | -32.1 |
| FF-14 | Program increases: | | | | |
| | 1. Annualization of pay raise ..... | | | ... | +23.9 |
| | 2. Health benefit increases ..... | | | ... | +2.6 |
| | 3. Street Investigation Unit: | | | | |
| | GS-11 Supervisor ..... | 1 | 5.3 | | |
| | GS-7 Court Representative .. | 1 | 3.6 | | |
| | GS-6 Investigators ..... | 5 | 16.3 | +7 | +25.2 |
| | Total, program increases ..... | | | +7 | +51.7 |

OPENING REMARKS

Mr. BEAUDIN. Mr. Chairman, we do not have any prepared statement. I would only make one remark that I think the committee would be interested in.

The Bail Agency represents a relatively new concept in the criminal justice arena. In 1974, the Congress enacted the Federal Speedy Trial Act.

Title II of the Speedy Trial Act, which went into effect January 1 of this year, provides for the creation of pretrial service agencies in 10 Federal districts. The programs are to be evaluated by 1979 by the Administrative Office of the U.S. Courts. The report is to come to the Congress on the efficacy of the service provided by these agencies.

Title II of that statute was drawn on the basis of the D.C. Bail Agency's experience. The statutes are virtually the same, the one under which we operate and the one under which these 10 private Federal agencies will operate.

Senator CHILES. Are we looking at one of the case studies now?

Mr. BEAUDIN. We are not being evaluated. We were No. 1. There are 10 more now in the Federal system.

I think you are aware that in the District of Columbia, there is a local court system. You have heard that described by Chief Judges Reilly and Greene. The Federal court systems also operates, as you know, in the District of Columbia.

The Bail Agency is somewhat a unique agency in that we must serve both of these court systems.

Senator CHILES. You serve them both?

Mr. BEAUDIN. Yes, sir. Again, that is by mandate in our statute.

FUNCTION OF BAIL AGENCY

Senator CHILES. Tell me just what your function is.

Mr. BEAUDIN. I think the only way I can describe it is that it is somewhat akin—the concept is so new that it is difficult to explain what a pretrial service agency does.

It is most akin to a pretrial probation officer. We do the traditional things that a probation officer does. You know that officer provides a presentence report to the judge on background of the individual to help with sentencing.

We interview everybody that is brought into the District of Columbia court system, whether it is in the Superior Court or the Federal District Court, determine their backgrounds, do this within about 4 hours and make a report to the judge who will fix the terms of release as to that person's background. More explicitly our role is to investigate background information on all arrestees and report to the bail setting magistrate.

The judge, the prosecutor, and the defense counsel can have better information available for the bail setting process than they have ever had. Once the conditions are fixed, it is up to us to supervise those defendants and advise the court, the prosecutor, and the defense counsel as to that defendant's compliance with those conditions.

That is basically what we are doing.

Senator CHILES. So the judge might get your file and he might release them on recognizance, he might accept some kind of bail or he might require them to post bond?

Mr. BEAUDIN. That is correct.

Senator CHILES. If he required him to post bond, you and the bondsman would be following him, too?

Mr. BEAUDIN. It is not in the language of the statute that the Bail Agency shall supervise nonsurety releases. If a defendant posts bail with a bondsman, that bondsman assumes the responsibility for that case unless the judge wants that defendant, for example, to have regular narcotics surveillance or unless the judge wants that defendant to report, for example, to the Bail Agency.

Some judges, in addition to requiring that surety bond, also require additional conditions of the defendant.

Senator CHILES. You have been operating this since January of this year?

BACKGROUND OF DISTRICT OF COLUMBIA BAIL AGENCY

Mr. BEAUDIN. No. The Bail Agency was originally a project funded by the Ford Foundation from 1963 through 1966. In 1966, the Congress enacted the original District of Columbia Bail Agency Act to help implement the Federal Bail Reform Act as it would apply in the District of Columbia.

The statute was amended in 1971 to provide for a whole new list of different services to be performed by the Bail Agency. The change was based on recommendations of the Department of Justice and the Judicial Council Committee that had been provided by the Chief Judge of the U.S. Court of Appeals for the District of Columbia Circuit to study the agency's operations.

After hearings were held, the Bail Agency Act was amended in 1971.

EFFECT OF BAIL AGENCY RECOMMENDATIONS

Senator CHILES. What kind of analyses do you have, or studies on your recommendations and your experience?

Mr. BEAUDIN. We have never been studied by an outside evaluator, Mr. Chairman, though I could give you a synthesized evaluation of what effect the Bail Agency has had on the system.

I can tell you what our internal analyses have given us over the period of years. I could tell you some of the things that have been talked about in other studies and in other cities and their comparison to the District of Columbia experience.

In better than 70 percent of the cases, the judges follow the Bail Agency's recommendation. As an adjunct to our regular duties, we operate with the Metropolitan Police Department what is called a citation program where if anybody is arrested on a relatively minor misdemeanor or a traffic charge, the police can release the defendant on a citation rather than hold him in a cell block until morning.

The officer can release him right on the spot if the Bail Agency has done its investigation and gives that information to the Police Department. Virtually 99 percent of our recommendations are followed by the Police Department.

In summation our recommendations are followed in virtually 99 percent of the cases by the Police Department and better than 70 percent of the cases by the judges.

CONDITIONS OF RELEASE PRIOR TO TRIAL

Senator CHILES. I understand the law used to be that if you had a fixed address in the District, you had to be released. Is that the law now?

Mr. BEAUDIN. The law provides that a judge may set any one of a number of conditions enumerated in the law. Any of those conditions may be geared toward preventing the risk of flight or the potential threat to the safety of the community.

A fixed address does not necessarily preclude the release of someone on personal recognizance. It is only one of the factors that can be considered.

I think, for example, you might look at what is being tested. It is the responsibility, the total responsibility of that individual. Will that individual appear or reappear for his trial date?

You may have, for example, someone who comes in to demonstrate in a White House case who is testing his theory through the court system who would be a good candidate to reappear.

You may have a narcotic junkie, on the other hand, who, if he does not have his fix, is probably going to be the one most likely not to appear.

The fixed address is only one of the things that is looked at.

REARREST STATISTICS

Senator CHILES. Do you have any fix on what the rearrest rate is for individuals on pretrial release?

Mr. BEAUDIN. The rearrest rate is about 18 percent. In other words, of all of the people that are released on pretrial release, 18 percent of them will be rearrested and charged with another crime.

Approximately 20 percent of those cases will be no papered, but the rearrest figure is 18 percent.

Senator CHILE. How does that compare over the last 5 years? Is that constant?

Mr. BEAUDIN. Again, we, the Bail Agency, have not had the capacity to keep the kinds of statistics that I think we need to have to answer questions like that. But, I have been in this system since 1963. I was public defender.

It is my opinion, Mr. Chairman, that that rearrest rate has not changed, although the numbers are higher. The proportion is roughly the same proportion that we have had all along.

Senator CHILES. It looks to me like some kind of statistics might be helpful. If you would at least find the type of offense or the type of person that appears to be in the category of rearrest.

Mr. BEAUDIN. We have been trying to do that. We have this year received LEAA money to develop a computerized system which we are developing with the police department, court and the prosecutor's help.

This will give, I hope, the data necessary to zero in on those characteristics that are most likely to predict rearrest or to predict failure to appear.

COMPARISONS WITH SURETY RELEASES

Senator CHILES. Do you have any figures as to what the rearrest rate is for individuals on pretrial release on bail as opposed to those that have been released on their own recognizance or under your supervision?

Mr. BEAUDIN. Yes. We have studied that, Mr. Chairman. It has been within 1 percent of being the same.

Presently, it is 18 percent for those on personal recognizance. It is about 0.7 percent for surety releases. Last year the rates were about 1 point lower, 17 percent for personal recognizance and 16 percent for surety releases.

The year before that, it was the same. For calendar year 1975, 1974, and 1973, the percentages are the same, but the numbers are different. There are far fewer people on surety releases than there are on personal recognizance.

Senator CHILES. Do you have figures on that?

Mr. BEAUDIN. Yes. About 70 percent of the people arrested will be released on personal recognizance. This is a combination figure. About 20 percent will be released on surety release or at least the surety release will be set.

Whether they all get out or not, I cannot tell you. Roughly 10 percent will have a financial bond set and those folks will be permitted the option of posting 10 percent of that bond in the registry of the court as an alternative to posting it with a commercial surety.

Senator CHILES. Do the figures on the financial bond prove out to be the same as on surety bonds? That is, on the rearrest rate.

Mr. BEAUDIN. Yes, sir. There is no bondsman checking on them or anything so the Bail Agency is providing that service to the court.

Senator CHILES. So, you provide that, too?

Mr. BEAUDIN. Yes, sir.

Senator CHILES. So you end up providing about 80 percent?

Mr. BEAUDIN. Yes, sir.

GATHERING COMPARATIVE STATISTICS

Senator CHILES. Do you have any kind of figures about the rearrests? What kind of offenses?

Mr. BEAUDIN. We should have, Mr. Chairman. I cannot argue with the fact that I can be faulted for not having it. Senator Bayh, when he was chairman of this committee 2 or 3 years ago, suggested that we should get a computer so we could get these answers.

We do not have a very big staff and we do not have computer capability to answer your question.

Senator CHILES. Any of the court systems have a computer where you could get some time?

Mr. BEAUDIN. That is what we have worked out finally. The U.S. District Court Computer System has not been operative very long. The criminal justice system will be finally coordinated in the District of Columbia, including the Bail Agency.

We are not going to be buying into our own computer. We are buying into the hardware that exists in the Police Department already.

Senator CHILES. You will be able to track this?

Mr. BEAUDIN. Yes, sir. I am sorry we cannot now. I can give you a general picture which will show you that the rate of rearrests for misdemeanors is generally higher than the rate of rearrest for felonies.

Senator CHILES. How much higher?

Mr. BEAUDIN. I only know that soliciting for prostitution and unlawful entry are charges that result in more rearrests than any other category of crime.

On the other hand, the recidivism rate, the rearrest rate of people charged with robbery and burglary is probably the highest single category of rearrest. We know that from the number of studies we have done internally. But, they are spot checks done on a 2- or 3-month basis.

Senator CHILES. All right, sir. Thank you.

## District of Columbia National Guard

**STATEMENT OF MAJ. GEN. CUNNINGHAM C. BRYANT, COMMANDING GENERAL**

**ACCOMPANIED BY:**
**BRIG. GEN. WAYNE BRIDGES, ADJUTANT GENERAL**
**COL. LEONARD F. BERGSTROM, U.S. BUDGET AND FISCAL OFFICER**

### BUDGET REQUEST

Senator Chiles. Now we go to the National Guard. The 1976 budget request is in the amount of $293,500 and provides for a total of 20 positions. This compares with the $289,300 appropriated last year. The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

DISTRICT OF COLUMBIA NATIONAL GUARD

AGENCY OPENING AND POLICY STATEMENT

AN ESSENTIAL PART OF THE OVERALL MISSION OF THE D.C. NATIONAL GUARD IS TO FURNISH SUPPORT AND ASSISTANCE TO THE DISTRICT CIVIL AUTHORITIES WHEN REQUIRED IN EMERGENCY SITUATIONS INCLUDING, BUT NOT LIMITED TO, CIVIL DISTURBANCES, INAUGURATIONS, DEMONSTRATIONS, DISASTERS, ET CETERA, DURING THE TIME SPAN OF THE LAST SIX YEARS, THE D.C. NATIONAL GUARD HAS RESPONDED ON TWENTY-FOUR OCCASIONS, MAKING AVAILABLE TO THE DISTRICT THOUSANDS OF MANDAYS OF SUPPORT AND THE ASSISTANCE OF CONSIDERABLE EQUIPMENT. THIS SUPPORT HAS BEEN AT NO COST TO THE DISTRICT.

WHILE THE D.C. NATIONAL GUARD CONTINUES TO TRAIN IN THIS IMPORTANT MISSION, ITS PRIMARY MISSION, BACKUP OF ACTIVE FORCES, HAS BEEN GIVEN RENEWED EMPHASIS AS THE UNITED STATES CONTINUES TO DECREASE ITS ACTIVE MILITARY MANPOWER STRENGTH.

IN THE AREA OF COMMUNITY RELATIONS, THE BENEFITS DERIVED, EITHER DIRECTLY OR INDIRECTLY, FROM THE D.C. NATIONAL GUARD ARE NUMEROUS. THE MOST OBVIOUS IS THE FEDERAL PAY AND ALLOWANCES FOR INACTIVE DUTY TRAINING AND ANNUAL TRAINING. OF THE TOTAL STRENGTH OF OFFICERS AND ENLISTED MEN IN THE D.C. ARMY NATIONAL GUARD, APPROXIMATELY 5Ø PERCENT ARE RESIDENTS OF THE DISTRICT, REPRESENTING A SUBSTANTIAL INCREASE OVER THE FIGURES OF A FEW YEARS AGO. IN PRACTICAL TERMS, THE PAY INVOLVED FOR THESE D.C. MEMBERS FOR CY 1974, WAS $1,Ø65,6ØØ, PRESUMABLY MOST OF IT BEING SPENT WITHIN THE DISTRICT.

IN A CLOSELY RELATED AREA, IT SHOULD BE NOTED THAT AN ADDITIONAL $1,6Ø6,3ØØ WAS PAID FROM FEDERAL FUNDS LAST YEAR TO 175 DISTRICT RESIDENTS WHO ARE EMPLOYED AS FULL-TIME EMPLOYEES WITH THE DCNG. THESE INDIVIDUALS ARE IN PAY GRADES RANGING FROM GS-3 TO GS-15.

DURING CY 1974, NEARLY ONE HALF MILLION DOLLARS WAS SPENT FOR SMALL PURCHASES WITH DISTRICT STORES AND BUSINESSES, PRIMARILY SMALL FIRMS. THIS REPRESENTS 8Ø% OF THESE PROCUREMENT ACTIONS DURING THAT TIME.

WHILE THESE ARE TANGIBLE BENEFITS TO THE DISTRICT IN DOLLARS AND CENTS, THE DCNG IN ITS ENDEAVOR TO BECOME MORE COMMUNITY ORIENTED, PARTICIPATES IN VARIOUS CIVIC FUNCTIONS IN SUPPORT ROLES. GENERALLY, THESE HAVE INCLUDED TRANSPORTATION, MEDICAL AND/OR MANPOWER SUPPORT FOR SUCH OCCASIONS AS: THE SEARCH FOR THE MISSING BOY; MEDICAL AND MANPOWER SUPPORT FOR MARCH OF DIMES WALK-A-THON; TRANSPORTATION FOR THE CLOTHES-A-THON; AND TRANSPORTATION AND MANPOWER SUPPORT FOR THE JAYCEE SPONSORED BOAT RIDE FOR CRIPPLED CHILDREN. IN ADDITION THE DCNG TOOK A VITAL PART IN THE D.C. DEPARTMENT OF HUMAN RESOURCES DISASTER DRILL BY USING HELICOPTERS AND PILOTS TO CARRY OUT THE EVACUATION OF THE INJURED TO VARIOUS MEDICAL FACILITIES.

THE D.C. GUARD ALSO SUPPORTS A YOUTH LEADERS PROGRAM. THIS PROGRAM IS FIRMLY ESTABLISHED WITH SELECTED STUDENTS FROM LOCAL AND AREA HIGH SCHOOLS BEING PROVIDED A 10-DAY LEADERSHIP TRAINING ENCAMPMENT AT ABERDEEN PROVING GROUNDS, MARYLAND. THIS IS ACCOMPLISHED UNDER THE AUSPICES OF THE DISTRICT OF COLUMBIA NATIONAL GUARD AND SUPPORTED FINANCIALLY BY LOCAL BUSINESSMEN WORKING THROUGH THE METROPOLITAN BOARD OF TRADE. THIS PROGRAM HAS BEEN IN BEING FOR SEVEN YEARS AND HAS RECEIVED THE GEORGE WASHINGTON HONOR MEDAL FROM THE FREEDOM FOUNDATION EACH YEAR IN RECOGNITION OF THE GUARD'S CONTRIBUTION TO YOUTH LEADERSHIP.

THE D. C. GUARD CO-SPONSORED THE SECOND ANNUAL CHRISTMAS PARTY FOR NEEDY FAMILIES, MADE POSSIBLE BY A $2,500 CONTRIBUTION FROM INDIVIDUAL D. C. GUARDSMEN FOR FOOD BASKETS FOR THESE FAMILIES.

THE FOREGOING DESCRIBES GENERALLY THE NATIONAL GUARD SUPPORT WHICH THE DISTRICT OF COLUMBIA HAS RECEIVED AT NO DIRECT COST. HOWEVER, THERE ARE CERTAIN AREAS WHICH BY LAW ARE MADE THE RESPONSIBILITY OF THE RESPECTIVE STATES, IN THIS CASE THE DISTRICT OF COLUMBIA. THESE AREAS INCLUDE THE RESPONSIBILITY FOR THE PROTECTION OF THE FEDERAL PROPERTY ISSUED TO THE STATES (THE ESTIMATED VALUE OF THE PRESENT INVENTORY OF THE D.C. ARMY & AIR NATIONAL GUARD UNITS

EXCEEDS SEVENTY-FIVE MILLION DOLLARS AND IS CONSTANTLY GROWING WITH THE ACQUISITION OF ADDITIONAL AND NEWER EQUIPMENT) AND THE ADMINISTRATIVE SUPPORT FOR THE DISTRICT OF COLUMBIA NATIONAL GUARD HEADQUARTERS.

AS THE MEMBERSHIP OF THE D.C. RESIDENT TENDS TO INCREASE, THE BENEFITS DERIVED THEREFROM WILL ALSO CONTINUE TO EXPAND. AT THE SAME TIME THE AREAS OF MANAGEMENT RESPONSIBILITY WHICH INVOLVES FINANCIAL SUPPORT FROM THE DISTRICT GOVERNMENT MUST ALSO BE INCREASED. IT SHOULD BE NOTED THAT FOR THE PAST THREE OR FOUR YEARS, THERE HAS BEEN NO INCREASE IN THE FUNDING FOR SUPPLIES, TRAVEL AND MAINTENANCE RELATED TO THE DISTRICT AREAS OF RESPONSIBILITY. EXCEPT FOR THE PERSONNEL INCREASE PROPOSED IN THIS BUDGET, FUNDING FOR PERSONNEL AND PERSONNEL BENEFITS HAS REMAINED FAIRLY CONSISTANT. AT THIS POINT THERE DOES NOT APPEAR TO BE ANY OTHER AREA THAT IN THE PAST HAS BEEN SUPPORTED BY THE DISTRICT THAT CAN NOW BE TAKEN OVER BY FEDERAL FUNDING. THEREFORE, IT IS MOST PROBABLE THAT UNLESS THE PRESENT AUTHORIZATION IS INCREASED, ADDITIONAL FUNDING SUPPORT WILL BE REQUESTED DURING THE FISCAL YEAR.

Summary of 1976 Budget Estimates

APPROPRIATION: Public Safety

Office: National Guard

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 20 | $279.2 | 20 | $289.3 | 20 | $293.5 | ... | +$4.2 |

| Page No. | Analysis of 1976 Change: | | | |
|---|---|---|---|---|
| FK-5 | Base adjustments: | | | |
| | 1. Non-recurring - pay raise supplemental ... | | ... | -8.4 |
| | 2. Base reductions ..... | | ... | -6.7 |
| | Total, base adjustments ..... | | ... | -15.1 |
| FK-8 | Program increases: | | | |
| | 1. Pay raise annualization ..... | | ... | +10.6 |
| | 2. Other operating expenses: | | | |
| | Communitations ..... | ... 1.2 | | |
| | Printing and reproduction .. | ... 2.0 | | |
| | Supplies and materials ..... | ... 3.5 | | |
| | Other services ..... | ... 2.0 | ... | +8.7 |
| | Total, program increases ..... | | ... | +19.3 |

59-211 O - 76 - 38

OPENING REMARKS

General BRYANT. I would like to make a few summary comments, if I may.

Frankly, we are quite pleased with our success during the past year. For the first time in several years, all of my Army units have passed their annual inspection. These inspections are required by law and conducted by the active services.

In addition to that, all the air units with the exception of one small 16-man weather plane unit, have all received a satisfactory rating on their inspections.

In addition, all of our units in field training this year—last year received satisfactory ratings. Our strength at the present time is 96 percent on the Army side and the air side is 93 percent.

During the past year there has been a reorganization of the Army National Guard. In this reorganization, we replaced the infantry battalion with something more suitable and offered the people in the city more opportunity for enlistments and learning the trades and so forth.

I also think that the new units that we received under the reorganization will increase our capability to support the city in the event of an emergency or a disaster.

ACTIVATION OF GUARD

Senator CHILES. When is the last time the Guard has been called out in the city?

General BRYANT. We performed duty during Mr. Nixon's inauguration. This was the last time we performed.

Senator CHILES. Were you all called out on May Day?

General BRYANT. Yes, sir.

Senator CHILES. What was your role?

General BRYANT. We have three battalions considered as reaction forces. They were deployed in the support of civil disturbance units of the Metropolitan Police. We had a number actually directing traffic.

We provided security for several installations, including the Police Department itself and the fire stations and the communications centers connected with the fire stations.

We provided security for some petroleum depots or installations that could be considered highly inflammable.

TRAINING IN CROWD CONTROL AND CIVIL DISTURBANCES

Senator CHILES. What kind of training does your Guard unit have in regard to crowd control and civil disturbance?

General BRYANT. There is an established 32-hour training program, Mr. Chairman, that is prescribed by the Department of the Army.

All of our people have gotten that from the Army and the Air Force. Annually we conduct an 8-hour leadership course. This is a refresher training course for all the junior leaders of the Guard.

In addition, we have an 8-hour refresher course for all the units in the Guard. Then that culminates with an 8-hour evaluation exercise conducted by officers from headquarters.

That is basically what everybody gets, the initial 32-hour annual training and then any additional training that these evaluations—the annual refresher or the annual evaluation indicates.

SPECIAL SQUADS AND UNITS

Senator CHILES. In addition to the regular kind of training which everyone receives, is there any special squads or special units? Do you have any units that get further training?

General BRYANT. We have in each company or each platoon a sniper squad, really referred to as a sniper suppression squad. This squad has marksmen in it. It also has a shotgun in it.

I think those are the three elements of it. These people actually go out about once a year out to Fort Lee and train out there and rehearse in their squad configuration.

The MP companies are required to have one of those in each platoon.

Senator CHILES. Do your units, basically, go off and train all together or do you go off to different places?

General BRYANT. Basically, they all go together. They will not go together this year because they have not reached that level of training. They will be primarily engaged in individual training, learning their new jobs. The other units are 70 percent to 80 percent trained and they do go off together and conduct unit operations

QUESTIONS SUBMITTED BY SENATOR CHILES

In view of the hour we will not detain you further. I have some other questions that I would like responses to in the record.

[The questions and answers follow.]

D.C. NATIONAL GUARD SUPPORT

Q. Please provide a display of the 25 occasions over the last 8 years that the D.C. National Guard has provided support and assistance to district civil authorities, including the date, type, and amount of free man-days for each event.

A. The display follows:

RECORD OF MILITARY SUPPORT TO CIVIL AUTHORITIES BY THE DISTRICT OF COLUMBIA NATIONAL GUARD

| Date | Activity | Man-Days (no cost) |
|---|---|---|
| Oct. 21–22, 1967 | Anti-Vietnam demonstration | 5,000 |
| Apr. 5–16, 1968 | Washington, D.C. civil disorders | 22,248 |
| June 8, 1968 | Funeral—Senator R. F. Kennedy | 1,390 |
| June 19, 1968 | National Solidarity Day march | 1,555 |
| June 23–26, 1968 | Closing of ressurection city | 6,008 |
| Oct. 9, 1968 | Shooting incident: Male citizen [1] | 49 |
| Nov. 2–3, 1968 | Shooting incident: Female citizen [1] | 1,446 |
| Jan. 18–19, 1969 | Preinaugural activities [1] | 4,076 |
| Jan. 20–21, 1969 | Support of inaugural | 3,942 |
| Apr. 4–6, 1969 | Support of MPD and other agencies [1] | 4,241 |
| May 9, 1969 | Howard University disorders [1] | 835 |
| Oct. 15, 1969 | Vietnam moratorium [1] | 578 |
| Nov. 14–16, 1969 | End-the-war-in-Vietnam activities | 9,878 |
| Apr. 4–5, 1970 | Victory march [1] | 6,635 |
| May 8–10, 1970 | Antiwar protest | 7,761 |
| May 24, 1970 | Lorton Reformatory disturbance | 8 |
| July 4, 1970 | Honor America Day celebration | 2,734 |
| Oct. 2–4, 1970 | March for Victory rally | 7,132 |
| Apr. 23–25, 1971 | Antiwar activities | 6,237 |
| May 1–7, 1971 | May Day demonstrations | 13,736 |
| May 8, 1971 | Victory by the 4th of July [1] | 1,808 |
| Oct. 25, 1971 | Evict Nixon [1] | 4,290 |
| May 19–21, 1972 | Antiwar activities [1] | 4,626 |
| Jan. 19–20, 1973 | Support of inaugural | 6,176 |
| Sept. 26, 1975 | Lorton searchlight detail | 6 |

[1] Indicates stand-by ready alert status.

YOUTH LEADERS PROGRAM

*Question.* Please describe the youth leaders program conducted by the DCNG at Aberdeen Proving Grounds, Maryland, both as to the method of selection, program content, and funding.

Answer. The District of Columbia's Youth Leaders' Camp encompasses an overall program designed to develop leadership traits in selected students from the Washington Metropolitan area high schools. Individuals are selected from nominations submitted by the school principal and/or faculty based on a quota allocated to each of the 45 public and parochial high schools based on the schools' enrollment. This wide area of selection is deliberate in its intention to cross all social, racial, and economic strata. As a consequence, the group provides the basis for one of the essential objectives of the camp, i.e., to teach youngsters at the formative age the basic principles of learning to live together.

Procedurally, the selection follows the ensuing general steps. Individuals or a small group of Guard members are assigned to work with the different schools. They are usually selected because of some association with the school, i.e., former student, teacher, etc. Brochures and other correspondence relating to the camp, the program, etc., are sent to the school early in the calendar year and subsequently, a visit is scheduled to orient the principal, his staff about the program. The school is then requested to nominate candidates to be considered and from the list is selected the individuals to attend, predicated on the quota allocated to that school.

The Youth Leaders' Camp is supported primarily by the businessmen of the metropolitan community through the Washington Metropolitan Board of Trade. The Board of Trade designates a past president or a prominent member of the community to chair a committee charged with the funding for the D.C. Youth Leaders' Camp. Funds furnished by the Board of Trade are used primarily to support certain fixed costs of operation, such as clothing, food, awards, medals, and athletic equipment. The administrative support is provided by a staff consisting of senior Guardsmen (camp leaders), clerks, and supply personnel who perform duties at the camp that are compatible with their National Guard assignments. In other instances support personnel are paid from camp funds.

The number of individuals selected to attend the annual camp, based on eight years existence, is 150. The instruction provided covers such areas as character guidance, athletics, good citizenship, personal hygiene, and guidance counseling. Emphasis is placed on performance and participation but usually with lectures and other nonparticipatory instruction held to a minimum.

Brochures covering the last Youth Leaders' Camp at Aberdeen Proving Grounds, Maryland, June 19–28, 1975, is enclosed to augment the information furnished herein.

CLARIFICATION OF POLICY STATEMENT

*Question.* What is actually meant by the final statement by the final sentence of the opening policy statement?

Answer. Current budget guidance for FY 1976 does not include sufficient funding for required personnel services and other operating services to fully support our mission requirements. Initially, we had intended to request authorization to increase one position from GS–10 to GS–14, to provide for an Adjutant General for the D.C.N.G., and our budget submission has been stipulated accordingly. Concurrently with submission, however, Department of Defense agreed that the position of Adjutant General should be funded by that agency and we requested the change be withdrawn.

Apparently, in a misunderstanding, the Council in being notified of the withdrawal, deleted from the personnel portion of the budget an amount equivalent to the higher grade for one full year (approximately $26,000) and no just the difference between GS–10 and GS–14. This is the primary cause of our shortage of personnel funds. We have attempted to overcome the shortages by means at our disposal. Through employment lag in other positions some savings have been made. Presumably by stripping all "other services" accounts, except communication, we could conceivably finish the year with requesting additional funds. Some savings will and still can be made in employee hire lag. But if some unusual happening reduces still more the amount of money available in any of the service programs, it could necessitate a request for additional funding to support personnel commitments.

PRESENT STRENGTH OF DCNG

*Question.* Please provide a distribution of the resident areas of the present strength of the DCNG; i.e., D.C., Maryland, Virginia, etc.

Answer. Present strength of the DCNG resides as shown below:

D.C. Army National Guard: D.C., 57 percent (1228); Md., 30 percent (647); Va., 13 percent (279); Other less than 1 percent (1).

D.C. Air National Guard: 10 percent (132); 64 percent (809); 25 percent (308); 1 percent (9).

RATE OF NON-WHITE PERSONNEL

*Question.* What has been the rate of Non-White personnel over the last 3 years?

Answer. Rate of Non-white personnel in the DCNG is shown below:

D.C. Army National Guard: 1973 47 percent (863); 1974 55 percent (1133); 1975 66 percent (1422).

D.C. Air National Guard: 11 percent (122); 15 percent (197); 19 percent (238).

MILITARY MISSIONS PERFORMED BY DCNG

*Question.* What military missions is the D.C.N.G. being trained to perform:

Answer. Units of the D.C.N.G. are included in the official force structures of the U.S. Army and the U.S. Air Force. As such, they are required to achieve sufficient readiness to permit rapid mobilization and operational deployment in support of U.S. policy. Military missions for D.C.N.G. units are as follows:

DCARNG

1. 260th Military Police Group—Provides command, control and supervision for two battalions, each capable of performing traffic control; physical security; crime prevention and investigation; handling prisoners of war and civilian internees; maintenance of discipline, law and order.

2. 140th Trasportation Motor Transport Battalion—Provides command, control and supervision over a truck company, a maintenance company and a support and services company. The truck company can transport 360 tons of cargo or 1700 passengers in a single lift. The maintenance company can repair a large variety of weapons, and office, communications, services and automotive equipment. The services and support company is capable of handling general supplies and providing a variety of services (laundry, textile renovation, graves registration, decontamination and bakery products).

3. 115th Combat Support Hospital—Capable of providing medical and surgical treatment for a patient load of 100–160 cases.

4. Other units of the DCARNG provide aeromedical evacuation/treatment, criminal investigation support, public information service, and military music.

DCANG

1. 113th Tactical Fighter Wing—The primary mission of a tactical fighter wing is that of its subordinate tactical fighter squadron: to maintain a worldwide deployment capability and to be prepared, upon deployment, to destroy enemy forces and facilities through the delivery of tactical weapons in support of tactical aviation roles of counter air, interdirection, and close air support. Corollary missions are:

a. Headquarters 113th Tactical Fighter Wing—Plan, lead, and control fighter missions of subordinate tactical fighter squadrons. Coordinate and direct efforts of subordinate support units.

b. 113th Consolidated Aircraft Maintenance Squadron—Provide organizational and field level maintenance on assigned aircraft and related support equipment.

c. Headquarters 113th Combat Support Group—Operate and maintain appropriate mission support functions and facilities as directed by higher headquarters.

d. 113th Tactical Hospital—Provide medical support necessary to maintain the highest possible degree of combat readiness and effectiveness.

2. 231st Mobile Communications Squadron—Provide for the installation, operation and maintenance of Air Traffic Control and Navigational Aid facilities in support of USAF (Air Force Communications Service) operations in accordance with the gaining command plans for use in national emergency.

**3. 121st Weather Flight—Provide weather support services as a Base Weather Detachment in a fixed or mobile posture in support of USAF Air Weather Service.**

SUBCOMMITTEE RECESS

Senator CHILES. Thank you, gentlemen.

The subcommittee will recess until 10 a.m. tomorrow when we will take up the request of the Department of Corrections and then go into the education appropriations.

[Whereupon, at 4:20 p.m., Tuesday, January 20, the subcommittee was recessed, to reconvene at 10 a.m., Wednesday, January 21.]

# DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1976

---

WEDNESDAY, JANUARY 21, 1976

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

The subcommittee met at 10:05 a.m., in room S–126, the Capitol, Hon. Lawton Chiles (chairman) presiding.

Present: Senator Chiles.

## DISTRICT OF COLUMBIA

### DEPARTMENT OF CORRECTIONS

**STATEMENT OF DELBERT C. JACKSON, DIRECTOR**

**ACCOMPANIED BY:**

**CHARLES W. RODGERS, ASSISTANT DIRECTOR FOR OPERATIONS**
**WILLIAM D. GOLIGHTLY, ASSISTANT DIRECTOR FOR ADMINISTRATION**
**DAVID YOUNG, BUDGET AND ACCOUNTING OFFICER**

#### BUDGET REQUEST

Senator CHILES. We will resume our hearings this morning with the Department of Corrections budget request in the amount of $36,102,000 and 1,862 positions. This compares with $35,249,900, and 78 positions in Fiscal Year 1975.

#### POLICY STATEMENT AND BUDGET SUMMARY

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

The responsibility of the Department of Corrections is to provide for the care, custody, and reintegration into the community of persons sentenced by the Courts. The Department provides a wide range of programs and services to meet its responsibilities. Security, training & education, and medical & counseling programs are provided at seven institutions, at community centers, and for persons on parole.

The Department's philosophy and policy is to provide secure and humane institutional facilities and to make maximum use of community programs to ensure the successful return of incarcerees to society. New facilities for incarcerated persons are in the planning and construction stages. Nine halfway houses provide the resource capability for a successful program of community corrections.

Institutions and programs of the Department of Corrections comprise an integral part of the criminal justice system. The Department has responsibility for persons detained and in a trial status, for persons who are sentenced by the Courts, and for persons who are in the final step of the correctional process in parole status.

The District of Columbia Jail and the Women's Detention Center provide holding facilities for persons who are in trial status and, in the case of women, facilities for persons who are serving short sentences. The number of persons housed in these two institutions in June 1975 was approximately 900.

There are five District institutions located on the Lorton Reservation in Virginia. These institutions house, for the most part, individuals sentenced by the Courts. The institutions and the number of persons housed there in June 1975 are as follows:

| | |
|---|---|
| Central Facility | 920 |
| Maximum Security | 310 |
| Minimum Security | 148 |
| Youth Center #1 | 344 |
| Youth Center #2 | 217 |

In addition to these institutional populations, the Department provides counseling and other services for approximately 2400 persons on parole. There are also nearly 400 persons who have been convicted of D.C. Criminal Code violations who are housed in Federal prisons. This number is comprised of women offenders sentenced to prison terms and male offenders who pose high risk security problems, require programs not offered by the Department, or who are housed in Federal prisons at the recommendation of the U.S. Attorney.

The flow of individuals into the Department of Corrections is a product of the Court process and ultimately the level of crime and the crime prevention and apprehension efforts of police agencies. To a significant degree, the Department's workload in terms of population levels and the flow of that population is prescribed by factors not under the

control of the Department. Within this framework, however, the Department attempts to utilize flexibility in providing required services.

The foremost priority of the Department is security and custody. Of more than 1800 staff positions currently authorized for the Department, 1050 are correctional officers. Nearly 800 other positions are allocated to the administrative, rehabilitative, and maintenance areas. The Fiscal Year 1976 budget request proposes to augment the total complement by 78 new positions. Fifty-four of these positions are for the security program and the balance is for medical, engineering, and other support programs. The 78 new positions are offset by the Department's share of the city-wide base budget reduction of 60 positions. It should be mentioned that, while the request is for a staffing complement of 1862, the budget includes funds for approximately 1660, or 200 less than the requested complement.

The total Department request for 1976 is $36,102,000; this provides $27,490,500 for personnel services and $8,611,500 for general operating expenses. The Department will, in 1976, continue to provide services to its residents to as great an extent as possible.

In 1976, the security force will be established at 1094. This represents an increase of 44 from the present complement of 1050. The increase will allow for greater security coverage at the Lorton facility in three areas: entrance security, patrol security, and shakedown/search. These positions will not increase the shift coverage complement or number of officers assigned to a post, but will provide for greater perimeter and screening security to residents of the Lorton community. The figure of 1094 also represents an internal reallocation of resources where 20 existing positions were redirected from the Youth Halfway House category to Detention Services. (Due to funding limitations, a portion of the total correctional officer request will be kept vacant.)

Additionally, this budget provides for a basic improvement in supportive services. In the medical services area, seven positions are requested for the Central Facility and four for the detention centers. Eleven positions are shown in the facilities management area, as well as $125,000 for improvement of the maintenance capability at Lorton. Two positions are reflected in the food services area. Also, $91,500 is included in the Department of Highways and Traffic budget for replacement security vehicles.

A third area of concentration will be in the opening of the New Detention Center. It is anticipated that during Fiscal Year 1976 the New Detention Center will be ready for occupation. While the exact date is not known, it is necessary to prepare for the realization of this event. The budget includes six engineering positions and $213,000 in equipment for that purpose.

A major effort in 1976 has been directed to produce a budget that will reflect a policy of improved financial management. Measures have been taken to operate only those programs and activities for which funds are available. In that capacity, various procedural measures have been established. They are discussed below.

- The budget includes $200,000 for overtime. This figure will allow for emergency or disturbance related activities at the institutions.

- Expenditures for general operating expenses will continue in 1976 at a minimum level with continual evaluation of the Department's needs. As reflected in the Department's 1975 Supplemental Appropriation, inflation and cost escalations have been severe. Also, the funds available for operating expenditures in this budget reflect a cut to several expenditure categories. The reduction was applied specifically to rent, communications & utilities ($127,300), supplies ($14,800), travel ($1,700), contractual services ($155,900), and equipment ($171,800).

- In Fiscal Year 1975, a staffing authority was established that documented the location and justification of every position in the Department. In 1976, that staffing report will continue to serve as the control for establishing staffing patterns in the Department.

- A major component of the Department's general operating expenses is the payments made to the Federal Bureau of Prisons. The amount shown is the same as the 1975 budget level, even though payments could conceivably increase. However, it is not possible to forecast, with accuracy, precise requirements 18 months prior to payment. Nonetheless, we shall remain in communication with the Federal Bureau of Prisons regarding our needs.

- Another factor which figures into the 1976 request is the declining Federal population in our institutions. For instance, in 1972 the average daily population was 388, in 1973 it was 372, and in 1974 it was 252. This continued rate of decline will decrease the payments made to us by the Federal Bureau of Prisons, thereby decreasing our reimbursements. These funds dropped from $2,700,000 in 1974 to $1,700,000 in 1975, and we are estimating that it will continue to drop to $1,260,000. We have traditionally relied on reimbursements to purchase items necessary for the daily care of inmates, that is, clothing, bedding, and bathing supplies, and for coal for the institutions. Therefore, a line item appears throughout the budget requesting increases for daily inmate care and coal supplies due to the loss of reimbursements. These increases amount to $1,500,000, the amount we have lost since 1974.

- Finally, in order to best use those resources available to the Agency in the basic budget, various program redirections were made. Major areas of budgetary redirections

occurred in the Department's Youth Services, Community Services, Detention Services, and Administrative Support areas.

As stated, it will be the Department's goal to achieve program objectives in the four categories reflected above. Specific increases shown in this budget are discussed below.

In the security area, the 54 requested positions will be assigned to four facilities -- 20 will be allocated to the Complex, 10 to Maximum Security, 10 to Youth Center #1, and 14 to Youth Center #2. Eighteen of these positions will be for entrance security, sixteen for patrol security, and twenty for shakedown and searches.

In the Medical Services area, seven positions (one physician, one dentist, and five medical technical assistants) will be assigned to the Complex. In 1975, coverage was provided by the Department of Human Resources on a temporary basis. In 1976, the Department of Corrections will assume funding responsibility for this function. At the D.C. Jail, it is planned to add one medical officer and two medical technical assistants for better examination services for new admissions. A medical officer will be added at the Women's Detention Center to provide gynecological and obstetrical services to residents of the facility.

In the facilities management area, six general tradesmen are added for the planned maintenance necessary for the opening of a new detention center. Specialized and more sophisticated equipment at the center will require these services. Also, five tradesmen are needed to augment the maintenance staff at the Lorton facility. (It should be noted that this service area sustained a base cut of nine general tradesman positions.)

An additional steward is planned for the Culinary Unit at Maximum Security to provide assistance in cell block feeding and improve on the supervision of inmates who are in a food service program. Also, for some time, the Department has realized the need for a Food Services Coordinator. This budget includes funds for such an individual whose responsibilities will be the coordination of menu planning, dietary control, and food ordering.

In summary, we are requesting a minimum but realistic budget from which we can conduct our operations. Every effort was made to redirect and reexamine our current resources before additional needs were listed. We have listed our requirements as accurately as possible to accomplish our mission.

Summary of 1976 Budget Estimates

APPROPRIATION: Public Safety

Office: Department of Corrections

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 1,858 | $31,835.4 | 1,844 | $35,249.9 | 1,862 | $36,102.0 | +18 | +$852.1 |

Analysis of 1976 Change:

| | | | Pos. | Amount |
|---|---|---|---|---|
| Base adjustments: | | | | |
| 1. | Non-recurring - pay raise supplemental | | ... | -809.0 |
| 2. | Non-recurring - inflationary increases and loss of reimbursements - supplemental | | ... | -1,750.0 |
| 3. | Transfer out: Municipal Planning Office | | -1 | -23.8 |
| 4. | Base reductions | | -59 | -844.0 |
| | Total, base adjustments | | -60 | -3,426.8 |
| - Program increases: | | | | |
| 1. | Pay raise annualization | | ... | +1,059.4 |
| 2. | Administrative Services: | | | |
| | Maintenance: | | | |
| | WS-9 Pipefitter/Plumber | 2 12.8 | | |
| | WS-8 Sheetmetal Worker | 1 6.3 | | |
| | WS-8 Painter Foreman | 1 6.3 | | |
| | Electrical: | | | |
| | WS-9 Lineman | 1 6.4 | | |
| | Staffing & Maintenance: | | | |
| | New Detention Center: | | | |
| | WS-8 Electrical Foreman | 1 9.0 | | |
| | WS-8 Refrigeration Foreman | 1 9.0 | | |
| | WS-8 Plumber | 1 9.0 | | |
| | WS-8 Locksmith | 1 9.0 | | |
| | WS-8 Operating Engineer | 2 18.0 | | |
| | Program Development and Coordination: | | | |
| | GS-13 Food Service Coordinator | 1 9.5 | +12 | +95.3 |

Department of Corrections - continued
Program increases - continued

| | | | | |
|---|---|---|---|---|
| 3. Adult Services: | | | | |
| Medium Security: | | | | |
| Administration: | | | | |
| GS-15 Medical Officer | 1 | 20.5 | | |
| GS-13 Dentist | 1 | 11.0 | | |
| GS-8 Medical Tech. Asst. | 5 | 26.3 | | |
| Operations: | | | | |
| GS-6 Correctional Officer | 20 | 82.0 | | |
| Maximum Security: | | | | |
| GS-6 Correctional Officer | 10 | 41.0 | | |
| GS-8 Steward | 1 | 5.2 | +38 | +186.0 |
| 4. Detention Services: | | | | |
| D. C. Jail: | | | | |
| GS-14 Medical Officer | 1 | 19.3 | | |
| GS-8 Medical Tech. Asst. | 2 | 10.5 | | |
| Women's Detention Center: | | | | |
| GS-14 Medical Officer (OB/GYN) | 1 | 33.4 | | |
| New Detention Center: | | | | |
| Equipment | | 213.0 | +4 | +276.2 |
| 5. Youth Institutions: | | | | |
| Youth Center No. 1: | | | | |
| Operations: | | | | |
| GS-6 Correctional Officer | 10 | 41.0 | | |
| Youth Center No. 2: | | | | |
| Operations: | | | | |
| GS-6 Correctional Officer | 14 | 57.4 | +24 | +98.4 |
| 6. Agency-Wide Increases: | | | | |
| Price increase - food | | | ... | +234.0 |
| Price increase - electricity | | | ... | +240.0 |
| Price increase - coal | | | ... | +496.0 |
| Price increase - oil | | | ... | +68.0 |
| Loss of Reimbursements: | | | | |
| Coal | | | ... | +304.6 |
| Oil | | | ... | +21.0 |
| Daily inmate care | | | ... | +1,000.0 |
| Maintenance supplies | | | ... | +125.0 |
| Vocational supplies and materials | | | ... | +75.0 |
| Total, program increases | | | +78 | +4,278.9 |

INTRODUCTION OF ASSOCIATES

Senator CHILES. Mr. Delbert C. Jackson, the Director, is here.

Mr. JACKSON. We are pleased to have the opportunity to appear before you again. I would like to introduce members of my staff. Mr. William Golightly, Assistant Director for Administration, Mr. Charles Rodgers, Assistant Director for Operations, Mr. Dave Young, Budget and Accounting Officer.

PERSONNEL INCREASE

The Department of Corrections today is going to hopefully bring to you what we consider is a rather meager and austere budget. I say that in the sense that if we are going to accomplish those ends and the objectives and goals with which we are charged, it is going to be exceedingly difficult to accomplish those goals. The Department of Corrections is requesting at this point, as recommended by the City Council, an increase of 78 positions, 54 of which are correctional officers. There will be 20 at the central facility, 10 at the maximum security facility, 10 at Youth Center 1 and 14 in Youth Center 2. We are requesting 11 medical positions in order to enhance our medical capability, which is very lacking in terms of giving services at the level desired, to the inmate population.

We are asking for 11 positions in facilities management, which would include 6 general tradesmen for the new Detention Center which will be open shortly, two food services positions, and operating expenses increases of approximately $2,776,600.

That, in essence, Mr. Chairman, is the Department of Corrections total increase for fiscal year 1976.

POPULATION INCREASES

Senator CHILES. What is the increase in the number of people that you are detaining? How does that stand in comparison with a year ago, and what do you expect that the next year is going to hold for your Department in regard to the prison population?

Mr. JACKSON. We have noted in the past, and most certainly more recently, an increase in those people who are in detention status, that is, in the District of Columbia Jail, and the Women's Detention Center. We are most certainly plagued with a very serious problem of overcrowding—and this problem has been somewhat exacerbated by recent court orders requiring that a certain amount of space, particularly 48 square feet, be allotted to those people in a particular class action from the district court.

With a capacity for approximately 654, I think we had approximately 972 in the D.C. Jail yesterday, which creates most certainly an impossible and untenable situation. We anticipate that facility, will be overcapacitated by approximately 400 to 500 people from the day it opens.

Senator CHILES. 400 to 500 people?

Mr. JACKSON. That is what we anticipate.

Senator CHILES. Where are all those people now?

Mr. JACKSON. We are going to have to operate the old jail, CB–3 and CB–4, with the capacity of approximately 400 people.

Senator CHILES. Judging from what the superior court has been telling us about the number of indictments that they have, and what is going through the court system now, it looks like there is going to be more activity for you.

Mr. JACKSON. There is no question about that. That is the case. We are going to have, in my opinion, a longer detention for persons who are in detention status, which necessarily is going to flow into the institutions.

Senator CHILES. How do you intend to take care of those?

Mr. JACKSON. That will be extremely difficult. We have initiated a mandate from the Mayor to speed up the process of opening the new detention center. We have recruited extensively and massively, particularly in the security and custodial fields.

We are very much concerned about the programmatic aspects of the Department of Corrections, but we also know that in order to be able to deal in any kind of reformation or to do a very loose kind of rehabilitation, that you are going to have to keep them if you are going to do any sort of reformation.

I see some very severe problems in the very near future, Mr. Chairman.

MOOD OF PRISONERS

Senator CHILES. What is the present mood of the prison population? Riots, I know, come from overcrowding, and other factors cause tension. What is the situation out here now at Lorton?

Mr. JACKSON. The mood as of yesterday is not one of calm tranquility because you never have that in a prison environment.

I would say that the overall mood at the Department of Corrections in terms of its incarcerees is good at this point, but that is subject to change within the next 5 minutes. At this juncture it is good, and I might add this came about, not through happenstance or accident or inadvertence, it came through the application of proper, in my opinion, management, program objectives and accomplishments.

Senator CHILES. So, you do attribute your proper management to the present prison mood that you have?

Mr. JACKSON. That in part, but I cannot for a moment forget that I have in my institutions a hard core of criminals. I have some people there that I would not put in the community, but I also have considerable talent in my institutions, and I have people who are very sophisticated, particularly in the street sense, who can lend themselves to programs and self-motivation. We have to be there to reinforce that.

We have committed ourselves to the humanistic concept of "I am," and we have to transfer that to the inmate population. As I said, there are many who are receptive and a few who are not.

HOUSING OF VIOLATORS OF THE DISTRICT OF COLUMBIA CODE

Senator CHILES. How was it determined which violations of the District of Columbia Code are housed in the District of Columbia penal institutions and which are sent to Federal prisons?

Mr. JACKSON. All violators of the District of Columbia Code normally would come to the Department of Corrections. A judge may make a recommendation to the Attorney General that because of some

particular circumstance like protective custody it would endanger the man's safety and he be transferred to a Federal facility.

In the case of those people who are sentenced in the district court since August 1972, there was an agreement between Chief Judge John Sirica and Attorney General Kleindienst that all people sentenced subsequent to August 1972, be incarcerated in Federal institutions, and that has been the case.

Senator CHILES. Where?

Mr. JACKSON. In Federal institutions.

Senator CHILES. Are you housing any Federal prisoners in your D.C. facilities?

Mr. JACKSON. Yes; we are.

Senator CHILES. Why are you?

Mr. JACKSON. Well, those are long-termers who were there prior to August 1972, but that number has diminished greatly. It is down to 106 from approximately 374.

### HIRING STEWARDS TO FEED MAXIMUM SECURITY PRISONERS

Senator CHILES. Why does the city hire stewards to feed your maximum security prisoners? Could not this be accomplished by using other prisoners?

Mr. JACKSON. It is done to the extent possible. Again, what normally happens here is that we have to have people who are qualified in the culinary trade. What we try to do—and this should be understood that our stewards, as well as our tradesmen, not only prepare the food, they also train, and we have a cadre in each of the culinary units who are there for training and for work purposes.

### ESCAPE RATE

Senator CHILES. What about your escape rate now? How was it this last year compared with the last 2 or 3 years?

Mr. JACKSON. I am proud of this one, Mr. Chairman, I really am.

Senator CHILES. I have not read as much about it, so I knew it must be getting better.

Mr. JACKSON. For fiscal year 1976 through December breaches for all institutions number only one.

Senator CHILES. For that 6 months you had one?

Mr. JACKSON. I also have a calendar year figure. In calendar year 1975 there were 10 breaches of perimeter security; 1 at the central facility at Lorton, and 5 at Youth Center One, 3 at the District of Columbia Jail, and 1 at the Detention Center, for a total of 10.

Senator CHILES. That does sound much, much better. I congratulate you.

Mr. JACKSON. I might add that that rate has been rapidly decreasing in our institutions. I might cite that if you want.

Senator CHILES. Yes.

Mr. JACKSON. These are fiscal years. Fiscal year 1973 perimeter breaches, 55; fiscal year 1974, 15; fiscal year 1975, 16; fiscal year 1976—the first half—1.

QUESTIONS SUBMITTED BY SENATOR CHILES

Senator CHILES. Much, much better. We have some other questions I will submit those to you in writing, and you may answer them for the record. Thank you.

[The questions and answers follow:]

LAPSE RATE IN PERSONNEL HIRING

*Question.* The opening statement indicates the total number of positions requested for 1976 is 1,862. However, the statement also indicates that there is only sufficient funds for approximately 1,660, a difference of 202, which would mean a lapse rate of 10.8 percent. Why does your budget show a lapse rate of only 3.8 percent on page FL–4?

Answer. A lapse rate, by definition, shows the relationship between the funds needed to fully fund an authorized position and the actual funds available for these positions. That is the rate indicated on page FL–4.

However, additional demands, being made in this area, are not reflected in the above comparison. These include an increase from 7 percent to 7 and a half percent for benefits, promotions of Correctional Officers, funding of within grade increases and additional other operating requirements as a result of increasing inmate population. These factors increase the gap betwen the funds available and the need.

NEW DETENTION CENTER CONSTRUCTION

*Question.* How is construction progressing on the New Detention Center? Will the Center be ready for occupancy in fiscal year 1976? How can the Center be opened by the close of 1976 if the $433,000 required for equipping and furnishing the Center are a capital improvement item in this request?

Answer. Although hampered somewhat during the past year by trade union strikes, the construction of the Detention Center is progressing at a faster rate than had been originally estimated. Indications over the last six months have been that at least half of the project would be complete during the early spring of 1976, with the entire facility open by May 1, 1976.

The lack of obligational authority, particularly for capital equipment, has been somewhat of an obstacle to a smooth transition from the old Jail to the Detention Center. Given the often lengthy lead-time required between order and receipt of an equipment item, together with the fact that obligational authority must exist prior to initiation of procurement, the non-availability of the fiscal year 1976 capital outlay funds was a handicap. In order to overcome this, the Department was permitted to initiate procurement of long-time items against obligational authority held by the District in other accounts. This was done in anticipation of receipt of the $433,000 capital outlay request prior to actual receipt of goods. Thus, if the request is approved prior to receipt of the equipment, it will not be necessary to disburse funds from other accounts.

DEFICITS IN NCHA PROJECT AND WELFARE FUNDS

*Question.* How is it that the Department ended 1974 with deficits in NCHA Project fund and the Welfare Fund?

Answer. The National Capital Housing Authority experienced a cash flow problem in the project fund during fiscal year 1974. This matter has been resolved and the account is being paid.

The Welfare Fund was authorized in 1953 to operate canteens at a nominal profit to be used for the inmates. The inflationary escalation during fiscal year 1973 and 1974 reduced this margin of profit since the inmates were unable to absorb the additional costs incurred. Currently, each request for purchases is handled on an individual basis to the extent of funds available in order to assure that the fund remains in a solvent status.

59-211 O - 76 - 39

### Ratio of Foremen to Tradesmen

*Question.* In the Administration category, 12 new positions are requested of which 11 are for Facilities Management. Why is it that 3 of the new positions will be for foremen? What is the current distribution by trades and the ratio of foremen to tradesmen?

Answer. The designation of a position within Facilities Management as a foreman is contingent upon whether the assigned duties of that position include supervision of inmate work or training details.

Of the three foremen positions requested in the FY–1976 budget, two are for assignment to the new Detention Center. The greater size of this facility will necessitate the formation of additional inmate work deails, specifically in the areas of refrigeration and electrical work, and will consequently require supervisory positions to coordinate the work and job training of residents on those work squads.

Similarly, the foreman position requested for the Lorton institutions will be responsible for supervising the work and training of inmates working on the painting details.

Current Departmental staffing standards for the Office of Facilities Management provide a ratio of supervisors to tradesmen in the various trade areas.

FY–1976 base positions in the area of construction and maintenance conform to a ratio of 1 facility manager for 5 tradesmen in Detention Services, and 1 facility manager, 3 supervisors and 28 tradesmen for operations at Lorton.

In the area of electrical services, the current staffing includes 1 supervisor and 11 tradesmen.

Current staffing in the area of mechanical services includes 1 supervisor and 25 tradesmen.

### Correctional Officers and Inmates at Each Facility

*Question.* What is the current number of correctional officers and inmates at each of your facilities and what is projected for 1976?

Answer. The following table summarizes these ratios from June 1974 to January 1976. The correctional staffing shown for FY–1976 includes those positions requested in the FY–1976 budget.

| Year and institution | Average daily population | Correctional staffing | Ratio o officers to residents |
|---|---|---|---|
| Fiscal year 1975: | | | |
| Jail | 853 | 275 | 1:3 |
| WDC | 62 | 69 | 1:1 |
| Medium security | 816 | 258 | 1:3 |
| Maximum security | 324 | 110 | 1:3 |
| Minimum security | 147 | 63 | 1:2 |
| YC 1 | 326 | 154 | 1:2 |
| YC 2 | 197 | 121 | 1:2 |
| Total | 2,725 | 1,050 | 1:2 |
| Fiscal year 1976 (to Jan. 15, 1976): | | | |
| Jail | 965 | 275 | 1:3 |
| WDC | 94 | 69 | 1:1 |
| Medium security | 969 | 278 | 1:3 |
| Maximum security | 364 | 120 | 1:3 |
| Minimum security | 211 | 63 | 1:3 |
| YC 1 | 350 | 164 | 1:2 |
| YC 2 | 221 | 135 | 1:2 |
| Total | 3,174 | 1,014 | 1:3 |

### Treatment of Narcotics Users

*Question.* Please provide a comprehensive display of the the total city funds used for the treatment of narcotic users. How are halfway houses operated by Corrections coordinated with Human Resources' Clinics and the Narcotics Division project of the Superior Court?

Answer. The Community Services portion, of the fiscal year 1976 Corrections budget, requests $370,000 and eighteen positions for the Narcotics Treatment Ad-

ministration. A portion of these funds and seventeen positions are utilized by Narcotics Treatment Administration to operate an out patient clinic to provide drug related counselling and treatment to court referrals, Corrections referrals (parolees and halfway house residents) and walk in clients.

The Narcotics Treatment Administration also conducts a urine surveillance program for the Department of Corrections. During fiscal year 1975 some 5,486 individual samples were tested for illegal drug content.

A nurse, funded by the Administration, has been assigned to the D.C. Jail hospital.

This is the only involvement by the Department in the treatment of narcotic users.

STAFFING OF YOUTH INSTITUTIONS

*Question.* Due to the redirections in 1975 and insufficient data in the budget it is not possible to analyze the staff proposed for the Youth Institutions with regard to the inmate population. What was the ratio of inmates to Corrections staff in 1975 and what rate is budgeted for 1976? What led to the $359,200 in overtime in fiscal year 1974?

Answer. In fiscal year 1974 the inmate population averaged 326 and total authorized staff numbered 191 at Youth Center #1. The ratio of employees to inmates was 1:1.7; for correctional officers alone this ratio was 1:1.21. In fiscal year 1976 the average inmate population is 350. The request for 208 positions results in a staff/inmate ratio of 1:1.8;; for correctional officers the ratio will be 1:1.21.

At Youth Center #2 the fiscal year 1975 population averaged 197. With 167 authorized staff this produced a ratio of 1:1.7; with the correctional officer ratio at 1:16. The fiscal year 1976 population of 221 and the the request for 164 positions results in an overall ratio of 1:1.3. For correctional officers alone this amounted to a ratio of 1:1.6.

In fiscal year 1974 overtime costs at Youth Center #1 totalled $133,363 and at Youth Center #2 $225,837. The staffing complements at the Youth Centers were inadequate to meet their needs in fiscal year 1974. Sixty-four percent of these costs were incurred in a category entitled "emergency"; 19 percent for escorted inmate trips to court or for medical care; 6 percent for disturbances; and and the remaining 11 percent consisted of miscellaneous needs.

GAO REPORT RECOMMENDATIONS

*Question.* Has the Department completed its review of actions taken to meet the recommendations of the GAO report?

Answer. The review has been completed and the Department's actions to date on each of the fifteen recommendations quoted below are as follows:

(1) "We recommend that the Office of Planning and Management maintain a close working relationship with the Department and follow up to insure that the Department takes effective corrective action on the serious management problems revealed by our—and its—reviews."

During the past nine years, the Department has worked closely with OP&M in the development of management procedures. Many of their recommendations have been implemented. Others have not been implemented because of budget constraints. The Department also is initiating action to increase its own management capabiilty. Specifically, the Department is establishing a comprehensive information system that will provide it with data necessary for managerial decisions.

(2) "We recommend also that the Office of Municipal Audit and Inspections periodically review Department operations to help insure that the operations continue to be efficient and effective."

The Department believes that it is in its interest to receive periodic appraisals from qualified assessors who are not Department employees. And, frequently in the past, many independent bodies have given the Department valuable advice and information. When it is decided to utilize Municipal Audit in this manner, the Department certainly will cooperate.

(3) "—(a) Establish uniform and definitive guidelines for all institutions for selecting inmates for rehabilitation leaves of absence, giving due consideration to the time remaining to serve before probable release. (b) Such leaves should, depending on the reason for release, be for periods no longer than

necessary to carry out the leaves' purpose. (c) The policy of granting recurring leaves almost continuously should be evaluated."

Department Order No. 4920.3 (Work Training and Higher Education Furlough Programs for Adult Sentenced Inmates) dated November 11, 1974 definitively responds to this GAO recommendation. It may be noted that this Order is in process of amendment: Section 6a. (4)(a) will read "Inmates serving a minimum sentence in excess of three years must complete 60 percent of such minimum sentence." All institutions are currently following this D.C.D.O.

The Department has stopped granting social furloughs in consonance with the Saxbe Order. All furloughs are now channeled via Work Training and Higher Education programs; therefore, the matter of recommendation to evaluate the policy of granting recurring leaves is no longer pertinent.

(4) "—Assess each release program regularly to insure that it is serving a bona fide rehabilitative purpose."

As stated above, all programs will be evaluated routinely as the Department develops its data base and its evaluative capability.

(5) "—Establish uniform procedures for monitoring whereabouts and performance of inmates participating in outside activities."

A staff member (Prison College Administrator) has been assigned to monitor all inmates involved in community educational programs. The latter receives biweekly reports from instructors, and performs evaluative on-site checks at least once weekly on a random basis. Additionally, inmates involved in the Federal City College programs are monitored on a daily basis by a staffer who immediately reports all irregularities to the Prison College Administrator.

(6) "Effectively discipline inmates who violate the terms and conditions of release."

In the future, the Department will administer discipline for rule infractions within the guidelines established by divisions of the U.S. District Courts. Through these rulings the court has established requirements for the institutional administration of discipline, requirements that identify the rights of the inmates as well as the obligations of the staff. The Department will abide by the intent of these requirements, if not by the letter of the decisions.

(7) "—We recommended that the Department (1) include in its construction renovation program for Lorton a provision for constructing another fence around medium security and (2) issue specific policies and procedures for all Lorton institutions covering the wearing of civilian clothes by inmates and procedures for identifying visitors."

A secondary fence has been constructed around the potential high escape areas (between towers 2 and 3: 9 and 10) at the medium security facility.

Crushed white stone has been placed between the primary and secondary fences. At night, reflection from the stone serves to increase visibility from the towers.

The Superintendent of Correctional Services is in the process of revising existing regulations governing the wearing of civilian clothes by inmates.

Improved perimeter lighting has been installed.

Perimeter roads around the central facility were completed, as scheduled, August, 1975.

(8) "—Make a thorough investigation to determine the source of contraband which continually shows up in shakedown and inspection."

All institutions are in compliance with Assistant Director for Operations Memorandum, dated July 1, 1974 re: the updating of regulations on contraband. The updated procedures have been incorporated into existing Superintendent Orders. These deal with the handling of illegal weapons and narcotics, use of metal detectors, procedures for checking visitors' purses and packages, searching of visitors and employees, use of ultraviolet light, and procedures for vehicular search.

(9) "—Tighten controls over all institutional property to prevent inmates from stealing it."

As stated previously, the Department has developed a procedure for assigning personal responsibility to employees for control of tools and other institution property. It has reduced the probability of contraband entering the Central Facility by installing a metal detector at the entrance of that institution. Metal detectors for the other department facilities were purchased from grant funds in September, 1975, along with ten hand friskers. Such equipment was requested in the Department's FY–1974 budget but the request was disallowed by Congress.

(10) "—Put standard locks on inmate lockers and direct officers to regularly inspect lockers."

There is established a system of locks with Master Keys. Locker inspections are routinely made on a random basis.

(11) "—Assign officer full-time to each dormitory." Officers are assigned on a full-time basis in each dormitory at all the Lorton facilities except the Central. Budgetary deficiencies continue to prevent full time dormitory coverage at the latter facility.

(12) "—Improve the narcotics testing program by insuring (1) all institutions test inmates regularly, (2) test results are received and recorded promptly (3) inmates receiving positive test are effectively disciplined and treated, and (4) inmates do not obtain advance knowledge of test plans."

The Department has contracted with a new laboratory which has reduced the time delay in receipt of the results of the specimen analysis, currently 7 to 10 days.

(13) "—Issue uniform policies and procedures on the inspection of visitors' handbags and purses and the searching of inmates after visiting."

Due to the difference in instiutions, uniform policies and procedures are not advisable. Nevertheless, the Department has taken the following steps to increase security:

Memorandum issued by the Assistant Director July 1, 1974, requires all institutions to update their procedures for processing visitors, and to submit their revisions to the Central Office for review,

Metal detectors have been installed in all institutions,

Institutions that provide security have issued directives for searching visitors and staff at the entrance, and have revised regulations limiting the size of handbags that can be brought into the institution.

(14) "—Investigate all escapes and report results with recommendations to top management. Such investigation, in addition to identifying gaps in physical security allowing perimeter escapes, should also delve into causes for escapes from escorted trips and leaves of absence. The Department should then correct identified problems."

This recommendation is in keeping with Department policy. All perimeter escapes are investigated in detail following adoption of Operations Notice #20 (April, 1973). It was this procedure of investigation that resulted in establishing ground posts between towers one and ten of the Central Facility during shifts one and three, on weekdays, and during visiting hours on Saturdays and Sundays.

Investigation of community escapes also have been routinely conducted. As stated, the Department has developed procedures to assess both the resident's need for an authorized absence, and an assessment of his community situation.

(15) "—Uniformly and promptly report as escapes all inmates returning late from leaves in excess of a fixed time interval and such escapes should be accurately shown in Department statistics."

It has always been the Department's policy that men granted an authorized absence be:

Informed of the time they must return,

Informed of the consequences of non-compliance, and

Informed of what steps to take in event of emergency that may prevent them from returning on time.

Each resident released on authorized leave signs an acknowledgment of his obligations. Furthermore, in the event of unavoidable delays, emergencies, etc., the inmate has clear instructions as to whom he should notify so that his situation can be verified by the Department.

The Department has established a policy that any return from leave that is two beyond the authorized hour of return shall be reported as an escape. This policy applies to all authorized absences.

The Department reserves the right to investigate unusual cases of late return to determine what discipline is appropriate.

### Monitoring of Activities at Lorton

*Question.* Has a special staff been established in the Director's Office to address on a continuing basis the concerns raised in the GAO report? The Committee expected the Department to do so. Also, has the Department strengthened its monitoring of activities at the Lorton institutions? How?

Answer. There has been an extensive increase in the monitoring of programs at the executive level. A staff member of the Office of Program Coordination

has been assigned to monitor all inmates involved in community educational programs. The monitor receives, checks, and approves all class schedules prior to enrollment, receives bi-weekly reports from instructors, and performs evaluative on-site checks at least once weekly on a random basis. In addition, the Superintendent of Correctional Services has assigned two full-time staff members to the monitoring of inmates on furlough from the Lorton institutions. The positions perform on-site checks of inmates and report to the Office of Program Coordination on the findings.

### Lorton Improvement Program

*Question.* What is the status of the Lorton Improvement Program? When can the Committee expect to receive a revised reprogramming request? In view of the uncertainty as to the availability of the Lorton site for the District's correctional institutions, has the Department developed contingency plans to cover the situation?

Answer. The Mayor sent the Lorton Improvement Program reprogramming proposal to the City Council in March, 1975. It is still before the Council and the Department can make no estimate of when it will be forwarded to Congress.

The Mayor's Office, in conjunction with the Department of Corrections, prepared a comprehensive position paper on the proposed transferral of the Lorton facilities to areas within the District of Columbia. The paper was in response to Senator William Scott's bill, S. 1243, and discussed the alternatives available to the District for relocating the prison facilities. Fourteen sample sites within the City were examined to determine immediate and long-range costs of land. The possibility of transferring inmates to Federal facilities was also explored. The paper demonstrated the impracticality of both alternatives in terms of land and fiscal limitations and disruption to the Criminal Justice System. Copies of the paper can be supplied on request.

### Status of Correctional Officers

*Question.* How does the number of correctional officers on board and requested compare with the 5.2 standard?

Answer. The answer to this question is basically in the calculation of the 5.2 standard. An explanation of this calculation follows.

The security force at each institution is computed according to a post assignment plan. The plan details the number of posts to be manned, the number of officers necessary to man them, and the period of time during which they will be manned. Posts are defined as places or functions and time is discussed in terms of number of days per week, number of shifts per day. In addition to the total number of officers necessary to man a post, a number of relief positions are added to account for absences from work due to weekends, holidays, sick leave, annual leave and training. The total number of days per year requiring relief is 155 which is broken out as follows:

| | *Days* |
|---|---|
| Regular days off (weekends) | 104 |
| Annual leave | 20 |
| Sick leave | 12 |
| Holidays | 9 |
| Training | 10 |
| Total | 155 |

This leaves a total of 210 working days per year.

A portion of a post assignment plan appears below. From it is derived the number of officer positions necessary to man the sample posts.

Sample Post Assignment Plan

| Post Assignment | Regular Positions | | | | Positions Requiring Relief | | | | | Total Days Requiring Relief |
|---|---|---|---|---|---|---|---|---|---|---|
| | Shift # 1 | Shift # 2 | Shift # 3 | Total Positions | Regular Days Off (x 104) | Annual Leave (x 20) | Sick Leave (x 12) | Holidays (x 9) | Training (x 10) | |
| Dormitories | 15 | - | 14 | 29 | 29 | 29 | 29 | 29 | 29 | 4,495 |
| Landscape | - | 1 | - | 1 | - | 1 | 1 | - | 1 | 42 |
| Control Cells | 1 | 1 | 1 | 3 | 3 | 3 | 3 | 3 | 3 | 465 |

The figures under the heading "Regular Positions" represent the number of officers needed to perform a certain task for three eight-hour shifts. If the task is one which must be performed continuously, meaning on weekends and holidays, during vacations and regardless of absences due to sickness or training, then relief must be calculated for those positions. That is the purpose of the columns under the heading, "Positions Requiring Relief". By multiplying the number of positions in a column by the number of days required annually for that leave category, the total number of days requiring relief for the category results. Adding the five category totals gives the total number of days requiring relief for the post. For example consider the sample post called "Dormitories".

| | *Days* |
|---|---|
| 29 positions times 104 days (regular days off) | 3,016 |
| 29 positions times 20 days annual leave | 580 |
| 29 positions times 12 days sick leave | 348 |
| 29 positions times 9 holidays | 261 |
| 29 positions times 10 days (training) | 290 |
| Total days requiring relief | 4,495 |

By dividing each of the figures in the last column by 210 days, the total number of relief positions needed per post results.

Dormitories equal 4,495 divided by 210 equal 21.4 relief positions.

Landscape equal 42 divided by 210 equal .2 relief positions.

Control Cells equal 465 divided by 210 equal 2.2 relief positions.

Adding these figures to those in the column headed "Regular Positions, Total" gives the final number of correctional officers needed to man the sample posts: Dormitories, 50.4; Landscape, 1.2; and, Control Cell, 5.2. It is obvious from the relief computations that post coverage can range from a round-the-clock, seven-day-a-week basis to single shift, five-day-a-week basis.

For the posts requiring round-the-clock coverage, the three shifts per day are as follows:

Shift No. 1 11:30 p.m.–8:00 a.m.

Shift No. 2 7:30 a.m.–4:00 a.m.

Shift No. 3 3:30 p.m.–12:00 a.m.

The shifts overlap by a half-hour to maintain security while officers are coming on and going off duty.

A post assignment plan, of the type described, exists for the correctional force at each facility. Obviously, these are lengthy documents and are not included in this response. They can be supplied on request. In simplified terms, the relationship between the number of officers and the 5.2 standard can be shown at the Department level by the following sample:

| | *Total posts* |
|---|---|
| Shift No.: | |
| 1 | 153 |
| 2 | 268 |
| 3 | 219 |
| | 640 |

Posts to be manned at any one time—640 divided by 3 equals 213.

213 posts times 5.2 officers/post equals 1,107 officers.

This simplified method only approximates the actual number of officers needed. The figures will always differ since the 5.2 standard is based on 24 hour coverage and not every post requires this coverage. The post assignment plan takes this fact into account.

The new correctional officer positions are requested to increase the coverage of certain posts. Specifically, eighteen positions are being requested for entrance security. Three are needed at Medium Security; 5 each are needed at Maximum Security, Youth Center 1 and 2.

The need at Medium Security is to augment existing entrance security elements. The intent is to increase the capability to provide entrance security services on a 24 hour a day, 7 day a week basis. Currently, resources are available to provide coverage only on the day and evening shifts.

The 15 positions requested for use at Maximum Security, Youth Centers 1, and 2, will enable each of these facilities to operate an entrance security post on the day-shift, 7 days a week. They currently do not have the personnel capacity to provide for such a post.

The second functional category of need reflected in the request is for patrol security. An estimated 16 positions are needed in this area.

Twelve patrol security positions are required at Medium Security. This will enable this facility to provide effective ground patrol services on a dusk-to-dawn basis, 7 days a week.

Four patrol security positions are needed at Youth Center 2 to provide these services on a dusk-to-dawn basis. Youth Center 2 now has a perimeter road but lacks personnel to make effective security use of it.

Twenty positions are needed to perform search and shakedown functions. Five such positions are needed at Medium, Maximum Security, and both Youth Centers to permit around the clock coverage seven days a week.

### Costs at Lorton

*Question.* Since the number of Federal prisoners at Lorton is decreasing, and costs are not being incurred for their care, why are you requesting money for these costs?

Answer. While it is true that the Federal population has gone down the overall population at Lorton has gone up. The Department has traditionally relied on reimbursements to purchase items necessary for the daily care of inmates, that is, clothing, bedding, and bathing supplies, and for coal for the institutions. Considering the increasing population and the severe impact of inflation, an increase in operating funds is necessary to replace those lost in reimbursements.

STATEMENT OF VINCENT E. REED, ACTING SUPERINTENDENT OF SCHOOLS

ACCOMPANIED BY:
EDWARD G. WINNER, ACTING DEPUTY SUPERINTENDENT OF SCHOOLS
MRS. VIRGINIA MORRIS, PRESIDENT, BOARD OF EDUCATION
MRS. HILDA H. M. MASON, MEMBER, BOARD OF EDUCATION
MRS. BETTY KANE, MEMBER, BOARD OF EDUCATION

POLICY STATEMENT AND BUDGET SUMMARY

Senator CHILES. We will next take up the budget estimate for the Public Schools.

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

INTRODUCTION

Due to a myriad of problems, and despite the gradual decline in enrollment, the demands upon public school systems in general and the D.C. Public Schools in particular have been increasing. More specifically, the resources available to our system are both inadequate and inappropriately designated. Though the actual dollars to support education in our City have increased slightly, the mandatory costs have increased far more enabling fewer services to be purchased. Inflationary price rise of materials, utilities and equipment, staffing of new buildings, salary step-increases for employees, and other items such as the Court's mandate for expanded special education services without the provision of adequate funds have wrecked havoc on our ability to meet educational needs.

Educational funding accounts for about 40% of all state-level expenditures in the United States. Austerity in such funding is most unfortunate. New and experimental programs geared to elevate the life chances of children are becoming especially hard hit and educators, who have long searched for ways to improve schools must now only look for ways to save money.

So far, according to a survey conducted by the Education Commission of the States, the most widespread cutbacks have occurred in the purchase of instructional materials, in new construction projects and in the maintenance and repair of school facilities.

In many instances, it has been impossible for State education leaders to make plans for the current school year to adequately handle the double-digit inflationary push of recent months. The economic difficulties of our country are being reflected in our inability to make available educational opportunities as a public service--and the lives of our children and indeed our Nation have been made vulnerable. The operation of the Public School System, even though it is part of the Nation's Capital, is no exception.

There is reason for alarm, particularly in areas, generally urban, where schools are serving the poor and the minorities: populations whose needs, by tradition have not been institutional priorities.

In the District, with the increasing flight to suburbia of many families of affluence, there exists a long history of economic deprivation and a lack of adequate social and health attention on the part of many of those who remain in the District. Because of this history of social neglect, the children in these families and in the Public Schools are in greater need of attention and improved educational services than perhaps the children of those who have sought "refuge" in the suburbs.

Observable in the FY 75 budget presentation was evidence of this Public School System's commitment to become an educational institution where justice is afforded each child irrespective of ethnic, social, economic background - irrespective of physical and/or emotional, and/or intellectual handicaps. An institution where every child is provided equal access to learning situations which build and/or enhance the unique talents, cultures, languages which he or she brings to schools.

Ultimately, our central problem will emerge out of the conflict between the long established graded structure on one hand and increasing awareness of variation in children's abilities and attainments on the other. The graded structure ... represents a certain antique respectability, and our insight into individual differences as a phenomenon to be accounted for is not generally shared. The problem of effectively relating individual differences and school structure is of such formidable dimensions that a simple exposition of the dilemma will not dispel it. One must first see the startling realities of individual differences within a single child and among students of a given grade level. Second, the compatibility between school grades as applied to ordering pupil progress and the realities of individuality must be understood. Insight must be gained into the ill effects of certain concomitants of graded structure. Then, an alternative structure that does not carry with it the ill effects of graded structure and its concomitants must be proposed.

What is required is a multi-age, multi-level kind of grouping practice, vigorously pursued by those knowledgeable in human growth and development, so that the massive differences in rates of growth and patterns of development which occur in human beings can be accommodated. Certainly, within this system experiments in continuous development and upgrading or non-grading have occurred for many years, but the present proposal requires a complete institutional change. Changing the structure mandates a change in behavior thereby moving us farther, faster.

For FY 75 before the appropriate budget committees, the Public Schools indicated that the most critical situation to the development of children, is the quality of the interaction between teacher and learners. Residents of the District of Columbia are people who have previously been a part of the untapped human resource potential of this country. The children of this system are the poor and the minorities. Research has shown that for this population, more than any other student population, schools account for more of the variance observed in achievement and attainment. Our schools must become places which nurture the development of this needed and necessary resource. To affect the appropriate teacher-learning situation requires a governance and managerial system permitting, in terms of participation, the varied learning worlds of a child to overlap. In other words a student, his home, community and school, are inextricably related. They are entities which must operate cooperatively if any is to be to the advantage of the student. Therefore in an attempt to realize the overall commitment of providing educational justice to all children the following systemwide priorities have been proposed by the Administration and sanctioned by the Board of Education.

. To decentralize the school system using PACTS, designed so that:

- schools become more responsive to the needs and the characteristics of each student in the teaching-learning situation.

- smaller and more manageable administrative units are established.

- effective channels of communication and better working relationships among Parents, Administrators, Community

Representatives, Teachers, and Students (PACTS) in their local community, thus enriching the educational advantages which will accrue.

. To flatten out the administrative hierarchy by broadening the decision-making responsibility of staff through the concept of the administrative team.

. To develop curricula to reflect:

- multi-lingual, multi-cultural content emerging from our bilingual programs,
- changes in conceptual framework of content organization,
- combinations of like disciplines,
- flexible time sequences so that any subject is available to students at any level,
- emphasis on concepts instead of facts; and
- special education and career education as a continuum of services to all students.

. To establish a unit for facilities planning.

. To increase our capacity for research, planning, and evaluation.

. To improve the capability of management services.

. To provide a sensitive humanistic approach to security and safety.

. To create an office of communications.

It would be remiss to ignore the reality of system-wide educational priorities being mandated and imposed by non-educational entities. For example, in the FY 75 budget some of the monies to assist with the mandates of the Waddy Court Decree were not approved. Nevertheless, the obligation to comply with the Decree became no less binding irrespective of the lack of support by the Congress. The Public School System was compelled to adjust its educational priorities designed to afford educational justice and accompanying resources to assure compliance with a Court Order which is to the exclusive advantage of but a very few. The approved monies for research, planning and evaluation had to be designated to support the Court mandated program which was not approved.

Courts are not held accountable for the results of their decisions on the lives of the consumers of the public educational institution. Unfortunately, this institution which is accountable for what happens to students, the Public School System, is neither vested with the exclusive right to establish educational program priorities nor the funding authority to support them. This is a dilemma which cannot continue to be ignored for included within the pages of this budget document is a necessary funding request to support our Court mandated special education program.

To be certain, schools can not solve all of the problems in the society, especially if the other institutions fail to change. But, there is little doubt that public school systems, as they exist, are failing to perform the mandated task of facilitating the growth and development of students. This failure is attributable in part to the absence of effective internal evaluation and to the lack of continuous responsiveness. Unfortunately, a trend of scapegoating has inhibited cooperative comprehensive planning by all educational participants and other societal institutions.

If the District of Columbia is to elevate achievement through educational programs of high quality, alternative pursuits must effect organizational changes at the administrative level, structural and grouping changes at the school and classroom level, and structure and content changes in curriculum.

Summary of 1976 Budget Estimates

APPROPRIATION: Education

Office: Public Schools

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 10,480 | $167,592.7 | 10,711 | $188,673.5 | 10,561 | $200,646.6 | -150 | +$11,973.1 |

Analysis of 1976 Change:

| | | |
|---|---|---|
| Base adjustments: | | |
| 1. Non-recurring - supplemental for special education and BA+30 adjustments for teachers | ... | -1,099.0 |
| Pay raise supplemental | ... | -2,796.1 |
| One time supplies and equipment for new construction | ... | -26.0 |
| Total, non-recurring | ... | -3,921.1 |
| 2. Redirections from: | | |
| Elementary school teaching staff resulting from decline in population | -168 | -2,576.6 |
| Senior high school teaching staff | -33 | -497.7 |
| Continuing education TSA-8 redirected to instructional support | -1 | -20.6 |
| Instructional support staff | ... | -11.3 |
| Central office professional staff | -7 | -190.7 |
| Adjustments to reflect actual TSA-15 average salary by budget category | ... | -1,179.5 |
| Total, redirections from | -209 | -4,476.4 |
| 3. Redirections to: | | |
| Provide essential regional school system staff | +19 | +381.0 |
| Ballou Senior High science/math program | +1 | +301.0 |
| Strengthen management services | +25 | +401.6 |
| Early childhood program | +96 | +1,116.4 |

| | | |
|---|---|---|
| Public Schools - continued | | |
| 3. Redirections to - continued | | |
| Bilingual program | +18 | +358.3 |
| Strengthen communications and community relations | +4 | +117.9 |
| Strengthen program at School of the Arts | ... | +261.4 |
| Better coordination of open space programs | +9 | +178.9 |
| Adjustments to reflect actual TSA-15 average salary by budget category and other technical reductions | ... | +1,199.6 |
| Summer school teachers' pay raise included in Fiscal Year 1976 adjusted base but not in Fiscal Year 1975 Current Year Allotment | ... | +160.3 |
| Total, redirections to | +172 | +4,476.4 |
| 4. Base and other redirections: | | |
| Elimination of 85 TSA-15 positions at the elementary and secondary school level | -85 | -1,336.2 |
| Withdrawal of 78 positions designed for new schools but delayed in opening | -78<br>(10) | -795.1 |
| Supplies and equipment | ... | -86.0 |
| Reduction of 8% in Instructional Support | ... | -544.1 |
| Reduction of 5% in Central Services | ... | -549.6 |
| Total, base and other redirections | -163<br>(10) | -3,311.0 |
| Total, base adjustments | -200<br>(10) | -7,232.1 |
| Program increases: | | |
| 1. Annualization of costs of positions approved in Fiscal Year 1975 | ... | $517.6 |
| 2. Annualization of TSA pay raise | ... | +1,121.7 |
| 3. Annualization of GS, WG, and FS pay raise | ... | +3,515.1 |
| 4. Increased cost of employee health benefits | ... | +594.7 |

Public Schools - continued

Program increases - continued

| | | | | |
|---|---|---|---|---|
| 5. Reclassification of teachers eligible for BA+30 hours of academic credit | | | ... | +1,100.0 |
| 6. Within-grade increases for TSA and other school employees | | | ... | +3,811.4 |
| 7. Staffing of new facilities: | | | | |
| Oxon-Run Elementary/Jr. High School: | | | | |
| TSA-6 Principal | 1 | 16.5 | | |
| TSA-8 Asst. Principal | 3 | 31.8 | | |
| TSA-15 Counselor | 3 | 22.7 | | |
| TSA-15 Librarian | 1 | 7.6 | | |
| GS-6 Administrative Aide | 1 | 5.9 | | |
| GS-4 Clerk | 4 | 17.9 | | |
| WS-10 Maintenance Supervisor | 1 | 9.8 | | |
| WS-8 Boiler Plant Operator | 1 | 9.5 | | |
| WS-5 Custodian Foreman | 1 | 8.7 | | |
| WS-3 Custodian | 2 | 16.0 | | |
| WG-10 Boiler Plant Operator | 1 | 8.2 | | |
| WG-10 Maintenance Worker | 3 | 24.5 | | |
| WG-3 School Maintenance Worker | 18 | 105.6 | | |
| FO-5 Manager I | (1) | 3.0 | | |
| FO-3 Cook | (1) | 2.6 | | |
| FO-3 Baker | (1) | 2.6 | | |
| FO-2 Helper | (1) | 2.3 | | |
| FO-1 Cafeteria Worker | (6) | 13.7 | | |
| Other costs: periodicals ($2.4), instructional supplies ($23.9), textbooks ($111.7), library books ($16.0), educational equipment ($51.2), custodial supplies ($26.0), electricity ($122.0), telephone ($3.3), heating fuel ($61.0), and refuse collection ($8.3) | ... | 425.8 | +40<br>+(10) | +734.7 |
| Anacostia Senior High School: | | | | |
| WS-10 Maintenance Worker | 1 | 11.0 | | |
| WS-10 Boiler Plant Operator | ... | .4 | | |
| WS-10 Engineer | ... | 1.6 | | |
| WS-10 School Maintenance Worker | 4 | 26.3 | +5 | +39.3 |
| 8. Inflationary increases: | | | | |
| Heating fuel | ... | 1,086.0 | | |
| Gasoline | ... | 40.0 | | |
| Printing and reproduction | ... | 37.2 | | |
| Telephone | ... | 91.3 | | |
| Electricity | ... | 664.8 | | |

| | | | | |
|---|---|---|---|---|
| Public Schools - continued | | | | |
| Program increases - continued | | | | |
| 8. Inflationary increases - continued | | | | |
| Gas | ... | 60.8 | | |
| Refuse collection | ... | 183.2 | | |
| Tuition costs | ... | 263.4 | ... | +2,426.7 |
| 9. Provide a summer and Saturday driver training program | | | ... | +46.9 |
| 10. For development of management information system to provide data to aid in better decision making process | | | ... | +143.1 |
| 11. Facilities Planning Division: | | | | |
| GS-13 Educational Coordinator | 1 | 25.4 | | |
| GS-13 General Engineer | 1 | 25.4 | | |
| GS-12 Demographer | 1 | 21.5 | | |
| GS-11 Architect | 2 | 36.2 | | |
| Contractual services | ... | 28.4 | | |
| Printing and reproduction | ... | 6.6 | | |
| Office supplies | ... | 3.0 | | |
| Travel | ... | 2.5 | | |
| Equipment | ... | 5.0 | +5 | +154.0 |
| 12. City's contribution to Teachers Retirement and Annuity Funds to restore fund balance to legally required level | | | ... | +5,000.0 |
| Total, program increases | | | +50<br>+(10) | +19,205.2 |

INTRODUCTION OF ASSOCIATES

Senator CHILES. Mr. Vincent Reed is the Acting Superintendent, and I understand we have three Board members, Mrs. Morris, Mrs. Mason and Mrs. Kane.

Mr. REED. I appreciate this opportunity to appear before the committee today. I do not have an opening statement. I am prepared to answer any questions that the committee may have.

I have with me Mr. Edward Winner, who is the Deputy Superintendent. We have three Board members who have accompanied us this morning, Mrs. Virginia Morris, who is the present President of the Board of Education; Mrs. Kane, a member of the Board of Education; and Mrs. Mason, a member of the Board of Education.

EFFECT OF DECLINE IN ENROLLMENT ON CAPITAL PROGRAM

Senator CHILES. We are delighted to have you all here.

I note that we have a decrease in your school attendance ranging from 30,000 to 37,000 pupil spaces in the school years 1979, 1978, and, yet, we are embarking on a considerable capital construction program. Could you explain that for me, if you would, please, sir?

Mr. REED. The 30,000 seats you are referring to are scattered throughout the city and not concentrated in any one area. Most of those seats that we are referring to also are really inadequate at the present time. We have plans and we are hoping to formulate facilities planning unit to take a good look at those facilities to see what facilities we will no longer use.

FACILITIES PLANNING UNIT

Senator CHILES. How do you propose to set up that facilities planning unit?

Mr. REED. We have asked for five positions in the budget to formulate that unit, and that is a very, very important item for us, if we want to take a look at the possibility of closing facilities that are not used at their fullest capacity and also deal with the 30,000 seats that seem to, could possibly be available by 1980.

Senator CHILES. I know that there is a school district in California that has developed a computer-based planning system for alterning student enrollment patterns to optimize the use of present school facilities. Are you familiar with that system?

Mr. REED. No, I do not have any data on that at this time, sir.

Senator CHILES. As I understand it, that system is a process for generating alternatives in the allocation of students to specific schools and determination of school utilizations upon completion of those allocations and a reconfiguration of school attendance boundaries to reflect those redistributions. It would seem to me that some kind of a system like that would bear looking at.

I understand that your pupil decrease is scattered across the whole system, but still if you are having a net decrease of 30,000 and you are increasing your school facilities. It seems like you are not headed in the right direction.

PLANS TO FILL EMPTY SEATS

Mr. REED. Well, that is what is projected, but we have been in operation now for 3 months, the present administration, and by the time 1979 comes around, if I am still in operation as Superintendent of Schools, we are going to fill those 30,000 seats. People are going to come back into the D.C. Public School System because they are going to be satisfied with the quality of education we are administering, and I am very optimistic about that.

So, the 30,000 seats we are talking about having at this time, I am sure will not be there 3 years from now because we are going to turn this system around so the people will really want to come back.

Senator CHILES. Well, that is a laudatory objective. So, then, you feel like the 30,000 will be made up by people who will come into the system? Again, the curves are showing us that the city is losing total population and your birthrate is declining, so you have got those two declining curves.

Mr. REED. And the statistics also show that many, many people who are taxpayers in the city are educating their youngsters in private institutions. We can show you signs in several of our schools where we have moved to increase the quality of education that we have had an increase in the number of youngsters who have come back from private schools.

In one area, 200 kids have come back since September.

Senator CHILES. I do not have any doubt that if Momma finds out she can get better education at the public school than the private school, she is going to put the kids back in there.

CONTRACT NEGOTIATIONS WITH TEACHER'S UNION

What is the situation now with your teachers in regards to their contract disputes? Has that been settled?

Mr. REED. No, it has not at this point. We are still operating on a day-to-day agreement with the teachers union. We have not ratified the contract at this point.

Senator CHILES. What are the areas of dispute now?

Mr. REED. Well, we have two main areas of dispute. One would be a request by the Board for a longer school day, and the other is the general working conditions for teachers. We have several definitions that seem to be the major issue. I think once we can move past the longer school day issue, then the other things will fall in place.

Senator CHILES. Is there any progress?

Mr. REED. We have been to a factfinder. He has rendered a decision along the lines of what was presented to him. At this particular time, the Teachers Union has not accepted that document in toto. We are in the process now of having a court case pending. We have requested a review of a decision made by a judge, and that is holding us up at this particular time.

Senator CHILES. What did the factfinder find?

Mr. REED. Well, he dealt with many issues. One of the main issues that we had before us was the use of planning periods by teachers, and the teachers leaving the building during the school day. Those are

the main things that we felt were necessary because the complaints had come from parents that teachers were not available for conferences, and the students complained that teachers were not available for additional help. That ties in with the longer school day. If we got those two items in the contract, then we feel that we could back off on the longer school day because the services we wanted to be rendered would be rendered with those two items.

At this particular time, the union has refused to go back into negotiations with us because of the pending court case. A decision is going to be rendered by the superior court.

BASIS FOR COURT CASE

Senator CHILES. What is the basis of the court case?

Mr. REED. We went before a judge who rendered—he made several decisions.

Senator CHILES. Who took the case up?

Mr. REED. The Board took the case to the judge, and the judge made some decisions. Based on those decisions, we requested a review by a higher court, and that is what we are waiting for now to see if the decision that was handed down by the judge is a valid one at this time, or if someone will take a review of the procedure and give us another decision based on what they have found.

Senator CHILES. What are the issues in that case?

Mr. REED. I think maybe you ought to respond to that, Mrs. Morris.

Mrs. MORRIS. The basic concern is the ruling that was rendered by Judge Campbell as to whether or not he went beyond the understanding that existed between the Board and the union, and indicating and giving a ruling on the longer school day, and, of course, in his ruling he indicated that that was the memorandum No. 4 which said that once teachers received additional compensation, that we would negotiate that longer school period. And Judge Campbell's ruling was that the memorandum was not a valid document, even though it was an attachment to the contract, and the Board appealed that decision and felt that he had gone far beyond that finding rendering a decision which dealt with the issues that were before us at that time.

Senator CHILES. And you are waiting for termination of that period?

Mrs. MORRIS. That is correct.

CENTRALIZATION AND USE OF WAREHOUSES

Senator CHILES. What kind of progress are you making on centralizing your warehouses? There has been some conversation and a series on TV about the problems of warehouses and where they are scattered and the amount of space that you are using.

Mr. WINNER. The basic problem has been not only a space problem, but the turnaround of supplies. Because of several budget problems over the past year, we have not been able to stock a warehouse in advance of the issues that are required in order to open up the schools.

There has been considerable delay. We are having to order an issue on a hand-to-mouth basis, so we are not getting what we consider the proper utilization of the warehouse space that we do have. The ware-

housing that is available is adequate. We use the dispersed sites for country store issues, the routine day-to-day issues of everyday needs, and the main warehouse is used for bulk storage and for commodity storage.

The second problem in warehousing is specifically with the warehousing of the furniture and equipment that is being ordered for new facilities. The problem there is that the money becomes available in an operating budget to purchase the supplies and equipment. It is not in the capital budget, so it has been subjected to the fiscal year limitation of the operating budget. In other words, you had it in fiscal year 1975 and it has to be purchased by June 30. The building that it is scheduled for may, in fact, slip out of that fiscal year into another fiscal year, but it is in the capital budget. The building does not become available to us; the furniture is coming in. The manufacturer says he does not have warehouse space, and he is putting it on a truck, and he is delivering it to us, and if we would like to have it delivered to our offices, fine, but he is surely going to get it out of his warehouse.

We do not have any kind of warehouse space adequate for that enormous influx of student desks and chairs and large-scale furniture of that kind, so we have been very, very hardpressed to find storage space for equipment and supplies and so forth for buildings where there have been serious delays in the construction in this past year because of the construction strikes in the city; the delays in the buildings are just enormous, and we have not been able to coordinate those delays with the delays in the equipment.

Senator CHILES. I can understand that problem once you have made your purchase. On the other hand, if you were in the process of negotiating for purchases of new furniture one of the conditions of that purchase could be that the furniture be held until you are ready for it. I think you would find most vendors would be willing to do that at the time they are trying to get the contract. It is a different story after they have gotten the contract and obligated you for your money.

Mr. WINNER. We have certainly attempted to negotiate as much as possible. We have also requested the city to permit us to carry over some of those funds. In other words, if it is not possible, the city has made arrangements for us to delay the funding into the next fiscal year so that we are not caught up against that requirement to spend the noncapital funds prior to the end of the fiscal year.

Senator CHILES. Are you using the services of the Department of General Services?

Mr. WINNER. Yes, sir. Anything that is on contract with the Department of General Services is generally what we purchase, the Federal Department of General Services.

### UTILIZATION OF SPACE IN PRESIDENTIAL BUILDING

Senator CHILES. We were notified in November of 1975 that you are presently leasing about 35,000 square feet in the Presidential Building in excess of the normal allocation. The report will be inserted in the record at this point.

[The report follows:]

*Memorandum* Government of the District of Columbia

TO: Comer S. Coppie, Director
Office of Budget and Management Systems

Department, General Services
Agency, Office:

FROM: Sam D. Starobin
Director

Date: NOV 17 1975

SUBJECT: Space in Presidential Building

In response to your inquiry regarding the utilization of space in the Presidential Building, I present the following information:

The present space allocation is as follows:

| Agency | No. of Personnel | Space Allocated |
|---|---|---|
| Dept. of Transportation | 216 | 36,542 sq. ft. |
| Dept. of Environmental Services | 285 | 41,271 sq. ft. |
| Public Schools/Board of Education | 724 | 138,355 sq. ft. |

Using our rule of thumb allocation formula of 150 sq. ft. (gross space) per employee, we have the following analysis:

| Agency | Space Authorized | Over or Under |
|---|---|---|
| Dept. of Transportation | 32,400 | 4,142 over |
| Dept. of Environmental Services | 42,750 | 1,479 under |
| Public Schools/Board of Education | 108,600 | 29,755 over |

This analysis indicates that the Departments of Transportation and Environmental Services are making effective use of their space, but that Public Schools are not. Even the need for special purpose space such as the Board of Education's board room does not explain the over utilization of space.

On August 5, 1975 I wrote all agencies, including the Board of Education asking for a report on space they could give up for reallocation in line with the City Council mandated cut in the lease budget. To date, I have received no response. I will continue to pursue this matter to try to win Public Schools cooperation in better utilization of space.

Senator CHILES. I understand this is costing you about $200,000 a year. What are you doing about that?

Mr. WINNER. The space utilization in the Presidential Building is made difficult currently by the decentralization of the school system. We have moved, and are, in fact, moving, a number of previously centralized offices into field positions, and we are now in the process of evaluating that space that has been made available, to determine if that space is now in excess to our needs, or whether there is some program in the field currently that is also occupying leased space or is occupying space that we could surrender to the city.

For example, we have particular special education offices; all of the offices that operate special education grant programs, which are isolated from the central office for special education. The question we have got to determine is whether it is more economical to continue that separation at the program cost, or whether it would be more appropriate to bring them into the space that we are vacating in the Presidential Building.

We are aware of the fact that there is excess space in the Presidential Building that we have either got to reallocate or release.

Senator CHILES. Of course, the city has now mandated a cut in the lease budget and all of the other city offices and agencies are trying to do something about reducing leased space. So the timeliness becomes a point too as to when you are going to effect some savings from this excess.

Right now it looks like the board of education, or the education department, is kind of dragging its feet, and we are interested in when you are going to do something about it. When do you expect to make this decision?

Mr. REED. We have a decentralization unit now that is dealing with the space in the Presidential Building as a result of decentralizing many of the departments in the system, and that report should be going to the board within the next month, so we plan to start talking about what we have to do very shortly to make some decision as to whether we are going to eliminate the excess space we are not using.

Senator CHILES. Well, no one ever wants to give up space, certainly not in the Congress. They are still finding offices that Senator Russell had around that he got because of the number of years he was here. They were tucked away here and there. So knowing how the situation works, space becomes a wampum of everybody from a U.S. Senator to a department head. Now, it is going to take somebody, saying, you are going to have to do it. Now I'm looking at a report of November 17, 1975 and I think as long as you are waiting on people to tell you where the extra space is, you are never going to find it.

Mr. REED. Well, people are going to tell us where the extra space is, the people that I put together and the superintendent's committee will take a look at it. They are going to tell me. The Board of Education has no intention of maintaining space that is not used or is underused and I can guarantee you that when that space is identified that that space will be released.

Senator CHILES. I think it is going to take initiative on your part to get your people to look for it because it is not going to voluntarily appear, it just never will.

Mr. REED. I will pay personal attention to that.

RESTRUCTURING OF GRADE LEVELS IN SCHOOLS

Senator CHILES. What is your present planning in regard to the restructuring that the board was looking at one time of putting fourth through ninth graders together in an intermediate block? Are you still going to do that?

Mr. REED. We are looking at that at the present time. We are not talking about putting fourth through ninth grades into intermediate. We are talking about reducing that range.

But the four through nine recommendation is no longer one that we feel is the one that we are going to use. We are looking at individual communities along the lines of what their needs are and we feel that the regional structure has brought about input from the community where there are different needs in different sections of the city; and where four through nine may serve one section of the city, it may not be adequate for serving another section. We are trying to be flexible and not have an across the board structure to fit a community whether it meets the needs or not, but to look at those needs and try to come about with a structure to better serve what the needs are.

READING ACHIEVEMENT LEVELS

Senator CHILES. I have been noting all of the national publicity and what is happening across the country with regard to the ability of high school students to read. High school reading scores are going down and down. What is your experience in the District with regard to that and what are your plans?

Mr. REED. Well, we are not satisfied with the level of reading per se, and we are very concerned and sensitive that our youngsters master those essential skills that we feel are necessary. Reading and math are two of those skills, along with communication, written and oral, and problem solving and reasoning. We know we have to concentrate our efforts on K through three and let our budget reflect that.

Our youngsters are now reading some 2½ years below the accepted level and we are very sensitive to that. On the long range basis, what we can do is talk about concentrating our efforts in K to three at the same time retain our remedial program to deal with those youngsters who are in secondary schools to help them improve before graduation.

This administration is committed along with the board to mastering those essential skills.

PROGRAMS FOR DROPOUTS

Senator CHILES. How about your drop-out rate? What is your experience on that now. Is the dropout rate going up or down, or has it stabilized?

Mr. REED. The dropout rate has leveled off.

We are talking about 1.3 percent for K through 12. We have improved that with several retention programs. About 20 percent of our high school students are now working part-time. We have many other programs that seem to have made school more meaningful to young people and therefore they stay in school.

We have a State program which helps to reinforce those who have dropped out to come back. The dropouts tend to run in families. Our records show us that we can get people into them, and have motivation for younger people to stay in school. We have the back-to-back program with Bell Telephone Co. where youngsters work 2 weeks out of a month and go to school 2 weeks out of a month.

We have the other kind of programs along the lines of the school without walls where youngsters go to different parts of the city to engage in different disciplines not within a contained classroom. We have the School of the Arts; we have the Marine Science School; we have the Math Science School; and we have the Aerospace High School.

So all of these programs have reinforced our youngsters to the point that it makes school more meaningful to them. We've engaged in a heavy career development program. The young people understand what it means to engage themselves in a skill that will be a benefit to them upon graduation.

So with that, we're not totally pleased, but we're happy that we seem to be moving in the right direction about lowering the dropout rate. At the present time we're running about 1.3 percent, which is better than it has been for the last 5 years.

### MERIT PLAN FOR TEACHERS

Senator CHILES. What are you doing to try to set up some kind of merit plan? I know that's one of the most difficult things to try to do with teachers, but to try to identify your merit teacher and compensate her.

Mr. REED. We haven't, since I've been in this position, we have not done anything along these lines to come about a method of judging a teacher's performance on a merit basis.

Senator CHILES. You've been totally unable to do that?

Mr. REED. I've had so many other problems, I haven't had time to stop and think about that one.

Senator CHILES. That's a problem.

### VIETNAMESE REFUGEES

How many Vietnamese refugee children are enrolled in the District of Columbia public schools?

Mr. REED. We have 61 at the present time.

Senator CHILES. Are you getting any Federal grant assistance for that?

Mr. REED. We have gotten $18,000 so far for that.

### QUESTIONS SUBMITTED BY SENATOR CHILES

Senator CHILES. We will have some other questions, but I will let you submit those answers in writing for the record.

Thank you all very much.

[The questions and answers follow:]

### Opening Policy Statement for District of Columbia Schools

*Question.* Is the new school Administration in complete agreement with the opening policy statement for the Public Schools that is in the justification book?

Answer. The opening policy statement for the D.C. Public Schools in the justification book is a philosophical point of view which justifies the need for change in the educational life of our students. It specifically defines two areas where that change should be initiated; first, the way in which schools are organized; and second, the way in which we group students for classroom instruction.

The new Administration recognizes the negating factors hindering the progress of its students; however, it believes firmly in the ability of all students to learn. The goal for this system is to raise the level of academic achievement by promoting knowledge, attitudes and psychomotor skills of every student, grades prekindergarten through twelve.

The Board of Education has indicated their areas of concern by supporting reading and mathematics achievement as the two priorities among the system's curriculum goals. The Administration and the Board concur on the priorities for the system and, more importantly, on the direction and redirection of limited resources available to implement its goals.

These priorities, endorsed by both parties, enable the Public School System to establish and maintain short and long term educational planning. It further assists us in setting up an evaluation mechanism to indicate how well we are attaining our goals nationally and locally.

### Instructional Versus Institutional Goals

*Question.* Please differentiate between what are considered instructional goals as opposed to institutional goals as cited on page GA–A–1 of the justifications?

Answer. Institutional goals are statements which reflect a broad philosophical base from which the total system is directed. They are concerned with the performance of the system as a whole. Instructional goals are those which come from the needs of students and the ability of the teaching personnel to relate and facilitate those needs.

### Accounting System Status

*Question.* Last year you stated that your accounting system could not attach a dollar value to teaching efforts and student performance. What is the current status of your system now? Can you cost our teacher effort and student performance now? If not, why not?

Answer. It is the opinion of the Public Schools that these two items, teacher effort and student performance, while of major significance to us, cannot be given quantitative value in such a way that dollar figures can be associated with any measure of either item.

The accounting system will report the budget plan and the expenditure of funds for teaching service by subject matter, and will therefore indicate the comparative financing of teaching service over the various subject areas, school levels, and budget categories. A current display of this data is included in pages E1–E19 of the Supplementary Data Booklet prepared by the Public Schools in support of the FY 1976 budget. Further more detailed reporting of this kind, perhaps indicating selective portions of the budget, can be made available to the Committee.

### Failure Rate Among Students

*Question.* Last year we asked about the high failure rate among students in the secondary division for certain subjects, and in particular mathematics. What are the recent rates? What are you doing to reduce them?

Answer. In a sample of 18 schools—12 junior highs and 6 senior highs—we found that the failure percentage for English was 24.1. The failure percentage for mathematics was 25.8.

This Administration has established reading and mathematics as curriculum priorities. It is our goal to develop programs which will show a lowering of these failure rates while maintaining high academic standards.

### Dropout Rate in District of Columbia Schools

*Question.* According to the justifications one-third of the District's population over 16 do not have a high school diploma. How many of the dropouts are from the District school system?

Answer. The budget justification statement which indicated that approximately one-third of those persons age 16 and above who are out of regular school without a high school diploma was based on the 1970 Census. These data do not allow us to determine how many of these persons were enrolled in our regular elementary or secondary school programs for any specific length of time.

We are able to supply the following information which may be helpful:

1. A total of 1,723 students left the regular elementary or secondary programs in D.C. Public Schools during School Year 1975; this amounted to 1.3% of the total number enrolled (Source Division of Research and Evaluation, August, 1975).

2. A spot check of three major adult education centers revealed that as of December 31, 1975 (since July 1), 2,300 or 63% of the students enrolled indicated that their last regular school attendance was in D.C. Public Schools. (Source: Special report of AEDC, Armstrong and CALL).

### Proposed Redirections in Budget

*Question.* There is a series of redirections proposed in the budget. It includes 186 teaching positions. Is the redirection of 163 elementary teaching positions solely attributable to a projected decrease in the elementary school population, or is the teachers' average class being increased?

Answer. Pages GA–S–3 through GA–S–13 give the detail and justification for all of the redirections proposed in this budget. In some of these cases, elementary teaching positions are being redirected to other purposes because of the reduction in population; in addition, the Board has determined that certain high priority requirements justify the further redirection of elementary school teacher positions, resulting in the increase in the pupil-teacher ratio indicated on page GS–A–5.

### Teacher and Student Statistics in Elementary School

*Question.* For 1975 what was the number of elementary teachers? Projected elementary enrollment? The average daily attendance?

Answer. The number of classroom teachers (2,496) is indicated in the schedule 5 on page GA–A–5 of our budget justification. On that same page, the projected elementary population (73,726) is also indicated. The average daily membership in FY 1975 was 74,026 while the average daily attendance was 67,364.

*Question.* For 1976, what is expected to be the number of elementary teachers? The elementary school population?

Answer. The number of elementary teachers for 1976 as indicated in schedule 5 on page GA–A–5 is 2,496. The projected elementary school population, Pre-K through Grade 6, is 71,346.

### Supplies and Materials

*Question.* An increase of over $1.2 million is proposed for supplies and materials. Why is it necessary to increase these costs by over 40% when enrollment is declining?

Answer. As indicated on page GA–S–21, the major single increase in this budget category is for the purchase of heating fuel, which is charged against this particular category. The inflation of heating fuel costs in the past fiscal year has exceeded 100%. The amount of increase estimated is $1,086.0.

Much of the remaining increase in supplies and materials is earmarked for the initial, one-time purchase of school and custodial supplies for new facilities.

### Obligation of Revenue-Sharing Funds

*Question.* Please explain why the $8,149,000 in revenue sharing funds to be made available to the public schools in FY 1976 are to be mainly obligated for personnel benefits?

Answer. At the present time, revenue sharing funds are transferred to public schools by the City and are credited to expenditures made from our general fund.

At the agency level, the expenditure of these funds is made as a part of our total general fund expenditure, and is reimbursed from the revenue sharing account. It is only for the purpose of simplification of the accounting records for the expenditure of these funds that certain major, lump-sum expenditures are reimbursed through revenue sharing; in this case, the lump-sum payment to the teachers' retirement fund represents the major single expenditure charged against revenue sharing, and the additional $700,000 is another lump-sum payment, in this case a transfer of funds to the Department of General Services for building maintenance. We should emphasize that we do not treat these funds as special project funds, but rather we treat them as a simple revenue source consolidated with appropriated funds at the time of actual expenditure.

### Oxon Run Elementary/Junior High School

*Question.* Will the Oxon Run Elementary/Junior High School be opened on schedule in February 1976? Why are the new positions budgeted at the highest levels of the salary schedule? Are the amounts requested for electricity, telephone, heating fuel, and refuse collection and twelve-month costs since no annualization is required for 1977? Why are utilities budgeted here and also under facilities management? Where are the teaching positions budgeted?

Answer. At the present time, a supplementary budget is being prepared by the City for submission to the Committee which will adjust the request for the Oxon Run facility to reduce all of the operating costs in this fiscal year to maintenance levels, since the delays in this building are such that no educational program will be initiated in this fiscal year, but the building will be maintained and in the finishing stages through the latter part of this fiscal year.

All positions indicated in the public school budgets are always given average salary values as determined from current payroll data. A standard salary schedule is not used. The average salary values used in our budget are indicated on page C–37 of the supplementary data booklet submitted for the use of the Committee. In the case of new positions with partial year funding, the partial year is determined on the basis of this salary table, and the annualization represents the additional funding necessary to bring the position to the value indicated in this table.

Increases in utilities for new buildings are indicated as a part of the justification for that new building, but are deposited to the facilities section of the budget when approved.

Teaching positions are not requested for new buildings, since the positions required will be reassigned from those schools transferring pupils to the new building. Only the basic staff required for the building is requested as an increase.

### Increase in Senior High Population

*Question.* Why is the Senior High School pupil population expected to rise in 1976 when it decreased by more than 500 between 1974 and 1975?

Answer. The total Senior High School enrollments in October FY '74, FY '75, and FY '76 are as follows: FY '74, 24,592; FY '75, 23,647; FY '76, 24,502.

The above are actual figures. They show that enrollment at the Senior High Level has risen in FY 1976 over FY 1975.

*Question.* What was the average daily attendance in FY 1975 in the high schools?

Answer. The average daily attendance (city-wide) for Senior High Schools for FY 1975 was 22,069.8.

### Methods of Curbing Truancy

*Question.* Recently, Alexandria, Virginia began a program to tighten up on truancy, what has been the District's experience with truancy? What was the District's level of effort over the last 3 years in terms of positions and funds to curb truancy?

Answer. Like the program in Alexandria, Virginia, during the 1974–1975 school year, the police of the Fourth District implemented a concerted drive to pick up youngsters found on the street during school hours. Police statistics indicated that both truancy and crime decreased substantially during this period of time.

The staff of the Attendance Branch is utilizing services of public and private agencies as well as supportive school personnel to remediate the causes of

truancy. Roving Leaders, Youth Opportunity Services, Police Department, Department of Human Resources, Juvenile Branch of Superior Court, and parent volunteers at the local school level are being utilized. Individual truancy prevention programs are in effect in many of the local junior high schools.

The efforts of the Pupil Personnel Services Division, Attendance Branch, over the last 3 years in terms of positions and funds to curb truancy are: Budget requests have been submitted annually for increased number of attendance officers and attendance aides.

Present number of Attendance Staff: 2 Chief Attendance Officers, 30 Attendance Officers—original number was 32 (1 position frozen in Region IV—1975), (1 position abolished in Region I—1975), 26 Atendance Aides—6 positions were added in November, 1975 after written request by director to Comprehensive Employment Training Act (CETA).

### Bilingual Education Program

*Question.* Is the Bilingual Education program directed only to the Spanish speaking? What are the other foreign languages encountered in the schools and how large are these groups?

Answer. The services of the Bilingual Education Program are available to all children in the District of Columbia Public Schools who speak languages other than English—regardless of the language spoken. In addition to the bilingual classrooms, English-as-a-second-language instruction, counselors and other services of the Program, a Chinese component was added this year. I must also emphasize that many English dominant students are participating in the activities of the Bilingual Program.

Unofficial data has revealed that there are over 80 different languages and dialects spoken by students at home. However, the size of the Spanish-speaking population is approximately equal to that of all the other language groups combined. A survey is in the process of being updated and the data for this school year should be avilable shortly.

### Career Development Program

*Question.* What is the thrust of the Career Development Program? The general statement mentions opportunities for future lawyers; does this mean that emphasis is being placed on the professions instead of the manual arts?

Answer. We are talking about all kinds of careers from lawyers and legal aides to bus drivers and bricklayers. The Division of Career Development Programs is rapidly progressing in implementing a Board of Education approved master plan for the conversion of the vocational high schools to Career Development Centers and the re-alignment of the academic high schools curriculum.

Major changes are taking place in the five vocational high schools to specialized city-wide career development centers. These changes are being carefully coordinated with the expansion of introductory technical programs in the senior high schools. The programs in the vocational schools are being restructured so that each school will become a specialized city-wide Career Development Center that focuses upon clusters of occupational and professional training. The first such center, new Lemuel A. Penn Center was opened in September of 1974, and completed a very successful year serving students during SY–1974–75. The following is a listing of the new six centers and the clusters that are being developed for each center:

Bell—Manufacturing Cluster; Service Industries Cluster.

Burdick—Hospitality Cluster; Advanced Business and Office Cluster.

Chamberlain—Personal Services; Advanced Business and Office Cluster.

Phelps—Construction Cluster; Transportation Cluster.

M. M. Washington—Health Cluster.

Penn Center—Communications and Media Cluster.

*Question.* How is the curriculum of Career Development coordinated with the forecasts of occupations required?

Answer. A major objective of Career Development Programs is to place graduates in gainful employment in occupations and careers related to areas in which training is given. In order to assure that training is attuned to the needs and demands of manpower, the curriculum is coordinated with current forecasts of occupational requirements.

The curriculum is currently coordinated with manpower demands on a local as well as National basis. Information and data is acquired through agencies such as the U.S. Department of Labor and the D.C. Department of Manpower.

Through the cooperative efforts of the Division of Career Development Programs, Public Schools of the District of Columbia, D.C. Manpower Administration of the U.S. Department of Labor, and the District of Columbia Government's Office of Educational Affairs, a study of manpower demands and employment opportunities was conducted in 1972. The purpose of the study, which focused upon manpower needs over the period 1972–1980, was to collect data for use in planning educational and training programs in the District of Columbia.

A manpower needs survey was recently completed (November, 1975) by the RCA Education Services Company, under contract to the D.C. Government, to conduct a study of Career Development Programs needs in the District of Columbia. The manpower survey was organized around fifteen occupational clusters of training and occupational needs. The study revealed occupational needs and projections in four hundred and thirty (430) job categories in the Standard Metropolitan Statistical Area of Washington, D.C. (SMSA). The study focused upon the period 1974–1980. The information and date will be used in the revision of curriculum and in planning new programs.

### Special Education Program

*Question.* Why is an increase of 1,500 pupils estimated in the Special Education program when the level decreased by more than 500 between 1974 and 1975?

Answer. The increase is anticipated primarily in the part-time service special education programs, viz., school-based and learning center programs. In economically troubled times and in areas of high unemployment, the behavior of children most seriously affected by these problems can often require specialized and increased support services. Furthermore, the staff increase granted two years ago, coupled with a new program design, has enabled the Division of Special Education to greatly increase its service capabilities. Better methods of identifying handicapped students, as well as more effective and reliable assessment or diagnostic procedures, have provided an increased identified population to be served.

Decreases noted are attributed to the modification and phase-out of certain programs like school-age parents.

### Increase in Tuition Grant Students

*Question.* Why did the number of pupils on Tuition Grants increase by almost 100 from 1974 and 1975?

Answer. Several factors contribute to the increase between 1974 and 1975. These include: an increased population identified as needing tuition grant type services; the lack of both appropriate staff and adequate (legal) time to reassess students so placed; lack of clarity on policies for eligibility; and the lack of appropriate or adequate public school programs. During 1975, procedures and policies were redefined; assessment and program placement procedures were refined; additional public school programs were developed. The result for FY '76 has been an 18% drop in the number of students on tuition grants. Current data and projections point to a probable 20% by the end of the FY '76.

*Question.* How much was obligated for tuition grants in 1975 and how much is requested in 1976?

Answer. In 1975 there was $2,465,334 obligated for tuition grants for 636 students.

In 1976 a total of $2,289,237 is requested. This amount includes a requested $263,400 increase over the FY '75 base $2,025,837; the increase is requested to cover anticipated inflationary increases.

*Question.* Is it feasible for the District to establish whatever facilities are required to obviate the need for tuition grants?

Answer. In some instances it would be possible for the District to establish facilities to meet the needs of students currently on tuition grants. A facility to provide a residential and therapeutic psycho-educational program for the severely emotionally disturbed and severely behavior problemed is such an example. Because of the need for both treatment and educational programing, it is recommended that the Department of Human Resources and District of Columbia Public Schools plan joint programs specifically designed to provide services for the severely handicapped child currently receiving a tuition grant.

### Food Services

Food Services has introduced the use of "chill packs" and convection ovens at 70 schools. The remaining schools receive hot lunches delivered in insulated containers (page GA–G–4). The remaining schools receive hot lunches delivered in insulated containers (GA–G–A).

*Question.* What savings, if any, have been experienced from the use of this new system?

Answer. Food Services conducted a study two (2) years ago concerning savings of a satellite program. The study reflected identified savings of $42,318.00 per unit (satellite chill-pack system versus unit kitchen). There were other savings (indirect costs) that were not specifically identified as to dollar savings. If a study were made today, even greater savings would be realized because of increased construction and equipment costs.

*Question.* Will use of this system be expanded to cover all schools?

Answer. No. Plans for new construction of feeding facilities will be developed based on individual school and community needs related to the total food service support mission.

*Question.* If the public schools are moving to the "Chill-Pack" system, why is a full cafeteria being opened at the new Oxon Run School?

Answer. We're not moving to a complete "Chill-Pack" system. This system will be used only in schools with low volume participation or old schools without full cafeteria facilities.

*Question.* Is the "Chill-Pack" system satisfactory? There have been reports that the food is not always cooked.

Answer. The "Chill-Pack" system is satisfactory. Human element in handling may result in some complaints.

*Question.* Doesn't the utilization of the "Chill-Pack" system eliminate jobs that could be filled by unskilled persons on welfare?

Answer. It could, however, in D.C. Public Schools, the "Chill-Pack" system has created jobs by providing a meal service and the need for staff to support this service in schools that did not have staff.

*Question.* What is included in the free breakfast that you can serve for 24½ cents each?

Answer. Our free breakfasts are reimbursed by USDA at a base rate of 34 cents. Our breakfast menus contain a variety of items which must, at a minimum, contain cereal, milk, and juice.

*Question.* What accounts for the base reduction of 10 temporary positions?

Answer. The reduction of 10 temporary positions came as a result of Morgan School not opening as planned.

*Question.* Why did the Food Services Revolving Fund incur almost a $1 million deficit in 1975? In view of the fact that another $1 million deficit is expected in 1976, have lunch prices been increased to meet the rising costs? What are the current prices and how do they compare to the level of Federal assistance of $545 for free lunches?

Answer. Please refer to page GA–S–33 of this document. When comparing total revenue available to total disbursements, the Food Services fund shows that our available revenue continues to exceed our disbursements by at least $1 million. We are reducing our end of year balance, however, we will not increase our present selling price of 35 cents in elementary schools, and 40 cents in secondary schools until such time as our closing balance cannot be maintained above one time our monthly operating expense or approximately $800,000.

### Anacostia SHS Maintenance Staff

*Question.* Why is it necessary to increase the Anacostia Senior High School maintenance staff by 5 positions?

Answer. These 5 positions are the additional maintenance staff require upon the completion of the new wing at the Anacostia Senior High School.

### Refuse Collection From Public Schools

*Question.* Who does the refuse collection from the public schools? What is the base amount for refuse collection to which an additional 183,000 is requested?

Answer. Refuse collection for all of our schools is preformed by the Department of Environmental Services, an agency of the District of Columbia. The base amount currently budgeted is $732,850. This increase represents a 25% increase in the cost of this service, an estimate resulting from the point determination of the public schools and the Department of Environmental Services of the estimated costs for FY 76.

### Underfunding in DCPS Retirement Fund

*Question.* Five million dollars is needed in FY 76 to cover "underfunding" in DCPS retirement fund. How did this underfunding come about? What steps will be taken to insure proper future funding?

Answer. The total employer share in FY 1976 to keep the Teacher's Retirement Fund in balance is $10.8 million, which is $5.0 million more than in FY 1975. The $10.8 million is not required to cover underfunding.

The increase cost is due to higher payments to retired teachers and school officers. We will continue to meet our needs here.

However, we are considering what changes can be made in our approach to funding the Retirement Fund.

### Cardozo High School

*Question.* According to a recent news article, Cardozo High School operates a summer band program that includes payments for participants. Please furnish complete details of this program and any other school program where in the students are paid to participate.

Answer. Students in Cardozo's Band were employed under the Washington Youth Corps sponsored by the Mayor's Youth Opportunity Office coordinated by Reverend Jesse Anderson during the Summer of 1975.

The employed band students were certified under the Mini-Employment Office, Mr. Works, coordinator.

Mr. Works stated that certification of the band students was done according to the criteria established by the Department of Labor and D.C. Manpower Administration for junior and senior high school students.

The following are other programs whereby students are paid for the actual work-experience phase of their schooling:

*1. Interdisciplinary Cooperative Education Program*

Students enrolled in this program are eligible to work in private profit-making agencies in order to receive on-the-job training which reinforces training received in the schools. Participants work on a part-time basis and are paid by the employer.

*II. Vocational Work Study*

This program is designed for eligible vocational students who are in need of financial assistance to continue their vocational education. Program participants are paid out of Federal Vocational Education Funds and are placed in non-profit public agencies. The training received must be related to the area for which the person is being trained.

*III. In-School Work-Experience Program (CETA Subgrant)*

Persons eligible to enroll in this program are between the ages of 14 and 21 and come from low income families. Enrollees are employed in non-profit public agencies and are paid under the Comprehensive Employment and Training Act (CETA).

### Capital Improvement Planning Process

*Question.* Did you reprogram the $200,000, as suggested by the Committee, to improve your capital improvement planning process? If not why? Shouldn't this important function receive high priority?

Answer. In the face of internal financial problems and a crippling budget reduction in the course of the last fiscal year, it was not possible for the Board to reprogram to this purpose from its operating budget. This request, however, does not represent the only resource being proposed for this high priority purpose. Together with these five positions, it is the intention of the Administration to reorganize several positions within its Management Services functions and

within its educational planning services to the direct participation in the facilities planning program for the Public Schools. The Board clearly recognizes the critical need for facilities planning, and is making every effort to assign the highest priority to this function. It should be noted that this is the only new and improved service requested by the Board in this fiscal year, in the face of massive budget reductions. The survival of this request is a clear indication of the priority attached to the requirement by the Board of Education.

There is a request in the 1976 budget to do so.

### First Stage Design of Five Projects

*Question.* We said last year that initial funding requests will be denied until your planning was approved, yet you are requesting $570,000 for first stage design of five projects. Can you tell the committee why these projects should be approved? What actions have been made in your capital planning program that would show us that planning has been approved to justify approval of these projections by the Committee?

Answer. A general cost effectiveness study of the current plant inventory is already underway, and a task force has been established and is operation which will develop total criteria for the analysis of program needs and effectiveness criteria for all buildings under Public Schools jurisdiction, as an integral part of the facilities planning program now being organized within the Public Schools.

The request for first stage design money was made as a part of this attempt to do a more effective job of planning for capital construction. It is intended that this initial planning money will not only provide the required planning basis for subsequent funding of the entire construction of these projects, but it is also intended that this initial planning will establish the necessity for and justification of the project itself. Clearly, should the initial planning not justify the subsequent construction, the project would not go forward, and the real purpose and value of this initial planning would be realized.

### Empty Pupil Space in Elementary Schools

*Question.* Could you explain how D.C. Public Schools got into a situation where it will have about 30,000 excess pupil spaces in its elementary schools in school year 1979–80. How many schools does this represent? What is the cost of maintaining the empty spaces?

Answer. These spaces are statistically scattered throughout the city, and cannot be concentrated in any particular locale. The experience of our school population at the present time indicates considerable shifting within the city at the same time that the population is gradually declining.

Our initial cost effectiveness analysis suggests that the range of costs per station is quite wide depending upon the condition and age of the individual school building, and the actual utilization of the space within that building.

In any event, the projection of 30,000 excess spaces presumes that the entire building inventory would be retained into school year 1979–80. Such is not the intention of the Board of Education. Many of the pupil stations currently in our inventory are totally unsatisfactorily, and will be abandoned with the availability of new and far more adequate space. In some other cases, the modernization of facilities will reduce the designated number of stations by converting the total space into more adequate pupil stations.

It is not the intension of the Board of Education to maintain unused and unnecessary—and educationally inadequate—pupil spaces.

*Question.* How do you plan to use the excess capacity of 30,000 to 37,000 seats? What is the School's policy on the use of school's facilities with excess space? Will certain schools be phased out?

Answer. Until the facilities planning program proposed for the Public Schools is well underway, and a comprehensive analysis of all buildings in the inventory has been undertaken, it is not possible to designate particular actions to be taken with regard to particular school facilities. We can only say at the present time that the Board of Education intends to make the maximum economical use of school facilities available. Such maximum use would include the use of some more adequate space projected to become available to house Special Education programs now located in grossly inadequate facilities, the use of available school space for school offices and perhaps other city functions now inadequately housed

in least facilities, and the phasing out of old and excessively expensive buildings for which no adequately justified use can be projected.

PHASING-OUT POLICY IN SCHOOLS

*Question.* What is the school's policy on phasing out schools? If schools are to be phased-out, has a phase-out plan been developed and implemented. If not, why not? When will the plan be developed?

Answer. The Acting Superintendent of Schools recently named a panel, consisting of: representatives from the Council of School Officers, D.C. Congress of Parents and Teachers, Student Council, Washington Teachers' Union, D.C. Council 20–AFSCME, Central and Regional Administration, to: (1) develop a *proposed* policy statement on the phasing out of undercapaciated schools; (2) develop a *proposed* policy statement on the maintenance of undercapaciated schools under certain specific conditions; and (3) develop proposed criteria for determining the future use or disposition of phased-out educational facilities.

The panel has held its initial session and it plans to submit its recommendations to the Acting Superintendent by March 1976.

SPECIAL EDUCATION STUDENTS

*Question.* How many students are there in the District who should receive Special Education?

Answer. By the end of this school year, it is anticipated that over 14,500 students will receive some type of special education services in our public schools.

Since so many agencies in the District provide services to handicapped children, and because parents sometimes enroll their children in private facilities without entering into the public school system, it is difficult to estimate the total number of students in the city who should receive special education.

Efforts are now underway, through the Division of Special Education, to survey public and private agencies to obtain a count on the number of students. This effort, combined with the existing child find and outreach efforts should provide a fairly accurate count.

CARE OF SPECIAL EDUCATION STUDENTS

*Question.* Where are Special Education students presently cared for in the school system? Are they accommodated in the regular school buildings? Could you give us the age and condition of each facility? Are these facilities adequate?

Answer. I would like to insert a table into the record showing the location and adequacy of the buildings that house our special education program.

| School | Houses regular school program | Special program only | Average classroom age [1] | Building condition | Adequate for special education |
|---|---|---|---|---|---|
| Beers | Yes | | 18.1 | Good | Yes. |
| Draper | Yes | | 21.2 | Good | Yes. |
| Simon | Yes | | 25.0 | Good | Yes. |
| Washington Highland | Yes | | 1.0 | Excellent | Yes. |
| Brent | Yes | | 6.0 | Good | Yes. |
| Giddings | Yes | | 62.0 | Poor | Yes. |
| Stevens | Yes | | 99.0 | Poor | Yes. |
| Syphax | Yes | | 41.8 | Poor | Yes. |
| Gibbs | Yes | | 9.0 | Good | Yes. |
| Houston | Yes | | 13.0 | Good | Yes. |
| Richardson | Yes | | 23.0 | Good | Yes. |
| Thomas | Yes | | 21.7 | Good | Yes. |
| River Terrace | Yes | | 19.3 | Good | Yes. |
| Tyler | Yes | | 19.7 | Good | Yes. |
| Van Ness | Yes | | 19.0 | Good | Yes. |
| Grimke | Yes | | 57.2 | Poor | Yes. |
| Rudolph | Yes | | 19.2 | Good | Yes. |
| Birney Annex | | Yes | 32.0 | Good | Yes. |
| Grant | | Yes | 93.0 | Poor | OK with/work. |
| Jackson | | Yes | 86.0 | Poor | OK with/work. |
| Military Road | | Yes | 63.0 | Poor | Yes. |
| Lenox Annex | | Yes | 86.0 | Poor | No. |
| Webster | | Yes | 93.0 | Poor | No. |
| Richardson Annex (relocatable structure) | | Yes | 8.0 | Poor | No. |
| Sharpe Health | | Yes | 13.8 | Good | Yes. |
| Mamie D. Lee | | Yes | 4.0 | Excellent | Yes. |
| Morse Crisis Intervention Center | | Yes | 92.0 | Poor | No. |
| Pierce | | Yes | 81.0 | Poor | No. |

[1] Average age of a classroom is indicated; e.g. if a building had 10 classrooms constructed in 1965 and another wing of 10 classrooms added in 1975, the age of an average classroom would be 5 yrs old, not 10 yrs old.

### Facility Needs

*Question.* Have the facility needs been determined? If so, what are specific plans to satisfy this urgent need? If not, why?

Answer. Facility needs for special education programs have been determined. There is a request for funds in the FY'77 budget for the planning of a new pre-vocational/vocational training site for the handicapped. There is a need for a jointly-sponsored Department of Human Resources and D.C. Public Schools facility for the emotionally disturbed. This issue will be discussed by the Mayor's Ad Hoc Committee on the Implementation of the Mills Decree.

In the meantime, alternative buildings to provide a more appropriate and adequate educational setting are being identified until new facilities are constructed.

### Use of Fort Lincoln New Town School

*Question.* Since you do not have any students at Fort Lincoln New Town, has DCPS considered using the new Fort Lincoln School for handicapped students who are presently on tuition grants—an estimated annual savings of $2.9 million? Could the Fort Lincoln School be used for this purpose? If not, how do you plan to make efficient and effective use of this costly structure ($7.7 million)?

Answer. Yes, the Fort Lincoln School could be used by handicapped pupils since it was designed as a "barrier free' environment suitable for use by the handicapped. However, the length of time that the Fort Lincoln School will be unneeded for regular program use is decreasing rapidly. Last December, ground was broken for 52 townhouses at Fort Lincoln New Town. Over the next year it is scheduled to begin additional construction for 68 townhouses, 284 walk-up apartments and 284 elevator apartments. Over one hundred units are scheduled for occupancy in September, 1976, with additional housing coming on line at the rate of several hundred units a year for the next 6–8 years.

On March 19, 1975, the administration submitted to the Board of Education a plan to have a nucleus school program as Fort Lincoln enrollment requires it. The space not needed by the nucleus school would be used to centralize the currently dispersed Curriculum and Staff Development team for Region VI, and for specialized programs to which Region VI students would be bused; these programs include language arts, physical education, career education, science

and mathematics. As the enrollment at Fort Lincoln increase these ancillary functions will be removed.

I have requested a reevaluation of this decision by my staff in light of emerging Special Education needs and the time frame established for completion of the Prevocational/Vocational Center for the Handicapped—Project Number GA–523 of the Capital Budget.

MORATORIUM ON FUTURE CONSTRUCTION

*Question.* Would you agree that a moratorium should be placed on any future construction/modernization projects until you have developed a comprehensive facilities plan based on a planning system similar to that developed by Cupertino.

Answer. While we agree that the requirement for comprehensive facilities planning is critical to the future capital improvement and construction program of the Public Schools, we cannot concur in a total moratorium, since there are several serious problems and requirements which cannot depend exclusively upon the development of a facilities planning unit. Particularly, there is a clear requirement for the capital improvements necessary to support the comprehensive Career Development program being developed under a large scale contract previously approved by the Congress. It is expected that this large scale Career Development planning will produce the facilities planning necessary to that comprehensive plan, and we would propose that the capital investment in that facilities planning proceed without awaiting the development of a total facilities planning program for the entire system. There is also the very clear and pressing requirement for major improvements at the senior high school level, where no significant reduction in population is projected, and where no modernization or program improvements have been made in many years. This requirement likewise should not depend upon the subsequent development of a comprehensive program for the entire system.

Finally, there is a clear and present need for a major facility in support of the Special Education program, and this particular requirement is not dependent upon the comprehensive plan.

*Question.* Have you considered the possibility of developing or gaining access to such a system to enable you to make more informed judgments on school constructions/modernization or on the closing of schools to reduce your operating costs?

Answer. Public Schools is attempting—within currently avaliable resources—to develop some criteria for the general facilities planning program we hope to institute. No approval has yet been received for any request developed by the Public Schools for the resources necessary to institute a facilities planning unit.

The program developed by the Cupertino Union School District is one of several such programs which would be available to the Public Schools, but would only be useful if a substantial facilities planning unit were in place to make use of such a program. Furthermore, the institution of such a program requires the development of a considerable data base over which the program would operate. No such data base is currently available, nor does the District of Columbia have the resources currently available to develop such a data base.

The Public Schools of the District of Columbia continues to develop a cost effectiveness base, and hopes to have some of this material available in the near future. The Superintendent has formed a community and professional committee to develop specific criteria upon which to make judgments concerning the closing of certain school buildings within the District, and the future requirements for modernization and replacement among those school buildings remaining in the inventory. Upon the completion of the work of that committee, the Superintendent will report the results to the Board of Education for its consideration.

PERRY-SIMMONS REPLACEMENT PROJECT—ELEMENTARY SCHOOL PLANNING AREA 12

*Question.* What is the enrollment for this area and the actual capacity available now and what will it be after construction of a new school, if we go along with your request?

Answer. The 1975–76 enrollment for Planning Area No. 12 is 4642 prekindergarten (PK–6) pupils. The current rated capacity (funded) for this area is 6323 PK–6 pupil stations. If space accommodations are made in the older buildings for those facilities required in recent years by the Board of Education (e.g., PK

suite, reading clinic, speech and therapy room, music room, health suite, etc.) the funded capacity for the area would be reduced to 4720 PK–6 pupil stations. If Perry-Simmons Replacement is constructed, the capacity would change to 4957 PK–6 pupil stations.

*Question.* With enrollments declining and over 1000 empty spaces existing in the area or equivalent to two schools, why is there a need to build a new school?

Answer. In accordance with P.L. 90–292 and the policy of decentralization implemented almost two years ago, community hearings were held to discuss educational program needs in the region where Perry-Simmons is located. At these meetings Region IV determined that the Perry-Simmons Replacement was required to house children from the expected 400 housing units to be built in Northwest No. 1 Urban Renewal Area and to house educational programs needed in the region. The programs determined by this process included day care for 60 pupils, an expanded program to include seventh grade and a special education center for the region.

Public Law 90–292 states in Section 2 ". . . It is therefore the purpose of this Act to give the citizens of the Nation's Capital a direct voice in the development and conduct of the public educational system of the District of Columbia; to provide organizational arrangements whereby educational programs can be improved and coordinated with other municipal programs; and to make District schools centers of neighborhood and community life."

*Question.* We understand that the design which has been in progress for over a year, was about 15 percent complete on June 30, 1975. Also, project completion could be delayed another year because the Commission of Fne Arts has recommended that the design be started from scratch. If the school is needed, which appears doubtful at this time, why are you requesting construction funds if the design work won't be completed until sometime in budget year 1977?

Answer. The Commission of Fine Arts approved the concept design at its November 19, 1975 meeting. The present schedule calls for completion of the design by September 1976. We could thus offer the project for bid in FY 1977.

*Question.* According to the information presented on page GA–CAP–39, Perry-Simmons School, when constructed, will have about 129,700 square feet. However, we understand that DCPS's Scope of Work for this project limits the size to 111,700 square feet. Which figure is correct? Which one is the Architect using in designing the building? (We were told that the Architect is using 129,700.)

Answer. Both figures are correct. The building will be 111,700 square feet: however, an additional 18,000 square feet was included to provide structured parking required by the Northwest Urban Renewal Plan Project No. 1, which requires parking to be located within the building, and the ground floor level. We are requesting a modification to the Urban Renewal Plan to allow surface parking in lieu of parking within the building and structures parking partly below grade as proposed by the Architect in his concept design. However, until the National Capital Planning Commission takes action on the modification request, we must adhere to the 129,700 square foot limitation.

*Question.* The project justification statement (GA–CAP–39) shows that the cost per square foot is $51.72. Multiplying the square foot cost by 111,700 square feet, produces a construction cost of about $5.7 million. However, using 129,700 square feet, the estimated construction cost would total $6.7 million; your budget shows $6.8 million. If the arithmetic is right, using 111,700 square feet and $51.72 per square foot cost, your budget request exceeds the estimated construction cost by $1 million. It seems that you need to go back to the drawing board. Explain all these discrepancies and tell us what is the actual size of the school and what is its cost.

Answer. The cost of the school building itself (111,700 square feet at $51.72 per square feet) comes to $5,778,000. To this other costs must be added, bringing the total cost to $6,813,500 rounded off to $6,815,000. The tabulation of these costs follows:

| | |
|---|---|
| School building, 111,700 ft², at $15.72 | $5, 778, 000 |
| Garage, 18,000 ft², at $25.16 | 453, 000 |
| Garage sprinkler system | 19, 000 |
| Site development | 486, 000 |
| Utilities (sewer, water) | 28, 000 |
| Miscellaneous (printing, testing, etc.) | 49, 500 |
| Total | 6, 813, 500 |
| Rounded | 6, 815, 000 |

PRE-K THROUGH GRADE 12 PROGRAM

*Question.* Is the Pre-K through Grade 12 Program now in effect? If not, is it any closer to being adopted than last year at this time?

Answer. The Pre-K through Grade 12 Program has not been adopted as a systemwide organizational pattern. This Administration feels that each local community must have an opportunity to review, evaluate, and determine alternative educational programs. As this process is undertaken, the utilization of facilities will be determined.

An active Facilities Planning Unit, as requested in the current budget, would be able to provide the necessary support to guide communities in the most economical and educationally effective utilization of established facilities.

As previously mentioned in answer to Question 2, limited restructuring of programs—and facility use—has begun.

*Question.* If the program is implemented wouldn't this cause better use of existing schools to the extent that some schools could be closed and the need for new schools such as the proposed Perry-Simmons becomes unnecessary?

Answer. Only as individual programs are developed and adequate study undertaken as to facility need can such determinations be made.

This Administration feels that it is vital to have an active Facilities Planning Unit capable of determining the best educational and economical use of resources. This Unit would be charged with the responsibility for assessing the need for new facilities—such as the Perry-Simmons.

DAY-CARE PROGRAM

*Question.* The project justification statement (GA–CAP–40) states that DCPS plans to have a Day Care Program in the Perry-Simmons School. DCPS estimates that about 60 children will participate in the program. What age group will the day-care program serve? Will this program become a standard program in other elementary schools? If yes, what effect will it have on your space requirements. What will it cost and how do you expect to finance it?

Answer. The D. C. School System is currently committed to providing funds for establishing Pre-kindergarten programs throughout the City. The system has not undertaken respoinsibility for Day Care Programs.

Various communities, such as the Perry-Simmons, have requested space for Day Care Program operation in project justification statements. As feasible in facilities, this space is made available. However, the community itself develops the Day Care Program subject to the review of the Regional Superintendent, and seeks appropriate funding for its operation.

BURRVILLE REPLACEMENT PROJECT—ELEMENTARY SCHOOL PLANNING AREA NUMBER 8

*Question.* What is the current status of the Burrville Replacement Project?

Answer. The architect's 100% submission of design is completed and is under review.

*Question.* What is the capacity of the replacement facility : 685 or 574?

Answer. The capacity is 574 and includes 75 all day PK–K pupils, 362 1–6, 17 17 Montessori, 100 7–8 and 20 Special Education.

*Question.* The project justification statement GA–CAP–4 shows that the cost per square foot is $46.14 and the total estimated construction cost is $5.5 million. Multiplying the square foot cost by 99,000 square feet produces a cost of 4.6 million. Explain this difference.

Answer. The $5,450.0 was authorized for construction. The estimated cost is $4,800.0 leaving $650.0 for other requirements. I think Mr. Starobin should be asked to detail these other costs.

Question. Is the cost per square foot correct? If so, what costs are you excluding from your computation?

Answer. The Cost per square foot ($46.15) shown on the project justification statement GA–CAP–4 is incorrect. In preparing the justification, a typographical error was made showing the cost as $46.15 instead of $48.15. Using the correct cost of $48.15 per square foot, the 99,000 square foot structure comes to $4,767,000. This is for the school building itself. To this must be added the cost of site development work, providing utilities such as sewer and water, and miscellaneous costs. These additional costs come to $678,900, bringing the total construction for the project to $5,455,900 which was rounded to $5,450,000.

*Question.* Why is there a need to build a new school, costing about $6.6 million, if the enrollment is declining in sub-planning area 8C and there are over 930 excess spaces existing in planning area 8A through 8E?

Answer. Planning area 8C is a self contained planning area not a subdivision of a larger area. While the numbering system is unfortunate, Area 8C has been presented as a planning area beginning with submission of the FY 1969 budget. As stated in the FY 1969 Capital Budget page 10–CAP–32:

"Because of its (planning area 8) large enrollment as well as land area, realistic facilities planning on a total area is difficult. The area is too large to permit an individual school capacity to be used most effectively for all pupils enrolled. The area also includes large areas of land on which residential construction can occur. These reasons dictate the subdivision of this area into 5 subareas, each with a letter designation. *Projects requested are associated with the designated subarea and are justified accordingly.* (emphasis added)"

The Burrville Community, planning area 8C, consists of Burrville constructed in 1912, Drew constructed in 1959 and Richardson in 1948. These buildings lack many facilities deemed necessary by the Board of Education as necessary facility requirements for long range usage. The facilities not available at Burrville, Drew and Richardson are prekindergarten suite, reading clinic, speech therapy room, music room, gymnasium and art room. In addition Burrville lacks a health suite and all purpose room; Richardson lacks a teachers' room and an adequate administrative suite. Providing the above facilities in existing space will reduce the effective building capacity of area 8C by 417 pupil stations. At the same time this situation of an old, inadequate building will not be solved. Since the major problems of inadequate lighting, heating and electrical service would not be solved by the solution suggested above, it appears that the only feasible solution is to continue with the Burrville Replacement.

### Evaluating Capital Improvements Projects

*Question.* Does DCPS have a built-in procedure for periodically evaluating capital improvements projects as to need and priority at various stages of the planning process?

Answer. DCPS projects in the Capital Improvements Budget are reviewed by NCPC, CIP–TAC, the Board of Education and the City Council whenever funds are requested for specific projects. Updating of the 5 year plan is accomplished by DCPS and CIP–TAC annually. In previous years, NCPC reviewed the City's Capital Improvements Program, project by project, and commented on the projects. Under home rule, NCPC's local functions have now been transferred to the Municipal Planning Office.

In the past, projects have been either reduced in capacity or dropped because of technical considerations which indicated that they were no longer needed; for example, Lovejoy-Edmonds was dropped, and Burrville Replacement was reduced in capacity.

### Chronological Report

I will insert a chronological report on the Burrville Elementary School at this point.

[The report follows:]

CHRONOLOGICAL REPORT ON

BURRVILLE ELEMENTARY SCHOOL

March, 1961 -- April, 1975

| | |
|---|---|
| March, 1961 | Burrville Addition, Scope of Work (see attached sheet). |
| May, 1962 | Burrville Addition and Alterations, Scope of Work (see attached sheet) |
| June, 1965 | Burrville Addition and Alterations, Revised Scope of Work (extensible), see attached sheet. |
| June 17, 1965 | Selection of area to be purchased (Site Plan) |

| | |
|---|---|
| Area to be purchased | 123,981 |
| Alleys and street closed | 8,380 |
| Sub Total | 132,371 |
| Existing Site | 70,000 |
| Total Site | 202,371 |
| | (4.64 acres) |

| | |
|---|---|
| February 16, 1966 | Board of Education Meeting -- Fy 1967 Does not include funds for site. |
| March 9, 1966 | Public hearing held by the Zoning Commission concerning the proposed amendments to the Zoning Map. |
| July, 1966 | Burrville Elementary School Addition, Scope of Work |
| March 31, 1966 | Cost estimates for FY 1967 amendment projects. |

Burrville Elementary School Addition

| | |
|---|---|
| Site | 300,000 |
| Plans and Specifications | 58,000 |
| Construction | 725,000 |
| Furniture and Equipment | 40,000 |

| | |
|---|---|
| September 9, 1966 | Justifications for site acquisition: Enrollment will exceed capacity about 41% to FY 1969. Site should be acquire to reduce overcrowding (request was made for FY 1967)<br><br>No changes on 1967 |
| June 1967 | Burrville Elementary School Addition, Scope of Work (See attached sheet) |
| March 11, 1968 | D. C. Public Schools' request zoning. Change not be granted til 1973. |
| August 1968 | Burrville Elementary School Addition (see attached sheet) |
| December 4, 1968 | Budget Sketch and Scope of Work were reviewed and returned to the Department of General Services for corrections (cost deduction was an important factor). |
| May 6, 1969 | Pre-Design conferences: Notice to Proceed effective same date. |
| June 5, 1969 | Community meeting to discuss; proposed addition to Burrville Elementary School |

| | |
|---|---|
| June 24, 1969 | Board Meeting:<br>Citizens request the Board to remove Burrville Elementary School Addition from the Capital Outlay Budget 1970, instead request funds for a Replacement of the Burrville School. |
| June 24, 1969 | The D. C. School Board of Education, at its regular June meeting voted to table the Proposed Addition to Burrville School and the Department of Buildings and Grounds was directed to develop a new "Scope of Work" for the replacement of the existing facilities.<br><br>A new Scope of Work for "Burrville Elementary School Replacement" was forwarded to the Budget Director of D. C. Public Schools |
| July 28, 1969 | Date of Scope of Work (see attached sheet) |
| August 17, 1969 | Meeting on Burrville Addition<br>Representatives:<br>Board of Education<br>City Council<br>President, PTA<br>Vice President, PTA<br>Principal<br>Buildings and Grounds<br><br>Possible replacement of 1912 and 1921 buildings in FY 1971. Request with high priority. |
| January 2, 1970 | Department of General Services was advised by the Board of Education that the acquisition and condemnation of properties to be held in abeyance for undetermined amount of time. |

| | |
|---|---|
| January 21, 1970 | The Acting Superintendent of Schools recommends that the Department of General Services be instructed to proceed with the purchase of remaining lots to complete site for the Burrville Elementary School Replacement. |
| October 15, 1971 | Restudy of space for the school replacement were submitted. |
| January 6, 1972 | Selection of Architects starts (recommendation letters) |
| January 26, 1972 | Meeting held with Highways and Traffic Department<br>Subject: Right-of-way at the north and south of property lines. |
| March 15, 1972 | Budget sketches were submitted to the Board of Education for approval. |
| March 30, 1972 | Appendix 'A' is recieved for review and approval. |
| No date | Appendix 'A' is returned for revisions |
| April 24, 1972 | Buildings and Grounds confirms the content and agreements with Highways Department representative at meeting on February 7, 1972. |
| May 19, 1972 | Department of Buildings and Grounds starts discussions with Planning Committee on selection of an architect. |

| | |
|---|---|
| August 2, 1972 | Funds in the amount of 294,000 were appropriated in FY 1968 for site acquisition. The revised estimated cost was $310,000 ($25,000 in excess). |
| September 27, 1972 | Agreement No. 73010; Architect to start work on same date, to be completed within 330 calendar days). |
| October 29, 1972 | Request for reprogramming $25,000, transferring funds from other projects. |
| January 9, 1973 | Proposed termination of agreement no. 73010 (Architect was not able to fulfill contract obligations).<br><br>NOTE: The above controversy was settled on March 2, 1973 |
| February 12, 1973 | Preliminary sketches were submitted and comments from Buildings and Grounds office were forwarded to the Department of General Services. |
| March 19, 1973 | Second Submission was received and followed by our comments. |
| May 31, 1973 | Buildings and Grounds proposed to the Board of Education: to reduce capacity from 1187 pupils to 684 pupils due to declining population (36% since 1960). |
| June 6, 1973 | Stop Order |

| | |
|---|---|
| July 5, 1973 | 30% review comments were forwarded to the Department of General Services. |
| August 3, 1973 | Board Meeting: approval on capacity reduction from 1187 pupils to 684 pupils. |
| October 1, 1973 | Letter to the Department of General Services notifying capacity reduction. |
| October 15, 1973 | Buildings and Grounds request that "Replacement Project" be reactivated as soon as possible. |
| November 9, 1973 | Department of General Services notifies the D. C. Budget Office of reduction of school capacity to 684 ( changes are reflected on Form OBFM 6). |
| December 5, 1973 | Memorandum for the Record: "Public Library Space in Public Elementary Schools" |
| January 29, 1974 | Department of Buildings and Grounds requests the Board of Education approval of the use of space by Public Library Department in Burrville School Replacement. |
| February 1, 1974 | Department of General Services requests a formal communication from the Board of Education with the approval of proposed changes prior to lifting the Stop Order and proceeding with the work. |

February 2, 1974

Memorandum to Department of General Services from Buildings and Grounds, stating that no changes are needed for "Space for Public Library Use". Reduction in capacity will reduce the school space by 15,750 sq. ft.

12,000 sq. ft. out of this reduced area will be restored to school design.

NOTE: It will only amount to the return to the original scope with change in use.

March 5, 1974

Department of Buildings and Grounds request (in memorandum to the Superintendent) from the Board of Education the approval of the assignment of space in the Burrville Elementary School Replacement, for the use of Public Library.

Deputy Superintendent of Public Schools request (in letter not in file) to return to the July 1973 revised Scope of Work and request the Architect/Engineer to proceed with the work.

March 19, 1974

Department of General Services referring to the above letter, advised the office of Budget and Financial Managment.

1. The revised cost estimates submitted on November 9, 1973 and January 4, 1974 were valid.

2. Change in scope must be submitted to the Congressional Appropriation Subcommittees for approval prior to proceeding with any new design.

August 22, 1974

Department of Buildings and Grounds transmitted to the Department of General Services comments on "Concept Drawings".

November 1, 1974

Department of General Services transmitted sets of prints (Design Development Phase)

November 14, 1974

Letter from Special Assistant to the Mayor-Commissioner; Congress approved a reprogramming action for a change in scope to reduce the capacity. Funds were also reduced.

| | Old Authorization | New Authorization |
|---|---|---|
| Site | 334.0 | 334.0 |
| Const. Svcs. | 715.0 | 685.0 |
| Const. | 7,035.0 | 5,450.0 |
| | 8,084.0 | 6,469.0 |

December 2, 1974

Second list of comments on Concept drawings were sent to the Department of General Services.

February 26, 1975

Memorandum for the Record: "Requirements for Satellite Kitchen will be incorporated at Burrville Elementary School Replacement" (Telephone conversation)

March 7, 1975

Memorandum from the Office of the District of Columbia Board of Education to the Superintendent of Schools:

Subject: Proposed Utilization of Space in the Burrveille Elementary School

February 27, 1975

Burrville Educational Committee and Superintendent of Region III request several innovative programs to initiate at the Burrville School.

1. Establishment of a Montessori program for children of ages 2 and 3.
2. Establishment of a Learning Center for Special Education.
3. Establishment in multi-age multi-level groupings of a non-graded sequence of learning experiences (Grades Pre-K through 8).
4. Provision of a Career Education program for all students (Pre-K through 8).
5. Development of a Cultural/Creative Arts Center.

59-211 O - 76 - 42

| DATE OF SCOPE | PROJECT TITLE | PROJECT NUMBER | CAPACITY | | | | | | | FUND |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | P-K | K | CLASSROOM | L. C. | MONTE. | 7-8 | TOTAL | |
| 3/1961 | BURRVILLE ELEM. SCHOOL ADDITION | -- | -- | 1 | 10 Regular | -- | -- | -- | | GEN |
| 5/1962 | BURRVILLE ELEM. SCHOOL ADDITION AND ALTERATIONS (ADQ. OF SITE) | 10-113 | -- | 2 | 10 Regular<br>2 Basic | -- | -- | -- | Add.<br>476 | GEN |
| 6/1965 | AS ABOVE (EXTENSIBLE) (ADQ. OF SITE) | 10-113 | 1 SUITE<br>(2 RMS.) | 1 | 5 Regular<br>2 Basic | -- | -- | -- | Add.<br>246 | GEN |
| 7/1966 | BURRVILLE ELEM. SCHOOL ADDITION (ADQ. OF SITE) | 10-113 | 1 SUITE | 1 | 5 Regular<br>3 Sp. Acad. | -- | -- | -- | Add.<br>214<br>Tot.<br>673 | GEN |
| 6/1967 | BURRVILLE ELEM. SCHOOL ADDITION (2 SEP. ADDITIONS) | 10-113 | 1 SUITE | 1 | 5 Regular<br>3 Sp. Acad. | -- | -- | -- | Add.<br>214<br>Tot.<br>673 | GEN |
| 8/1968 | BURRVILLE ELEM. SCHOOL ADDITION | 10-113 | 1 SUITE | 2 | 4 Regular<br>2 Sp. Acad.<br>2 Skl. Dev. | -- | -- | -- | Add.<br>242<br>P-K<br>80 | |
| 7/1969 | BURRVILLE NEW SCHOOL | 10-113 | 1 SUITE<br>80 | 2<br>104 | -- | 1-6<br>1000 | -- | -- | 1184 | |
| 7/1973 | BURRVILLE NEW SCHOOL | 10-113 | 1 SUITE<br>80 | 2<br>104 | -- | 1-6<br>500 | -- | -- | 684 | |
| 9/1974 | BURRVILLE ELEM. | 10-113 | ALL DAY<br>35 | ALL DAY<br>40 | -- | 1-6<br>362 | 17 | 100 | 574 | |
| 4/1975 | BURRVILLE ELEM. SCHOOL REPLACEMENT REVISED | 10-113 | ALL DAY<br>35 | ALL DAY<br>40 | -- | 1-6<br>382 | 17 | 100 | 574 | |

LANGDON ELEMENTARY SCHOOL MODERNIZATION PROJECT—PLANNING AREA NUMBER 4

*Question.* Explain why DCPS constructed an additional 383 pupil spaces at a cost of $2.4 million and now (three years after addition is completed) proposes a project that will eliminate 255 pipil spaces from that school.

Answer. The reduction in capacity is the result of modernization. More space is needed for less people because of the inclusion of specialized spaces that did not exist originally. Capacity spaces therefore, give way to non-capacity or smaller capacity, but specialized spaces. For example, the inclusion of Special Education rooms and Educational Resource rooms will reduce capacity. The Multi-Service Area space is non-capacity space and will reduce the capacity. A teacher's lounge was needed and will reduce the capacity. The required individualized instruction areas will reduce capacity.

We have attempted on previous occasions to explain the use of the term "Modern Capacities." We feel it necessary because, in most cases, modernization within the existing walls of school buildings built before the 1950's, will cause considerable capacity reduction. Modern capacity planning is necessary for proper evaluation of the impact of the enrollment decline.

*Question.* Explain why this project has such a high priority rating? Are there any other elementary schools in the District that do not have any modern educational space—learning centers—and are not scheduled for renovation? If so, shouldn't they have a higher priority than a school which just recently had 4 learning centers added to it?

Answer. In developing the scope of work for the Langdon School, we completed the addition with the understanding that modernization of the complete facility would follow. In order to provide for the specialized spaces needed for program operation, the modernization maintains a high priority rating.

In view of the city wide enrollment at the elementary level, a large percentage of elementary pupils have modern space or space provided after 1950. A re-study is underway in terms of economic feasibility and enrollment trends. Emphasis has therefore shifted to the greater need for modern space at the secondary level.

EATON MODERNIZATION PROJECT—PLANNING AREA NUMBER 18

*Question.* Explain why it is economically feasible to modernize the Eaton and not Burrville? Have you made a comparative cost-modernize vs. replacement—and a structural study for each of these projects? If so, would you provide a copy of each?

Answer. Economic feasibility was not the motivating factor for the Burrville Replacement Project. The history of the Replacement Project is best explained in the "Chronological Report on Burrville Elementary School". It is requested that the aforementioned report be made a part of the Committee's record. The report reflects the original program which was an addition to the existing school. Funds were appropriated and an architect was hired for the addition. The architect was directed to proceed on May 6, 1969.

At the June 24, 1969 meeting of the Board of Education, citizens requested that the Board remove the Burrville Elementary School Addition and replace it with a Replacement Project. The Division of Buildings and Grounds was directed to develop a scope of work for the replacement.

Eaton Community, on the other hand, did not request a reversal of administrative decision. The original plan to modernize therefore, is still desired. The administration supports the economical and programmatic feasibility of the Eaton Project.

There was no cost estimate for modernizing the Burrville School and no cost estimate made for an Eaton Replacement. The Eaton Modernization however, has a construction funding request of $2,729.5 for a 412 capacity. The Burrville Replacement has a construction funding request of $5,450.0 for a 574 capacity.

*Question.* According to the scope of work (GA-CAP–17) the existing auditorium will be rehabilitated and space will be added for a gymnasium. When construction funds were requested for the Bancroft modernization/addition in fiscal year 1974, D.C. Public Schools told the House Subcommittee that they did not provide for a gymnasium because the existing assembly hall-lunchroom would serve the physical education program.

Answer. The Bancroft Elementary School and a few others were constructed with a lunch/play room below an assembly hall. The accepted procedure is to

build two large spaces that can be used for three functions. One space, therefore, is used for two purposes (gym/assembly, lunch/assembly or gym/lunch). The Bancroft will have a lunch space and gym/assembly space. The Eaton assembly hall is on the ground floor with no space above.

*Question.* Will the Eaton auditorium be converted into a multi-purpose room (combination assembly hall-lunchroom)? If yes, couldn't the multi-purpose room serve the physical education program as planned and provided for at the Bancroft School? What would the cost savings be if the gym was eliminated?

Answer. The Eaton auditorium will be rehabilitated and converted into an all-purpose room to be used as assembly hall-lunchroom space. An elementary school gymnasium will be added. All elementary schools authorized since FY 70 have two large spaces that are used for three functions. It was determined by school administrators in 1969 that the all-purpose room was having its problems accommodating two functions and could not possibly entertain a third function.

If the gymnasium and related facilities (locker rooms, showers) were eliminated, the potential cost saving is $832,000.

OPEN SPACE

*Question.* What studies (if any) have been completed or in progress by your school system that evaluates the educational benefits to be derived from the open-space design concept?

Answer. To date, the school system has not conducted any studies which have been designed to evaluate the educational benefits to be delivered from the open-space design concept. No such studies are currently in progress.

With the establishment of a Facilities Planning Unit during FY 76, it is planned that such studies will be conducted in cooperation with the Office of Planning, Research and Evaluation.

*Question.* Who made the decision to adopt the open-space design concept? Is it now a Board of Education policy?

Answer. In a memorandum, dated February 12, 1969, Dr. William R. Manning, The Superintendent of Schools, requested of Mr. James A. Blaser, Director, Department of Buildings and Grounds, "that designs for new school building projects which you are about to initiate be designed on the Open Space or Learning Center concepts." The memorandum continued:

"I and my staff have given careful consideration to the Open Space concept, and we have decided that improvement in instruction will depend, in large part, on programs that can best be accomplished in Open Space. I make this request knowing there is a slight risk. However, the opportunity to achieve that most modern design outweighs the risk."

Since that time the Open Space concept has been followed. It is not a Board of Education Policy. However, the Board does act on the scope of work of each project for which an indication is given as to whether the open-space design concept is being used.

*Question.* In addition to these studies (if any) what is the basis for the decision to build all facilities for use of the open-space design concept?

Answer. In March 1970, the School Planning Laboratory of Stanford University issued the results of a survey of 30 superintendents of school districts with open-space schools. The survey was designed to determine why school districts are building open-space schools as opposed to schools with four-walled classrooms.

The reasons follow in ranked order:

1. To facilitate variable pupil grouping.
2. To maximize individual teacher competencies.
3. To provide long-range flexibility in school building.
4. To try out various experimental or innnovative techniques.
5. To remedy weaknesses in conventional buildings.
6. To change teaching styles.
7. To accommodate a specific experimental or innovative program.
8. To improve program coordination between various grade levels/departments.
9. To use plans successful in other school districts.
10. To reduce school construction costs.

The first six (6) items listed above are essentially the reasons for implementing the open-space concept in the District of Columbia Public Schools.

*Question.* Was cost a factor in the decision? Have any comparative cost studies been made on the construction of open-space facilities versus the conventional self-contained facilities?

Answer. Cost was not a major factor in the decision to implement the open-space concept.

No comparative cost studies have been made on the construction of open-space facilities versus the conventional self-contained facilities.

*Question.* We understand that the open-space design concept has been tried and abandoned by some school districts as unworkable. (Clark County, Nevada and Sunnyvale, California). Are you familiar with these situations and how have you considered them in your decision for open-space design concepts for District Schools?

Answer. We are aware that some school districts for various reasons have taken steps to abandon the open-school concept, however, we do not have any data on Clark County, Nevada and Sunnyvale, California.

Two of the major factors which contribute to the success or failure of open-space educational facilities are: (1) training and (2) commitment of the administrators and teachers to open education.

In the District of Columbia Public Schools, we have been fortunate to have had an effective teaching program (Training Center for Open Space Schools) which has prepared our staffs for the various open-space facilities. In addition, teachers and administrators have not been forced to work in an open-space setting; these facilities have been staffed through a city-wide screening process with persons who have expressed and exhibited a commitment to open-education and a willingness to be assigned to an open-space school. It should be noted that the DCPS has received no serious complaints from students, parents, teachers nor administrators concerning its open-space schools currently in operation.

The Training Center for Open Space Schools, funded under Title III funds and a Ford Foundation Grant, attracted visitors from throughout the United States and from many foreign countries.

*Question.* Provide a copy of the analysis leading to the decision for the open-space design concept.

Answer. The following are the guidelines established under the Superintendency of Dr. Manning:

GUIDELINES FOR NEW CONCEPTS FOR THE DESIGN OF FUTURE SCHOOL PROJECTS

It has become necessary to design schools with a kind of space relationship necessary to accommodate contemporary concepts that have been on a national level, declared basic to the production of quality education. The new concepts developed for the innovation in education and the improvement of the learning processes may be found generally in the employment of methods and techniques known as individualized instruction, flexible scheduling, non-graded instruction, team teaching, staff development, academic media assisted instructions, and the development of teams necessary to insure continuing innovation. Members of the committee who worked to develop the criteria for the proposed schools at Fort Lincoln New Town are familiar with the concepts for relevant systems for education. Spaces needed to install these concepts have in other areas become physical structures, as some of us have witnessed first hand. What we have learned from these experiences should be of great value as we seek to establish a new working dialogue. To begin with, we are now using the old and well known term "Open Plan". This term applies immediately to the learning center as conceptualized in the relevant system for Fort Lincoln New Town. These terms will be continued in this paper.

The new approach to the problem of learning is directed toward the individual pupil. Being so oriented it therefore demands flexibility of space. Space is said to be flexible if its function is not static and movement is unimpeded. It must be kept in mind that this approach demands open and transformable space, in order to meet the needs of a program that is as flexible as the variable needs of pupils and must therefore adjust to those needs. The idea of individual need is so vital to this philosophy that without it the remaining functions are literally useless and quality education is perhaps unobtainable.

In order for new learning concepts to be translated into functional space it will be necessary as stated before, to develop and understand a new terminology that relates to what we already understand to be educational facilities. We then must have an understanding of what combined facilities as we know them are required to create a new facility. It must be understood that existing specialized spaces became rooms of definite sizes because they were being made a part of an existing

structure that demanded spaces known as rooms. In the open concept it becomes a matter of design as to the amount of space used because the specialized rooms become space in the learning center. When equipment for skills development, art and science are functionally located in the learning center the space required by the design manual for these functions may decrease or completely vanish. For cost estimating purposes the space required by specialized equipment should be included in the space requirements for the learning center, however, the final determination should be a matter of design because it appears obvious that the solution to this function will vary. This combination of functions forms a relationship for which we can develop a new terminology. We can further relate the function of instructional resource centers to the learning centers. It is conceivable that the designer may elect to distribute the space for this function equally in more than one learning center on in cases where one learning center is employed, it may or may not be installed within the center. The space for teacher preparation can be similarly reevaluated in terms of learning center location. Social adjustment spaces when required in the project will be included in the learning center. The remaining or auxiliary functions such as gymnasium, auditorium, cafeteria, mechanical equipment, etc., shall be equally accessible to all learning centers.

## BOARD OF EDUCATION

**STATEMENT OF HENRY STRONG, MEMBER OF THE BOARD**

**ACCOMPANIED BY:**

**MRS. ANTONNELL AIKENS, EXECUTIVE SECRETARY OF THE BOARD**

**DR. ARLENE M'COWN, EDUCATIONAL POLICY AND EVALUATION SPECIALIST**

**DR. WENDELL P. RUSSELL, PRESIDENT, FEDERAL CITY COLLEGE**

Senator CHILES. The next budget estimate will be the Board of Higher Education.

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

1. Responsibilities of the Board of Higher Education

Public Law 89-791 charges the Board of Higher Education with responsibility for the governance of the Federal City College. The Board is also responsible for the District of Columbia Teachers College for which it assumed control on January 1, 1969, pursuant to agreement between the Board of Education and the Board of Higher Education. This agreement was authorized by Public Law 89-791.

In carrying out its responsibilities, the Board must: (1) Establish policies, standards, and requirements governing admissions, programs, graduation (including the awarding of degrees) and general administration of the Colleges. (2) Appoint and compensate the President of both Colleges. (3) Employ and compensate such officers as it determines necessary for the Colleges and such educational employees as the President may recommend in writing. (4) Employ and compensate non-educational employees of the Board and of the Colleges in accordance with the Civil Service Laws. (5) Fix, from time to time, tuition and fees to be paid by students attending the Colleges. (6) Approve the purposes for which fees may be used. (7) Transmit annually to the Mayor, estimates of the appropriations required for the Colleges for the ensuing year. (8) Accept services or monies, including gifts or endowments from any source whatsoever, for use in carrying out the purposes of the Colleges. (9) Submit to the Mayor, recommendations relating to legislation affecting the administration and programs of the Colleges. (10) Make such rules and regulations as the Board deems necessary to carry out the purposes of Public Law 89-791. (11) License certain institutions incorporated and/or operating in the District of Columbia to confer degrees (Title 29, D.C. Code, Section 415).

2. FY 1976 Budget Request

The budget request from the Board of Higher Education for FY 1976 is $153,500. This includes an increase of $5,500 which represents funding for the annualized cost of the general schedule and wage grade pay raise effective in October 1974, ($4,500) and funds to meet the increased cost of equipment rental and the licensure program ($1,000).

The FY 1976 budget request will permit the Board to continue its capability for policy formulation and for independent research which was provided for the first time in FY 1975. The Board is entering into a period of consolidation of gains made in FY 1975. The Board's responsibility to submit to the Mayor recommendations relating to legislation affecting the administration and programs of the Federal City College and the District of Columbia Teachers College will become increasingly important as the District government assumes its new legislative duties. As interest in the consolidation of

public higher education institutions gains momentum, the Board will be required to assist in formulation of new educational policy, propose and evaluate new alternatives, and respond to local education needs.

Therefore, the present budget request is designed to permit the Board to continue its present staff at the same level in order to meet its responsibilities for governing the two Colleges, for licensing degree-granting institutions and for providing assistance in city-wide educational planning efforts.

3. Staff Requirements of the Board of Higher Education

A. All nine members of the Board are engaged in their own full-time professional careers and serve the Board on a volunteer basis. To meet stated responsibilities, the Board has established appropriate committees as required. Last year it was necessary to hold 32 Board and 113 Committee meetings, most of which were held at night, and averaged 2½ hours per meeting. The Board also has a major legal responsibility for licensing private degree-granting institutions incorporated and/or operating within the District of Columbia. This responsibility will be discussed in more detail in 3B below.

To adequately meet its prescribed responsibilities it is essential that the Board continue to be supported by a strong, competent and experienced professional and administrative staff. Some examples of tasks confronting the Board during the coming Fiscal Year are outlined below and serve to illustrate the real need for competent staff support:

1. At the end of FY 1974, our Board had a vacancy in the presidency of Federal City College and the District of Columbia Teachers College. Dr. Wendell P. Russell was named to fill the position at both of the institutions effective July 1, 1974. Under his leadership the Board in FY 1975 consolidated the administrative and student support services of the two institutions. Development of a proposed plan for merger is in progress.

2. We will complete the Master Plan for the Mount Vernon Campus, renovate the Mount Vernon Square library, and refurbish existing facilities of both Colleges.

One of the most critical needs of students enrolled in the Federal City College and the District of Columbia Teachers College is to have access to adequate physical facilities. Progress has been made in preparation of the final plan for the Mount Vernon Campus, and the Board anticipates completion of the Final Master Plan by Fall 1975.

3. The likelihood of a University of the District of Columbia emphasizes the continued need for close communication between the District's educational agencies.

4. The Board remains committed to reducing duplication and unnecessary proliferation of programs in public post-secondary education. The need for planning and research will continue in spite of organizational and structural changes in public higher education.

5. In accord with its governance responsibility, the Board has committed itself to assisting in the development and fostering of viable institutional support from both the public and private sector. In this regard the Board will endeavor to identify and secure those resources necessary for the growth of higher education.

B. Licensure

The responsibility of the Board in the licensure process is to assure the citizens of the District of Columbia and elsewhere that institutions licensed to confer degrees in the District are operating in accordance with the District Code provision that such degrees be comparable to those granted by reputable institutions. The Board views its role in this capacity as an agency for the protection of consumer interest and hence must provide for monitoring and compliance as well as initial licensing.

As of July 1975 the Board has completed the required five-year evaluation review of all previously licensed institutions. As a result of this review, the Board has collected and tabulated data on incorporation, governance, faculty, students, administration, tuition, library resources, physical facilities, academic programs and degree levels for the 21 institutions currently licensed by the Board. In addition to responding to the requirement for periodic review of existing institutions, the Board has a responsibility to assure that any institution operating in the District is doing so in compliance with the D.C. Code. We have contacted

and investigated 28 institutions in this effort with the following results: 8 are no longer operating or offering degrees in the District; 15 are non-degree contract research or governmental relations offices; 4 are preparing licensure applications for the Board's consideration and one has been referred to the U.S. Attorney's Office for investigation. Of course, the Board continues to respond to new applications for licensure. Six institutions will require the mandatory five-year review in FY 1976 and the Board anticipates that it will receive approximately 15 new applications for licenses in FY 1976.

As the national enrollment of students in higher education declines and as financial resources available to higher education dwindle, an increasing number of institutions, both private and public, are opening centers and branches of instruction in other states. The District of Columbia presents an inviting "market" to those institutions designed to provide intensive training for full-time government employees. On August 25, 1974, the Board received an opinion from the Office of Corporation Counsel to the effect that the licensing duties of the BHE "are applicable to institutions located in other jurisdictions which have educational facilities located within the District of Columbia and conduct classes therein purporting to lead toward the awarding of a degree." In view of the number of state and private universities operating branches of instruction in the District, the number of institutions which must be licensed and monitored by the Board will be substantially increased. The Board must refine its policies and develop new ones to meet the demands of the increasing institutional complexity of post-secondary education in the District.

As of July 1975 the Board of Higher Education has completed a review of 37 institutional licenses. This review resulted in a total of 21 institutions which are currently licensed by the Board; 12 licenses revoked; 3 reissued to a coalition; and 1 expired and not renewed. The Board has also produced a report on the licensing of degree-granting institutions and has designed and implemented a system of data collection on the 21 institutions currently licensed. This information is distributed to the public. The Board will continue its efforts to coordinate the licensing of degree-granting institutions with other licensing and educational approval functions of the D.C. government.

Summary of 1976 Budget Estimates

APPROPRIATION: Education

Office: Board of Higher Education

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 6 | $98.2 | 9 | $156.1 | 9 | $153.5 | ... | -$2.6 |

Analysis of 1976 Change:

| | | |
|---|---|---|
| Base adjustments: | | |
| 1. Non-recurring - pay raise supplemental .... | ... | -3.4 |
| 2. Base reductions ..... | ... | -4.7 |
| Total, base adjustments ..... | ... | -8.1 |
| Program increases: | | |
| 1. Pay raise annualization ..... | ... | +4.5 |
| 2. Licensure function ..... | ... | +.7 |
| 3. Rental of equipment ..... | ... | +.3 |
| Total, program increases ..... | ... | +5.5 |

INTRODUCTION OF ASSOCIATES

Mr. STRONG. Mr. Fox, unfortunately, sir, is out of town and I will be handling the budget request in his stead.

My name is Henry Strong. This is Mrs. Aikens, Dr. McCown, and Dr. Russell on my right. Dr. Russell is the president of Federal City College and the D.C. Teachers College; and Mrs. Aikens is the executive secretary of the Board; and Dr. McCown is our educational policy and evaluation specialist.

PREPARED STATEMENT

As I mentioned, sir, I have a prepared statement which may be a little bit more lengthy than you wish to devote time to at this hearing.

Senator CHILES. We will include that in the record.

[The statement follows:]

STATEMENT OF HENRY STRONG

Mr. Chairman: My name is Henry Strong, and I have been a member of the District of Columbia Board of Higher Education since March 1, 1973.

The Chairman of the Board, Mr. Richard Fox, is unexpectedly and unavoidably out of the City today and the Secretary of the Board, Mr. Stephen Hess, is on jury duty. In their absence, I have been asked to present the FY 1976 Budget Request on behalf of the Board. With me today are two members of our staff: Mrs. Antonell Aikens, the Board's Executive Secretary, and Dr. Arlene McCown, the Board's Educational Policy and Evaluation Specialist.

As you know, Mr. Chairman, Public Law 89–791, enacted by the Congress in November 1966, authorized the establishment in the District of Columbia of a public college of arts and sciences and a vocational and technical institute under the jurisdiction respectively of the Board of Higher Education and the Board of Vocational Education. The legislation also authorized the Board of Higher Education to assume control of the District of Columbia Teachers College. The legislative history of P.L. 89–791, as set forth in Committee reports accompanying the Act, indicated it was the intention of the Congress to merge the District of Columbia Teachers College with Federal City College, the newly created public college of arts and sciences. Efforts by the Board to merge FCC and DCTC, which had been deferred until June 1974 when Federal City College obtained accreditation, were delayed in July 1974 by court order in response to suit brought by members of the District of Columbia Teachers College community who opposed merger. However, the Board and representatives of the two colleges accomplished a great deal of planning for the merger. It became apparent during 1975 that Public Law 93–471, as subsequently amended by the District of Columbia City Council, would create a University of the District of Columbia through the implementation of a single management system for the three existing institutions: Federal City College, District of Columbia Teachers College and Washington Technical Institute. Consequently, the Board voted in October 1975 to cease further efforts to merge FCC and DCTC. The Board of Higher Education provided to this Committee a detailed summary of developments related to the merger of FCC and DCTC. The results of the extensive planning for merger will be transmitted to the new Board of Trustees of the University for its possible use and guidance.

Public Law 93–471 provides for the appointment of a new Board of Trustees to govern the University of the District of Columbia. On the date of the first meeting of the Trustees, which we expect to take place about March 1, 1976, the Boards of Higher Education and Vocational Education will be dissolved. The Board of Higher Education welcomes the creation of the new University. We are mindful, however, that the new Board of Trustees will have an enormous task before it as it seeks to launch the University by the beginning of the academic year 1976–1977. With this in mind, the Board of Higher Education

has sought to conduct its business during the past several months in the best possible manner to ensure that we will hand over to our successor Board soundly administered institutions of higher education built on foundations of academic excellence and fiscal responsibility. We believe that this Board, in partnership with our fine President, Dr. Wendell Russell, has accomplished this objective.

With regard to the budget request for the Board of Higher Education, the Board realizes that there are limits in the amount of monies available for the operation of the various programs in the District, however meritorious. We take seriously the mandate given us by our fellow citizens to assure that the two institutions under our control request only what is necessary to assure quality educational programs and that they use these funds in the most prudent manner, We follow that same guidance in preparing the budget for the Board of Higher Education. Our budget request for FY 1976 is, therefore, an austere budget: nine positions and $153,500. There is no increase in the number of positions and only a $5,500 increase over our FY 1975 level. Approximately $4,500 of that increase will be required to meet the October 1974 pay raise annualizations and $1,000 is being requested to cover the increased costs of the licensure program and equipment rental.

As I stated earlier, this Board has only a limited period of service remaining. We recognize that when this budget was developed we were in no position to anticipate the real needs of the new Board of Trustees. But we did determine that given the awesome responsibilities of the new Board of Trustees, this budget request would be absolutely necessary as a minimum level of funding.

Finally, Mr. Chairman, we have carefully reviewed the budgets of Federal City College and the District of Columbia Teachers College. The amounts requested represent the levels approved by the Mayor and the City Council. We feel they are not enough, but we are a part of the structure of the city government, and we must bear our share in helping the City to meet its fiscal responsibilities. We would ask that you grant them the full amount requested so that these two institutions can continue to make their full contribution toward the improvement of the quality of life for the people of the District of Columbia.

LEGISLATIVE HISTORY OF PUBLIC LAW 89–791

Mr. STRONG. I will just skip through it rather quickly.

As you know, Mr. Chairman, Public Law 89–791 enacted by Congress in November of 1966 authorized the establishment of a college of public arts and sciences and a vocational and technical institute under the jurisdiction, respectively, of the Board of Higher Education and the Board of Vocational Education. The legislation also authorized the Board of Higher Education to assume control of the District of Columbia Teachers College.

STATUS OF MERGER OF DCTC AND FCC

The legislative history surrounding the enactment of that act strongly suggested that it is the intent of Congress that Federal City College and District of Columbia Teachers College be merged. Efforts to achieve this were deferred until Federal City College achieved its accreditation in 1974. We then proceeded with efforts to merge the institutions pursuant to our understanding of congressional intent.

Our efforts to achieve this were delayed greatly by court action resulting from a suit brought by members of the District of Columbia Teachers College who were opposed to the merger. We were, however, permitted by the court to continue planning. And a great deal of planning was done. As it became apparent in 1975 that the new Public Law 93–471 would become effective creating a University of the District of Columbia out of the three existing institutions of public higher education, the board, in October, decided to cease any further

efforts to merge the District of Columbia Teachers College and Federal City College. This was done essentially because we did not wish to commit the new board of the university to a line of action which they might find difficult when they became involved in consolidating Washington Technical Institute with the other two institutions.

Public Law 93–471 provides for the appointment of a new board of trustees to govern the University of the District of Columbia. On the date of the first meeting of this board of trustees, which we expect to take place about March 1, 1976, the existing boards of higher education and vocational education will be dissolved.

The Board of Higher Education welcomes the creation of this new university. However, we are mindful that the new board of trustees will have an enormous task before it as it seeks to launch the university by the beginning of the academic year 1976–1977. With this in mind, the Board of Higher Education has sought to conduct its business during the past several months in the best possible manner to insure that we will hand over to our successor board soundly administered institutions of higher education built on foundations of academic excellence and fiscal responsibility.

We believe that this board, in partnership with our fine president, Dr. Wendell Russell, has accomplished this objective.

FISCAL YEAR 1976 BUDGET REQUEST

With regard to the budget request of the Board of Higher Education, the board realizes that are limits in the amount of moneys available for the operation of the various programs in the District, however meritorious. We take seriously the mandate given us by our fellow citizens to insure that the two institutions under our control request only what is necessary to assure quality educational programs and that they use these funds in the most prudent manner. We follow the same guidance in preparing the budget of the Board of Higher Education. Our budget request for fiscal year 1976 is, therefore, an austere budget nine positions and $153,500.

There is no increase in the number of positions and only a $5,500 increase over our fiscal year 1975 level. Approximately $4,500 of that increase will be required to meet the October 1974 pay raise annualizations, and $1,000 is being requested to cover the increased costs of the licensure program and equipment rental.

As I stated earlier, this board has only a limited period of time remaining. We recognize that when this budget was developed we were in no position to anticipate the real needs of the new board of trustees of the University. But we did determine that given the awesome responsibilities of the new board of trustees, this budget request would be absolutely necesary as a minimum level of funding.

Finally, Mr. Chairman, we have carefully reviewed the budgets of Federal City College and the District of Columbia Teachers College. The amounts requested represent the levels approved by the Mayor and the City Council. We feel they are not enough, but we are part of the structure of the city government and we must bear our share in helping the city to meet its fiscal responsibilities.

We would ask that you grant them the full amount requested so that these two institutions can continue to make their full contribution to-

ward the improvement of the quality of life for the people of the District of Columbia.

Senator CHILES. You are requesting funds for the interim continuation of the duties of the board until the new board comes into existence, are you not?

Mr. STRONG. That is right, and trying in some minor way to anticipate the needs of the new board which will certainly be greater than ours in terms of staff requirements. It will be a bigger board with a very, very short time in which to create a university. And they certainly will need at least the staff that we have.

QUESTIONS SUBMITTED BY SENATOR CHILES

Senator CHILES. I see. Thank you very much. We have an additional question that you can respond to for the record.

[The question and answer follows:]

DISTRICT OF COLUMBIA BOARD OF HIGHER EDUCATION

*Question.* The Board of Higher Education in reporting to concerned Congressional Committees on the planned consolidation of D.C. Teachers College and Federal City College, stated that the administrative services and student services for the two colleges have been consolidated and that the 1976 budget provides for the equalization of expenditures by the two colleges in these areas. What are the costs savings, if any, achieved through consolidation of administrative and student services? Where has this reduction been reflected in the budget? These two items show increases, GB–6 and GC–6.

Answer. The consolidation of administrative and student support services between DCTC and FCC was not intended to bring about equalization of expenditures by the two colleges in these areas. Nor did the BHE, to my knowledge, ever suggest such a possibility. What we did propose was that consolidation would provide for better utilization of available resources in mutual support to the two institutions. This was especially needed in the case of DCTC where the need for improvement in administrative and student support services was greatest.

There were no "cost-savings", "per se" since the combined needs for administrative and student support services at the two colleges exceeded the combined need in manpower and funds contained in the two budgets. There are, therefore, no cost-savings reflected in the FY 1976 budget submission attributable directly to the consolidation of these services at the two colleges.

Nevertheless, the absence of a requested increase in these areas to provide for the level of services requested in the FY 1975 budget, in fact, represents a potential cost-savings. In FY 1975, the Teachers College requested 14 positions in the Institutional Support area to provide the school with necessary services at an acceptable level. All of the above increases were denied. Although the requirements in these areas have, in fact, increased since the FY 75 budget submission, no additional positions have been requested for these same services in the DCTC's FY 1976 budget. At the same time Federal City College's FY 1976 request contains no increases in resource support requirements. The 47 positions without additional funds indicated as an increase in FCC's FY 1976 budget represents a transfer of the security responsibility from a contractual service provided by the Department of General Services to an FCC controlled operation.

We are able to report that as a direct result of the consolidation, the following improvements have been realized, in administrative and student support services at the two institutions:

(*a*) DCTC fiscal and inventory practices have been revised and brought into line with recommendations of recent audit reports.

(*b*) DCTC personnel and students records have been automated.

(*c*) DCTC registration system has been automated.

(*d*) The FCC Bookstore has been reorganized to serve both institutions.

(*e*) DCTC now has professional Budget and Procurement support.

(*f*) Student services at both institutions have been markedly improved.

(*g*) Business services and Security at both institutions are now more responsive and efficient.

## Federal City College: D.C. Teachers College

**STATEMENT OF DR. WENDELL RUSSELL, PRESIDENT**

**ACCOMPANIED BY:**

**DR. RONALD WILLIAMS, VICE PRESIDENT FOR ACADEMIC AFFAIRS**
**LARRY WILSON, VICE PRESIDENT FOR BUSINESS AND FINANCE**
**DR. ESTELLE TAYLOR, ACTING DEAN, D.C. TEACHERS COLLEGE**
**DR. SAMUEL TULLY, VICE PRESIDENT FOR PLANNING AND DEVELOPMENT**

### POLICY STATEMENT AND BUDGET SUMMARY

Senator Chiles. We will go on to now the Federal City College. Since Dr. Russell is President of D.C. Teachers College as well, we will take them up together.

The opening policy statements and budget summaries of both schools will be placed in the record at this point.

[The statements and summaries follow:]

The District of Columbia Teachers College has faithfully served the educational needs of the District for over 100 years. A great majority of the teachers in the D.C. Public School System are graduates of DCTC.

Although a merger of DCTC with Federal City College has been proposed, the educational services provided by the Teachers College continue to be a badly needed source of educational opportunity for the high school graduates of the District, who are severely limited in their access to low-cost higher education. Whether as a separate entity or as a potential part of Federal City College, the educational program of DCTC constitutes a valuable portion of the educational opportunities available in the District. Accordingly, the importance of upgrading DCTC's capability is undiminished by any consideration of a merger.

The primary product of DCTC is the student earning the Bachelor of Science Degree and being prepared to enter the classroom as a teacher. In addition, the College trains paraprofessional educational personnel, provides in-service professional development for working teachers, and prepares students in ancillary educational professions. The College also conducts several programs to assist in community education and other public services. Students in DCTC's teacher education programs are prepared for teaching in pre-schools, early childhood education centers, elementary and secondary schools, special education, and adult education.

The College strives to develop in its students a deep interest in teaching as a profession and an intense concern for problems of the urban community, including those facing Afro-American, Spanish-speaking, and other ethnic minorities in the Nation's Capital. Emphasis is placed on understanding children, modern teaching procedures, and mastery of subject matter in areas of learning in which the student chooses to concentrate. Through its program of general education, the College seeks to provide the prospective teacher with a broad cultural background in important fields of human knowledge.

DCTC's overall educational program is the product of many long years of experience in molding young District high school graduates into highly competent teachers. The program is uniquely effective and represents a valuable community asset that warrants preservation and development, even should a merger with Federal City College take place. Accordingly, we are submitting this FY-1976 request for $4,927.4, which constitutes an increase of $873.3 and 30 positions.

Although we are well aware of the District Government's financial strictures, we believe that the financial strictures of DCTC are relatively even more serious, and that high-quality education properly lays claim to the highest priority among all government activities. What DCTC offers the people of the District must be saved and supported--it is precious higher education, and the District of Columbia cannot afford to lose one iota of its higher education capability.

The $873.3 increase requested for FY-1976 represents no inappropriate ambitions or attempts to aggrandize the College in the face of possible merger. No new academic programs are provided for, and no increase in enrollment is planned. Rather, we are requesting $4,927.4 to pay for a desperately needed upgrading of our existing academic programs.

Specifically, the requested increases for FY-1976 will be used for:

59-211 O - 76 - 43

- Strengthening the instructional program by adding new positions
- Providing a pay adjustment for faculty and administrative personnel
- Improving library and media services to bring them up to the standards of the American Library Association
- Establishing a bookstore for students
- Upgrading the DCTC summer school
- Implementing a sabbatical leave policy for faculty and staff to enhance their professional capability.

In summary, we believe that the budget increase requested by DCTC for FY-1976 constitutes a sound use of public moneys to support and enhance the District's valuable higher education capability, whatever the future format for the higher education structure may be. Indeed the need to upgrade DCTC's educational services is intensified by the possibility of the merger, for a merger without adequate funding would have the effect of lowering the overall expenditure per student of the merged institution. DCTC and FCC, whether together or separate, represent the total public higher education capability of the District in the liberal arts and sciences. For many District residents they provide the only conceivable higher education opportunity. They are the only means by which well-trained, well-employed, tax-paying manpower may emerge from the predominantly black, predominantly poor population of the District.

Favorable consideration of this budget request is essential to the preservation and enhancement of this capability. We trust that such an outcome is as greatly wished for by the District Government and the U.S. Congress as it is by the people of the District themselves.

Summary of 1976 Budget Estimates

APPROPRIATION: Education

Office: D. C. Teachers College

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 200 | $3,605.2 | 241 | $4,192.6 | 249 | $4,927.4 | +8 | +$734.8 |

| Page No. | Analysis of 1976 Change: | | | | |
|---|---|---|---|---|---|
| GB-5 | Base adjustments: | | | | |
| | 1. Non-recurring - pay raise and utilities supplemental | | | ... | -83.5 |
| | 2. Base reductions | | | -22 | -55.0 |
| | Total, base adjustments | | | -22 | -138.5 |
| GB-7-9 | Program increases: | | | | |
| | 1. Pay raise annualization | | | ... | +102.8 |
| | 2. Within-grades | | | ... | +90.0 |
| | 3. Social Security and Health Benefits increase | | | ... | +10.0 |
| | 4. Pay increase - Administrative and Faculty | | | ... | +156.7 |
| | 5. Equalize summer faculty salaries with those of Federal City College | | | ... | +66.5 |
| | 6. Sabbatical program | | | ... | +35.0 |
| | 7. Basic Instruction: Faculty | | | +8 | +61.4 |
| | 8. Academic Support: | | | | |
| | Library and Media Support: | | | | |
| | BHE-XIII Librarians | 2 | 7.4 | | |
| | GS-6 Secretary | 1 | 3.2 | | |
| | GS-4 Library Clerks | 3 | 7.8 | | |
| | Academic Administration: | | | | |
| | GS-6 Secretary | 10 | 32.5 | | |
| | Records Computerization Program | .. | 35.0 | +16 | +85.9 |

| | | | | |
|---|---|---|---|---|
| D. C. Teachers College - continued | | | | |
| Program increases - continued | | | | |
| 9. Student Services: | | | | |
| Student Support: | | | | |
| BHE-VIII Counselors ..... | 6 | 31.1 | | |
| Equipment - Bookstore Operation ..... | .. | 97.2 | | |
| Financial Aid: | | | | |
| Grants and subsidies ..... | .. | 10.0 | +6 | +138.3 |
| 10. Institutional Support: | | | | |
| Logistical Services: | | | | |
| Increased cost of communications and utilities ..... | .. | 44.8 | | |
| Repairs and improvements to physical facilities ..... | .. | 81.9 | ... | +126.7 |
| Total, program increases ..... | | | +30 | +873.3 |

Federal City College has always placed its highest priorities on meeting the educational needs of the people of the District and providing extensive community services throughout Washington. The College's formal objectives can be summarized as: providing high-quality instruction, turning out qualified manpower for the District, offering college resources for community service, and predicting societal needs and preparing graduates to meet them.

Priorities of the College for Fiscal Year 1976 are concentrated mainly on increasing student capacity and upgrading our academic, student service, and administrative programs. The overall theme of this year's request is one of catching up on long-overdue improvements and upgradings in many of the College's operations and generally increasing the quality of the institution and its educational offerings. Specific issues addressed in this budget request are:

- o Increasing enrollment capacity, to meet the dramatically increased demand for admissions, as exemplified by the large freshman enrollment of Fall 1974.

- o Strengthening academic programs, to continue the College's progress toward genuine academic excellence.

- o Strengthening student service programming, in response to the need among the College's educationally deprived students for intensive remediation, counseling, and other vital supportive services.

- o Providing a pay adjustment for faculty and administrative staff, to partially make up for the lack of increases in the face of runaway inflation (one 5-percent pay increase approved in FY 1975, the first since January 1972.

- o Improving administrative services, to strengthen our ability to carry out the complex operations inherent in a college that must also function as a government agency.

- o Establishing a sabbatical leave policy, to support the essential process of job-related professional growth for our faculty and administrators.

- o Upgrading the image of the College, to put the College in a better position to raise non-governmental funds.

Federal City College has made optimal use of the public funds invested in it to date. Most notably the College achieved accreditation by the Middle States Association of Colleges and Secondary Schools in June 1974, well within the normal range of time required for a new institution to gain full accreditation. This milestone accomplishment was a product of the dedicated work of a great many people at Federal City College and a fitting culmination to all the adjustments and changes made over the past seven years leading to an institution strong and well-developed enough to win the approval of the Middle States Association.

Now that accreditation has been won, the College has begun implementing its ongoing plans for keeping on a course of steady improvement and strengthening. It has developed a budget request that is designed to help translate the monumental achievements of the past into a record of continuing achievement in the future.

The College is requesting a budget of $21,713.1, which constitutes an increase of $2,570.5 and 107 positions. Among the new positions requested are 47 which, while technically new, are actually ongoing guard positions for the College's security force. Previously, the College paid the D.C. Department of General Services to provide guard service. Beginning this year, the College will employ its own security guards. Hence, the 47 guard positions requested do not represent an expansion of the scope of the College's operations but, rather a redirection of funds from contracted services to personnel.

The Capital Budget request provides for $2,475.0 for renovation of the old Central Library.

Since Federal City College was founded, the U.S. Congress and the D.C. Government have invested over $107 million in operating appropriations for the College. This is a huge investment, but the money a government spends on its college is a far-reaching commitment to the purchase of tangible and intangible assets that will stand the community in good stead and will grow and develop in value as the years pass. It is not merely an investment in real estate and equipment, nor even solely an investment in senior faculty, it is an investment in the idea and reputation of a good college--a public, widely understood commitment to develop and support a superior institution of higher learning.

Our FY-1976 request is not being made lightly; we are not ignorant of the severe financial problems of the D.C. Government. We recognize that there are differing priorities among the D.C. agencies, differing needs for their services, and differing benefits that can be expected to come from them. We contend that public higher education is the District Government's great hope of increasing its tax base and moving toward financial self-sufficiency. The main cash commodity in the District is brain-power. Only by having access to high-quality public higher education can the predominantly black and poor people of the District develop that commodity. And only if they do so can they become high-earning, tax paying members of the D.C. Community.

Since its beginning, Federal City College has been deeply ingrained with the philosophy and practice of utmost economy and accountability for every dollar spent. Our need for the increased funding requested for FY-1976 is so substantial that we can offer complete assurance that the new funds will be used as carefully and as frugally as possible. The FY-1976 budget request of 21,713.1 is the minimum of what the College must have to meet contemporary educational needs in the District.

Your favorable consideration of Federal City College's FY-1976 budget request will help maintain the large investment already made in the College and will substantially improve the level and scope of educational opportunities offered to the people of the District.

Although FY-1975 was a year of curtailed spending limitations in the face of accelerating inflation, the college managed to register a number of significant accomplishments this fiscal year:

- A new President and administration settled in to operate the College.
- Administrative services were consolidated with those of D.C. Teachers College for increased efficiency and elimination of duplicate work.
- The administrative structure of the College was reorganized to meet existing needs and provide more efficient and responsive support to the academic component.
- A new School of Continuing Education was organized to centralize the College's community outreach services and experimental education programs.
- A process for developing an FCC/DCTC merger plan was adopted and a plan is being developed for the Board of Higher Education's consideration.

The College also continued to serve a large number of FTE students through heightened efficiency in the academic sector.

The FY 1976 Budget includes a redirection of funds to support the College's safety and security program including 47 security guards and a redirection of the bookstore operation from Academic Services to Student Services.

Summary of 1976 Budget Estimates

APPROPRIATION: Education

Office: Federal City College

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 974 | $19,548.8 | 943 | $19,892.9 | 1,005 | $21,713.1 | +62 | +$1,820.2 |

Analysis of 1976 Change:

| | | |
|---|---|---|
| Base adjustments: | | |
| 1. Non-recurring supplemental for rental of space and equipment and reimbursing Department of General Services for operation, maintenance and repair services | ... | -355.3 |
| 2. Base reductions | -45 | -395.0 |
| Total, base adjustments | -45 | -750.3 |
| Program increases: | | |
| 1. Pay raise annualization | ... | +255.6 |
| 2. Annualization of positions approved in fiscal year 1975 budget | ... | +39.2 |
| 3. Within grades | ... | +400.0 |
| 4. Social Security and health benefits increases | ... | +135.8 |
| 5. Pay increase - Administrative and Faculty | ... | +604.7 |

6. Instruction
Support on increase of budgeted FTE student enrollment of 593:

| | | |
|---|---|---|
| Summer School | .. | 220.0 |
| General Academic: | | |
| Sabbatical Leave | .. | 50.0 |
| School of Continuing Education: | | |
| Faculty | 4 | 26.7 |
| VIII Asst. to Dean | 1 | 6.8 |
| XIII Administrative Assistant | 1 | 3.9 |
| GS-4 Clerk-Typist | 1 | 2.5 |
| Graduate Program: | | |
| Faculty | 3 | 26.7 |

Federal City College - continued
Program increases - continued

| | | | | |
|---|---|---|---|---|
| 7. Support on increase of budgeted FTE student enrollment to 593 - cont. | | | | |
| Regular Instructional Program: | | | | |
| Faculty | 11 | 72.7 | | |
| Faculty | 21 | 145.4 | | |
| IX Senior Skills Specialist | 1 | 5.7 | | |
| XIII Administrative Assistant | 1 | 3.9 | | |
| GS-4 Clerk-Typist | 5 | 13.1 | +49 | +577.4 |
| 8. Public Service: | | | | |
| Matching funds - U. S. Department of Agriculture (Smith-Lever Act) Federal City College's share | | | ... | +132.8 |
| 9. Academic Support: | | | | |
| Computer Center: | | | | |
| VIII Applications Programmer Supervisor | 1 | 6.3 | | |
| GS-12 Systems Programmer | 1 | 6.3 | | |
| GS-11 Applications Programmer | 1 | 5.3 | | |
| GS-7 System Analyst | 1 | 3.9 | | |
| GS-5 Disk and Tape Librarian | 1 | 2.9 | +5 | +24.7 |
| 10. Student Services: | | | | |
| Student Support: | | | | |
| IX Psychometrist | 1 | 5.5 | | |
| IX Counselor | 1 | 5.2 | | |
| X Counselor | 1 | 4.6 | | |
| XIII Bookstore Assistants | 2 | 6.9 | | |
| XI Assistant Manager | 1 | 4.2 | +6 | +26.4 |
| 11. Institutional Support: | | | | |
| Logistical Services: | | | | |
| GS-9 Supervisory Guard | 1 | ..... | | |
| GS-7 Safety Specialist | 1 | ..... | | |
| GS-5 Clerk | 3 | ..... | | |
| GS-4 Security Guard | 42 | ..... | +47 | ..... |
| 12. Other services - repairs and maintenance of physical plant facilities | | | ... | +112.0 |
| 13. Increase costs of utilities, rent and communications | | | ... | +261.9 |
| Total, program increases | | | +107 | $2,570.5 |

INTRODUCTION OF ASSOCIATES

Dr. RUSSELL. Mr. Chairman, I am Wendell Russell. On my right is Ronald Williams, vice president for academic affairs; Larry Wilson, vice president for business and finance; Dr. Estelle Taylor, who is the acting dean at District of Columbia Teachers College; and Sam Tully, who is vice president for development.

We have no particular opening statement, Mr. Chairman. But we would be pleased to answer any questions you may have.

SUMMER SCHOOL

Senator CHILES. Will the additional $66,500 requested to equalize summer faculty salaries solve a problem we found with respect to the 1975 program?

Dr. RUSSELL. Yes; are you referring to the District of Columbia Teachers College?

Senator CHILES. Yes; my questions will overalp, if that is OK. You can wear both hats for me, can you not?

Dr. RUSSELL. I have to, sir.

Senator CHILES. Last year I noticed that there was a summer class at DCTC with only one enrollee. That is kind of a tutorial program, is it not?

Dr. RUSSELL. Senator, I do not know precisely what the class was and do not have any documentation to that effect before me. It is quite possible that there would be a class with a single person and there was a need to give that at that particular time, or the fact that this was an area where there is a small concentration of majors. Normally this is not what happens.

Senator CHILES. We asked for a report last summer of what the smallest class size was and the answer was, one enrollee. Other small classes were held primarily to allow students to meet requirements of majors at the graduate or undergraduate level. For example, you have six enrollees in a course in urban geography required for five graduating seniors.

Dr. RUSSELL. This would be the procedure which would be unfortunate but sometimes necessary.

Senator CHILES. Hopefully, through proper counseling, you would know in advance what those peoples' requirements are going to be and they would be required to do something about it that would not require special classes.

Dr. RUSSELL. Normally this is what we would want to do, but there do arise occasions when one has to meet the needs of students in an advanced course like that. This does not happen very frequently.

Senator CHILES. Sometimes it is necessary for someone to go another semester in order to graduate.

Dr. RUSSELL. Yes; that is true.

Senator CHILES. That is a particular inconvenience to a student, but if you compare that to what the cost is in conducting the course for one to four students——

Dr. RUSSELL. We certainly try to eliminate that as much as possible.

LIBRARY SERVICES

Senator CHILES. With regard to the increase of five positions in the DCTC library. Will those libraries not eventually be consolidated as part of the merger of the institutions?

Dr. RUSSELL. That is right.

Senator CHILES. Will you be able to save positions when they are merged?

Dr. RUSSELL. The District of Columbia Teachers College has been so dismally understaffed for so long that I am very certain that these positions represent what is the minimal to bring it up to a service position and serve the students now at District of Columbia Teachers College. The broader question, of course, is what happens with the merger of the two libraries. At this initial stage of the merger there is no facility which we can have which would handle the volumes of the two libraries, so you would essentially have the same types of services. We do not have any building and we do not anticipate any for a good number of years.

SABBATICAL PROGRAM

Senator CHILES. I notice that you have a sabbatical leave program that is costing $35,000 in fiscal year 1976, proposed for DCTC. Considering the money problems of the District, do you think that is really necessary or is that in the nature of a luxury?

Dr. RUSSELL. Academics do not consider sabbaticals as a luxury. They do not, of course. Obviously it would be very good if this type of encouragement for faculty persons would be there. As a matter of practicality, Mr. Chairman, I think it has already been knocked out at some other stage in the development of this budget.

Senator CHILES. I note at many times sabbatical leave really relates to supply and demand of faculty personnel. Having been involved in that somewhat in my State, as Chairman of the Ways and Means Committee, it was felt necessary at times when there was a shortage of personnel to have more things like sabbatical leave for teachers. Right now I suspect that there is not a shortage and it is as necessary to have those things as it could be at the time we have shortage.

Dr. RUSSELL. Mr. Chairman, I do not think we would lose anybody if we did not have that.

Senator CHILES. That is exactly what I mean. If you get to a point where you have more people looking and seeking than you have positions, then it is not as necessary to have a retention program and I think the sabbatical leave program is probably good for retention.

Dr. RUSSELL. It is good for development, too, Senator. You point out the practicality of the matter.

Senator CHILES. Thank you.

## Washington Technical Institute

**STATEMENT OF DR. CLEVELAND DENNARD, PRESIDENT**

**ACCOMPANIED BY:**

**JOHN PATEROS, VICE PRESIDENT FOR RESOURCES MANAGEMENT**

**DR. WILTON ANDERSON, FIRST VICE PRESIDENT FOR ACADEMIC AFFAIRS**

**PAUL FORD, DIRECTOR OF PLANNING AND DEVELOPMENT**

**JACK W. WHITE, VICE PRESIDENT FOR RESEARCH AND DEVELOPMENT**

**NORMA BARNES, EXECUTIVE ASSISTANT**

### OPENING POLICY STATEMENT AND BUDGET SUMMARY

Senator Chiles. Now we will go to the Washington Technical Institute.

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

Program Goals and Objectives

Washington Technical Institute was created by Congress through Public Laws 89-791 and 90-650 to provide Instruction, Public Service and Organized Research on a credit and non-credit basis to citizens of the District of Columbia. Planned curricular offerings through 8 departments and 41 technological courses of study are available.

The Institute's ten-year development plan, 1968-1978 enters its eighth year in Fiscal Year 1976. Our carefully delineated estimates of 8,000 full-time teaching equivalent enrollments with a capital development program represent the parameters of operation and growth for the Institute.

The projected 8,000 FTE or 9,600 students for FY 1978 is based on an Institute goal of enrolling 20% of the projected annual increase in manpower requirements for the Washington Metropolitan area in occupations requiring higher education. According to recent Department of Commerce and Bureau of Labor Statistics data an estimated 46,000 job openings will occur in these occupations in 1976. If we assume the bench mark of increased need will not vary more than 2% plus or minus the next three years, the Institute would need to more than double its current enrollment of 4,500 within this target year of 1978.

If we assume that the projected level of full-time equivalent student enrollment, which will provide the capability to bring about the desired impact on manpower requirements, represents the "need" side of the picture, we need only to look at the "demand" side to validate our planning of students desiring to enroll in the Institute's programs. At the present time we have a backlog of about 5,000 applicants that we cannot enroll. The average age of the student body is slowly decreasing which indicates that we are working through the tremendous backlog of District high school graduates and are now beginning to make minimal provisions for some of the over 5,000 persons graduating from the District secondary schools each June.

Program and Budget Policies

Our policy decisions on admittance of students are of course dictated by the approved funding level. However, we firmly believe that fulfilling our mission of providing educational opportunities to the residents of the District of Columbia that lead to jobs and profitable careers must be based on the expressed need of the citizenry to increase their level of skills and productivity in order to gain for themselves a higher level of personal income through which our social and cultural viability is sustained. While the enrollment of students in higher education programs is controllable in terms of being able to cut off student enrollment at an arbitrarily assigned level, this approach is not validated by the need and demand factors.

Operating on the judgement that the overriding consideration on dictating our policy direction is to provide skill development for students and viewing the objective of the Institutes' type of formal education as critical to tax base stability, the Board of Trustees has resolved that our enrollment is not absolutely controllable when we are attempting to meet both near term and longer term societal needs. Accordingly, we have made a policy decision to serve the maximum number of students that can reasonably be accomodated within appropriated and non-appropriated resources available to us.

Accomplishments

The Institute's programs in Instruction, Organized Research and Public Service enabled 437 students to earn degrees; 243 certificates in one year planned curricula; and 1261 students completing career development upgrading courses. Through the "State" agricultural extension service, agents provided technical assistance to more than 75,000 citizens through short courses, workshops and seminars. Mass media presentations on the consumer side of agricultural production, marketing, preservation, distribution, pricing and utilization reached an additional 150,000 residents during Fiscal Year 1975.

We have maintained our 80% placement rate over the years and our 1974 graduates have secured positions at average annual salaries of $9,000. The average age of our graduates for the past five years has been 26, indicating that our students in the main are pursuing courses of study related to specific career goals.

Programs and Plans

The Institute will operate 41 academic programs in serving 3,104 FTE students with a total head-count enrollment of 4,500. This represents an increase of 334 FTE over our budgeted FTE of 2,770 in FY 1975.

New program development is not planned for FY 1976; concentrations are directed toward program refinement.

The budget reflects redirection of funds to the program areas of instruction and academic support to offset disparities caused over the pass several years by the absorption of pay raises and the reduction of base positions and dollars. This has distorted the lapse rate and created the need for the redirection of funds.

Summary of 1976 Budget Estimates

APPROPRIATION: Education

Office: Washington Technical Institute

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 429 | $8,988.2 | 432 | $10,436.5 | 443 | $12,427.3 | +11 | +$1,990.8 |

Analysis of 1976 Change:

| | | | | |
|---|---|---|---|---|
| Base adjustments: | | | | |
| 1. Non-recurring pay raise and electricity .. | | | ... | -291.3 |
| 2. Non-recurring - relocation costs ..... | | | ... | -122.2 |
| 3. Base reductions ..... | | | -27 | -230.0 |
| Total, base adjustments ..... | | | -27 | -643.5 |
| Program increases: | | | | |
| 1. Pay raise annualization ..... | | | ... | +116.0 |
| 2. Annualization of positions approved in fiscal year 1975 budget ..... | | | ... | +12.5 |
| 3. Within-grades ..... | | | ... | +180.0 |
| 4. Pay increase - Administrative and Faculty | | | ... | +606.0 |
| 5. Instruction: | | | | |
| Additional FTE: | | | | |
| Summer school ..... | .. | 100.0 | | |
| Regular Faculty: | | | | |
| Faculty ..... | 23 | 201.2 | | |
| GS-6 Clericals ..... | 4 | 14.7 | | |
| Supplies and equipment.. | .. | 53.1 | +27 | +369.0 |
| 6. Public Service: | | | | |
| Matching funds - U. S. Department of Agriculture (Smith-Lever Act) WTI's share ..... | | | ... | +132.8 |
| 7. Academic Support: | | | | |
| Additional FTE: | | | | |
| ADM-8 Media Specialist . | 1 | 6.1 | | |
| GS-6 Clericals ..... | 1 | 3.6 | | |
| Supplies ..... | .. | 5.0 | | |
| Computer Rental ..... | .. | 130.0 | +2 | +144.7 |

| | | | | |
|---|---|---|---|---|
| Washington Technical Institute - continued | | | | |
| Program increases - continued | | | | |
| 8. Student Support: | | | | |
| Additional FTE: | | | | |
| ADM-8 Developmental Advisors | 3 | 18.1 | | |
| GS-6 Clericals ..... | 1 | 3.7 | | |
| Increase costs of health services ..... | .. | 23.0 | +4 | +44.8 |
| 9. Institutional Support: | | | | |
| Additional FTE: | | | | |
| ADM-8 Developmental Advisors | 4 | 24.2 | | |
| GS-7 Clericals ..... | 1 | 3.7 | | |
| Supplies and equipment ..... | .. | 21.4 | +5 | +49.3 |
| 10. Staffing and maintenance new campus facilities: | | | | |
| Relocation ..... | .. | 166.0 | | |
| Maintenance and operation ... | .. | 292.5 | | |
| Utilities - Electricity ..... | .. | 278.8 | | |
| - Steam ..... | .. | 239.5 | | |
| - Gas ..... | .. | 2.4 | ... | +979.2 |
| Total, program increases ..... | | | +38 | +2,634.3 |

INTRODUCTION OF ASSOCIATES

Senator CHILES. Dr. Dennard, are you going to lead off for us on the Washington Technical Institute?

Dr. DENNARD. That is correct, Mr. Chairman.

To my right, Mr. Chairman, I have Dr. Wilton Anderson, our academic vice president; and next to him Mr. John Pateros, our vice president for resources management; and Mrs. Vivian Taylor, our budget director; and sitting to my rear is Norma Barnes, my executive assistant; Claude Ford, the director of campus planning; and Jack White, our vice president for research and development.

I do not have a formal statement for the record other than the original material. I would just like to appeal for one consideration in fiscal year 1976. The Washington Technical Institute as one of the three institutions in the District that will be consolidated into the University of the District, has been designated as the institution for developing the agricultural experiment station. Federal funds are available in fiscal year 1976 and we have not yet been able to include State matching funds to proceed with the planning for appropriate problem solving in that area.

I would be delighted to answer any questions that you could present to us.

AGRICULTURAL EXPERIMENT STATION

Senator CHILES. How practical is it going to be to have an ag experiment station in an urban area? Most of your kids are coming from this area, right?

Dr. DENNARD. That is correct. Of course we have spent a great deal of time examining many of the problems in the District and the historic concept of the experiment station which is not restricted only to the production of goods but to the research of the problems associated with marketing distribution, and utilization of agricultural products.

The District of Columbia is unique in its geographical consideration; nearly 10 percent of all of our land is under water and one of our main concerns, of course, is the quality and quantity of our water supply. Another 21 percent of the land is in park and the relationship of the leeching of the soils into the Potomac River and the Anacostia River. There are adequate areas for real scientific examination.

In addition, of course, we have the effect on the soil from the heat that is absorbed by the asphalt, the enormous amount of paving that we have in this community, on the growing of different kinds of plants, especially for horticultural purposes as well as our trees. The hydrocarbon concentration just from the exhaust from the bumper to bumper traffic is coating the elm trees and we are losing our elm tree concentration in the District.

So we think that through a cooperative relationship with the District of Columbia experiment station and the station out at Beltsville that some real attention should be given to these problems and create some employment opportunities on the one hand; and improve the quality of our environment.

Senator CHILES. Well, it seems like some of those problems that you are talking about are certainly going to be addressed and are being addressed. We have the Botanic Garden here and we also have the

59-211 O - 76 - 44

entire Capitol complex that has concerns with those program areas and who are funding studies because of their own responsibilities for those programs.

It is just an allocation of resources problem and it seems to me that the employment opportunities cannot be too major. It also seems to me that as an allocation of resources question you have many other needs that would come much higher up on the priority ladder.

Dr. DENNARD. Of course this would be one of the major priorities in trying to develop a public university in the District of Columbia, and since Public Law 93-471 established it as a land grant university in order to carry on a three-pronged program of instruction——

Senator CHILES. Do you think that you have got to have this ag experiment station just to get in line for funding that comes to a land grant university?

Dr. DENNARD. The first purpose of course is the interrelationship between teaching research and extension service. The second relationship of course becomes how will you finance it. In order to participate consistently in the kinds of programs and draw on the enormous research that has gone on since 1887 around the country, where many of the problems have already been addressed nationally but not necessarily address the specific local problems, it becomes critical to focusing the resources.

It is somewhat unusual to have a piece of land that is almost a peninsula and yet the water does not originate within the District. If we use water for an example, our relationships with Maryland as it relates to the source of the water—but not the quality of it, and its ultimate use, both consumption as well as for vegetation and life, this is an enormous area of concern.

We would visualize an experiment station which would be tied as much to the Department of Interior as it would be to Agriculture and an agri-environmental experiment station would still satisfy basically the intent of the Hatch Act provisions.

Senator CHILES. The Hatch Act provisions?

Dr. DENNARD. That was the 1887 piece of legislation that created the State experiment station.

Senator CHILES. That is another Hatch Act.

Dr. DENNARD. That is right. It is completely removed from the one to which we most commonly refer.

But on that issue, Mr. Chairman, we do not see it as a low priority. We must concern ourselves with 1 million tons of solid waste that we move out of the District annually and just a microbe concentration on it. Most of it goes into landfills; that is not incinerated. The local government has a very limited knowledge as to the health aspects of this one area.

And we think that an appropriate function of the university is to apply scholarly efforts to the identification of those kinds of problems and some of their solutions.

We would simply hope that the committee would at least examine this with us.

MATCHING FUND REQUIREMENTS

Senator CHILES. I would be glad to examine it. I need some more information on it. I need to examine it because right now most of

the things that you describe that you want to study—are being studied by the Corps of Engineers or other Federal agencies because the District itself is a Federal enclave and there is a need for the Federal enclave to know the answer to some of those problems. Others, I think, would not necessarily have to fit under the agricultural experimentation station.

But the land grant situation, I would like to look at that.

[The information follows:]

Hatch Act Matching Request

The District of Columbia Agricultural Experiment Station was created by Public Law 93-471 as a major resource, to develop positive alternatives for scientific problem identification and problem solving through basic and applied research.

The establishment of an experiment station capability in Fiscal Year 1976 enables the District of Columbia, through its Land-Grant Institution, to establish a cooperative partnership with the United States Department of Agriculture for the first time in more than a century.

The District of Columbia is uniquely atypical of major urban centers in America. More than ten percent of its population is over 65 years of age living on fixed incomes, and thirty-six percent of school age. When examined in the context of the 77% of the total population being black and earning 48% of the personal income of the city, the impact of public services and the spread of the citizen's consumer dollar becomes a major area for basic and applied research to form the basis for public policy and private sector initiatives.

Located in the hub of the metropolitan area, the District is a major distribution center for food and fiber products. The marketing, pricing, distribution and consumption of agricultural products is a key area of the city's economy. The quality of life of the vast segment of the poor community will be measurably improved as a by-product of the experiment station's research in the following areas:

Program priorities, Fiscal Year 1976

1) Consumer and Food Economics
2) Outdoor Recreation
3) Environmental Quality

In the area of consumer and food economics primary concern is for the large number of families and individuals in the District who experience considerable difficulty in securing nutritious foods at minimum cost and in making decisions that maximize returns from expenditure of limited financial resources. Research would be conducted in the area of food consumption with an emphasis on determining purchasing patterns. A knowledge of what people are purchasing and/or consuming will make possible (1) the design of programs for redirecting these patterns toward balanced diets, and (2) securing the most nutritious foods which can substitute for other foods which may be less acceptable. Additionally, the information will make possible the design of extension programs that will enable people to secure the most nutrition for the money available in terms of foods which they will consume. Research data essential to development of such programs currently does not exist for the District of Columbia.

The experiment station approach provides for conducting studies to evaluate food cooperatives in order to develop models which might be followed in low income areas of the city. Numerous neighborhoods now lack adequate food outlets or have no alternatives except for the small

Farmers Market at 6th and New York Avenue, a local monopoly. Cooperatives have shown that they can survive and create measurable budget savings for consumers. Neighborhood credit unions, churches and other community based groups can use a model incorporating what has been learned as to initial capitalization and organizational techniques, equipment, space and staff needs, bookkeeping, legal requirements, to establish workable cooperatives where applicable.

Residents of the District of Columbia increasingly have more and more leisure time for which productive outlets are needed. The existence of large numbers of apartment dwellers who spend much of their time under limited space conditions is an added incentive to research ways and means of developing adequate recreational resources for the District citizens.

The Experiment Station FY '76 Plan includes analytic studies for improved methods for managing existing parks as well as those developed in the future. The results of this work will permit greater local public use while minimizing damage to constituent plants and landscape.

A renewed interest in home gardens has paralleled the spiral in food costs. The home garden, thus, serves as a valuable source of outdoor recreation for senior citizens, as well as provides nutritious vegetables and fruits thereby reducing the dollar requirement, in many cases, for food. The "county agent" activities of the District's Cooperative Extension Service provide technical assistance to local groups at more than 200 garden plots in the city. The Experiment Station Plans call for a substantive examination of hydroponic farming in the city using solar energy and non-fossil fuels.

The need for re-establishing populations of adaptable game fish in the Potomac and Anacostia Rivers satisfies consumer and food economics as well as outdoor recreation.

In the area of environmental quality, primary concern is for pollution of the Potomac River on which the District of Columbia is dependent for its water supply. Pollution of the river arises from discharges of sewage effluent directly into the river, from sanitary landfills, including runoffs from paved and non-paved surfaces within the District.

The matching funds requested from the District are needed to develop and implement research projects incident to lowering the level of pollution in the river. This would improve the utility of the water for human use and enhance the probability of aquatic life in the river returning to normal levels.

Solid waste resource recovery research in the area of environmental quality to help develop improved methods of disposing of the one million tons of solid waste currently being produced in the District is a project within the purview of the Experiment Station.

Establishing capability in the area of Environmental Quality Research will be supportive of work performed by other research organizations but would be directed to specific needs of the District of Columbia.

I have cited only a few of the programmatic issues, the resolution of which would be beneficial to residents of the District.

This excellent opportunity to develop a "State" research capability staffed with competent scientists whose energies are directed to solving problems that affect District residents must represent a major priority in Fiscal Year 1976 despite the constraints of scarce revenues. We appeal for the "State" matching share of funds of $151,800.

Request - Fiscal Year 1976

| | |
|---|---|
| District "State" Funds | $151,800 |
| USDA Match | 151,800 |
| USDA Formula non-match | 90,000 |
| | $393,600 |

Budget Plan

| | |
|---|---|
| Program Personnel | $160,000 |
| Program Equipment | |
| Supplies, Facilities (Greenhouse) | 233,600 |
| | $393,600 |

Program Measures

| | |
|---|---|
| Research Projects | 6 |
| Progress Reports | 6 |
| Annual Reports | 1 |
| Trip Reports | 9 |

AGENCY: Washington Technical Institute

CATEGORY: Organized Research

| | Title | Past Year Obligations (FY 74) | Current Year Allotment (FY 75) | Budget Year (FY 76) | | |
|---|---|---|---|---|---|---|
| | | | | Adjusted Base | Increase | Request |
| PERSONAL SERVICES | PERMANENT POSITIONS ANNUAL SALARY REQUIRED (NON-ADD) | | | | | |
| | PERMANENT POSITIONS REGULAR PAY (Available) | | | | | |
| | TEMPORARY POSITIONS PAY (Available) | | | | | |
| | NIGHT WORK DIFFERENTIAL | | | | | |
| | HOLIDAY PAY | | | | | |
| | OVERTIME PAY | | | | | |
| | STANDBY PAY | | | | | |
| | TERMINAL LEAVE | | | | | |
| | SUNDAY PAY | | | | | |
| | OTHER: | | | | | |
| | SUB-TOTAL – Personnel Compensation | | | | | |
| | PERSONNEL BENEFITS | | | | | |
| | BENEFITS FOR FORMER PERSONNEL | | | | | |
| | TOTAL – Personal Services | | | | | |
| OTHER OPERATING | TRAVEL & TRANSPORTATION OF PERSONS | | | | | |
| | TRANSPORTATION OF THINGS | | | | | |
| | RENT, COMMUNICATIONS & UTILITIES | | | | | |
| | PRINTING & REPRODUCTION | | | | | |
| | OTHER SERVICES | | | | | |
| | SUPPLIES & MATERIALS | | | | | |
| | EQUIPMENT TO BE CAPITALIZED | | | | | |
| | EQUIPMENT NOT TO BE CAPITALIZED | | | | | |
| | GRANTS & SUBSIDIES | ..... | ..... | ..... | 151.8 | 151.8 |
| | INSURANCE CLAIMS & INDEMNITIES | | | | | |
| | REFUNDS | | | | | |
| | OTHER: | | | | | |
| | TOTAL – Other Operating | ..... | ..... | ..... | 151.8 | 151.8 |
| | TOTAL – OPERATING | ..... | ..... | ..... | 151.8 | 151.8 |

NEED FOR ADDITIONAL FACULTY

Senator CHILES. Please describe more fully the need for the 23 new faculty positions.

Dr. DENNARD. We have projected to maintain where we were in fiscal year 1975, subsequent to a reduction of 27 positions in the 1976 adjusted base, and looking at the distribution of the student body through various curriculums, we had requested the 23 faculty positions and 4 month's funding for fiscal year 1976 to maintain the institute's program at its present level.

That was a request for $616,000 and 23 positions.

STUDENT ENROLLMENT

Senator CHILES. What is your enrollment? Is it up? Do you still need those positions now?

Dr. DENNARD. Our enrollment is up. Our budgeted enrollment is 2,770, which produces a ratio of 14.5 to 1. Our head count enrollment is 4,360.

Senator CHILES. That is the enrollment? That is not adjusted to full time?

Dr. DENNARD. The full-time equivalent would be 2,770. The actual head count of full time and part time would be closer to 4,360 and these 23 faculty positions with 4 month's funding would permit in the spring term the maintaining of the enrollment at its present level for the remainder of the academic year.

Senator CHILES. Maintain a faculty/pupil balance?

Dr. DENNARD. You maintain the ratios between full-time faculty and full-time students.

Senator CHILES. All right.

QUESTIONS SUBMITTED BY SENATOR CHILES

We might have a few other questions. We will submit those to you in writing.

Thank you, sir.

[The question and answer follow:]

DATA PROCESSING EQUIPMENT

*Question.* WTI needs $130,000 to continue rental of current data processing equipment that was currently funded through grants. Has WTI reviewed other District computer facilities to determine if their equipment could be used by WTI rather than continue renting equipment?

Answer. The primary purpose and use of the WTI data processing equipment is instructional. Some 23 of our 44 academic programs require one or more courses in the computer area. Classes are conducted from 8:00 a.m. to 10:00 p.m. Monday through Friday, and from 8:00 a.m. to 5:00 p.m. on Saturday. The computer facility is open 24 hours a day, 7 days a week to provide time for students and faculty to use the facility during periods when classes are not held, and for administrative purposes.

The only time the foregoing schedules are not followed are during registration periods, when an on-line registration process permits the final registration of students, including collection of tuition and fees, at the rate of 200 to 250 per hour.

Because of the heavy use of the WTI computer facility arrangements were made in the past for WTI to use the FCC computer facility for certain administrative purposes, such as preparation of grade reports.

SUBCOMMITTEE RECESS

Senator CHILES. The subcommittee will take up the teachers retirement system when Mr. Coppie can be with us. Since we have a full committee meeting on the 1977 budget, we will recess now until 2 p.m. when we will take up "Human resources."

[Whereupon, at 11:17 p.m., the subcommittee was recessed, to reconvene at 2 p.m. the same day.]

(AFTERNOON SESSION, 2:20 O'CLOCK, WEDNESDAY, JANUARY 21, 1976)

# DISTRICT OF COLUMBIA

## TEACHER'S RETIREMENT AND ANNUITY FUND

### STATEMENT OF COMER COPPIE

#### CORRESPONDENCE FROM MAYOR

Senator CHILES. We want to start this afternoon with the teacher's retirement and annuity fund.

I received mail from retired District of Columbia school teachers some of whom reside in Florida, regarding the shifting of the investments by the teacher retirement annuity fund from the U.S. Treasury bonds to corporate bonds. The mayor gave me a report on this in a letter dated September 16, 1975, which will be made a part of the record.

[The correspondence follows:]

*Memorandum* ● **Government of the District of Columbia**

TO: Walter E. Washington
Mayor

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

FROM: Comer S. Coppie
Special Assistant to the Mayor

Date: SEP 12 1975

SUBJECT: District of Columbia Teachers' Retirement and Annuity Fund

The Teachers' Retirement Fund was established to provide teachers with a depository for funds for retirement and annuity benefits. In 1970, Public Law 91-263 (Title 31-727 of the D. C. Code) was passed stating that the amount in the fund should be $62 million. This law further stated that if the balance is not sufficient to meet the obligations against the fund, the District of Columbia Government is required to meet such obligations. In accordance with Title 31-722 of the D. C. Code, the Secretary of the Treasury has the authority to hold and invest the funds, and income derived from investments becomes part of the fund.

Currently, the fund is invested solely in U. S. Treasury issues which have an average rate of interest of about 4 percent. We know of no other retirement fund that is limited to Treasury issues and cannot be invested in other types of securities.

There are two major concerns to the District with regard to the Retirement Fund. The first is that the return on investments is very low because of the restrictive investment policy as it presently exists. The second is that since it is incumbent on the District Government to make up any deficit in the Fund, it would follow that the District should, under the Home Rule Act, have the authority to invest the fund in a secure, but more profitable, manner.

A proposal is now being studied by the Office of Budget and Management Systems that would allow a wider range of investments. This proposal would not alter the structure or purpose of the fund. All of the city's legal responsibilities, including those mentioned above, would continue as before. The primary purposes for transferring the management of the investments from the Treasury to the District would be to earn a higher return on the money invested and to increase the capital value of the fund to reduce the need for city appropriations to the fund.

This office has recently received an opinion from the Corporation Counsel concerning the investment of the funds in the Teachers' Retirement Fund. It is Counsel's opinion that the Mayor has the "...exclusive authority to make investments and determine investment policies as to funds under the jurisdiction of the District..." Since the legal responsibility to make up deficits in the fund falls to the District, and the investment responsibility lies with the Mayor, the establishment of a committee would be appropriate in an advisory or review capacity.

The Budget Office stands ready to discuss the proposal with all interested parties. We will keep you informed of progress on this proposal.

Sincerely,

Comer S. Coppie

STATUS OF FUND

Senator CHILES. I still have some questions about this.

What is the current status of the fund?

Mr. COPPIE. Mr. Chairman, the opening balance at the start of the current fiscal year was $51.3 million. Our objective is to have a closing balance by the end of the year of $62 million, which, by law is capped as $62 million and our objective is to have it at the level of $62 million by the end of the current fiscal year.

PROTECTION OF TEACHER'S RETIREMENT FUND

Senator CHILES. What protection would the teachers have that their fund would be as safe as it is now if the investments were made in corporate funds?

Mr. COPPIE. Mr. Chairman, by the Home Rule Charter, the teachers who retire have a first lien on District revenues, in case sufficient funds are not available from the fund and they are not available to meet the ongoing requirements of annuities associated with retired teachers.

Senator CHILES. They would be in with the first lien, like the policemen and the firemen?

Mr. COPPIE. It is actually stated in the Home Rule Charter with regard to teachers. It is not stated with regard to any other category of District employees.

As far as teachers are concerned, it is actually provided for in the charter and I will provide that citation for the record.

Senator CHILES. I think that would be helpful to have for the record.

[CLERK'S NOTE: As indicated in the memorandum printed on page 698, the citation is Title 31–727 of the D.C. Code.]

ADVISORY BOARD FOR TEACHER'S RETIREMENT FUND

Should there not be some kind of board of trustees for the teacher retirement fund, or at least some kind of advisory committee?

Mr. COPPIE. Mr. Chairman, in our judgment there should be. I would point out that by the Home Rule Charter, the Mayor was given exclusive authority over investment policies associated with city funds, including the teacher's retirement fund. As we move forward to implement the proposed change, we do have under active and serious consideration the possibility of an advisory board for the teacher's retirement fund. But the authority itself is with the Mayor, so it would be advisory to the Mayor.

Senator CHILES. What assurance does the committee have that the teacher's retirement fund will not become a ready cash fund for the District of Columbia?

Mr. COPPIE. Mr. Chairman, by the 1970 public law, the city is required to maintain a fund balance of $62 million; and moreover we are also required by public law to meet the ongoing requirements associated with teachers' retirement. So I think that the protection here, in specific answer to your question, would be public law.

Senator CHILES. All right, sir.

## Department of Human Resources

**STATEMENT OF JOSEPH P. YELDELL, DIRECTOR**

**ACCOMPANIED BY:**

**LAWRENCE STEWART, BUDGET OFFICER**

**JACQUELINE JOHNSON, ADMINISTRATOR, PAYMENTS ASSISTANCE ADMINISTRATION**

### BUDGET REQUEST

Senator Chiles. We will go now to the budget for Human Resources, a budget request of the amount of $258,931,200, and 8,532 positions. Now this compares with $234,528,800 appropriated last year and is an increase of 282 positions.

The total funding here would be $394,428,000 when we add Federal and other grants of $135 million.

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

Two general policies influenced the formulation of the Fiscal Year 1976 Budget for the Department of Human Resources; maintenance of vital services required by District residents at adequate levels, and new program commitments or expansions limited to increases necessitated by law or regulations. Key considerations which governed the development of the budget were our commitment to the continued implementation of the Welfare Reform Program; our commitment to maintain the level of care now provided at our health and mental health institutions, while continuing to emphasize community-based and outpatient care and the need to continue our thrust to decentralize service programs.

Despite our sometimes agonizing deliberations, however, this budget request is seriously restricted in terms of its size and scope as measured against the needs of the numbers of clients the Department will be expected to serve.

In the area of social and rehabilitation services, services are provided to District residents through four (4) major youth institutions, youth group homes, two emergency family shelters, approximately thirty-four (34) decentralized service locations and through community sponsored programs which receive partial or full funding from the Department.

With a base reduction in the budget for these services, we will have to eliminate needed treatment programs for youths within the juvenile justice system such as diagnostic counseling and psychological treatment and be forced to provide custodial care to children adjudicated to us rather than emphasizing rehabilitative programs in attempting to solve the problems of youths. Further, we will be limited in our capability to develop alternatives to incarceration.

Due to cutbacks in personnel resources for casework services, service to clients will have to be based on client demands rather than continued casework counseling on an individualized service plan. Our capability to develop additional and specialized child care facilities to care for the "hard-to-place" and "specialized need" children and adults which are critically needed will be severely curtailed as a result of the loss of resources. This will be further compounded due to the additional workload required of us by the Title XX legislation.

Also, reductions will have to be made in our WIN, SITE and Vocational Rehabilitation Programs which will hinder our ability to provide a comprehensive services program at each location. We estimate that almost 350 clients in these programs will not be served because of the reduction.

Funds for four (4) youth homes are being requested in Fiscal Year 1976 to assist us in providing alternatives to institutionalization for residents of Maple Glen. Eighteen (18) new positions are being requested in order to accelerate this deinstitutionalization through the ex-

pansion of programs in job preparation, basic education and placement.

An integral component of total service delivery is financial assistance to District clients. To this end, our Fiscal Year 1976 Budget reflects the Department's commitment to maintain services to public assistance and Medicaid clients, and to provide for a more equitable payment standard. An increase of $11.7 million is requested to raise payments to public assistance clients by 5.88% to 90% of the February 1973 cost-of-living standard effective January 1, 1976; to annualize client payment increases previously granted; to provide for increases in caseload; and to increase Supplemental Security Income benefits. Funds to employ twenty-four (24) new eligibility workers and funds to continue employment of personnel formerly funded by the Comprehensive Employment and Training Act (CETA) are also requested.

However, even with these requested increases, the base reduction of 135 positions and $213.1 thousand in personal and other services in our eligibility determination program will result in longer waiting and processing time for applicants for all financial programs and will reduce staff capability to verify key elements of eligibility.

We are also requesting an increase of $5.8 million to partially offset the projected increase in the number eligible for Medicaid, uncontrollable inflationary costs, and urgently needed rate increases. However, this increase will not permit the maximum operation of the vendor payment program and we still will be required to reduce either the range of benefits or the number of clients to be served under the Medicaid program.

Other base reductions in the payments assistance program will result in: significantly curtailing data reductions capabilities; reducing appropriated dollars available for food stamp bank fees; reducing the number of clients provided orthopedic appliances; and causing regular delays in the processing of payrolls for clients and vendors.

For several years the Department has been criticized by accreditation and review bodies for physical plant inadequacies and under-staffing in its institutions. Of particular concern are D.C. General Hospital and Glenn Dale Hospital for which Capital Improvements Programs of $13.1 million and $17.9 million, respecitvely, have been submitted to correct structural deficiencies in these institutions. Staff shortages are reflected in the level of nursing care; the $2 million authorized to D.C. General Hospital by this budget request for nursing care will increase the level of nursing care from 3.2 hours to 4 hours/patient/day whereas private hospitals seek a standard of 5 hours/patient/day. Nursing care also is below minimum levels in the ambulatory facilities of clinical services, the secondary and elementary school nurse programs and field nursing. During FY-1976, field nursing

and elementary school nursing will be reduced to emergency calls only and secondary school nurses will be reassigned on a full or part-time basis to clinical services. To maintain adequate staffing levels in the ambulatory care system, it will be necessary to consolidate clinics. Such consolidation of clinics or reduction of hours will be planned to improve utilization patterns of DHR and private clinics. Because of the high departmental priority for Geriatrics care, the five Geriatric clinics will continue operation but on a reduced scale. There are other program reductions which will result from the reduced FY-1976 funding level. For instance, the Venereal Disease clinics no longer can provide evening coverages which will result in many persons not being screened; this poses the threat of an increase in VD cases. The Department no longer will participate in health fairs, etc., by offering Multiphastic Health Screening services during non-regular working hours. Other preventive services such as the Immunization program and evening and Saturday hours for the Dog Pound will have to be curtailed.

Departmental priorities in the health area also include the provision of effective treatment and rehabilitation for drug abusers. With the imposition of more stringent Federal Funding Criteria and Food and Drug Administration regulations, the Narcotics Treatment Administration must add licensed personnel to their staff to dispense medication. Moreover, with the termination of Federal staffing grants and a projected increase in caseload there is an additional need for staff. However, due to severe reductions in the FY-1976 Budget, two (2) NTA clinics will have to be closed and the remaining five (5) will operate on an 8 hour per day basis; one more community based contract serving 120 persons, will be terminated; and weekend diagnostic and evaluation services in the Superior Court Cell Block and Women's Detention Center will be reduced.

The Fiscal Year 1976 Budget reductions will have a severe impact upon the Mental Health services and institutions caring for retarded and alcoholics. The most severe impact of the budget reductions will be borne by Forest Haven, an institution for mentally retarded. Fiscal Year 1976 is the second year of the Department's Eight (8) Year Plan to transform Forest Haven from a custodial care institution to a facility that provides quality care programs to its residents. To achieve this objective, it is necessary to strengthen the staffing complement but due to budget restrictions, Forest Haven now has fewer employees than before the Plan began and its impact is virtually nullified. The Rehabilitiation Center for Alcoholics (RCA) does not have sufficient staff to provide adequate services to an ever increasing caseload. To provide minimum services within the current constraints, intake may be closed for certain programs at RCA and admissions must be screened to select only those patients which seem most amenable to the treatment program. The impact of the budget constraints also will cause a re-

59-211 O - 76 - 45

duction of outpatient, day treatment, school consultation and primary intervention services; this will place an excessive demand upon the Community Mental Health Centers, which already are impaired by the loss of Federal Grant funds, and will ultimately increase the number of patients requiring 24-hour hospitalization. The over-crowding of the Mental Health Administration's Adult In-patient Unit will cause more referrals to Saint Elizabeths Hospital where the estimated Fiscal Year 1976 per diem rate will exceed the available funds and will create a deficit. This can be prevented through early intervention and treatment but the primary intervention and outpatient services must be maintained at least at the current level.

In the area of executive direction and support which is responsible for overall policy guidance, administration, and the performance of State Agency activities mandated by Federal and local regulations, our Fiscal Year 1976 Budget has been reduced by 15% of Fiscal Year 1975 availability. This reduction will severely impact upon capability to perform activities mandated by Federal regulations such as: licensing facilities; conducting fair hearings; developing policies and procedures in accordance with Federal guidelines and monitoring quality control systems for AFDC and Medicaid. Further, our capability to develop data and make reports to Federal agencies for the receipt of Federal grant funds and reimbursements will also be significantly hampered by the base reduction.

In terms of direct services to clients of the Department, this reduction will limit our capability to review and evaluate programs, to make necessary improvements in these programs in order to strengthen service delivery and to assist programs in acquiring needed supplies and equipment and maintaining physical plants which are essential to their day-to-day operations.

Summary of 1976 Budget Estimates

APPROPRIATION: Human Resources

Office: Department of Human Resources

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 9,435 | $223,148.8 | 9,527 | $234,528.8 | 8,532 | $258,931.2 | -995 | +$24,402.4 |

Analysis of 1976 Change:

| | | | |
|---|---|---|---|
| Base adjustments: | | | |
| 1. Non-recurring - pay raise supplemental .... | | ... | -3,980.8 |
| 2. Non-recurring - electricity and heating fuel supplemental ..... | | ... | -1,733.5 |
| 3. Non-recurring - supplies and equipment .... | | ... | -175.0 |
| 4. Transfers Out: | | | |
| Office of the Mayor: | | | |
| Office of Aging ..... | | -1 | -12.3 |
| Commission on Arts ..... | | -8 | -87.4 |
| Municipal Planning Office ..... | | -2 | -47.6 |
| 5. Base reductions ..... | | -1,266 | -8,604.9 |
| Total, base adjustments ..... | | -1,277 | -14,641.5 |
| Program increases: | | | |
| 1. Annualization of prior year increases ..... | | ... | +1,540.7 |
| 2. Pay raise annualization ..... | | ... | +4,951.0 |
| 3. Inflationary increases ..... | | ... | +5,178.5 |
| 4. Executive Direction and Support: | | | |
| New Positions to Staff Medical Examiner Building: | | | |
| GS-11 Medical Technician | 1 12.1 | | |
| GS-9 Medical Technician .. | 1 10.1 | | |
| GS-7 Medical Technician .. | 1 8.3 | | |
| GS-3 Clerk-Typist ..... | 1 6.7 | | |
| WG-3 Janitor ..... | 2 13.3 | | |
| Heating fuel ..... | .. 10.0 | | |
| Equipment ..... | .. 5.5 | +6 | +66.0 |

| | | | | |
|---|---|---|---|---|
| Department of Human Resources - continued | | | | |
| Program increases - continued | | | | |
| 6. Social Rehabilitation Administration - continued | | | | |
| Bureau of Family Services | | | | |
| Adoptions | | | | |
| GS-12 Recruiter | 1 | 6.7 | | |
| Fees - miscellaneous | .. | 5.0 | | |
| Day Care (contractual) | .. | 684.0 | | |
| Bicentennial (maintenance of persons | .. | 90.0 | +19 | +1,682.1 |
| 7. Mental Health Administration | | | | |
| Bureau of Mental Health Services | | | | |
| Staffing - Residental Treatment Center | | | | |
| GS-15 Director (Psychiatrist) | 1 | 25.0 | | |
| GS-15 Psychiatrist | 1 | 11.4 | | |
| GS-14 Medical Officer | 1 | 10.7 | | |
| GS-12 Psychologist | 1 | 6.8 | | |
| GS-11 Principal | 1 | 5.8 | | |
| GS-11 Social Worker | 2 | 11.6 | | |
| GS-11 Nurse | 2 | 11.6 | | |
| GS-9 Teacher | 3 | 14.7 | | |
| GS-9 Occupational Therapist | 1 | 4.9 | | |
| GS-9 Chief, Adolescent Counselor | 1 | 4.9 | | |
| GS-9 Nurse | 3 | 14.7 | | |
| GS-7 Social Worker | 2 | 8.2 | | |
| GS-7 Secretary | 1 | 9.0 | | |
| GS-6 Guard | 3 | 11.2 | | |
| GS-6 Mental Health Technician | 19 | 68.4 | | |
| GS-5 Medical Records Clerk | 1 | 3.4 | | |
| GS-5 Teacher Aide | 4 | 13.6 | | |
| GS-4 Clerk-Typist | 1 | 3.5 | | |
| GS-4 PBX Operator | 1 | 3.1 | | |
| WS-3 Maintenance Supervisor | 1 | 4.2 | | |
| WL-3 Cleaner Leader | 1 | 3.5 | | |
| WG-5 Maintenance Worker | 3 | 9.6 | | |
| WG-3 Cleaner Helper | 2 | 6.4 | | |

| | | | | |
|---|---|---|---|---|
| Department of Human Resources - continued | | | | |
| Program increases - continued | | | | |
| 5. Payments Assistance Administration | | | | |
| Bureau of Eligibility Determination | | | | |
| Determinations & Redeterminations: | | | | |
| GS-11 Supervisor ..... | 2 | 7.9 | | |
| GS-9 Intake Worker ..... | 18 | 57.8 | | |
| GS-7 Community Representative | 4 | 10.5 | | |
| CETA Employees ..... | .. | 195.0 | | |
| Payments Division, Bureau of | | | | |
| Payments and Collections: | | | | |
| Food Stamps | | | | |
| GS-7 Accounting Technician | 4 | 17.8 | | |
| Postage ..... | .. | 40.0 | | |
| Client Payments | | | | |
| GS-7 Cashier Clerk ..... | 5 | 13.8 | | |
| Medical Vendor Services | | | | |
| Medicaid Program ..... | .. | 5,827.4 | | |
| Financial Aid: | | | | |
| Caseload increase ..... | .. | 7,130.0 | | |
| Payment level increase ..... | .. | 1,751.1 | | |
| SSI Supplementation ..... | .. | 1,630.0 | +33 | +16,681.3 |
| 6. Social Rehabilitation Administration | | | | |
| Bureau of Youth Services | | | | |
| Staffing of Youth Group Homes (4) | | | | |
| Personnel compensation ..... | .. | 396.0 | | |
| Premium pay ..... | .. | 77.6 | | |
| Personnel benefits ..... | .. | 32.8 | | |
| Electricity ..... | .. | 6.0 | | |
| Rent, communication, and | | | | |
| utilities ..... | .. | 38.0 | | |
| Other services | | | | |
| (contractual) ..... | .. | 25.7 | | |
| Heating fuel ..... | .. | 4.0 | | |
| Food ..... | .. | 60.0 | | |
| Supplies and materials ..... | .. | 33.6 | | |
| Equipment ..... | .. | 50.0 | | |
| Premium pay ..... | .. | 100.0 | | |
| Training Delinquent Youths: | | | | |
| GS-11 Psychologist ..... | 1 | 5.6 | | |
| GS-9 Vocational Guidance | | | | |
| Counselors ..... | 6 | 28.2 | | |
| GS-8 Counselor ..... | 1 | 4.3 | | |
| GS-7 Social Worker ..... | 2 | 7.7 | | |
| GS-7 Recreation Specialist | 1 | 3.8 | | |
| GS-6 Counselors ..... | 5 | 17.1 | | |
| GS-5 Social Worker ..... | 1 | 3.0 | | |
| GS-5 Counselor ..... | 1 | 3.0 | | |

| | | |
|---|---|---|
| Department of Human Resources - continued | | |
| Program increases - continued | | |
| 7. Mental Health Administration - continued | | |
| Bureau of Mental Health Services - cont. | | |
| Community Mental Health Centers | | |
| GS-15 Psychiatrist ..... | 1 | 10.8 |
| GS-12 Psychologist ..... | 2 | 12.6 |
| GS-9 Mental Health Specialist | 2 | 8.8 |
| GS-9 Nurse ..... | 1 | 4.4 |
| GS-7 Occupational Therapist . | 1 | 3.6 |
| GS-7 Teacher ..... | 5 | 17.8 |
| GS-5 Teacher Aide ..... | 2 | 5.8 |
| GS-5 Clerk-Typist ..... | 1 | 2.9 |
| Funds to replace decreasing Federal grants ..... | .. | 200.0 |
| Forensic Psychiatry | | |
| GS-15 Psychiatrist ..... | 1 | 11.9 |
| GS-11 Mental Health Specialist ..... | 1 | 5.8 |
| GS-7 Administrative Assistant | 1 | 4.1 |
| GS-7 Program Assistant ..... | 1 | 4.1 |
| GS-4 Clerk ..... | 2 | 7.6 |
| GS-15 Psychiatrist 40/80 .... | .. | 5.7 |
| Printing ..... | .. | 1.3 |
| Equipment ..... | .. | 2.3 |
| Bureau of Developmental Disabilities | | |
| Forest Haven - Increased Direct Care | | |
| GS-12 Psychologist ..... | 2 | 13.6 |
| GS-12 Coordination of Program services ..... | 1 | 6.8 |
| GS-11 Vocational Rehabilitation Specialist ..... | 1 | 5.8 |
| GS-9 Behavior Specialist ... | 1 | 4.9 |
| GS-9 Special Education Teacher ..... | 2 | 9.8 |
| GS-9 Speech Therapist ..... | 2 | 9.8 |
| GS-9 Physical Therapist .... | 1 | 4.9 |
| GS-9 Comm. Placement Specialist ..... | 1 | 4.9 |
| GS-9 Nurse ..... | 1 | 4.9 |
| GS-9 Social Worker ..... | 2 | 9.8 |
| GS-9 Recreation Specialist . | 2 | 9.8 |
| GS-9 Job Placement Specialist | 2 | 9.8 |
| GS-7 Statistical Clerk ..... | 1 | 4.4 |
| GS-7 Supply Clerk ..... | 1 | 4.1 |
| GS-7 Medical Records Clerk . | 1 | 4.1 |
| GS-7 Administrative Aide ... | 1 | 4.1 |
| GS-7 Program Specialist .... | 2 | 8.2 |
| GS-7 Counselor ..... | 4 | 16.4 |
| GS-7 Nursing Assistant ..... | 12 | 56.2 |
| GS-7 Training Specialist ... | 4 | 16.4 |

| | | |
|---|---|---|
| Department of Human Resources - continued | | |
| Program increases - continued | | |
| Bureau of Developmental Disabilities - cont. | | |
| Community-Based Day Treatment Program | | |
| GS-15 Psychiatrist | 1 | 11.4 |
| GS-14 Director | 1 | 10.7 |
| GS-13 Psychologist | 1 | 8.0 |
| GS-12 Psychologist | 1 | 6.8 |
| GS-12 Social Worker | 1 | 6.8 |
| GS-11 Social Worker | 1 | 5.8 |
| GS-11 Educational Therapist | 1 | 5.8 |
| GS-11 Occupational Therapist | 1 | 5.8 |
| GS-9 Special Education Teacher | 5 | 26.4 |
| GS-9 Nurse | 1 | 4.9 |
| GS-6 Mental Health Technician | 8 | 33.0 |
| GS-5 Clerk | 1 | 3.7 |
| WG-5 Vehicles Operator | 2 | 6.8 |
| Other services (contractual) | .. | 2.0 |
| Supplies and materials | .. | 55.0 |
| Equipment | .. | 50.0 |
| Community Based Sheltered Workshop | | |
| GS-9 Resident Manager | 2 | 8.7 |
| Other services (contractual) | .. | 100.0 |
| Community Based Residences | | |
| GS-11 Supervisor | 1 | 5.3 |
| Other services (contractual) | .. | 133.0 |
| Employee Training Program - Training Library | | |
| Other services (contractual) | .. | 29.0 |
| Supplies and materials | .. | 6.0 |
| Equipment | .. | 5.0 |
| Developmental Services Center | | |
| GS-14 Chief of Center | 1 | 10.7 |
| GS-14 Medical Officer | 1 | 11.1 |
| GS-12 Supervisory Social Worker | 1 | 6.7 |
| GS-12 Mental Health Specialist | 1 | 6.7 |
| GS-7 Administrative Assistant | 1 | 4.5 |
| GS-6 Nursing Assistant | 2 | 8.1 |
| GS-5 Mental Health Technician | 1 | 3.4 |
| Psychologist, nurse and occupational therapist (part-time) | .. | 10.0 |
| Other services (contractual) | .. | 1.0 |
| Supplies and materials | .. | 28.2 |
| Equipment | .. | 1.0 |

| | | | | |
|---|---|---|---|---|
| 7. Mental Health Administration - continued | | | | |
| Bureau of Alcoholic Treatment and Prevention | | | | |
| Staffing of Building No. 9 | | | | |
| GS-9 Social Worker ..... | 1 | 14.1 | | |
| GS-7 Alcoholic Counselor ..... | 10 | 117.1 | | |
| GS-6 Nursing Assistant ..... | 5 | 51.4 | | |
| GS-5 Occupational Therapist ... | 1 | 9.5 | | |
| GS-5 Program Aide ..... | 1 | 9.5 | +175 | +1,607.3 |
| 8. Community Health and Hospitals | | | | |
| Bureau of Preventive Services | | | | |
| Venereal Disease Control Branch | | | | |
| Other services (contractual) .. | .. | 50.0 | | |
| Accident Prevention Branch | | | | |
| Other services (constractual) . | .. | 55.0 | | |
| Bureau of Clinical Services | | | | |
| Improved nursing care ..... | .. | 300.0 | | |
| Glenn Dale Hospital | | | | |
| Medical equipment ..... | .. | 90.0 | | |
| Nursing care ..... | .. | 250.0 | | |
| D. C. General Hospital | | | | |
| Services to other Programs ..... | .. | 1,045.0 | | |
| Patient care ..... | .. | 4,500.0 | | |
| D. C. Village | | | | |
| Treatment equipment ..... | .. | 25.4 | | |
| Nutrition equipment ..... | .. | 208.6 | | |
| Nursing care ..... | .. | 500.0 | | |
| Nursing equipment ..... | .. | 150.0 | ... | +7,172.0 |
| 9. Narcotics Treatment Administration | | | | |
| Office of the Administrator | | | | |
| Drug Control | | | | |
| GS-12 Pharmacist ..... | 1 | 3.0 | | |
| GS-7 Quality Control Tech .... | 2 | 5.3 | | |
| Supply Distribution | | | | |
| GS-5 Warehouse Tech ..... | 1 | 2.4 | | |
| Bureau of Intake and Tracking | | | | |
| Medical Care | | | | |
| GS-9 Medical Aide ..... | 1 | 5.0 | | |
| GS-7 Health Screen Tech ..... | 1 | 4.2 | | |
| Court Services | | | | |
| GS-7 Administrative Asst. ... | 1 | 2.6 | | |
| GS-6 Social Service Asst. .... | 3 | 13.5 | | |
| Counseling | | | | |
| GS-9 Counselor ..... | 1 | 5.0 | | |
| Bureau of Treatment Services | | | | |
| FDA Licensing | | | | |
| GS-12 Medical Officer ..... | 1 | 2.8 | | |
| GS-11 Medical Officer ..... | 3 | 13.4 | | |
| GS-7 Registered Nurse ..... | 7 | 15.0 | | |
| GS-5 Licensed Practical Nurse .. | 22 | 55.3 | | |
| Counselor Coverage | | | | |
| GS-5 Social Service Assistant .. | 5 | 9.5 | | |
| Clinic relocation ..... | .. | 28.0 | +49 | +165.0 |
| Total, program increases ..... | | | +282 | +39,043.9 |

OPENING REMARKS OF DIRECTOR

Senator CHILES. Mr. Yeldell, can you kind of summarize your statement for us?

Mr. YELDELL. I would be happy to, Senator.

I am pleased to appear before you on this first occasion in defense of the Department's budget. I might say, Mr. Chairman, the Department of Human Resources is charged with the responsibility of providing a basic service required by the population of the city, in addition to providing certain mandatory services under our health and mental health umbrella. This is a comprehensive service delivery agency and provides services to approximately 250,000 of the District's some 700,000 residents.

Our 1976 budget request before you, attempts to deal with some of the basic problems of the Department, but I should be quick to point out to you, Senator, that problems did develop in the approval of this budget for the city and other major questions are addressed in the fiscal year 1976 budget amendment yet to come before this committee.

The situation of a potential reduction in force, based on personnel availability was generated and eventually concurred in by the city. There is a major adjustment in terms of some of the items that are currently requested as increases being redirected back to the base to deal with the funding situation addressed in certain employees.

In addition to that——

PROPOSED BUDGET AMENDMENT

Senator CHILES. Tell me what the amendment is and how much additional money you are requesting.

Mr. YELDELL. Specifically the amendment addressed $11 million as an addition to the base and a request for $3 million in new money, a total of $14 million in additional funding over what is currently before you.

Senator CHILES. So in addition to the roughly $24 million increase that we are talking about for 1976, you are talking about another $14 million for a 1976 amendment; is that correct?

Mr. YELDELL. Only $3 million new dollars. The $11 million is a redirection of the money that is currently in the increase before you; so that it does not add a new figure.

Senator CHILES. Where are you taking way from?

Mr. YELDELL. Some of the increases that are projected in the budget now are being redirected into personnel costs, so that the probability of a reduction in force does not occur. But in terms of new dollars, over and above what is before you, the amendment will bring the Department of Human Resources just a little bit over $3 million.

PROGRAM ADMINISTRATIONS

The efforts of the Department are to provide a comprehensive program in our Payment Assistance Administration to our public assistance recipients, to our food stamp families, and to our medicaid recipients as well as to the proper collections and billings on those services in which Federal reimbursements are available to the city.

Our Social Rehabilitation Administration, our primary service delivery agency in the city, services those same clients in the forms of

social workers meeting the family needs. It also operates the Bureau of Youth Services and the Children's Center which is the area for adjudicated and nonadjudicated delinquents.

Our mental health program comprises our community mental health center concepts. We have three that are under our control, areas A, B, and C. There is a fourth center, area D, which is under the control of St. Elizabeth's Hospital. In addition, the mental health program operates the rehabilitation center for alcoholics, and the Forest Haven complex for the severely mentally retarded.

The Narcotics Treatment Administration is geared to an attempt to alleviate the problem of drug addiction in the community and operates both abstinence and maintenance—methadone maintenance programs.

The Community Health and Hospitals Administration is the largest of the five administrations. It administers the basic health programs through a series of neighborhood health centers, through the chronic care facility at Glenn Dale, through the the nursing facility at the District of Columbia Village, and through the acute care hospital at the District of Columbia General Hospital.

Collectively these are supported by those elements of Executive Direction and Support which are geared to the proper State agency functions as well as budget and personnel, maintenance, et cetera.

We think that the structure that we have before you does begin to address the basic needs of the community and we think that the efforts have been made to make these things as cost effective as possible.

PROGRAM COSTS

Senator CHILES. What does it cost you to administer your food stamp, welfare and unemployment programs? What percentage of your total budget goes for overhead costs?

Mr. YELDELL. I think the answer to that, Senator, is that the overall structure of our Department, which we directly administer has an overhead factor of approximately 6 percent.

If reference is made to the welfare program and others, then I think the overhead factor becomes a different situation because we are dealing with staff required to de certification, et cetera, and it becomes a higher number because the personnel are essential to accomplish that task. I can have that calculated and provide it to you for the record. But I could not relate exactly what that figure is now.

Senator CHILES. I would like to have that for the record.

[The information follows:]

*Department of Human Resources—"Overhead costs" required to operate the Financial Assistance Programs in District of Columbia*

| | |
|---|---|
| Fiscal year 1976 congressional submission: | |
| Local Funds: | |
| 01 (personnel compensation) | $4,208.8 |
| 02 (personnel benefits) | 309.5 |
| Total-personnel compensation | 4,518.3 |
| 03 Adjusted (other operating costs) | 596.5 |
| Total overhead costs | [1] 5,114.8 |

[1] Represents 5.3 percent of total PAA program costs request ($95,927.7) in District funds.

FOOD STAMPS

Senator CHILES. Do you have figures on the food stamps?

Mr. YELDELL. No; I do not have the specific figure, if I understand your question, in the sense that our personnel used to actually operate the food stamp program and how does that compare with the total cost of the program, I do not have that figure.

I know that just in October of this year or last year the Agriculture Department started giving us a 50-percent reimbursement on administrative costs of administering the food stamp program. And so I am sure that those figures can be gathered very quickly for you. The same thing would be true in the medicaid and the public assistance area. We can gather that data. We have not had it in that format in the past.

VERIFICATION OF INFORMATION OF FOOD STAMP RECIPIENTS

Senator CHILES. How many personnel or how do you check up on your food stamp recipients to determine whether the information they are giving you is correct or not? What kind of special personnel or what kind of check do you make?

Mr. YELDELL. Well, I think there are two answers to that. One is that obviously there is a verification of information that comes into us and in some cases we have a combined intake operation where the person who is applying for food stamps is also applying for some other program as well and we do a total check of their verification.

Senator CHILES. Do you have that computer cross-checked?

Mr. YELDELL. No, we do not. We are in the process of developing a human resources management information system which will give us this capability, not only in the food stamp area, but in the medicaid area and public assistance area as well, and we are working on that with HEW and Agriculture. I think that they have given their OK in terms of our preplanning and will be working with us in the final development of that.

In the 1977 fiscal year we will be implementing the first phase of that and have much more capability to draw these factors out. There is a requirement that has been pased on to us that will be implemented in the first 1977 year of having a quality control program in the food stamp area as well as what is called an effectiveness and efficiency monitoring of the entire food stamp program.

Both of those elements have been requested in the 1977 budget and will be implemented as soon as the 1977 year is upon us. That will give us a system of monitoring and control that is above what is currently available but will still not give us computer cross-checks.

Senator CHILES. Do you know what your error rate is, or has there been any study of what your error rate is in the food stamp issuance?

Mr. YELDELL. Miss Johnson?

Miss Johnson is the administrator of our Payment Assistance Administration. Do you know the figure for ineligibility in food stamp?

Miss JOHNSON. It is a little higher than a quarter.

Mr. YELDELL. About 25 percent.

Senator CHILES. That is over and under.

Miss JOHNSON. Yes.

QUALITY CONTROL

Senator CHILES. How far have you gotten along in your quality control program?

Miss JOHNSON. We have had a quality control program for a number of years. New requirements have made us expand considerably. We have a sample of about 300 for a 6-month period, that has expanded to 1,200.

Senator CHILES. What is the number of cases in the last year that you have either forwarded for prosecution or where people have been declared ineligible for food stamps because of falsification?

Miss JOHNSON. I can give you the number, the specific number later. But the number forwarded for prosecution in our food stamp program is relatively small, given the overall case load of approximately 48,000. And I would say, you know, the approximation would be less than 100.

Senator CHILES. Less than 100.

How about the number declared ineligible?

Miss JOHNSON. All ineligibles certainly do not move forward. A great number of them are what we call technical ineligibles. They might relate to coding a case rather than composition or misstating the dollar value of their bonus coupons. But once the Federal Government looks at them, all errors are equal, but they may or may not indicate that the family is entitled to the benefits.

And a significant portion of the errors arew hat we call technical ineligibles.

FEDERAL GRANTS

Senator CHILES. How does your department structure the positions between appropriated and grant funds? For instance, the budget indicates that you have only $86 million of the $118 million in salaries required for 8,532 appropriated positions. And yet the budget shows $5 million more available than the amount required for the salaries of the 1,700 grant fund positions.

Mr. YELDELL. I think we are supplying you a detailed response to that. But the basic difference, I think, is in comparing the figures on page JA–4, $25 million annual salary required, and $30 million permanent positions regular pay available. But of that $30 million, $11 million is actually reimbursement money. So that really the differential there is about $19 million against $25 million.

The $86 million that you see on J–3 would also have $11 million added to it. So that in effect it balances out. We simply appropriate a portion of the reimbursements against salary requirements. But again we have provided that for you. And I think this will explain the difference between those two tables.

REIMBURSEMENT FOR SERVICES AT HEALTH CARE FACILITIES

Senator CHILES. DHR has a policy to obtain maximum reimbursement for services provided at its health care facilities. However, we understand that DHR continues to have significant problems billing patients for services. In February of 1972 GAO reported you were providing free health care to all patients at the neighborhood health centers regardless of the client's ability to pay for the service.

So in March 1972 you issued policies and procedures for billing patients not covered by health insurance programs. However, individuals cared for in these centers and who were not covered on one of the health insurance programs and not entitled to free medical services are still not being billed. About 110,000 bills, totaling approximately $1 million and dating back 2½ years have not been mailed. Why have you not obtained collections for services rendered in neighborhood health centers for individuals not covered by one of your health insurance programs?

Mr. YELDELL. This is a problem that has been with the Department certainly before I came and probably was with the Public Health Department during its entire existence. The neighborhood health centers as established had a policy of treating clients when they came in and then checking to see as an after fact whether there was a capability to pay. There was nothing stated anywhere in the center to indicate what the charges should be or what the services should be.

In working with the GAO team, they brought this to my attention and we did deal with the bills that were there back from fiscal years 1972 and 1973, and we did a 10-percent sample mailing of those bills. The obvious response was quickly upon us, the community was up in arms indicating that we were now charging them or trying to charge them for services and that there was no indication that they would be required to pay when they received such services.

We, in working with the structure and the GAO, indicated that we would do the 10-percent sampling, see what kind of response we got, and then decide on a course of action. I might say further that though the bills are significant in number, the dollar value of each bill is relatively small. Based on the inconsistency of proper notification to the public that they would be billed for such services, we are now asking the City Council to clearly define those services that are provided in neighborhood health centers which can be declared in the public interest and those that are not. We will properly set rates, post them and bill accordingly.

The situation with the back bills is such that we probably will not be in a posture to collect them because the clients will not pay them readily and the attempts to collect them through the courts will far exceed the cost of the individual bills.

So, though collectively it represents a large amount of money, I think that clearly the public is correct in assuming it did not have to pay for those services when it received them and I think it would be better for us to clear up the matter once and for all, eliminate those bills from the books, and then set up a proper process of providing services where the charges are clearly stated.

Senator CHILES. If you are going to write off this $1 million, what are you doing today to clean up this problem?

REVAMPING BILLING PROCESS

Mr. YELDELL. As a result of the same report by the GAO we immediately put a group to work to actually revamp our entire billings process. We are also putting into the health clinics people whose sole responsibility is to capture the data, to determine eligibility for existing reimbursement programs, either medicaid, medicare, or third party, and to establish the capability to pay for services being rendered.

This will then mean that the health people can continue to provide the service. But the billing process will be under the control of payment assistance personnel.

Senator CHILES. If I go to one of the health centers now and I get some treatment, am I going to be billed for that treatment?

Mr. YELDELL. Again, we are saying that we feel it is essential that there be a clear delineation by the District of what services should be provided at the neighborhood health centers on an as needed basis, or as part of the public interest, as opposed to a billings process.

Senator CHILES. It seems to me if the City Council and the Mayor want to say some services are for the general community welfare and therefore should be granted to anyone free of charge, then I think they could do that. But legally right now you have been notified through the GAO study back in 1972 that where someone is not covered by insurance and not indigent, that they should be required to pay for the health services. That being the legal requirement you have also told me that you have bills accumulating to $1 million that were past and old and that the people are not going to pay the bills because they felt the services were going to be free.

So you are going to write them off. That is understandable. But I cannot understand why you do not have a policy there today. If I go in there I should be required to pay. Every dollar that I take out of there, is being taken away from somebody who is truly indigent, who cannot afford the service and I would be taking a dollar out of some taxpayer's pocket. It seems to me that you are under a legal requirement to charge for services rather than put it the other way and say that you are going to wait and see what the city requires before you start telling people we are going to charge for services. And then if the city says certain of these things are in the public domain, we want to give blood tests or we want to do something like that free, then that is something the city can do.

But you have some legal requirements now and in the face of the GAO study, I think you would have to follow those.

Mr. YELDELL. Well, Senator, I think I share the exact view that you are expressing. I think that there is not a wholesale utilization of these neighborhood health centers by the general public. What I was about to say was that I do not want to give the impression that the paying public or the public that has the capability to pay is swamping our neighborhood health centers and therefore receiving free health services.

I think that the number that we are talking about who come in with the capability to pay is probably very small.

UNPAID BILLS

Senator CHILES. Well, I am looking at 1 million dollars worth of them.

Mr. YELDELL. Well, I think the $1 million figure is probably a summary of those bills that existed in the past, as opposed to what is occurring today.

Senator CHILES. Well I do not say that is a daily, but I know it has added to 110,000 bills totaling over $1 million. And it was occurring in the past and there is no reason for me to think that if you are

offering free services that some freeloaders are not going to be availing themselves of those services.

Mr. YELDELL. I am not trying to evade the basic issue and I do think I understand the point in terms of a legal requirement to bill.

What Dr. Epps, Chief of Clinical Services was just whispering to me is that with this process of services, that we provide, we are funded from some Federal programs and are required to provide services across the board. So it means serving anyone without regard to income, and it means that the development of a system that can factor out the federally delivered services and those services the city would like to provide without charge; and then begin to deal with it in terms of the remaining people on an economic means basis.

The point I would like to make, and I think that we made that point with GAO and continue to work with GAO, is that we will take the steps necessary to do the proper billing, not only in our own institutional setting but in the neighborhood centers for those people who should be paying for our services. And I think that we are well along the way in implementing that system and will be in a posture where we can implement this in the neighborhood health centers extremely quickly.

Again though, I think that the percentage of involvement there is probably quite small.

### BILLINGS AND COLLECTIONS AT D.C. GENERAL

Senator CHILES. What are you doing to collect your delinquent accounts at D.C. General and how many accounts are now deliquent and how much money does this represent?

Mr. YELDELL. I think that a great deal has been done, Senator, to improve the billing situation, and particularly at D.C. General Hospital. And in fact, I think we have seen about a 35-percent increase in invoicing and collections as it relates directly to the efforts of the billing and collections task force.

We again have installed a terminal capability at the hospital to be able to instantaneously determine eligibility for medicaid. We do in fact gather data on every patient coming in and make a determination of eligibility for either medicaid and medicare or third party and do bill on anyone who was there in terms of services rendered.

This is currently underway. This is not projected but is an operational program.

### FEDERAL GRANT TRAVEL FUNDS

Senator CHILES. There seems to be an inverse correlation in the amount of budget compensation for travel that is associated with appropriated and grant funds. For example, in the appropriation request there is $98 million for compensation and $364,000 for travel; in the grants you have $32 million for compensation, $603,000 for travel. Why is there a higher rate of travel associated with the grant funds?

I see there is a limitation in the budget not to exceed $210,000 for travel expenses outside of the District of Columbia, Maryland, and Virginia. Is the heavy use of grant funds a method of getting around the travel limitation?

Mr. YELDELL. No, sir, it is not.

I might say further that $210,000 is for the entire city and breaks down to less than $30,000 for the Department of Human Resources. But our grant funds are structured and those grant funds do specifically include not only allowances for travel but dollar amounts for them as well. The operation of our Department is such that we receive a significant number of grants and in the furtherance of the actual development of those grants in terms of the program operations, they have specific capabilities for travel.

Some of them actually require travel to certain mandatory meetings, et cetera. And it is a matter of our billing the grant for the travel that is done in direct relationship to first of all the availability of the funds and the allowance of those funds for travel. I think that this will always be the situation in this Department. It will be disproportionate because the majority of our grants do carry this basic provision for travel and they are used only in that conduct.

Senator CHILES. I understand that many States would have to have a major item for travel and grants because they are coming to Washington trying to get the grants. But you do not have quite as far to go to get the grants. You are pretty close to where the pot is.

LOCAL TRAVEL

Mr. YELDELL. I am not sure that helps us all of the time, Senator. We have major problems there. I think also there is a misnomer in our travel figures in the sense that a great deal of travel is local travel which is in the furtherance of services to our clients and this does not show in terms of that entity.

Our social workers are traveling in a basically 50-mile radius. We travel to and from institutions in terms of service delivery to our clients. And I think that the kind of travel that we do is indeed pretty much justified.

Now I might say further, following the GAO involvement in this area, we monitor travel so that we can indeed control group travel to convention sites. We require a trip report from anyone who does go on a trip, irrespective of whether it is District of Columbia funds or grant funds. So we are carefully monitoring travel that is taking place and I feel pretty confident that a good system of control is in place and that there is no abuse, either of District or Federal funds.

Senator CHILES. Well, we have requested a summary of fiscal 1975 travel expenses outside of the District of Columbia, Maryland, and Virginia by department and agency distributed between appropriated and grant funds.

NATIONAL ENDOWMENT FOR THE ARTS GRANT

Would you have someone check? I understand that on page JA–17–7, that DHR expects a grant of $200,000 from the National Endowment for the Arts to place one professional artist at one local school. I wonder if you could give me the details of that grant.

Mr. YELDELL. The $200,000 is the total grant that comes from the National Endowment to the city. And it is used to fund their entire

community artist program. I am not sure what it says on the page here, but it certainly is not one.

Senator CHILES. Well, it says to place a professional artist at one of the local school sites, thus giving the students the opportunity to observe an artist at work, as well as to participate.

Mr. YELDELL. Well, let me say to you very quickly——

Senator CHILES. I would like to get observed for $200,000.

Mr. YELDELL. That is inappropriate.

The $200,000 is the total amount of the grant. I believe in the last year there was some 30 different grants awarded for various purposes in the city.

Again, Senator, two of these are on a matching basis, dollar for dollar match, by the artists that are involved, so that under no circumstances should it be construed that his is to simply place a single artist. I think one program costs about $12,000, the artist in residence of the public schools. But I would be happy to provide for the record a listing of the $200,000 and how it is expended.

Senator CHILES. Yes, that would be good to have on the record.

[The information follows:]

59-211 O - 76 - 46

D. C. COMMISSION ON THE ARTS AND HUMANITIES

FY 1976 GRANT AWARDS

| | |
|---|---|
| AFRICAN HERITAGE DANCERS & DRUMMERS (D)<br>Mr. Melvin Deal - Director | $6,500 |
| AMERICAN CAMERATA FOR NEW MUSIC (M)<br>Mr. John Stevens - Director | $3,700 |
| AMERICAN FILM INSTITUTE (V)<br>Mr. George Stevens, Jr. - Director | $6,400 |
| AMERICAN SOCIETY OF THEATRE ARTS, INC. (ASTA) (T)<br>Mr. Douglas Trainum - Director | $4,000 |
| ANNETTE'S THEATRE OF DANCE (D)<br>Mrs. Annette Miller-Payne - Director | $2,500 |
| ARCHAESUS PRODUCTIONS, INC. (M)<br>Mr. Gary Young - Producing Director | $7,000 |
| ASIAN BENEVOLENT CORPS (ABC) (V)<br>Mr. Alfred H. Liv - President | $5,000 |
| BACH ORCHESTRA, THE (M)<br>Mr. Alvin Lunde - Music Director | $4,000 |
| BACK ALLEY THEATRE (TEATRO DOBLE) (T)<br>Ms. Naomi Eftis - Producing Director | $5,000 |
| CAFAM-3 COMMUNICATIONS, INC. (M)<br>Mr. Vernard Gray - Project Director | $7,500 |
| CAPITAL BALLET GUILD, INC. (D)<br>Mr. Robert Cantrell - President | $9,000 |
| CONTEMPORARY MUSIC FORUM, THE (M)<br>Mr. Stephen Bates - Director | $4,900 |
| CREATIVE WALLS (V)<br>Mr. Donald Benjamin - Director | $8,000 |

D. C. COMMISSION ON THE ARTS & HUMANITIES
- FY 1976 GRANT AWARDS

| | |
|---|---|
| D. C. MUSIC CENTER (M)<br>Mrs. Harriet Gorodetsky - Director | $10,000 |
| FOLGER THEATRE GROUP, THE (T)<br>Mr. Louis Scheeder - Director | $ 7,500 |
| KUUMBA LEARNING CENTER (V)<br>Mr. John Harrod - Director | $ 9,000 |
| LEFT BANK JAZZ SOCIETY (M)<br>Mr. Gilbert Crampton - Director | $ 4,000 |
| LIBRARY THEATRE (L)<br>Ms. Cherry Adler - Executive Director | $10,000 |
| LIVING STAGE (T)<br>Mr. Robert Alexander - Director | $10,000 |
| LYNN B. WELTERS SCHOOL OF BALLET (D)<br>Mrs. Lynn Welters-Newman - Director | $ 3,500 |
| MIMES & MASQUES THEATRE FOR YOUTH, INC. (T)<br>Mrs. Stanley B. Frosh - President | $ 7,000 |
| MUSEUM OF AFRICAN ART (V)<br>Mr. Warren Robbins - Director | $10,000 |
| NEW PLAYWRIGHTS THEATRE OF WASHINGTON, INC., THE (T)<br>Mr. Harry Bagdasian - Producing Director | $ 2,000 |
| OPERA SOCIETY OF WASHINGTON (M)<br>Mr. David Baber - Managing Director | $ 5,000 |
| OYSTER BILINGUAL ELEMENTARY SCHOOL (V)<br>Mr. Frank Miele - Principal | $ 5,000 |
| PALISADES THEATRE COMPANY (T)<br>Mr. Richard Hopkins - Producing Director | $ 2,000 |
| PRIVATE ARTS FOUNDATION (V)<br>Ms. Alice Denney - Director | $ 5,000 |

D. C. COMMISSION ON THE ARTS & HUMANITIES
FY 1976 GRANT AWARDS

| | |
|---|---|
| QWINDO FOUNDATION OF DANCE (D)<br>Mr. Brad Willis - Director | $ 3,500 |
| RHODES TAVERN (M)<br>Ms. Marianne Longhi - Director | $ 9,000 |
| SIGN OF THE TIMES CULTURAL WORKSHOP & GALLERY, INC. (V)<br>Mr. James Greggs - Director | $10,000 |
| THE 20TH CENTURY CONSORT (M)<br>Mr. Christopher Kendall - Director | $ 8,000 |
| THEATRE CHAMBER PLAYERS, INC. (M)<br>Ms. Dina Koston - Director | $ 2,000 |
| THEATRE ETC. (T)<br>Mr. Tom Zelaney - Director | $ 2,000 |
| TRADITIONAL MUSIC DOCUMENTATION PROJECT (M)<br>Mr. R. Curt Wittig - Director | $ 5,000 |
| WASHINGTON AREA FEMINIST THEATRE (WAFT LTD.) (T)<br>Ms. Carole Jackson - Director | $ 2,000 |

## FUNDED ORGANIZATIONS

### FY'76

African Heritage Dancers
& Drummers, Inc.
2146 Georgia Avenue, N. W.
Washington, D. C. 20001
Mr. Melvin Deal
462-5305

American Camerata for
New Music
P. O. Box 1502
Wheaton, Md. 20902
Mr. John Stephens
530-5459 or 530-6626

American Film Institute
Kennedy Center for the
Performing Arts
Washington, D. C. 20566
Mr. Stephen F. Zito
833-9300

American Society of
Theatre Arts, Inc.
P.O. Box 512
Hyattsville, Md.20782
Mr. Douglas E. Trainum
628-8368

Annettes' Theatre of
Dance Inc.
329 Gallatin Street, N. W.
Washington, D. C. 20011
Ms. Annette Miller
723-6445

Archaesus Productions, Inc.
2939 Van Ness Street, N. W. #747
Washington, D. C. 20008
Mr. Gary Young
362-7032

Asian Benevolent Corps.
2142 F Street, N. W.
Washington, D. C. 20006
Mr. Alfred H. Liu
331-0129

The Bach Orchestra
1328 16th Street, N. W.
Washington, D. C.
Mr. Alvin Lunde
265-3515

The Back Alley Theatre, Inc.
1365 Kennedy Street, N. W.
Washington, D. C. 20011
723-2041
Ms. Naomi Eftis

Cafam-3 Communications, Inc.
7511 13th Street, N. W.
Washington, D. C. 20012
Mr. Vernard R. Gray
829-7765

Capitol Ballet Guild, Inc.
1200 Delafield Place, N. W.
Washington, D. C.
Mr. Delano E. Lewis
882-4039

The Contemporary Music Forum
7802 Winona Court
Annandale, Virginia
Mr. Stephen Bates
941-6440

Creative Walls
(United Cultural Workshop, Inc.)
2506 N Street, S. E.
Washington, D. C. 20019
Mr. Donald Benjamin

FUNDED ORGANIZATIONS FY'76

D.C. Music Center, Inc.
All Souls Church
16th & Harvard Street, N. W.
Washington, D. C. 20009
Mrs. Harriet Gorodetsky
332-5266

Folger Theatre Group
201 East Capitol Street, S. E.
Washington, D. C.
Mr. Louis W. Scheeder
547-3230

Kuumba Learning Center
2506 N Street, S. E.
Washington, D. C. 20019
Mr. John Harrod
584-2892

Left Bank Jazz Society
P.O. Box 4724
Washington, D. C. 20020
Mr. Benjamin Harrison
584-4759

Library Theatre
6805 Florida Street, N. W.
Washington, D. C. 20015
Ms. Cherry Adler
656-6264

Living Stage (Arena Stage)
6th & Maine Avenue, S. W.
Washington, D. C. 20024
Mr. Robert Alexander
347-0931

Mimes & Masques Theatre
for Youth, Inc.
5903 7th Street, N. W.
Washington, D. C.
Mrs. Stanley B. Frosh
320-5541

Museum of African Arts
318 A Street, N. E.
Washington, D. C. 20002
Mr. Warren M. Robbins
547-7424

Opera Society of Washington
2000 P Street, N. W. #205
Washington, D. C.
Mr. David M. Baber
333-5011

Oyster Bilingual Elementary School
Oyster After School Clubs & Crafts Program
29th & Calvert Streets, N. W.
Washington, D. C.
Mr. Frank N. Miele
673-7277 or 78

Qwindo Foundation of Dance Theatre
Box 6333
Washington, D. C. 20015
Mr. Brad Willis
565-3108

The Palisades Theatre Co., Inc.
P. O. Box 40084
Washington, D. C. 20016
Mr. Richard Hopkins
737-7200

Private Arts Foundation
2604 36th Street, N. W.
Washington, D. C.
Ms. Alice M. Denney
347-8304

Rhodes Tavern (Performing Arts Center)
3315 Newark Street, N. W.
Washington, D. C. 20004
Ms. Marianne S. Longhi
244-7376

FUNDED ORGANIZATIONS FY'76

Sign of the Times
Cultural Workshops & Gallery
605 56th Street, N. E.
Washington, D. C. 20019
Mr. James Greggs
399-3400

The 20th Century Consort
6148 Utah Avenue, N. W.
Washington, D. C. 20015
Ms. Kathleen Hinton
244-6860

The New Playwrights Theatre
of Washington, Inc.
2029 Que Street, N. W.
Washington, D. C.
Mr. Harry M. Bagdasian
332-8317

Theatre Chamber Players, Inc.
2312 Tracy Place, N. W.
Washington, D. C.
Mr. Dina Koston
667-4470

Theatre Etc.
3739 12th Street, N. E. #2
Washington, D. C. 20017
Mr. Tom Zelaney
529-4978

Traditional Music Documentation Project
3740 Kanawha Street, N. W.
Washington, D. C.
Mr. R. Curt Wittig
363-7571

Washington Area Feminist Theatre
2100 Foxhall Road, N. W.
Washington, D. C.
Ms. Carole Jackson
965-0971

Lynn B. Welters School of Ballet
931 Longfellow Street, N. W. #211
Washington, D. C.
Ms. Lynn B. Welters
726-2558

STAFF REQUIREMENTS FOR ELIGIBILITY VERIFICATION

Senator CHILES. In the justification material on page JA21–4/6 it indicates that reductions by the Council will prevent the Department from verifying key elements of eligibility and from collecting fully from users of the Department services. What is the estimated additional cost in ineligible payments because of these personnel reductions?

Mr. YELDELL. Senator, I think that the estimate there is that we are talking roughly about 140 people. These are the numbers of vacancies that exist in the Bureau of Eligibility Determination in the Payment Assistance Administration. The absence of such personnel means that we cannot do recertification on a timely basis, and our indications from quality control clearly show that our major case errors are those cases that have been on the rolls for a period of time rather than appearing at intake.

So the absence of those workers is going to have a direct effect on the ability to review the cases timely. Now we have detailed people to this task from other parts of the Department and are underway with a case-by-case review of all of our AFPC and GPA caseloads. We are finding that 25 percent of the cases we have reviewed thus far have been indeed ineligible and we think that if they had the workers to do this on a timely basis we could avoid this situation.

We of course also find overpayments and in some cases underpayments. But it is a situation to me that is not a cost saving item because if the workers are there we will certainly be in a position to keep up with our caseload and be assured that we are providing services to those people who indeed are eligible for them; and at the same time removing from the rolls those who are ineligible.

But it is one of those things where every time we speak to the need for staffing the usual situation comes up and that is the size of the department is so large and you already have more employees than you need, et cetera, et cetera, and as I said I think here there is a direct correlation in availability of staff and the savings that we can get from an efficiently run program.

If the figure is 140, I think that is roughly the figure, then I think we are talking about $1.4 million in terms of staffing requirements.

Senator CHILES. Will any of the reprogramed money that you are talking about, the $14 million, be used to make up the staff to fill the vacancies?

Mr. YELDELL. Yes, Senator; it does address partially the problem, but not a significant number of the 140. But it does address partially the problem.

Senator CHILES. Do you know how much?

Mr. YELDELL. I am not sure. I do not have a copy of the amendment before me. But it does address the ability to fill some staff positions. I believe about 24. I know—that about 24 vacancies would be allowed to be filled in PAA. So it does begin to make a dent.

We have 85 people that we have detailed from across the department into PAA to deal with the problem right now. Of course the effect of that is they have come from all over the program, mental health and other areas, and so we have pulled them off their normal jobs to do this particular kind of operation.

Senator CHILES. Are you going to leave them on that detail or are you going to pull them back to their other jobs?

Mr. YELDELL. We would certainly like to get them back to their other jobs as much as possible, Senator, but we are committed to trying to do a complete case review prior to the end of this fiscal year, so we want that effort underway to enjoy the maximum benefit possible.

Our problem is even if we keep the task force there and have them go through a complete case review, if we do not get the staff to maintain the point we reach then we will soon be back in the—same problem again of not being able to stay current. And I think that here is where there is a major fallacy in logic because there is a direct payoff on having those people there to do the recertifications.

Senator CHILES. Well granting the importance that you have placed in this, and I concur, why is it in the reprograming of some $14 million, we are only going to pick up 40 positions here and you said the total for 140 would be something over $1 million? So I take it that we are allocating roughly $300,000 for this need out of $14 million that you reprogramed from the time that your original budget was submitted.

Mr. YELDELL. Well, again, Senator, I want to make it clear that the reason this money is being made available to the department in the 1976 amendment is because there was an under provision of the dollars required to pay the people on board. The major thrust of our amendment is to provide sufficient personnel resources to pay for people who were onboard as of October.

Senator CHILES. Just to keep everybody on-board without having to get rid of anybody?

Mr. YELDELL. That is right, and except in the PAA area, it did not address itself to filling any vacancies at all.

### AUDIT OF MEDICAL PAYMENTS TO PHYSICIANS

Senator CHILES. Recently there was an article in the newspaper regarding a physician who earned more than $200,000 from medicaid payments last year. Would you provide for the record a listing of the physicians who received more than $50,000 from medicaid last year.

[The information follows:]

DEPARTMENT OF HUMAN RESOURCES

PHYSICIANS RECEIVING MEDICAID PAYMENTS IN FY-1975

| Vend ID | Name | Amount to Date 11/30/75 | Projected Earnings 1975 |
|---|---|---|---|
| 02134 | Eugene C Vanhorn MD | 162,477.66 | 162,480 |
| 02041 | Robt R Nelson MD | 155,946.82 | 155,952 |
| 02155 | Hernado Giraldo MD | 94,940.58 | 94,944 |
| 02018 | W L Statom MD | 79,455.68 | 79,452 |
| 02042 | Robt H Williams MD | 69,896.37 | 69,900 |
| 02052 | R E John | 65,483.07 | 65,484 |
| 02160 | Luis C Rodriguez MD | 64,964.86 | 64,968 |
| 02007 | W Brown Jr., MD | 54,139.43 | 54,144 |
| 02365 | C M Crittenden MD | 103,429,54 | 103,428 |
| 02324 | John W Fitzhugh MD PC | 99,722.60 | 99,720 |
| 02351 | Henry G Hadley MD | 61,381.79 | 61,380 |
| 02416 | Eduardo R Ilano MD | 59,870.46 | 59,868 |
| 02346 | Geroge N Polis MD | 56,832.14 | 56,832 |
| 02504 | Ahmad Reza Esfandiary MD | 53,204.01 | 53,208 |
| 02700 | Fay B Graves MD | 360,760.43 | 360,756 |
| 02731 | Suresh C Goyal MD | 85,641.06 | 85,644 |
| 02601 | Clifford R Booker MD | 68,426.30 | 68,424 |
| 02606 | A E Tompkins MD | 53,732.44 | 53.736 |
| 02614 | Robert P Crawford MD | 52,156.52 | 52,152 |
| 03035 | Harvey B Jacobs MD | 117,165.30 | 117,168 |
| 02812 | O S Depriest 111 MD | 102,926.94 | 102,924 |
| 02879 | Basded Balkissoon MD | 66,910.56 | 66,912 |
| 02936 | M T Quiamead MD | 61,448.07 | 61,452 |
| 03108 | C C Edwards MD | 278,283.63 | 278,280 |
| 01157 | Howard D Wood MD PC | 210,294.20 | 210,300 |
| 03132 | Michael A Jackson MD | 139,044.00 | 139.044 |

DEPARTMENT OF HUMAN RESOURCES

PHYSICIANS RECEIVING MEDICAID PAYMENTS IN FY-1975

| Vend ID | Name | Amount to Date 11/30/75 | Projected Earnings 1975 |
|---|---|---|---|
| 03128 | Leroy A Jackson Jr., MD | 125,529.52 | 125,532 |
| 03263 | Hector J Maya MD | 110,582.41 | 110,580 |
| 03127 | D J Sewell MD | 101,197.00 | 101,196 |
| 03122 | T R George Jr MD | 85,521.18 | 85,524 |
| 03126 | Raymond Cutts Jr MD PC | 76,380.85 | 76,380 |
| 03195 | G Rudolph Pearson MD | 71,977.70 | 71,976 |
| 03229 | Jeevan R Mathura MD | 71,225.60 | 71,220 |
| 03215 | Henry J Smith MD III PC | 66,852.00 | 66,652 |
| 03148 | T R Mahaffey MD | 64,410.78 | 64,416 |
| 03115 | Robert J Sherman MD PC | 64,238.08 | 64,236 |
| 03139 | Cleveland E Smith MD | 62,907.90 | 62,904 |
| 03241 | Wilbur K Callender MD | 62,871.70 | 62,868 |
| 03176 | Arsenio Soriano Jr., MD PA | 60,333.74 | 60,336 |
| 00318 | Augustus O Godette MD | 53,805.35 | 53,808 |
| 03274 | Earl N McLeod MD | 53,465.40 | 53,460 |
| 03112 | M Savarese MD | 52,778.20 | 52,776 |
| 03153 | A M Bradford MD | 50,750.30 | 50,748 |
| 03476 | Francis B Fernandes MD | 68,459.34 | 68,460 |
| 03516 | James F Robinson MD | 70,765.30 | 70,764 |
| 03782 | A Ridome Associates MD | 97,604.42 | 97,608 |
| 03829 | John V Golding Jr., MD PC | 51,121.86 | 51,120 |
| 04539 | Michael Brody MD | 94,145.78 | 94,140 |
| 04323 | R Henderson MD | 80,810.56 | 80,808 |
| 04307 | Ranville S Clark MD | 78,136.20 | 78,132 |
| 04311 | R Matesam MD | 73,612.48 | 73,608 |
| 04538 | Joel Cohen MD | 56,026.24 | 56,028 |
| 04357 | Robt F Blythe MD | 89,736.90 | 89,736 |

METHOD OF AUDIT

Senator CHILES. How does DHR audit these payments to insure that the amount of services rendered is commensurate with the fee charged?

Mr. YELDELL. We have what is called a survey and utilization review team that actually goes into the physician's office and examines his records in terms of the services indicated provided to a patient and the billings he has submitted to the Department.

This is done not only for physicians earning $50,000 or more, it is done for those earning $20,000 or more. The data that you have requested is already available here, sir, to be handed to your staff. I would say, moreover, that in the case of a particular physician you are talking about, because of much of the concerns that we had generated about this ourselves, we will be doing what is called a 100 percent audit of his entire medical files to ascertain that there has been proper service provided to patients for charges rendered; and indeed, that there has been proper utilization of laboratory services.

One of the things we are finding in the whole medicaid area is that many of the charges that are going to physicians, particularly those earning extremely high amounts of dollars, are for laboratory services, and whether or not they are validly administered in each case. The history of this particular physician is such that he, along with three others, was referred to the D.C. Medical Society a few years ago in terms of this very same point. And though they concluded that he was providing a high quality level of service, they questioned, but did not consider out of order, the laboratory services at that point in time.

But we do maintain a unit, our medical assistance unit. Its responsibility is to review these records directly in the doctor's office and to make adjustment where necessary.

WELFARE REFORM PROGRAM

Senator CHILES. Your welfare reform program has been in effect for about three years and testimony presented at last year's Senate and House hearing listed three basic objectives: Moving people out of dependency and tightening administrative procedures to eliminate abuses of the public assistance system and decentralizing services.

How many people were moved from the welfare rolls and placed in meaningful employment since the program began in fiscal year 1975?

Mr. YELDELL. We do have that data prepared already, sir. I do not have the figures but it is available in the questions that were sent to us. And I think we do answer it. I would say, though, that the welfare reform program has been rather successful. In addition to dealing with specific numbers of people, it has structured a process of goal setting for all of our clients and we began to work with them in that regard. We also make active utilization of our supplementation program which eases the transfer from the welfare rolls to employment such that we can provide a supplementation even to those persons who are working.

It is less than the welfare check but of course it has the added benefit of giving them an incentive to go to work.

The program itself has indeed helped about 800 people move into meaningful employment; and about 250 of those were placed in fiscal year 1975. And it is rather difficult to isolate this because in addition to what we do in our own established site program, self improvement

through employment, there is of course the federally funded WIN program which has as its target to do the same thing. So I think what we have attempted to do is give you some meaningful data on a comparative basis and I think the questions were very good ones to bring that out and I think that we have pretty much answered this in a good format, even showing the cost per client to move from welfare into employment.

ABUSES AT DHR INSTITUTIONS

Senator CHILES. Recently the Washington Post reported youths being molested and assaulted at DHR institutions and the committee has received a letter from a parent involving the beating of a child at Forest Haven.

I wonder if there is any correlation between these attacks and the fact that the staff in these institutions seem to work so much overtime that they are undoubtedly too tired to cope with abuse from the residents? What is the Department doing to stop attacks on residents at its institutions?

Mr. YELDELL. Well, there are two points I would like to make.

First, I think that the reporting in the Washington Post certainly was not objective and balanced reporting.

They took the affidavits of the public defender and ignored the responses that we made to those. There has, of course, been a situation where a child has been attacked by counselors and conversely there have been many situations where counselors have been attacked by children at the facilities. It could necessarily be a factor of many of our counselors being overfatigued by the forced use of overtime. I do not think that is the only answer and I think that in some of the best run institutions, there are going to be situations where there are going to be confrontations between the counselors and the residents.

Our concern is twofold: One is of course to eliminate the vast amount of overtime; and to try to staff up again to deal with the problem. We have addressed this with the central budget office and they have concurred that we could fill 52 counselor positions. The reason for that is that balanced against the cost of overtime that was being used, and the cost of having the 52 counselors on board full-time, it would end up saving the city money; at the same time, of course, relieving the counselor load.

The second thing is that we rigorously investigate any case of suspected abuse, not only by the staff at the Children's Center, but our own independent Office of Investigations. In the case where we find that there has been counselor abuse, we will take the necessary punitive action up to and including dismissal. And this has occurred in some cases.

I think that the point here is that we will not tolerate any counselor mistreating a kid; and at the same time we will not have counselors suffer such abuse. We will move vigorously against either party and make sure that the situation is corrected.

CHILDREN'S CENTER

Senator CHILES. Well, what I was concerned about is from some of the checks that we have made we know of counselors out there that are

working 16 hours a day with 16 kids. I have a hard enough time keeping my temper with my own kids if I am harassed or overworked, and I think you are going to continue to have those kinds of problems if you have that kind of an overtime situation.

Mr. YELDELL. We agree, Senator, and that is why the 52 positions have been authorized. And incidentally, 16 of the 52 are onboard. But the problem with it is that the Children's Center is under the Civil Service structure which means that we must go to the Commission, get a register, and do the selection and all that, and that is a nationwide thing. So we did request and the Civil Service did grant permission for us to hire on the spot, that is they waived the requirement so that we can fill the other 35 positions and we are currently recruiting now to do that.

The addition of those 52 counselors will relieve that overtime situation and I think again directly related in terms of morale of the staff and a better situation between the counselor and the client.

Senator CHILES. Which area of the Department deals with child abuse generally?

Mr. YELDELL. That is primarily dealt with through our protective services element of social rehabilitation administration. That is in terms of initial involvement, dealing with the family. We could have our health unit involved as well if the child is abused to the point where there is a need for health care.

Senator CHILES. Has there been an increase in the reporting of child abuse by physicians and hospitals and others?

Mr. YELDELL. There has been since the passage of the new legislation by the City Council which we recommended that they pass. There has been an increase in that and we would expect it would continue based on the fact that many people are now required to report and at the same time are covered from a liability.

### CHILD ABUSE PREVENTION PROGRAM

Senator CHILES. What program does the city have to prevent child abuse?

Mr. YELDELL. We try, of course, to deal primarily with not having it occur at all; to try to deal with situations in which there is a suspected case of child abuse or where the situation in the family would obviously lead to a situation of child abuse. This is done by the family services worker reporting in when they see unusual situations occur or where they feel that the family will be in a posture where there could be some incidents of child abuse.

The other, of course, is moving in quickly to provide services to a family where the elements are quickly building up to the point where the child could be either physically abused or abused through neglect. One of the things that bothers us in this process, Senator, is that we do not have nearly the number of protective services workers that we need to effectively carry on a program that would in many ways reduce the level of child abuse in this city.

But we do attempt to prevent it through a vigorous program of being aware of the families that we come in contact with. We also try to move in quickly where there is a case of reported child abuse and there are other siblings in the family, so that they are either re-

moved from the family or the worker comes in, so that we do not have a multiple case of child abuse occurring in the same family.

Senator CHILES. I wish you would report to the committee on some kind of a regular basis, several times a month, how fast you are filling those counselor positions.

Mr. YELDELL. I certainly will.

GAO REPORT ON FOREST HAVEN

Senator CHILES. In April 1975 GAO issued a report on the activities of Forest Haven. It is a residential facility for the care and treatment of mentally retarded persons operated by the Department of Human Resources. GAO reported that improper expenditures had been made, accounting controls appeared weak, and accounting data was inaccurate and unreliable. Staff shortages resulted in significant overtime costs and may be hindering Forest Haven's ability to provide sufficient services to residents and delays in getting a grant program underway resulted in the loss of the use of grant funds because the grant period expired.

What corrective actions have been taken to insure the Department of Human Resource ability to effectively control use of its funds?

Mr. YELDELL. The audit specifically was addressing title I funds which are the grant funds in questions there. The main problem was the proper definition of positions, the classification of positions, and then therefore the recruitment of them.

We have obviously taken the steps to correct that situation, Senator, by having timely recruitment for existing grant positions. In addition, controls for handling the patient funds have been properly addressed and the misuse of funds on the grounds in terms of cash have been virtually eliminated.

Liberal use of banks are made. I might say the problem is growing in magnitude because many of the clients there now are under our work incentive program, but we do have the proper set of checks and balances. We do run audits on the accounts there through our inspections unit, and are addressing the specific concerns generated by that GAO report.

VACANCIES AT FOREST HAVEN

Senator CHILES. How many staff vacancies were not filled at Forest Haven in fiscal year 1975, and what is the current situation?

Mr. YELDELL. Well, while they are getting the 1975 figures the current situation is extremely critical in terms of staff shortages. We attempted in the fiscal year 1975 to get underway an 8 year program of improvement at Forest Haven. In that program 51 positions were granted for Forest Haven and virtually all of those have been filled. Maybe six or seven of those of a specific kind have not been filled.

In addition to that, we are addressing at the same time, not as a part of the 1976 budget, but as a part of the 1977—and I'm trying to keep these two things separated. I just testified before the Council this morning on the 1977 budget, but in there we are addressing the problem of structuring the base of Forest Haven, which is really filling vacant positions; in that area, I believe, we are addressing 50 of those in that base, as well as starting the second year of that 8-year

plan, but it is very true, Senator, that there have been severe staff shortages at Forest Haven.

We have attempted since I came onboard to shift Forest Haven from what it was, a welfare institution, into a mental health institution dealing with therapeutic programing for the mentally retarded. It is a terrific problem to the cross over. If we went by national standards, Forest Haven is, perhaps, staffed at only 50 percent of the level it should be.

I believe that the preferred standards there on an acceptable national basis of a 24-hour facility of that type is one staff for every person enrolled, which means there should be about 1,200 staff, and Forest Haven at present is under 600.

As of June 30 there were 542 positions filled and 200 that were vacant. In November under direction of the City Council to abolish vacant positions, I believe 160 positions were abolished at Forest Haven, and so at this point in November there were 551 filled and only 32 vacant, for a total of 583.

I think we find that we get caught in a whipsaw in which we at one point are under a freeze not to fill a vacancy, and then all of a sudden someone comes along who just says, wipe out the vacant positions. The problem is you can never get staffed at the level you need in order to do the job that has to be done. So Forest Haven is extremely understaffed and, therefore, it is not providing anywhere near the quality program we think it should provide, and, even with our 8-year plan which is aimed at decentralization, I mean, deinstitutionalization we will be several years trying to get the staffing there at a level of the type necessary to provide the type of program at Forest Haven that I think the city could be proud of.

Senator CHILES. Have you lost the use of grant funds in fiscal year 1975, as you did in the past years?

Mr. YELDELL. Title I funds are very carefully monitored. We put them under the responsibility of a single individual who monitors them across the entire department, and we are maximizing the utilization of all grant funds, particularly title I funds.

### GAY VD CLINIC

Senator CHILES. What is the incidence of venereal disease among homosexuals that prompted the Department to allocate $50,000 for the gay VD clinic?

Mr. YELDELL. Again, sir, that was not a specific recommendation of the Department, although we understand that there is a need for such service. The gay community did address the City Council and indicated that it felt it ought to have a facility where it could be segregated for gay clients.

We understand that 42 percent of the clinic diagnoses made are gay individuals, and there is an operation in Georgetown, a clinic that does specialize in gay clients, and the $50,000 that we are talking about here is to be used as contractual services to extend that clinic's availability. I think it operates 1 night a week, and this will make it operate 3 nights a week and things of that nature. So, it is not a specific request of the Department. We understand a need has been

demonstrated in the community, at least to the satisfaction of the City Council, and that was the reason for $50,000 being made available on a contractual basis.

D.C. GENERAL ACCREDITATION

Senator CHILES. The D.C. General Hospital recently lost its accreditation, yet this budget provides no additional staff for the facility. Does the Department believe that accreditation can be regained by the additional $7,876,000 requested for 1976?

Mr. YELDELL. Again, Senator, the amendment will address part of the problem in the D.C. General Hospital, and we do believe accreditation can be regained. We think it can be regained rather quickly.

The accreditation report, itself, addressed 14 major items as factors in denying accreditation. Of those 14 major items, 12 of them dealt with failure to properly document the kind of care that was going on, which means primarily that the medical staff was not meeting its obligation in either documenting within its records or holding the kinds of audits that should be held, or the kinds of meetings that should have been held in the facility.

We are hard at work on correcting those. We expect that the facility will be resurveyed sometime between April 25 and May 10. We have hired and brought on board a full-time executive director of the hospital, who incidentally just came on board Monday, Mr. Johnson from New York, who ran the Kings County Hospital. Their facility is about twice the size of D.C. General with a population that is not only equal to the population of D.C. General, but is just about twice the size. We believe that with Mr. Johnson's coming on board, with the hiring of a medical staff, and with the correction of these records and the documentation of care that, indeed, the D.C. General will be up to par and will be recertified.

ACQUISITION OF METROPOLITAN HOSPITAL

Senator CHILES. There is a capital improvement project costing $8,000,402 resquested to acquire the Metropolitan Hotel as an extended care facility to replace the Glenn Dale, Maryland, hospital. In view of the tightened budget picture for DHR, why was this acquisition proposed at this time and what consideration has the Department given to upgrading the Glenn Dale Hospital, and will bonds have to be floated to finance this?

Mr. YELDELL. Again, Senator, this is an issue that has been hitting us for 2 years. We attempted to do this last year. The reasons are exactly directed to economic measures.

We have had a complete survey done of Glenn Dale Hospital and an architect's drawing and summary of costs. The figure to renovate Glenn Dale Hospital is $23.7 million. The amount to purchase Metropolitan Hospital fully equipped and with the necessary renovations to make it meet all standards of life safety is $8.1 million. This is an obvious situation of economy.

In addition, it is our understanding that in modernizing Glenn Dale and in bringing it up to official——

Senator CHILES. What is the difference in cost? $21 million?

Mr. YELDELL. $23.7 as opposed to $8.4. That is the difference in cost.

59-211 O - 76 - 47

Now, these are recent figures and are substantiated by an architect being hard at work to do that. The attempt to do this last year was, as I say, under the same general kinds of situations. I believe that the cost at that time was about $21 million, as compared with the $8 million. I think inflation has taken care of the rest, as well as some new requirements of code satisfaction. But not only would we be able to come up with a facility with 531 beds at a cost of some $15 million less than it would cost us to renovate Glenn Dale, the pouring in of the $23.7 million at Glenn Dale would reduce its capacity from 550 beds down to 430, I believe, or 486, so we would lose beds. We have more capacity; it would cost us less money; it brings the facility into the District of Columbia, which makes it more accessible to the relatives of the patients, and it just makes good economic sense.

We also would be entitled to reimbursement on this facility immediately to the tune of about $2.5 million a year that would not be available to us at the Glenn Dale site.

There is much emotion drawn about this Senator, primarily from the employees at Glenn Dale, and it is not without understanding. About 60 percent of the employees are Maryland residents, and, of course, they wanted to leave the facility in Maryland. Now, recognizing the problems that were generated last year, I met with Congresswoman Spellman, whose district the facility falls in, and the Executive of Prince Georges County, Mr. Kelly, with the employees at Glenn Dale, and explained in detail exactly the rationale behind the move, and I must say that both the Congresswoman and Mr. Kelley, in front of the employees, endorsed the move as being obviously wise economic sense for the District.

So, the move is that it will save us dollars and will allow us to operate a quality facility almost immediately, as opposed to some 3 to 4 years to get the $23.7 million in renovation underway at Glenn Dale.

Glenn Dale operates right now in a precarious position in my judgment, in the sense that there are many life safety code deficiencies. In addition to the facility, itself, having those deficiencies, there is a question of continuing water pressure on the grounds that has to be addressed, so I think that we would deal with many problems and save the District a great deal of money by acquiring the facility in town and moving our patients into there, a process that would take no more than 4 months to complete, as compared to 3 to 4 years to do the renovation of Glenn Dale.

DRUG ABUSE

Senator CHILES. What is the general situation with respect to drug abuse in the city at the current time?

Mr. YELDELL. We are very concerned about the incidence of drug abuse in the city. We find an increasing number of persons who are becoming addicted; we find an increase in both the quantity and the quality of heroin on the streets. We are finding an alarming rise in the number of deaths attributable to heroin alone—some 33 deaths, I believe, in 1975, as compared to how many the previous years? Twenty-four the previous year. The number of clients has risen drastically in our clients from 1,500 to about 2,000 on an average monthly basis just in the span since October up until today.

We are trying in this operation to stem the tide by providing either half sentence programs or methadone maintenance programs in an effort to try to combat this alarming rise.

QUESTIONS SUBMITTED BY SENATOR CHILES

Senator CHILES. I think that is all for now. We have submitted our questions to you and I would appreciate written answers for the record.

[The questions and answers follow:]

APPROPRIATE AND GRANT FUNDS

*Question.* How does the Department structure the positions between appropriate and grant funds: For instance, the Budget indicates you have only $86 million of the $118 million required for 8,532 appropriated positions; yet the Budget shows $5 million available than the amount required for the 1,700 grant funded positions.

Answer. The Department of Human Resources is reimbursed by the Federal Government for a portion of the cost of those of the 8,532 positions which carry out the Federally supported Public Assistance, Work Incentive, Food Stamp and Vocational Rehabilitation Programs. It is estimated that approximately $11 million for personnel compensation will be reimbursed for FY 1976. These funds are reported as Federal Assistance, which they are, but in operation they are combined with appropriated funds and make $97 million available as compared to the $118 million need.

*Question.* We understand that in a recent audit by the District's Office of Municipal Audit and Inspection, they reported a similar situation at D.C. General, that is, inpatients, outpatients and emergency room accounts were not being established, billed, or payment regularly posted. Have you corrected this situation? If not, when will the problem be corrected?

Answer. The billing and collections problem at D.C. General has been corrected. Bills are now being mailed on a current basis.

*Question.* What has DHR done to collect delinquent accounts at D.C. General? How many accounts are delinquent and how much money does this represent?

Answer. There has been no concerted effort made to collect delinquent accounts at D.C. General, partially due to the consumption of staff time by billings alone. However, accounts over $100 may be referred to the Corporation Counsel for prosecution, given that the ability of the patients to pay has been established. In most cases, after three attempts to collect have been made, the accounts are written off as losses.

It is difficult to estimate the number of accounts which are actually delinquent because, in many instances, collection procedures are either underway or the patients are incapable of paying. Accounts are not termed delinquent until all collection procedures have been exhausted.

*Question.* Please explain what you plan to do to correct this situation at the hospital?

Answer. The DHR billings and collections system, with its feature of on-site eligibility determination, should reduce the number of delinquent accounts in the future.

*Question.* GAO issued a report on Out-of-City travel in December 1974 of the DHS and Public Schools. The appendix to that report lists a Mr. William Whitehurst, a planner for the DHR for 12 trips in 1973 covering 40 days amounting to $2,026 to go to San Juan, Denver, Atlantic City, Los Angeles and Honolulu. We have since been advised that the Denver trip was cancelled but what, for instance, is the justification of charging the grant for the Anacostia Project $467 to send Mr. Whitehurst to the National Conference on Public Administration?

Answer. The Anacostia Project was an attempt to centralize all services that one client needed under one functional area. This was a challenge to administrative management under the State Agency. Mr. Whitehurst's trip to the National Conference on Public Administration was in consonance with the purpose of the project.

[The following letter dated January 6, 1975, was also provided for the record in response to the question:]

***Memorandum*** ○ **Government of the District of Columbia**

TO: Comer Coppie
Special Assistant to the Mayor
for Budget and Management Systems
Department, Agency, Office:

FROM: Joseph P. Yeldell
Director
Date: JAN - 6 1975

SUBJECT: Follow-up to GAO Audit Number B-118638, Out-of-City Travel

This refers to the report entitled Out-of-City Travel, Department of Human Resources, Public School System, District of Columbia, dated December 4, 1974, prepared by the Controller General of the United States at the request of Congressman H. R. Gross; and to action taken by DHR to correct deficiencies noted.

The following information, made available by the DHR Office of the Controller, is furnished per your request.

Travel Limitations

a. What has been done to reduce travel?

It is the policy of DHR to require that a Request and Authorization for Official Travel (Form DC-60) must be submitted to the Office of the Controller twelve working days before the date of the proposed trip to give both the Office of the Controller and D. C. Finance and Revenue adequate time to systematically verify availability of funds, and process the request for travel advances for the purpose of attending training, meetings and conferences. The DC-60 must be approved by the head of the administration or office to which the employee scheduled to travel is assigned. The DC-60, in the case of expenditures of D. C. appropriated funds, must be approved by the DHR Office of the Controller and the D. C. Office of Budget and Management Systems.

When the requested travel is to be paid by grant funds, it is the policy of DHR that such travel be authorized only if the salary of the traveler is chargeable to the grant, and/or there exists a direct relationship between the function of the grant and the job function of the traveler. The relationship must be fully explained on the DC-60.

b. Number of "group out-of-city trips" and related costs for FY. 1975.

| No. of Attendees | Dates | Location | Purpose | Cost |
|---|---|---|---|---|
| 2 | 7/20-7/26/74 | Univ. of Mich. Ann Arbor, Mich. | Program Budgeting | $1,030.00 |
| 9 | 10/4-10/19/74 | Las Vegas, Nevada | National Rehabilitation Association | $4,500.00 |
| 2 | 8/5-8/6/74 | Philadelphia, Pa. | Comprehensive Employment and Training Act Seminar | $ 168.00 |
| 2 | 9/22-9/26/74 | Boston, Mass. | WIN Conference | $ 430.00 |
| 2 | 10/14-10/16/74 | Boston, Mass. | 5th National Symposium and Workshop | $ 363.62 |
| 7 | 9/3-9/6/74 | New York | APWA Northeast Regional Conference | $1,145.00 |
| 2 | 11/6-11/7/74 | Pittsburgh, Pa. | New Government Transportation Request | $ 163.48 |
| 4 | 9/10-9/12/74 | Port Deposit, Maryland | Evaluation in Health Care Programs | $ 81.60 |
| | | | Total Costs | $7,881.70 |

c. Amounts charged separately to appropriated funds and to grant funds for the last three fiscal years for out-of-city travel.

| | FY 1973 | FY 1974 | FY 1975 |
|---|---|---|---|
| Appropriated Funds | $ 50,799 | $ 23,330 | $ 17,429 |
| Grant Funds | 128,831 | 110,599 | 123,209 |

Control and Accountability of Travel Advances

a. Reimbursement of expenses. Under present policy the claim for reimbursement of expenses must be reported on a Voucher for Reimbursement of Travel and Related Expenses (Form DC-108) by the seventh working day after the month of travel to settle the travel account. The reimbursement claims must be adjusted to off-set any advance of funds. The Fiscal Accounting Division, Office of the Controller, conducts continuous reviews of Forms DC-60 to ascertain that Vouchers for Reimbursement of Travel and Related Expenses are being submitted as required When delinquencies are noted, the applicable administrator/office head is notified to assure that the traveler settles his travel account promptly.

b. Outstanding travel advances at end of Fiscal Year 1975.

| Name | Date of Advance | Date Cleared |
|---|---|---|
| Betty Queen | 6/4/75 | 10/30/75 |
| Mary Heffermon | 6/4/75 | 10/30/75 |
| Barbara Edwards | 6/4/75 | 10/30/75 |
| Lorraine Burnette | 6/4/75 | 10/30/75 |
| Virgil McDonald | 6/4/75 | 12/9/75 |
| Ronald Fulton | 6/4/75 | 12/9/75 |
| James Bohonnan | 5/18/75 | 8/19/75 |
| Horace Greene | 5/5/75 | 8/19/75 |
| Jefferson McAlpine | 5/5/75 | 7/24/75 |
| Frederick Senior | 12/2/74 | 7/9/75 |
| Frederick Senior | 12/9/74 | 7/9/75 |
| Zenobia Holbrook | 10/15/74 | 1/15/75 |
| Sonja Watson | 7/21/74 | 7/16/75 |

It should be noted that the Department advances only 80 % of the estimated cost on all travel requests. Moreover the Department owed each of the above employees.

EXECUTIVE DIRECTION AND SUPPORT

*Question.* The Office of the Chief Medical Examiner investigates all known or suspected homicides, suicides, accidental deaths, drug-related deaths, medically unattended deaths and deaths which might constitute a threat to the public health and safety. How do the responsibilities of the Office of the Chief Medical Examiner relate to those of the police department? Does the police department rely entirely on the Chief Medical Examiner's investigation of homicides?

Answer. The investigative capabilities of the Office of the Chief Medical Examiner are effected in close collaboration with the Homicide Branch of the Metropolitan Police Department. For obvious reasons, the elucidation of the various complex circumstances of fatalities falling under the jurisdiction of the Medical Examiner's Office depends on the quality of that relationship. Relative to the interpretation of the medical circumstances of such fatalities, the Metropolitan Police Department does rely on the findings of the Medical Examiner's Office, just as that Office relies on circumstantial information generated by the investigators of the Homicide Branch.

OFFICE OF SPANISH AFFAIRS AND EDUCATIONAL AFFAIRS

*Question.* Please outline more fully the duties of the Office of Spanish Affairs and Education Affairs. Why is the Guaranteed Student Loan Program administered by DHR instead of one of the D.C. education agencies?

Answer. The Office of Spanish Affairs is an advocate for the Spanish community in matters concerning health, housing, employment and the like. It recommends new plans, policies, regulations, and statutes including changes in existing statutes pertaining to matters of health, welfare, vocational rehabilitation, veterans' affairs, unemployment compensation, education and arts wherein problems are being encountered by the Spanish speaking community of the District of Columbia because of their ethnic or minority status. It also studies, evaluates, advises and makes recommendations for plans, programs, activities and operations of all human resources functions and advocates the interests of the Spanish speaking community in "these" areas. The office also serves as a sounding board for proposals by the District of Columbia Government which affect the Spanish speaking community.

The Office of Education Affairs is responsible for maintaining liaison and continuing relationships with those public agencies providing school, higher educations, library and manpower programs in the District of Columbia. The office carries out the responsibilities of the State Commission on Higher Education and State Coordinator for HEW Higher Educational General Information Services. It coordinates the timely and effective delivery of quality District Government services to support educational institutions (regular and special) and libraries.

It administers the Guaranteed Student Loan Program and State Incentive Grant (SSIG) and supports educational opportunities for the disadvantaged. The office provides liaison between the District Government and special purpose boards and commissions in support of the development of the District's human resources. It also provides support to the D.C. Academic Facilities Commission and D.C. Commission on the Arts.

The Department of Human Resources is the State Commission for Higher Education and, as such, administers the Guaranteed Student Loan Program. The Mayor transferred this responsibility to the Department in 1971.

KEY ISSUES EXAMINED BY OIPA

*Question.* Describe the Several Key Issues Examined by OIPA in FY–75 and the Recommendations and Outcomes of these Examinations.

I. ISSUE

Answer. Action Alert to Insure Immediate Investigation of All Unusual incidents in the Department of Human Resources.

*Recommendation*

Twenty-four hour communication network be established.

*Outcome*

A total of 864 Unusual Incidents reported, investigated and corrective action taken.

II. Issue

Eligibility procedures for participation in DHR's Multiphasic Screening Program.

*Recommendation*

D.C. residency required. No income criteria required.

*Outcome*

Regulations being prepared to insure compliance. Requirement that participants be indigent.

III. Issue

Productivity of operations within the Vital Records Unit, Research and Statistics Division.

*Recommendation*

Prepare guidelines to ensure uniformity in policy and interpretation of laws and regulations pertaining to vital statistics and record; further to protect the integrity of vital statistics records and to insure their proper use and preservation, and to insure the efficient and proper administration of DHR's vital statistics system.

*Outcome*

Preparation of typewritten, photographic, and other reproductions of original records and files. Certifications as reproduced to be accepted as the original record.

IV. Issue

Immediate alert to unforseen situations requiring immediate action that are human resource oriented.

*Recommendation*

The establishment of an Operations Command Center for Executive Direction and Control, including a consolidated Communications Center of all departmental emergency activities.

*Outcome*

Provide for damage assessment, exchange of information; public information and instructions, established procedures for departmental emergency operations.

V. Issue

Investigation of Fraud in the Food Stamp Program.

*Recommendation*

Initiate investigation and surveillance.

*Outcome*

Assisted the Office of Investigations, Department of Agriculture and the Office of the United States Attorney in activities related to the allegation. Subsequent actions resulted in removal of a number of dishonest personnel from the Department.

VI. Issue

Billing and Collection Practices in the Part B Medicare Buy-In Agreement Program.

*Recommendation*

Study be initiated.

*Outcome*

Participation in the program the Department could realize approximate $500,000 to $800,000 in reimbursements for prior years, and about $200,000 in annual reimbursements on an ongoing basis.

VII. Issue

IDENTIFICATION AND PROSECUTING OF WELFARE FRAUD FISCAL YEAR 1975

*Recommendation*

See Outcome.

*Outcome*

The Court Referral Branch received 909 referrals of alleged fraud in public assistance grants during Fiscal Year 1975. The overpayment in the referred cases amounted to $1,498,821.41. There were 24 Food Stamp referrals amounting to $8,163.50, and one Vendor Payment fraud case with an overpayment of $357.04 included in the above figure.

The census of cases in the Court Referral Branch during this period was 1041 of which 465 were found to have insufficient facts to support prosecution. The overpayments in these returned cases amounted to $579,080.11. Three hundred thirty cases having some merit were returned for the following reasons:

| | Number | Amount |
|---|---|---|
| Hardship | 17 | $18,579.02 |
| Out of jurisdiction | 84 | 204,421.64 |
| Small amount | 213 | 99,180.02 |
| Timeliness | 15 | 36,864.81 |
| Deceased | 1 | 103.00 |

There were 139 cases referred to the Office of the Corporation Counsel during this period with overpayments of $378,775.61. The number of cases pending action at the end of the fiscal year was 169. Fifty two cases were returned without prosecution.

Fifteen cases with overpayments of $56,991.97 were referred to the U.S. Attorney for prosecution in the U.S. District Court under U.S. Code Title 18, Fifteen cases were pending action at the close of the year. Six cases were returned without prosecution.

One case was referred to the Maryland jurisdiction through the Prince Georges County Department of Human Resources. The overpayment in this case was $9,002.19. This referral was a pilot case to initiate a Court Referral Branch effort to reduce the significant percentage of its caseload in which no prosecutorial or recovery actions were possible because of the jurisdictional aspect. Action on this case is pending approval at the state level.

Thirty five cases were prosecuted during FY 75. Voluntary Agreements to reimburse the Department of Human Resources for public assistance grants fraudulently received were made by eighteen defendants. These Agreements made in lieu of prosecution amounted to $32,769.00. Judgments were entered against seven in the amount of $18,008. These cases in which judgments were civil actions prosecuted by the Special Litigations Division of the Office of Corporation Counsel.

Of ten cases that went to trial in the Criminal Courts, nine were found guilty, and one was dismissed for the lack of timely prosecution. In two of the cases in which the defendants were found guilty, fines and restitution were ordered in the amount of $1,750.00. The remainder were refererred to the Special Litigations Division for recovery through civil action.

During FY 75 the Collections Branch of the Billing and Collections Division of the Public Assistance Administration received $7,555.04 from 31 accounts established at the instigation of the Court Referral Branch as a result of its past prosecution of case of fraudulent receipt of public assistance grants.

The Court Referral Branch has continued to expand its referral capability to address the problem of prosecution of those cases in which the recipients are no longer within the judicial reach of the District of Columbia. This category of referrals to the unit constituted over fifty two percent of the dollar value of the overpayments in all cases returned as having no merit in this reporting period.

The Court Referral Branch has initiated discussions leading to establishment of referral criteria with the Prince Georges County Department of Human Resources, and with the U.S. Postal Service. Arrangements for referral to the U.S. Attoney under Title 18 U.S. Code have been concluded with the Postal Service and the first referrals are now in progress. Arrangements for referrals to Prince Georges County await final approval.

The Court Referral Branch has, with the cooperation of the Office of Corporation Council, initiated a voluntary Agreement program in which a defendant may elect to make restitution of funds in lieu of prosecution. This option to repay was chosen by eighteen defendants in FY '75.

The total recovery funds received through fraud in this reporting period was $47,527.35.

## VIII. Issue

### STUDY OF THE PAYMENTS ASSISTANCE ADMINISTRATION INTAKE AND RECERTIFICATION SYSTEMS

To identify factors contributing to excessive delay in processing public assistance applications and high AFDC ineligibility and overpayment error rate.

*Recommendations*

Thirteen recommendations were made regarding the PAA Intake System which focused on system improvement. Basic to the resolution of the problems was the recommendation for adequate staffing of the grossly understaffed units of PAA.

Eleven recommendations were made with regard to PAA's Recertification System. A key recommendation was that adequate numbers of qualified staff be hired to bring PAA's staffing level to reasonably realistic level. OIPA recommended that PAA's Reorganization/Decentralization Plan be implemented but cautioned that without additional staff it would be ineffective.

*Outcome*

A few of the recommendations regarding systems improvement were implemented, but with the exception of the addition of CETA employees whose qualifications do not generally meet those required for eligibility workers, PAA has remained inadequately staffed to overcome the fundamental problems. A significant reduction in application processing time has been accomplished but no significant reduction in the AFDC error rate has been achieved.

## IX. Issue

To improve the processing and administration of the 1,000 negotiated services contracts within DHR.

*Recommendations*

OIPA has taken a major role in the review of these contracts, establishing procedures for their processing and monitoring, and identifying key issues which should be resolved with regards to individual contracts or categories of contracts. OIPA made cost comparisons among the approximately 75 day care contracts and 53 child residential care contracts, and found cost disparities and inequities among contracts. There is an inequitable geographical distribution of day care centers, under contract to DHR, and lack of standards governing budget costs.

*Outcome*

PRAD plans to continue to work with program people to cut costs, where appropriate, while at the same time providing quality day care services.

## X. Issue

Director learned that over income non-residents were receiving medical examinations from a DHR administered, federally funded program whose eligibility criteria required that service recipients meet income standards and be District residents.

OIPA found that eligibility criteria are not being satisfied as pre-requisites to receipt of service and because of confusion about the binding nature of the criteria. OIPA also found the development of Medicaid and medically needs programs have eliminated the necessity for continuation of the low income criterion. Low income residents can receive the medical examination through these programs and the multi-phasic screening program can be expanded to include all District residents.

*Recommendation*

1. Abandon income criteria.
2. Continue requirement of District residency.
3. Require that all persons receiving service provide proof of District residency.

*Outcome*

Recommendations being considered by the Director.

XI. Issue

Sexual assault victims have complained that they wait long periods of time for treatment at D.C. General Hospital's Sexual Assault Unit. OIPA found that the average waiting period is one hour because of staff shortages and the physicians' judgment that unless a sexual assault victim is battered, that person is not an emergency.

*Recommendation*

1. Consider all sexual assault victims to be emergencies.
2. Fill physician vacancy.

*Outcome*

No action to date.

XII. Issue

There are several hundred DRH clients who themselves are nonresidents or whose parents or next of kin are residing outside of the District of Columbia (non-residents). These clients have been categorized into three groups namely, neglected children, mentally retarded wards, and alcoholic adults. At the present time, the Department has no other recourse except to bare total expense for care of these clients. It is believed that many of the dependents would gain additional benefits if they transfer to the state in which their parents are residing. Even federal legislation does not seem to ease the individual state's problem of having to provide total care for clients in these special categories.

*Recommendation*

DHR has requested a legal opinion as the Department's responsibilities to provide clients in these special categories. DHR has also requested authority from the Mayor/city Council to join Interstate Agreement Compact for the Care of Neglected and/or Dependent Children.

*Outcome*

Pending legal opinion from Corporation Council concerning clients in these special categories. Also pending decision from Mayor for authority to join Interstate Compact Agreement for Care of Neglected and/or Dependent Children. Department's social service staff has intensified its efforts to get various states to voluntarily accept clients being transferred from the District.

XIII. Issue

Complaints had been received from adoption applicants that DHR's procedures for consideration of applications are cumbersome and that decisions as to who will receive a child are often arbitrary.

OPIA reviewed the operations of the SRA Adoptions Services Branch to determine the validity of the complaints and to make recommendations for the correction of cited deficiencies. OPIA found that although there are no major deficiencies in operational procedures the complaints are valid. The long waiting periods during which applications are screened and the inability of DHR to provide an acceptable child are caused by:

1. Staff shortages which restrict the number of adoption applications which can be processed at any one time.
2. Applicant limitations on the type of child which they will accept for adoption (healthy child, no history of parental disability, three years of age or younger).
3. Unavailability of the type of children which applicants are willing to accept.

*Recommendations*

1. Expanded community education and applicant education campaign to encourage the adoption of the type of children available for adoption from DHR.
2. Implementation of more open communication with applicants so that they know why they were not selected as the placement for a specific child.
3. Filling of Adoption Services Branch vacancies.
4. Postpone any action of further decentralize adoptions staff until vacancies are filled. Decentralization with current numbers of staff persons will unnecessarily dilute Branch capabilities.

*Outcome*

No actions has been taken on the report.

XIV. Issue

There is an inadequate number of intermediate and skilled care nursing beds available to DHR clients. The existing facilities are either in need of substantial renovation (Glenn Dale) or over subscribed (D.C. Village). HEW's Life Safety Code will require that many of the small ICF's with which DHR contracts be closed because of structural and staff deficiencies. These issues were summarized in a Chronic Care Report.

*Recommendations*

1. Purchase Metropolitan Hospital.
2. Increase payment rates so that private nursing facilities which meet HEW standards will be encouraged to serve DHR clients.
3. Open 100 beds at D.C. Village by renovation two cottages.
4. Convert 100 acute care beds at D.C. General Hospital to ICF and SNF beds.

*Outcome*

Each is being acted upon with the exception of D.C. Village.

XV. Issue

The Supplemental Food Program provides food commodities to pregnant women, to mothers during the first 12 months after child birth and to children under the age of six. Federal (USDA) guidelines require that in addition to the above, that recipients meet low-income standards. Director learned that the food was being distributed without regard to income and that certain staff had been stealing foodstuffs. OIPA found that although staff pilferage has been corrected, that recipients are not being screened for low-income because of the failure of PAA and CHHA staff to cooperatively maintain an eligibility determination process.

*Recommendations*

1. PAA and CHHA agree on a method for determining the eligibility of persons receiving supplemental foods.
2. Implement System.

*Outcome*

Implementation of recommendation under consideration by the Director.

XVI. Issue

Director learned that certain PAA employees have been using their knowledge of the payment processing system to fraudulently receive assistance checks.

OIPA found that the system is susceptible to manipulation because of inadequate supervisory review of work performed by Subordinates, inadequate security over payment authorization documents during processing and inadequate communication among the various PAA offices involved in the payment authorization process.

*Recommendation*

1. Supervisory review of all payment authorization documents initiated in that unit.
2. Monthly reports from the Office of Information Services to supervisors on payment actions for cases within that supervisor's jurisdiction.
3. Periodic reconciliation of lists of people receiving assistance checks with list of persons who can be verified as eligible to receive these checks.

*Outcome*

To be discussed with PAA, OIS and Comptroller.

XVII. Issue

DHR managers have routinely had to interrupt their schedules to respond to crises. In so doing, they found themselves performing many tasks which should

have been delegated to subordinates. As a result, managers could not adequately plan for the future of their programs, nor could they ensure that they were getting maximum utilization of their staffs. As managers assumed more operational responsibilities, many staff persons were left with assignments disproportionate to their responsibilities. It is clear that in an organization as large and diverse as the Department of Human Resources, the need to delegate responsibility, and the required authority for performance, is paramount. It would not be conceivable for the Director to be responsible and accountable for the daily functions of each organizational element. Yet, up to now, there was no system in place which clearly delineated responsibilities down the line, and specified those individuals accountable for each facet of operation.

*Recommendation*

During the early months of 1975, the Deputy Director, Department of Human Resources, appointed a working committee, charged with learning about various systematic approaches to management which are operational in private and public agencies, and from these, devising a system which would be applicable to the Department of Human Resources. In carrying out its assignment, the committee attended training seminars held at universities across the country; read books written by authorities in the management planning field; and interviewed officials who had operational experience with management systems.

*Outcome*

The committee culminated its work on June 25, 1974. The occasion was the Fourth Department of Human Resources Managers Conference, held at that time in order to introduce the elements of the Department of Human Resources Management Planning System to one-hundred and fifty-five of the Department's top managers. Consisting of five elements: (1) Missions and Goals; (2) Multi-year Plan; (3) Zero Base Budgeting; (4) Management by Objectives; and (5) Department of Human Resources Action Plan, the Management Planning System would eliminate "management by crisis" and other erratic approaches to management.

The Department has had, in effect, a two-year pilot period with Zero Base Budgeting and the Department of Human Resources Action Plan; a one-year pilot period with Management by Objectives; and one Mission and Goals Statements for F.Y. 1976. The Multi-Year Plan has not yet been effected. Based on these attempts to implement the MPS in the Department and the experience gained thereby, it has been determined that it may be necessary to modify certain elements and possibly centralize responsibility for the System in a single staff office.

## XVIII. Issue

During the past four years various in-house task force teams and auditors from the District of Columbia and the General Accounting Office identified deficiencies in billing and collections operations for services rendered at Department of Human Resources health facilities. These deficiencies related to three primary areas: (1) large amounts of accounts receivable, (2) large backlogs of unprocessed bills, and (3) personal pay bill not prepared for services rendered at Neighborhood Health Centers.

*Recommendation*

A Medical Collections Task Force Team was established with the objective: "To effectuate a system of control and accountability over patients accounts receivable and to maximize reimbursement thereof." The task force team completed their report on April 1, 1974, and recommended the following:

1. Establishment of a Work Group to process all backlog bills.
2. Reorganization of the Billings and Collections Division and the development of standard operating procedures to effectively process current workloads.
3. Development of a new billings and collections system.

*Outcome*

Implementation of the recommendations outlined in the task force report of April 1, 1974, resulted in a 35% invoice of medical billings and collections from FY 1974 to FY 1975. Presently, a plan has been developed to ensure billings and collections for all services rendered at Department of Human Resources health facilities. Implementation of this plan should lead to a further increase in reimbursement due the Department of Human Resources.

GRANT PLACING PROFESSIONAL ARTIST IN ONE LOCAL SCHOOL

*Question.* Do I correctly understand from page JA–17–7 that DHR expects a grant of $200,000 from the National Endowment for the Arts to place one professional artist at *one* local school? What are the details of this grant?

Answer. The $200,000 grant to the Commission on the Arts represents the total funding to the Commission. The budget justification should have included the statement that the Commission also makes numerous small grants to community-based groups and individuals in furtherance of supporting their artistic endeavors.

BICENTENNIAL REST STOPS FOR ELDERLY

*Question.* Where are the five Bicentennial Rest Stops for the Elderly mentioned on Page JA–17–14 located?

Answer. Currently, four lounges are operational or close to becoming operational. They are located at 22nd and P Streets, N.W.; 17th and G Streets, N.W.; 10th and G Streets, N.W.; and 14th and U Streets, N.W. Negotiations are currently underway for the fifth site.

ABOLISHMENT OF STAFF POSITIONS

*Question.* On page JA–7, DHR plans to reduce its FY 1975 allotment of staff by 1,277 poistions. Please explain the type of positions that you plan to abolish.

Answer. The reduction of staff by 1,277 positions occurs as follows:

1,266 positions are being abolished.

11 positions are being transferred to the Office of the Mayor.

The type of positions to be abolished run the gamut of all of the positions within the Department. Positions are being abolished with all organizational units.

MENTAL HEALTH ADMINISTRATION

*Question.* On page JA–7, you request 175 positions in the Mental Health Administration. This represents over 60% of the total staff increases you are requesting for DHR in FY 1976. Please explain why so much emphasis is being placed in this area.

Answer. A large portion of the positions (80) are to support the second year of the 8-year Plan at Forest Haven. They include positions at Forest Haven and in the Community-based facilities. An additional seventy-seven positions are for the Bureau of Mental Health Services, which includes 56 for the Area B Residential Treatment Center, fifteen for the Community Mental Health Centers, and six for increased forensic psychiatry services. The remaining 18 positions are to staff a new unit for alcoholics at RCA.

PAYMENTS ASSISTANCE ADMINISTRATION

*Question.* The justification material on page JA–21–4/6 indicates that the reduction by the Council will prevent the Department from verifying "key elements of eligibility" and from collecting fully from users of the Department's services. What is the estimated additional cost of these personnel reductions?

Answer. It is estimated that for a full year, the cost of funding 140 positions which were denied by the City Council would be $1.4 million dollars.

*Question.* What was the basis for projecting the increase in the number of Medicaid beneficiaries in FY–76 over FY–75?

Answer. This modest increase is based on experiences from year-to-year. This is a straight line projection based on our recent experience and historical fact.

*Question.* What portion of the $5.8 million increase in FY–76 for Medicaid is related to the projected increase in beneficiaries?

Answer. The portion of the $5.8 million increase in Medicaid related to the increase in beneficiaries is $1.9 million dollars.

*Question.* With rate increases?

Answer. Actual experience and opinions from the professional medical community indicated that costs would increase approximately 13%. Nearly 60% of the Medicaid expenditures is related to hospital expenditures which federal regulations required us to pay on a reasonable cost basis. In the District this has traditionally been interpreted to mean actual cost. In actual fact, $5.8 million is half of the original projection of what was needed in FY–76. The reductions

were made contingent upon our instituting some cost containment measures early in the fiscal year. Of the $5.8 million increase, $3.9 million is for inflationary cost anticipated in FY–76.

*Question.* Can the rate increases be postponed?

Answer. No.

*Question.* What portion of the $11.7 million in FY–76 requested increase for financial aid is due to rate increase proposed for FY–1976?

Answer. $3.4 million is for the rate increase in financial aid.

*Question.* What portion is associated with projected increases in the number of beneficiaries.

Answer. $7.1 million is for caseload increase. $1.2 million is to annualize the prior rate increase.

*Question.* On page JA–1 you state 135 positions will be reduced in your eligibility determination program and this will result in longer waiting and processing time for all applicants and current welfare recipients for all financial programs? Why are you reducing positions in this area when in the past it has been documented that you aren't processing applications or doing the redeterminations of eligibility of current recipients timely?

Answer. The 135 positions reduced in the eligibility determination program were PAA share of vacant positions mandated by the City Council to be abolished. Our original request was to fund and fill all authorized positions and increase our eligibility determination strength by 48 new fully funded positions in order to assure the processing of new applications within the required time frame and to redetermine eligibility in the proper time and manner.

*Question.* On page JA–21–11 funds are requested to increase the public assistance level to 90 percent of the February 1973 cost-of-living standard, effective January 1, 1976. What is the increased cost of the program? Does this represent a full year's cost or for the six months period January–June 1976?

Answer. The payment level increase to 90% of 2/73 cost-of-living standard if effected on January 1, 1976 would have cost $1,751.1 for 6 months—January to June 1976.

*Question.* How will the increased payment level effect the average payment to public assistance recipients?

Answer. For a family of four the increase in payment level will provide $18.45 more per month or an increase from the current 296.65 p/m to $314.10. A one-person case will receive an increase of $9.05 per month.

*Question.* What is the average number per month of public assistance applications received? How long is it currently taking to process eligible applications. Is this time frame meeting HEW's requirements? What can be done to expedite this process?

Answer. Over the last 10 months, we have received an average of 1100 public assistance (AFDC and GPA) applications per month. The average length of time to make a disposition on applications is 47 days. This does not include the time required for the receipt of the first check which is approximately 10 days. This processing time does not meet the HEW requirement of 45 days between date of application and receipt of first check. The only way to meet this requirement is additional staff. We need to fill all authorized positions and an increase of twenty-four eligibility determination positions.

*Question.* How many eligibility workers are authorized and filled?

Answer. As of December 31, 1975 there are 390 filled 019 positions in the entire Bureau of Eligibility Determination. The authorized positions prior to the forced abolishment of 135 positions were 591 or a total vacancy of 201 positions. If the 135 abolished positions are discounted, the vacant positions are 66.

*Question.* If they are not all filled why are you, on page JA–21–4 and 23–1, requesting $76.2 thousand for 24 new eligibility workers in FY 1976 and $195.0 thousand to fund 150 Comprehensive Employee Training Act (CETA) employees? This conflicts with your above plan to eliminate 135 positions in your eligibility determination program. The employees hired under CETA were, to the maximum extent possible, to be public assistant recipients. Are the 150 CETA employees welfare recipients and are they filled? What are their duties? We understand that DHR received a grant from the Department of Labor to fund these CETA positions therefore, why are additional monies being requested?

Answer. Frankly, It was not our intention to abolish vacant positions or keep vacant those that were not abolished and then ask for 24 new positions. Our original request was to fund and fill all authorized positions. We want to

keep the CETA employees because much time and energy has been invested in training them. They have contributed greatly to the operation of a viable payments assistance program. Loss of that number of "warm bodies" would create a great gap in services. Thirty-four of the 150 CETA employees are welfare recipients. The majority of CETAs perform much needed clerical functions. Some have been trained as key punch and computer terminal operators. We anticipate the 100% federal funding to be discontinued during FY–76 and we do not want to be caught in the position of immediate dismissal or of carrying unfunded, filled positions creating a further deficit.

*Question.* On page JA–21–1 under the examination and compliance function, you state new screening procedures for fraud cases will be implemented, which will result in a small workload of cases requiring full field investigation?

Describe the new screening procedure and when will it be implemented?

Answer. The new screening procedure referred to here was implemented in July, 1975.

*Question.* What is the present number of cases requiring field investigation and how will it be reduced?

Answer. It is, in fact, a fine distinction between the investigation necessary to pursue a prosecution for criminal fraud and that necessary to terminate a case from the public assistance rolls. Because the investigation required for possible prosecution of a case in the courts is time-consuming and requires a preponderence of evidence, these cases are selected judgmentally based on a preliminary determination of their merits.

*Question.* Have you identified any fraud or perjury cases? How many have they prosecuted? If none, what are you using as a deterrent to prevent this type of crime?

Answer. Out of an estimated 500 cases referred annually for fraud investigation, approximately 200 do not have prosecutive merit at all and hence the investigation is limited to sufficient evidence to terminate the case from the rolls. The remaining 300 cases are also terminated from the rolls if the evidence shows ineligibility but the more in-depth full field investigation is done for referral to the Corporation Council or the U.S. Attorney. Currently, investigation reports on 25 cases per month are being submitted by PAA to the Inspections Division, OIPA for further review and a decision on whether to refer them to the Corporation Council for prosecution—OIPA maintains the statistics on the number of cases sent for prosecution and the number actually prosecuted.

### Welfare Reform Program

Your Welfare Reform Program has been in effect for about three years.

Testimony presented in last year's Senate and House hearings listed three basic objectives: (1) moving people out of dependency (2) tightening administrative procedures to eliminate abuses of the public assistance system and (3) decentralizing services.

*Question.* How many persons were removed from the welfare rolls and placed in meaningful employment since the program began and for FY '75? What has been the cost reduction in total and for FY '75?

Answer. Since the inception of the Welfare Reform Program, a total of 788 persons have been successful placed in meaningful employment. Of that figure 249 persons were placed in FY '75. We have no method at present of determining the exact number of persons removed from the Welfare rolls. We have estimated that 10% of those persons working were removed from the Welfare rolls; the remainder received reduced grants due to employment. It is estimated that the total Welfare saving for FY '73 through FY '75 is $1,522,052. By the same formula, FY '75 Welfare savings were $470,696.

*Question.* How many persons have been identified as potential future workers?

Answer. We have identified as of July 1, 1975, 842 persons as potential future workers.

*Question.* How many of these are scheduled to be helped in FY '76 budget year and what will the net savings be?

Answer. We expect that of the 842 persons identified as potential future workers, all are expected to be served and it is projected that 198 persons will be placed in gainful employment in FY '76. This represents projected Welfare savings in FY '76 of $471,209.

*Question.* Where do you expect the balance to be helped and when?

Answer. Services to the clients not placed will be continued by the SITE Branch until they have been placed in meaningful employment or until it has been determined that they are infeasible for additional services.

*Question.* How many persons entered the program since inception and how many dropped out before employment? Why did these persons drop out and what have you done to reduce or eliminate the drop out?

Answer. Between FY '73 and FY '75, 4,113 persons entered the program. Of these persons, 2,208 dropped out before employment. Some of the reasons for dropping out are: lack of motivation; moved out of the area; poor or deteriorating health; child care problems; refusal of services; incarceration and family problems. In order to reduce the "drop out" rate we have initiated the recall system, notification of closure and a mutually agreed upon written contract between counselor and client, a copy of which the client keeps as a reminder of his responsibility. This contract is frequently reviewed and amended as needed. Motivational counseling is inherent in the program. Social services are also provided to help remove barriers to the rehabilitation process. We hope to provide more work adjustment opportunities to help clients make appropriate adjustments to working.

*Question.* Of those who got jobs, how many still have jobs?

Answer. It is not possible at this point to ascertain how many persons employed through our program are still employed as we have no adequate tracking system. Such a system is currently being developed so that this information might be available.

*Question.* What is your experience with same person continually reentering the program, why does this occur and what is being done to curb this practice? How much does this cost?

Answer. Many persons re-enter our program and are not statistically separated from other referrals. At this time we are not making an effort to prevent clients from reentering our program. The Talmadge Amendment mandates that we review and re-refer clients for services. Some who reenter the program represent clients whose job plan has broken down as a result of severe health problems or persons not able to meet the demands of a particular job, and they return to us for re-evaluation of potential. We also have parents whose day care plans have broken down, and persons who earlier refused services, but who later wish to participate in our program. Since we have no tracking system on persons who re-enter the program we are unable at present to break out this particular cost.

*Question.* What has been the cost and benefits of the welfare reform program?

Answer. The cost of the Welfare Reform Program averages $290.00 per client served, and $1,515.00 per client rehabilitated. While the benefits of this program may be equated in terms of the number of welfare recipients in gainful employment and removed from welfare rolls or having substantially reduced grants, there are other benefits not measured in terms of money. Many disabled clients who have not worked out of the home and who have received welfare for lengthy periods have been helped by experiences in sheltered workshop and have gone into part-time employment of a limited nature. While this has not substantially reduced their Welfare grants it has provided valuable experience and the development of an improved self-concept to be used in their personal life and later employment. Out clients also profit from improved health care and understanding of the nature of their illness and their limitations. They have also profited from physical and psychological evaluations which have resulted in referrals to appropriate facilities which meet their particular disability needs. They often improve in family planning and functioning through counseling.

*Question.* How does your program differ from the Federal program designed to help the handicapped?

Answer. The Welfare Reform Program differs from the Federal program designed to help the handicapped in that the Welfare Reform Program has as its priority groups, the AFDC and GPA clients. The Welfare Reform Program also supplements the WIN Program by providing services not available through WIN under the State Plan and 90/10 matching funds.

The Federal program designed to help the handicapped, has as its priority the severely handicapped and substantially handicapped individuals not necessarily receiving Welfare.

*Question.* Please provide data for the record on the number and cost of persons helped in the handicapped program and those helped and related costs under your welfare reform program. Show the fiscal years separately since the program's inception.

59-211 O - 76 - 48

Answer. The data with regard to the cost and persons served in the handicapped program and Welfare Reform Program is shown in the following chart.

DEPARTMENT OF HUMAN RESOURCES 200 PAYMENTS ASSISTANCE ADMINISTRATION

| | Fiscal year 1973 | | Fiscal year 1794 | | Fiscal year 1975 | |
|---|---|---|---|---|---|---|
| | Handicapped | Welfare reform | Handicapped | Welfare reform | Handicapped | Welfare reform |
| Program— | | | | | | |
| Served | 15,049 | 1,326 | 13,682 | 1,608 | 13,719 | 2,041 |
| Cost | $388 | $247 | $462 | $275 | $460.94 | $208 |
| Rehabilitated | 3,232 | 305 | 2,905 | 234 | 2,751 | 249 |
| Cost | $1,806 | $1,073 | $2,176 | $1,889 | 2,299 | $1,706 |

## Public Assistance

HEW requires states to reduce their public assistance ineligibility and overpayment rates to 3 and 5 percent respectively.

*Question.* How does your current ineligible and overpayment rates compare with error rates last year? Explain the difference?

Answer. As of November 18, 1975 with 46.3% of the sample completed the ineligibility rate is 11.5% compared to 13% at a comparable time in the last sample period. The overpayment rate is 22.0% compared to 19.9% in the last sample. While we are improving in the reduction of totally ineligible cases from the rolls, the overpaid cases appear to be on the rise. However, until 100% of the sample is completed we cannot be certain that this trend will continue.

*Question.* How do you plan to reduce the ineligibility and overpayment rates to HEW required levels? When do you expect to comply with these tolerance levels?

Answer. To reduce the ineligibility and overpayment cases in public assistance, we have implemented a 6-month recertification project in which every active AFDC case (approx. 32,000) and GPA case (approx. 6,000) will be reviewed and immediate action taken when warranted to terminate or reduce the payment. The project began on November 24 with 150 persons totally dedicated to AFDC recertification and 12 persons assigned to the GPA review. Since PAA did not have sufficient staff on board for this project as well as to take applications for public assistance, food stamps and medicaid and to redetermine eligibility for food stamps and medicaid, 80 persons were detailed from other components of DHR to assist in this project. In order to assure the continuation of a purified welfare roll, it is evident that the authorized vacancies be filled and the additional staff of 24 eligibility workers be granted.

*Question.* What are the principal causes for errors and how do you expect to minimize them in the future?

Answer. The principal causes of error are unreported earnings and children claimed to be living in the home are in fact not living in the home. With the increased staff to do the recertifications on time and to verify information at the time of application, these errors should be reduced.

*Question.* Have you considered a system that can assist caseworkers to manually screen out the obvious ineligibles and mechanically identify the new or existing cases for detailed review which contain data that indicate possible ineligibility?

Answer. We already have such a system for caseworkers to manually screen out the obvious ineligibles and the computer identifies the existing cases which should be reviewed in detail; however, unless we have sufficient staff to use the system, we cannot expect significant reductions in errors.

*Question.* Has HEW withheld any funds because of noncompliance with the tolerance levels?

Answer. To date, HEW has not withheld any funds.

*Question.* What is the total payment to ineligible and overpayments to eligible Public Assistance recipients?

Answer. The total payment to ineligible and overpayments in FY–1975 is $2,733,873.

*Question.* What is the dollar amount of underpayments to eligible recipients?

Answer. From January through June 1975, a total of $18,066 was paid to eligible recipients as adjustments for underpayments.

SOCIAL REHABILITATION ADMINISTRATION

*Question.* Describe the conditions and projected clients population that necessitates an increase of four additional Youth Groups as requested by the Bureau of Youth Services.

Answer. Four additional Youth Group Homes are being requested in order to provide community based residential alternatives to institutionalization of children who have been committed to our care by the Family Division of the Superior Court. While the juvenile population in the juvenile justice system is undergoing an increase, our major thrust is to reduce the institutional population. We hope to use institutions for committed juveniles only when it is absolutely necessary. Treatment and rehabilitation of juvenile offenders can be accomplished more effectively in community based facilities.

*Question.* The request for the Bureau of Youth Services makes provisions for four Youth Group Homes at a cost of $723,700.00. (It would appear that these new homes were funded on a twelve month basis as the 1977 cost is the same as the amount requested for 1976). With regard to the new homes (a) how many group homes does the SRA now operate and are they established along some kind of program?

Answer. At the present time, SRA operates eleven (11) group homes and programmatically they are used as follows:

(a) Six (6) Group Homes are used in our shelter program. Juveniles reside in their homes while awaiting court action.

(b) Three (3) Group Homes are used for Dependent Children who are committed to the care of SRA.

(c) Two (2) Group Homes are used in our Delinquency Program. In the eleven (11) Group Homes presently operated by SRA, appropriate services are offered to clients. Most clients attend public schools.

*Question.* Will there be any difficulty in obtaining sites for the four homes?

Answer. There is an established procedure for acquiring sites for use as group homes. At the present time, this is a long and difficult process. However, we are making a special effort to expedite the process and we feel that we will be successful.

*Question.* What is the staffing and resident level budgeted for each of the four group homes?

Answer. Each group home is budgeted for a staff of eight employees (six counseling staff and two cooks). The maximum capacity for residents is fifteen (15).

*Question.* Why is there a heavier requirement for premium pay in connection with the new homes than in the base program? (20% of regular compensations as opposed to 8%)?

Answer. The heavier requirement for premium pay is being requested because the eight percent (8%) was found to be grossly inadequate. Twenty percent was found to be a more realistic assessment. In programs which require 24-hour care, 365 days per year, the utilization of night differential, holiday pay, Sunday premium pay, and overtime is high and cannot be calculated on standard formulae. For example, all personnel in all job categories requiring the staffing of positions around the clock receive holiday pay for every holiday in the year. In such programs, essential posts must be covered each tour, and frequently it is necessary to utilize overtime when staff are on emergency annual leave or sick leave, and in all instances if positions are vacant.

*Question.* Will the Maple Glen Institution be closed if these four new homes are approved and what will become of the facility? (JA–28–7).

Answer. This answer is contingent upon getting our FY '76 request, as amended, approved. FY '75 planning addressed our plans to redirect personnel and "other object" resources from the training schools to the youth group homes operations. This planning has been jeopardized by fiscal restraints in FY '76; however, if the four homes are funded in the FY '76 request, the Department must reprogram staff and support services resources to open an additional three homes. This would entail 24 positions (eight per home) and 03 costs for three homes.

Seven homes are needed to close Maple Glen based on current average daily population figures (100 residents). The four group homes asked for in FY '76 are crucial to this planning and would leave the Department only in need of redirecting for the three additional homes.

Future use of the facility will depend on more detailed review and analysis by the Department.

*Question.* Please explain more clearly what is proposed in the Budget regarding security at Laurel and the provision of Metro Bus service for parents and youths at Laurel. It appears that you are eliminating the guard service but the justification seems pitched to its continuance. Similarly it would appear that you are going to provide three bus trips a week to Laurel by eliminating reimbursement to employees who use their private cars on official business. (JA–28–8).

Answer. Security Services constitute a vital need in the institutional complex at Laurel, Maryland. However, if appropriate funds are not available we would discontinue the service.

At the present time many juveniles who are detained by the Family Division of the Superior Court are placed at Laurel, Maryland. The Court requires that bus service be provided to parents to visit their children in the institution at Laurel. Therefore it is mandatory that we continue this service. In order to finance this mandatory program, we will cancel all reimbursements to staff who use their private cars in the conduct of official business. In addition, we will discontinue the provision of bus tokens to youth who are visiting the community. By so doing, we will be able to fund the Metro bus service for three days per week. Obviously, we would prefer to continue with reimbursements to staff who use their private cars and the provision of bus tokens but this is not required by law.

*Question.* What area of the Department deals with child abuse generally? Has there been an increase in the reporting of child abuse by physicians, hospitals, and others? What programs does the District have to combat child abuse?

Answer. The SRA, Bureau of Family Services has responsibility for provision of services to children in danger of neglect and abuse. With the passage of emergency legislation expanding the disciplines required to report suspected child abuse, early indications are that there will be an increase in reporting.

The DHR, through its family services program and protective services program offer an array of services including counseling aimed at strengthening family life and relieving some of the problems that impact family unit and interfere with parents fulfilling their normal roles in relation to their children. Basically, protective services on behalf of abused children in the District of Columbia involves three (3) departments. They are the Metropolitan Police Department, the District of Columbia Superior Court (through their Assistant Corporation Counsel and Intra-Family Neglect and Counciliation Branch) and the Department of Human Resources. The legislation enacted requires that reports of child abuse be made to the Metropolitan Police Department. Such reports are evaluated by the police and if their investigation indicates child abuse or suspected abuse, the Corporation Counsel then enters the situation for appropriate action.

The MPD and Corporation Counsel have noted an increase in the reports of child abuse and neglect as result of the new legislation. Since the Protective Services caseloads in the BFS are affected by this increase in reporting of child abuse, there has been a proportionate increase in our referral rate.

We are noting also that the primary source for protective services is from our family services workers. It is too early to determine the numercial impact of such legislation on the demand for protective services on behalf of abused children. However, the trend is obvious. The child abuse program in the District encompasses two areas. One is aimed at prevention and the other is involved with treatment. Within the DHR the first line in prevention is the family services worker who carries the service responsibility for AFDC cases. They are constantly alert to signs of neglect or abuse and their responsibility to report such situations and to refer to Protective Services. The Protective Services worker provides both treatment and prevention. Within BFS, there is an average of 750 families active with PS at any time. (An average of three per family 2250 chn.)

All DHR staff are alerted to detect signs of neglect and abuse. DCGH pediatrics and social service staffs have developed a team sensitivity and capability for early identification and follow up with appropriate reporting. Other private hospitals, particularly GWU, GTU, WHC and following this lead. Children's Hospital which has a national reputation for its concern about child abuse, has a new comprehensive program funded by DHEW–OCD to deal with child abuse.

The MHA, through its staff, works to provide prevention and deals with core problems within families that lead to neglect and abuse. The Superior Court, through ACC and Intra-Family Branch, not only carry their legal responsibility but also are involved with a special child abuse project funded by LEAA.

The MPD, through its YD, has a special unit which carries responsibility for investigating all reports of abuse and suspected abuse and for getting these cases into the court system.

*Question.* What specifically is the Bureau of Family Services requesting FY 1976 $1 million increase to be used for? (The Justification stressed how tight the overall budget was but failed to fully explain the need for the increase.) For instance, what is the $90,000 requested for the Bicentennial to do, and why do you need a GS–12 Recruiter?

Answer. The $90,000 requested for the Bicentennial is to aid the Bureau, which is the principal service arm of the Department in providing essential services to individuals and families who, during a temporary stay in the city during the Bicentennial Celebration, fall in need of counseling, protective services and emergency care. (Examples: shelter; emergency financial assistance; emergency food; transportation.)

A GS–12 Recruiter is needed in Adoption Services to meet the additional demands of subsidized adoptions (PL 93–241) and Mayor's Order #75–71. The adoption recruiter is needed to develop new homes for the hard to place child, act as a liaison with the commmunity based groups and private agencies and to improve and stimulate communication and coordination between Foster Care and Adoptions. This recruiter in conjunction with an adoption coordinator would facilitate the flow of children into Adoption Services.

Other requests include: $684,000 is for day care services. This sum will enable the Department to expand the universe of children served and address some of the inflationary needs experienced by existing facilities. Further, centers will have to increase their staff to meet prescribed staff child ratios under existing City Council Regulations and under Federal Interagency Requirements for Day Care. Additional funds are needed to meet these required standards for operation.

The increases in board and care and tuition and clothing as inflationary items are requested to offset increased costs associated with delivery of these services on competitive market.

YOUTH SERVICES

The Bureau of Youth Services is responsible for programs involving juveniles in danger of becoming delinquent, juveniles in detention or shelter care awaiting court action, and youths adjudicated delinquent or persons in need of supervision. One of the major objectives of Youth Services in FY 1976 is to expand community based program. On page JA–28–6, $723,700 is requested to acquire 4 additional group homes.

*Question.* What standards are you using to determine which children will be placed in these homes?

Answer. The Department of Human Resources is not in a position to set standards for children placed in youth group homes who have been adjudicated as Persons In Need of Supervision (PINS) by the Court. When the client is adjudicated, D.H.R. is responsible for housing the client.

*Question.* Where do you plan to have these group homes located? Do you anticipate community opposition to them? If there is opposition, what alternative plans do you have to provide shelter? When will this be accomplished?

Answer. We have looked all over the city for houses. There are three (3) main reasons why most prospective houses have been rejected: (1) The Department is unable to pay sufficient rent and the landlord is unwilling to pay the cost of renovating the property to meet the code for a rooming house. (2) Community Relations has disqualified most prospective sites because of their location. (3) In various locations of the city there is considerable community opposition to having youth group homes in their neighborhood.

The only alternative plan at present is to have a full-time staff member to canvass the city for prospective sites. At present Mr. Cubic Bragg has been functioning in this capacity and has been in contact with the numerous real estate companies and private owners, (see attached report submitted by Mr. Bragg.)

It would be most beneficial for Community Relations to put on a drive for community acceptance of youth Group Homes.

*Question.* On page JA–28–6, you show data on the number of youths being detained and committed at the Oak Hill, Cedar Knoll and Maple Glen facilities. Please provide information on the average length of stay of detained and committed youths at each of these facilities? What is it compared to previous years? What has caused the increase if this is the case?

Answer. The answer appears on the following table.

300 SOCAIL REHABILITATION ADMINISTRATION

AVERAGE LENGTH OF STAY

DETAINED POPULATION

| | | FY 1974 | FY 1975 | FY 1976 (thru Dec. |
|---|---|---|---|---|
| Maple Glen School | (Mini.) | 111 days | 67 days | 37 days |

The number of PINS held in detention at Maple Glen has increased during the first half of FY 1976. However, the average length of stay has decreased. It is quite obvious that while the Court is ordering a larger number of PINS detained, it is also making final disposition on pre-trial detention PINS at a faster rate than the previous fiscal years.

| | | | | |
|---|---|---|---|---|
| Oak Hill Youth Center | (Max.) | 39 days | 54 days | 75 days |

The number of youth held in pre-trial detention, maximum custody at Oak Hill has steadily increased over the past three fiscal years from less than 40 in FY 1974 to a current average daily population of 90. In addition, the average length of stay in pre-trial, maximum custody at Oak Hill has steadily increased. It is quite apparent that the Court is ordering increasing numbers of youth to maximum custody, pre-trial detention at Oak Hill while at the same time these same youths are being held in maximum custody, pre-trial for an increasinglylonger period of time.

| | | | |
|---|---|---|---|
| Cedar Knoll School | (Min.) | 76 days | 37 days |
| | (Med.) | 39 days | 42 days |
| | (Max.) | 54 days | 75 days |

Youth held in pre-trial detention at Cedar Knoll maybe assigned to three levels of custody (minimum, medium, and maximum). During the past year and a half, the average daily number of youth held in pre-trial detention at Cedar Knoll has steadily increased from a total of 78 in July, 1974, to a total of 195as of Dec. 1975. Even though the average daily population in medium and maximum levels of custody at Cedar Knoll has increased, the average length of stay in these categories has remained relatively constant. Those youth held in maximum detention at Cedar Knoll has not only increased in number, but the average length of stay has increased markedly. The Court is quite obviously ordering greater numbers of youth in the maximum custody of detention at Cedar Knoll, while at the same time allowing them to remain in this status for increasingly longer periods of time prior to final case disposition.

COMMITTED POPULATION

| | | | |
|---|---|---|---|
| Maple Glen School | 9.0 months | 10.75 months | 8.6 months |
| Oak Hill Youth Center | 9.0 months | 9.2 months | 9.3 months |
| Cedar Knoll School | 8.5 months | 8.0 months | 8.6 months |

Average length of stay during the past three fiscal years for delinquents and PINS has remained essentially constant while the average daily population has fluxuated and has shown a gradual downward trend. The average length of stay in residential institutional programs has not fluxuated to any great degree.

*Question.* It has been reported by the media that youths are staying longer than necessary in DHR facilities before their trial is held. What efforts have been exerted on the courts to help alleviate the backlog of these youths awaiting trial?

Answer. It is true that the youth ordered to DHR facilities for pre-trial detention are remaining in this status for a much longer period of time than in previous years. For example, in Fiscal Year 1974 the average stay in pre-trial detention was 25 days. In Fiscal Year 1975 the average length of stay in pre-trial detention increased to 49 days. At the present time (November 1975, Fiscal Year 1976), the average length of stay in pre-trial detention is 57 days.

It should be emphasized that the Department of Human Resources is compelled to respond to the orders or mandates of the court (District of Columbia Superior Court), and can do little to cause the court to decrease the number of juveniles assigned to pre-trial detention. Efforts which have been undertaken to highlight the problem created by this increasing group of pre-trial detention youth include the filing of affidavits through the District of Columbia Corporation Counsel to the Superior Court of the District of Columbia, Family Division, indicating the increasing pre-trial detention population and the problems in adequately providing for the needs of these youth. Such affidavits were filed by the Chief, Institutional Care Services Division, on January 29, 1975, and by the Deputy Chief, Institutional Care Services Division, on November 18, 1975. (Copies of these affidavits are attached).

*Question.* Does DHR plan to build any new facilities to house juveniles in the District of Columbia? Provide information on the purpose and need for such facilities.

Answer. Based on trends in population statistics of those youth ordered to pre-trial detention by the Family Division of the District of Columbia Superior Court, the Department of Human Resources is planning to construct a new Receiving Home with a bed capacity of 125.

This facility will be utilized to house youth who are held for a period not to exceed 48 hours pending initial court action following arrest and those youth who require maximum detention custody while awaiting final court action.

A review of statistical trends concerning these two detention categories indicates that a detention facility with a minimum capacity of 125 is required. The following is a summary of the average daily population statistics concerning these two categories of detained youth.

| Period | Maximum detention | 25- to 48-hour holding |
|---|---|---|
| Fiscal year 1974 | 43 | 12 |
| Fiscal year 1975 | 89 | 15 |
| Fiscal year 1976: | | |
| July | 98 | 17 |
| August | 122 | 22 |
| September | 128 | 22 |
| October | 128 | 22 |
| November | 148 | 26 |

*Question.* DHR budget request on Page JA–28–8 indicates plan to close Maple Glen. What would happen to youths who are currently located at this facility?

Answer. Once Maple Glen, which now serves offenders (PINS—Persons-In-Need-of-Supervision), is closed those youth who are currently cared for in this institution will be moved to appropriate community-based programs and facilities.

*Question.* What plans do you have for Maple Glen if it is closed?

Answer. The Department of Human Resources could utilize the Maple Glen Institution once it is closed as a facility for status offenders for a variety of purposes. The alternative which seems most reasonable and advantageous to the District of Columbia would be to turn Maple Glen over to Forest Haven. Such action would permit Forest Haven to move a portion of its population out of existing crowded cottage facilities thereby making institutional life for the mentally retarded more comfortable, meaningful and closer in line with nationally recommended standards. More importantly, it is felt that the rehabilitative potential of the mentally retarded can be increased as the over-crowded cottage conditions are decreased and the more capable mentally retarded clients are moved into the Maple Glen facility.

MENTAL HEALTH ADMINISTRATION

*Question.* What is the present status of the Federal effort to transfer St. Elizabeths Hospital to the District? (District residents are 85% of patients.)

Answer. Presently, there are joint planning efforts under way with officials of the Department of Health, Education and Welfare, Office of Management and Budget, and the District Government to review all areas necessary to effect a transfer from Federal control to the District. Such areas under review include staffing, physical plant deficiencies, and all other requirements. Upon correction of the existing plant deficiencies which would enable the Hospital to meet Accreditation requirements as well as those of the Life Safety Code, these planning efforts will continue. No projected date has been established for a transfer.

*Question.* Please outline the program to be established at the new Residential Treatment Center that requires 56 new positions? (JA–37–1). If this is a residential center for 3 to 18 year olds, aren't cooks and housekeepers required?

Answer. The new Residential Treatment Center is a comprehensive treatment program for twenty (20) youths between the ages of 3–18 years. Services will include emergency services, individual psychotherapy, guidance and counseling to patients, parent groups, activity groups and a full range of psychoeducational activities. Referrals will be made from public schools, churches, community, etc. This will be the only public residential psychiatric treatment facility in Area "B". This is an inpatient facility which requires the preparation and serving of means to its resident population, but the Department is contracting for catered food to be prepared and brought to the facility, therefore, no cooks are necessary at this time. However, there will be staff utilized for serving purposes. Within the 56 new positions, seven (7) of those positions will provide housekeeping services to the facility.

*Question.* The justifications indicate on page JA–35–8 that the Bureau has attempted "to preserve positions which are vacant but unfunded in the Combined Adult Inpatient Service and Service for Children and Youth." What kind of a hoax is that on the mentally ill—preserving unfunded positions?

Answer. There is no hoax involved. Many positions contained within the Community Mental Health Centers are grant funded. There has been a decline in Federal grant funds for positions requested. The Combined Adult Inpatient Service component is comprised of staff of each of the three Community Mental Health Centers. If the vacant positions exist, at least, Bureau numbers are retained which can provide for recruitment and filling of positions contingent upon funding availability.

FOLLOW-UP ON GAO REPORTS—FOREST HAVEN

In April 1974, GAO issued a report on activities at Forest Haven, Maryland. This is a residential facility for the care and treatment of mentally retarded persons operated by the Department of Human Resources (DHR).

GAO reported that (1) improper expenditures may have been made, (2) accounting controls appeared weak and accounting data was inaccurate and unreliable, (3) staff shortages resulted in significant overtime costs and may be hindering Forest Haven's ability to provide sufficient services to residents and (4) delays in getting a grant program underway resulted in the loss of grant funds because the grant period expired.

*Question.* What corrective actions have been taken to ensure DHR's ability to effectively control the use of its funds?

Answer. The Department of Human Resources has made several improvements in order to maximize the efficient utilization of its funds. Much of these improvements involved reorganizations, designation of action committees and changes in the financial reporting system.

(a) The Office of Controller has effected two significant changes. To strengthen the over-all control of funds, the six Accounting Sections which were individually assigned to handle specific funds of the six Administrations were abolished and four new Accounting Branches were established to operate along functional lines. As an example, one Branch is responsible for the Department's travel expenditures (Object. 21), printing expense (Object 24). Another Branch is responsible for the Department's expenditures on supplies (Object 26), contractual services (Object 25) and equipment (Object 31). From this realignment came increased effectiveness in controlling funds and in auditing expenditures.

(b) DHR has established a Financial Review Committee in each Administration which is composed of three officers, i.e. the Chairman (Administrative Officer or Program Director) and two co-chairmen (Budget analyst and operating accountant). The committee is the focal point through which each Administrator allocates funds and control obligation of funds. No encumbrances of funds can be processed without the approval of the Committee. The committee members are the expertise working closely with the Administrator and assisting him in carrying out his budgeting and financial management responsibilities.

(c) Each Administrator is provided with a monthly Financial Status Report of his operating funds. The report reflected the availability for the fiscal year, the quarterly apportionment, the obligations incurred and the unobligated balances. In addition to the Financial Status Report, the Administrators are receiving a Summary Financial Statement reflecting the obligations and disbursements to the lowest level of activity. The Administrators use the reports as a management tool in making his day-to-day decisions and in making the necessary changes in his plans for the remaining months of the fiscal year.

Additional improvements will be effected soon. The Grants Management Division in the Office of Planning will be transferred to the Office of the Controller. By this action, the grant analysts will be working in the office where budgets are formulated, obligations are controlled, payments are processed and financial reports are prepared. This will afford the analysts a better opportunity to effectively handle the monitoring of grant funds.

The above changes have indeed increased a sense of coordination between operating officials who are responsible for the management of DHR resources.

*Question.* How many staff vacancies were not filled at Forest Haven in fiscal year 1975? What is the current situation?

Answer. The staff vacancy averaged 16.6 per month in Fiscal Year 1975. As of 11/30/75 32 positions were vacant. This does not include 159 being abolished as part of the DHR staff reduction of 1,266 positions.

*Question.* What is the current staff to patient ratio at Forest Haven? Can the staff do the job?

Answer. The current staff to patient ratio is 1 to 2. The National Conference on Mental Deficiencies recommends a ratio of 1 to 1 for this type of facility.

*Question.* What were the total overtime payments to staff during fiscal year 1975? Is this an increase over prior years? Will this be a continuing thing? What kind of salaries are staff earning compared to their GS pay?

Answer. Overtime payments to staff during Fiscal Year 1975 totaled $430,344. This was a decrease from the sum of $475,698 paid in Fiscal Year 1974. A list of salaries and earnings is attached.

*Question.* What effects on operations have staff shortages had this past fiscal year?

Answer. The institution has made concerted efforts toward maintaining quality care to its residents. Staff shortages have prevented the institution from maintaining an adequate patient-staff ratio. Staff have been redirected to other service delivery components at Forest Haven as the need arises.

*Question.* Have you lost the use of grant funds in fiscal year 1975 as you did in past years? What factors are the cause of Forest Haven's inability to use the grant monies in a timely manner?

Answer. The grant funds and loss of grant funds referred in the report, were those of the Title I of the Elementary and Secondary Education Act. To prevent reoccurrence of this, a Title I Coordinator has been designated to serve as a liaison with the Grants Management and Program Review Division, Office of Planning and State Agency Affairs. The Title I Coordinator works in conjunction with staff of the Grants Management and Program Review Division to monitor all expenditures of Title I funds and ensure compliance by program managers with established policies and procedures for all grant program activities. This mechanism will safeguard against misuse and possible loss of grant funds. A major factor which caused the loss of these funds was the regulations on certain positions under the Civil Service Commission. The Personnel Division has facilitated this problem by reviewing its procedures for hiring positions at Forest Haven as "carrer-conditional" appointments, which enables its employees to receive benefits.

*Question.* How will the new Therapy Building and renovation of the food service facilities fit into the 8-year plan for Forest Haven?

Answer. The 8-year plan for Forest Haven deals with the efforts toward deinstitutionalization. This represents approximately 200 residents at the facility

who are capable of living in a community-like environment. These residents are among the educable population. The new physical therapy building will provide rehabilitation to those residents who show potential for returning to the community. The building will include a specially designed swimming pool for the disabled, weight training facilities, multi-level basketball and other kinds of therapy equipment. The present conditions of the food service area at Forest Haven needs immediate correction due to non-compliance with requirements of the Environmental Services Administration. This renovation will enable the facility to expand its current operations. It will provide for a safe, sanitary and healthy environment.

FY 1976 is the second year of the Department's 8-year plan to transform Forest Haven for a custodial care institution to a facility that provides quality care program to its residents. In FY 1975 Forest Haven received 52 new positions and $900,300 to increase the overall patient-staff ratio in order to improve the level of care provided at the facility. In FY 1976, 44 more positions at $208 million are requested for the same purpose. Yet, page JA–1a, of your budget states that the most severe impact of your 1976 budget reductions will be borne by Forest Haven and you now have fewer employees than before the 8-year Plan began.

*Question.* How many of the 52 positions approved in FY 1975 are currently filled?

Answer. As of January 13, 1976, there are 37 filled positions. Fifteen positions remain vacant of which three previously were filled but the incumbents resigned. It should be noted that the Personnel Division has posted announcement bulletins on all vacant positions.

*Question.* If many of the 52 positions are vacant, how do you propose to fill the 44 positions requested in FY 1976?

Answer. Again, thirty-seven of the 52 approved positions have been filled as of January 13, 1976. The remaining vacant positions have been announced. The Department of Human Resources foresees no difficulty in filling the 44 positions requested in FY 1976.

*Question.* What have the funds approved in FY-1975 been used for? What types of services do you plan to improve through the 44 requested positions?

Answer. In FY 1975 the approved funds have been utilized for the filling of the 52 positions. The amount is $450,000. $225,000 was used for the residents of Forest Haven who are employed as part of the Work Incentive Program. These funds were utilized in order to meet the Fair Labor Standards Act. The requested 44 positions will be utilized to enhance the educational program at Forest Haven to comply with the Waddy Decree (a court order). Utilization of these positions for the educational program at Forest Haven to receive more Title I funds which comes out of the Elementary and Secondary Schools Act. It will be beneficial to the residents as they receive the education needed. Thus, such utilization also will enhance the Department's effort toward deinstitutionalization.

*Question.* It has been brought to our attention that there has been a lack of training being provided to handicapped children due to staff shortages. Specifically a number of children are not receiving adequate educational services.

(1) What is the total number of positions needed to provide an adequate educational program at Forest Haven? How many positions are currently authorized? Currently filled?

(2) Were any of the 52 positions used to improve the education program? Do you plan to use any of the 44 positions requested in the education program?

Answer. (1) The total number of positions needed to provide an adequate educational program at Forest Haven is 25 teachers. Currently there are 38 positions authorized of which 35 are filled and three remain vacant. In addition to the teachers, there are training instructors and clerical support for the educational program at Forest Haven.

(2) Yes, some of the 52 positions approved in FY–1975 have been used for the education program. These positions include teachers as well as speech pathologists. Yes, of the 44 positions requested in FY–1976, some positions will also be used for the education program. These will be teacher positions.

*Question.* There has always been vacant positions at Forest Haven? How many positions are currently filled at Forest Haven? Have the Superintendents positions vacant last year been filled?

Answer. As of January 13, 1976, Forest Haven has 548 positions filled, of which 655 positions are authorized. The Superintendent's positions was filled on Au-

gust 5, 1974. Both Assistant Superintendent positions are filled. There was only one vacant Assistant Superintendent position and it was filled on January 20, 1974.

*Question.* What has been the effect of the vacancies on the quality and quantity of services provided to the residents at Forest Haven? What changes are planned to improve the situation?

Answer. Without adequate staffing certainly the quantity of services would be affected. However, the institution continues to provide quality care to its residents in all program areas. The intensity of service delivery is affected which impacts on the staff-patient ratio when the facility is understaffed.

COMMUNITY HEALTH AND HOSPITALS ADMINISTRATION

*Question.* What is the incidence of venereal disease among homosexuals that prompted the department to allocate $50,000 for the Gay VD Clinic (JA–42–3)?

Answer. Services that would be provided by the Gay Men's VD Clinic are presently being provided to a limited degree in our VD Clinics. However, most of the Gay VD patients are very reluctant to seek treatment in our clinics because of stigma associated with their sexual activities. Secondly, the method of diagnosis of venereal diseases in Gay men is different than the method used for heterosexual patients. Smear and cultures have to be taken from the anal region, rectum and pharynx. Routinely, smears and cultures are not taken from these areas.

Our statistics indicate that 44.5% of diagnosed primary and secondary syphilis male patients have male contacts. This percentage stresses the importance of the problem.

At present, The Washington Free Clinic, located at 1556 Wisconsin Avenue, N.W., is providing VD diagnosis and treatment for Gay Men three (3) hours on Saturdays only. With this contract, the Free Clinic will provide 9 hours of service in three (3) sessions weekly.

For the protection of the public health, the operation of a separate Gay Men's Clinic could be useful. In addition, this contract will provide VD testing at selected Gay "baths" three (3) hours per week.

*Question.* D.C.G.H. recently lost its accreditation and yet this budget provides no additional staff for the facility. Does the department believe that accreditation can be regained by the additional $7,876,000 requested for 1976? Please provide a crosswalk between the narrative description of the increases for D.C.G.H. on pages JA–42–9 and JA–42–10 and the table on page JA–44–4. Why must D.C.G.H. add $1,043,000 for services provided other D.C. programs?

Answer. D.C.G.H. FY 1976 Budget requested sufficient funds to upgrade services in direct client case areas such as nursing to address the previously known inadequacy of 3.2 hours of nursing coverage and the other specialty functions such as pharmacy, pathology and medical records positions. It also provided funds to replace outdated and malfunctioning furniture and equipment. It was at that time felt that sufficient positions were available, albeit unfunded positions. Therefore, personnel increases to improve services totaled $3,150.0 (thousand), but no additional positions required. See JA–44–4.

The personnel increases for improved services provided:

| | |
|---|---|
| (*a*) Nursing (142) | $2,050,000 |
| (*b*) Pharmacy (27) | 400,000 |
| (*c*) Pathology (27) | 300,000 |
| (*d*) Medical records (21) | 300,000 |
| Total (217) | 3,150,000 |

Using the CHHA average salary rate of $14,500, the requested funds would supplement D.C. General's staff by 217 positions and distributed as indicated above.

Unfortunately, other factors have since occurred that would prohibit the initial budget submission to now restore accreditation to D.C. General. It should be noted that the accreditation survey was made on October 15, 16, 17, 1975, some 6 months after the original budget was prepared. Also recent pay raises have been approved without additional funds. Therefore, the prepared Budget is adequate to merely hold-the-line and avoid a deficit. Accordingly, CHHA has amended its budget to avoid abolishment of 208 D.C. General Hospital positions and added 95 new positions and requested funds for three month funding. The Fiscal 1976

Budget, as amended would then total $38.4 million, which we feel will positively address accreditation. Further, amplification of CHHA's total requested increase of $7,876.0 thousand is listed:

| | |
|---|---|
| 1. Improved service | $4,500.0 |
| (a) See personnel discussion above | 3,150.0 |
| (b) Nonpersonnel costs | 1,350.0 |

Major equipment such as boilers and elevators have seriously deteriorated and need replacement to avoid injury to clients estimated 1.2 million. Beds and other client furniture will be replaced totaling $100,000; and hospitals supplies valued at $50,000 will be stocked.

| | |
|---|---|
| 2. Pay increases | 1,106.8 |
| 3. Services to other programs | 1,043.0 |
| 4. Inflationary Increases | 1,226.2 |

D.C. General has historically provided services such as food, maintenance, utilities and communications to District programs, both DHR and other agencies located on the hospital grounds. While it may be appropriate to assign each user his "fair share", the aggregate District cost will not change. Therefore, it is necessary to add to the hospital operating funds, amounts equal to services rendered others. Our principal concern is to avoid future reduction in the level of patient care for D.C. General Hospital clients.

*Question.* As a capital improvement project some $8,402,000 is requested to acquire the Metropolitan Hotel and Extended Care Facility as a replacement for the Glenn Dale, Maryland Hospital. In view of the tight budget picture for DHR, why is this acquisition proposed at this time? What consideration has the department given to upgrading the Glenn Dale Hospital? Will bonds have to be floated to finance this purchase?

Answer. The acquisition of the Metropolitan Hotel and Extended Care Facility to replace the Glenn Dale Maryland Hospital is proposed at this time because of obvious financial savings which can be accomplished. Specifically, the upgrading of Glenn Dale Hospital so as to be in compliance with the Life Safety Code and to assure compliance with Fire Safety Codes would require approximately 22 million dollars to accomplish. This amount of money placed in a facility which was constructed in 1934 and 1937 would not be realistic when a relatively new facility such as the Metropolitan and Extended Care Facility constructed in 1972 is available for $8,402,000.00. The latter facility would require minimal expenditure of funds for insulation of smoke doors to be in compliance with the Life Safety and Fire Codes. In addition, reimbursements could then be obtained in the amount of approximately $2 million per year for medicaid and medicare services if patients were treated in an approved facility. Glenn Dale is not approved for these services at this time. In this fashion, the Metropolitan Hotel and Extended Care Facility replacement for Glenn Dale Hospital would essentially pay for itself within a period of 4 years.

In addition, the facility would house District of Columbia residents, would be physically located within the city of Washington and would be more easily reached by families and friends of those persons hospitalized.

The issue of whether bonds would need to be floated to finance this purchase would have to be addressed from a city level.

## Glenn Dale Hospital

Last year, the Committee disallowed your capital outlay request for acquiring Metropolitan Hotel and Extended Care Facility at an estimated cost of $8.1 million, which was to replace Glenn Dale Hospital. The Committee believed the District should have developed a plan to bring Glenn Dale into conformance with life safety standards. The Committee notices again that your capital outlay request for FY 1976 on page JA–CAP–5 contains $8.4 million for acquiring the Metropolitan facility.

*Question.* What is the total cost of renovating Glenn Dale Hospital? Provide for the record up to date information on this.

Answer. Cost of renovating Glenn Dale Hospital:

(a) Construction—$17,000,000 plus.

(b) Architectural and other costs are unknown.

(c) The Department of General Services estimate of total Glenn Dale renovation to approximate $23.0 million, exclusive of equipment as of December 11, 1975.

*Question.* What changes or renovations will be required before moving patients into Metropolitian? What is the estimated cost?

Answer. Changes or renovations consist of additions of wall partitions, removal of/or addition of doors in several areas, e.g. cafeteria, library, recreation, addition of clinic areas and dental offices, addition of smoke doors.

Estimated Cost: $325,000.

*Question.* What are your plans for transferring patients and staff at Glenn Dale?

Answer. All Chronic Disease patients would be transferred to Metropolitan except for the 32 children who would be transferred to Forest Haven and 10 handicapped children who will be transferred to D.C. Crippled Children's Hospital.

Tuberculosis patients would be transferred to D.C. General Hospital.

Staff—The laundry, laboratory and surgical personnel would be transferred to D.C. General Hospital and with the increased manpower, DCGH will assume responsibility for providing these services to the Metropolitan Hospital.

*Question.* What plans do you have for the building and land if Glenn Dale is closed?

Answer. The Community Health and Hospitals Administration has no immediate plans for alternative use of Glenn Dale Hospital's buildings and land.

NARCOTICS TREATMENT ADMINISTRATION

*Question.* The target group for primary education program for youth 5–24 years old had remained fixed at 274,000 over the last 3 years. Why has the number of persons contacted fallen from 50,000 to 30,000? (JA–49–3)

Answer. The number of persons contacted (by which we mean face to face contacts, primarily in speaking engagements and drugmobile activities) has fallen due to cutbacks in staff which we have experienced. Between FY '74 and FY '75, we have experienced a (38% reduction) in staff. A corresponding reduction in the number of persons contacted (40% reduction was the result).

*Question.* What is the general situation with respect to drug abuse in the City at the current time? How many addicts are receiving DHR treatment at the present time? Why is a 50% increase in admissions predicted for this fiscal year. (JA–49–15) Why is the average daily population going down in 1976 when all other program measures are up? What has the actual program measures been for the first 6 months of 1976.

Answer. Using the Badden Formula "for every overdose death there are 200 addicts in the community" (overdose deaths for calendar year 75 were 34 the conservative estimate is 12,000 to 15,000 addicts in the City. As of January 20, 1976, there are 1964 addicts receiving treatment in DHR. The information contained in page JA–49–15) was in error due to typographic, the corrected figures are as follows:

| | Fiscal year— | |
|---|---|---|
| | 1975 | 1976 |
| Total admissions | 3,126 | 4,521 |
| Total new admissions | 976 | 1,606 |
| Total readmissions | 2,150 | 2,915 |

A decrease in the average daily population in 1976 accured as a result of our attempt to come into compliance with FDA regulatory requirements we mandated a "21 day detoxification for those individuals who fail to meet the criteria i.e. (at least two years of drug addiction) for Methadone maintenance treatment".

Actual program measures for the first six months of FY–76 are as follows:

| | |
|---|---|
| Total admission (during the year) | 1,817 |
| Total new admissions served (end of year cumulative) | 747 |
| Total readmissions served (during the year) | 1,070 |
| Patient population (end year as of Dec. 31, 1975 | 1,986 |
| Average daily patient population | 1,961 |
| Average employed patient population | 666 |
| Average time retained in program (months) | 6 |
| Patient population (beginning of year) as of Jan. 1, 1976 | 1,986 |

*Question.* How much premium pay is not expended to provide coverage at the Superior Court on Saturdays and Holidays? Why does it require three GS–6 Social Service Assistants to provide this coverage? (JA–49–10)

Answer. During the period July 5 thru January 20, a total of 1,820.52 has been expended to provide coverage for the Diagnostic and Testing Unit operated by the Narcotics Treatment Administration in the Superior Court of the District of Columbia. This total covers the Saturday pay for three (3) Counselors for the date of July 5, 1975 (216.72). This pay was computed at a GS–6/2 rate. There has been nine (9) legal holidays that three (3) GS–6/2 Counselors have been paid at the rate of $9.90 per hour for a total of $1603.80. This gives us a grand total of $1,820.52.

Our studies over the pass four (4) years reflect that the average daily lock up of the Superior Court Adult Branch has ranged from a low of 53 defendants to a high of 78 and based on this, these figures we have found that an exceptional service can be performed with three (3) Counselors on a holiday basis.

It is necessary for this operation to function on the same schedule of the Superior Court's schedule. These three (3) counselors provide a much needed service to the Court in that they conduct a diagnostic interview on each defendant appearing in the daily lock-up of this Court. They receive from each defendant a urine specimen, which is tested the same day in the site laboratory that it is also located in Building A of the Superior Court. The background information that is ascertained from each defendant as well as the results of his urine test is provided to the D.C. Bail Agency as well as the Judge setting in the Arraignment Court. With this background information the Judge is therefore better able to determine whether a suspect is a good bond risk, and if so what the appropriate conditions of bond should be.

SUBCOMMITTEE RECESS

Senator CHILES. The subcommittee will be in recess until 10 a.m. tomorrow when we will consider the budgets of the Department of Environmental Services and Transportation.

[Whereupon, at 3:30 p.m., Wednesday, January 21, the subcommittee was recessed, to reconvene at 10 a.m., Thursday, January 22.]

# DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1976

THURSDAY, JANUARY 22, 1976

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

The subcommittee met at 10:10 a.m., in room 1114, Everett McKinley Dirksen Office Building, Hon. Lawton Chiles (chairman) presiding.

Present: Senator Chiles.

## DISTRICT OF COLUMBIA

### DEPARTMENT OF ENVIRONMENTAL SERVICES

**STATEMENT OF WILLIAM McKINNEY, DIRECTOR**

**ACCOMPANIED BY:**
**JOHN INGRAM, ASSOCIATE DIRECTOR**
**EDWARD LINGENFELTER, CHIEF, BUDGET AND FINANCE DIVISION, OFFICE OF EXECUTIVE MANAGEMENT**

#### BUDGET REQUEST

Senator CHILES. The subcommittee will now consider the budget estimates for the Department of Environmental Services. The 1976 budget request is in the amount of $56,245,200 and a total of 2,966 positions. Now this compares with $49,848,800 appropriated last year and the number of positions requested is an increase of 121 over the amount, that can be sustained by the adjusted base.

Mr. McKinney is the Director and Mr. Lingenfelter, the Chief of the Budget and Finance Division; Mr. Ingram is also present.

Mr. McKINNEY. Good morning, sir.

#### POLICY STATEMENT, BUDGET SUMMARY, AND PREPARED STATEMENT

Sir, we do have a prepared statement that we would like to submit for the record.

Senator CHILES. We would be happy to print that in full in the record after we place in the record the agency policy statement and budget summary. Would you give us a digest.

[The statements and summary follow:]

## POLICY STATEMENT

The Fiscal Year 1976 budget request for the Department of Environmental Services is $56,245.2 and 2966 positions to carry out its basic program responsibitlities. This is an increase of 12,989.8 and 121 positions over the 1975 adjusted base. The budget has been developed within the constraints established by the Mayor-Commissioner.

The mission of the Department is to assure a safe, healthful and esthetically attractive environment in the District of Columbia which will make a positive contribution to improvement of the health and welfare of all residents and visitors. Fundamentally, the jobs of this Department are:

1. Water Distribution
2. Sanitary Sewage Collection
3. Wastewater Treatment
4. Stormwater collection and disposal
5. Collection of solid waste from all residential properties of less than four families
6. Disposal of all Solid Waste collected within the District of Columbia
7. Community Beautification
8. Health inspection services (food operations, drug and chemical control, vacant land, public space, commercial establishments, nursing homes, etc.)
9. Institutional Hygiene and Radiological Health and Research
10. War on Rats
11. Air, Water Quality and Noise Control

This Agency is funded from four fund sources, General, Water, Sanitary Sewage Works and Metropolitan Area Sanitary Sewage Works. The usage of these funds is restricted by the D.C. Code Sections 43-1522, 43-1603 and 43-1621.

We are continuing to refine our input-output measures in order to provide adequate information for measuring employee productivity and progress being made toward goal attainment.

The following deals with specific budget items of primary concern to the Department:

Water Distribution - The budget request provides 489,100 for four months funding for a proposed program of city maintenance of water services between the public watermain and the property line to relieve property owners of this sometimes heavy cost burden.

Other increases of 413,000 are requested to permit continuance of programs at the 1975 level.

Sewage Collection System - As in water it has been proposed that the City assume maintenance of house sewer laterals. Most city sewer stoppages result from root intrusions or the accumulation of debris in too flat or reverse grade sewers. The assumption of this cost would require additional resources of $569,100

The National Pollution Discharge Elimination System permit issued by the Environmental Protection Agency requires that a combined sewer overflow monitoring program be implemented to determine the frequency, duration and volume of flows and the quantity of wastes discharged from each of the 58

discharge points into the Potomac and Anacostia Rivers, Rock Creek and Little Falls Branch. This program will cost $ 29,000.

Environmental Protection Agency regulations require that infiltration into sewers be limited. To monitor this an expanded TV-inspection program is mandatory. We are requesting $122,000 for this program.

Other increases of $421,000 are for continuance of ongoing programs at the 1975 level.

Wastewater Treatment - In June, 1974, the Blue Plains Sewage Treatment Agreement was signed by the District of Columbia and the various jurisdictions in Maryland and Virginia which contribute to the total wastewater flow to the Treatment Plant. Allocation of flows and interim chemical treatment measures were established along with responsibility for sludge disposal. In that same month the Discharge Elimination System permit took effect. That Permit set standards of effluent quality, established a construction timetable, set penalties for non-compliance and required discharge monitoring. As a result of that Agreement the following budget increases are required:

(a) 146,000 tons of sludge captured through interim chemical treatment and in excess of the capacity of the plant digestion system must be dewatered in the raw state. This sludge is to be disposed of at sites in Montgomery and Prince George's Counties. The estimated cost of this disposal is $2,200,000 requiring a budget increase of $1,793,000.

(b) Digested sludge disposal will cost an additional $887,100 resulting from increased hauling distances, strict site control and costly containment procedures.

(c) Additional laboratory analyses for monitoring discharges ($24,300)

(d) Additional chemical requirements for the interim chemical treatment program $1,049,600.

Expanded treatment facilities are being phased into operation as they are completed. Additional secondary facilities are scheduled for completion in July, 1975, and the Solids Processing facility will be completed in April, 1976. These two facilities are integral to each other. Three months staffing funding is required ($27,900) along with 10 positions.

Maintenance Services - Water Resources Management - Fourteen additional positions are required to provide adequate operation and maintenance for ten additional stormwater and sanitary sewage pumping facilities that have been placed in service during the past six years without corresponding maintenance increases. The cost of this staffing is $83,500.

Thirty-nine positions and 304,900 are required to adequately operate, maintain and repair additional facilities, systems and equipment at the Wastewater Treatment Plant.

Costs of electrical energy have risen drastically during the past two years as a result of rate increases and fuel adjustment charges. An increase of 1,120,000 is required in 1976 over a base of $1,698,700.

A survey of Water Resources Management facilities indicates major areas of substandard compliance to the Occupational Safety and Health Act. The estimated cost of program to bring the facilities into compliance is $700,000. A seven year program is proposed, at an annual cost of $100,000 to accomplish this task.

Other increases of $300,000 are for maintaining systems at adequate, reliable levels.

Solid Waste Collection - Considerable effort is devoted to improving operating efficiency in solid waste collection operations. To improve employee utilization on non-household collection days collection crews are assigned other duties such as cleaning streets and alleys and collecting discarded furniture and appliances. Base funds in the 1976 budget provide for the purchase of 41 new refuse compactors of various sizes. Four of these units will be of 10 cubic yards capacity to collect on routes with narrow alleys where it is difficult to use the larger units. A route evaluation will determine where we can gain the most efficient use of these smaller trucks.

Budget increases of 1,827,500 provide program continuance at the 1975 level.

Solid Waste Disposal - Waste disposal capability in F.Y. 1976, based on the 1975 resource allocation is as follows:

1. Mt. Olivet Transfer Station.....104,400 tons per year
2. New Jersey Avenue and K Street Transfer Station.....50,895 tons per year
3. Solid Waste Reduction Center.....264,393 tons per year

Disposal capability falls short of the estimated tons to be disposed of by 83,680 tons. 43,680 tons of this will be disposed of through a joint project with PEPCO in which 168 tons per day of processed refuse will be provided PEPCO to be used as fuel. 40,000 tons is estimated to be attributable to the Bicentennial.

$469,200 is provided in the budget to replace eight tractor trailers which haul solid waste from transfer stations in the District to the I-95 Sanitary Landfill. This is the first year of a four year replacement program for vehicles which were purchased in 1972 and have a three year life expectancy.

300,000 is required to transport incinerator residue to the I-95 landfill. The residue is now being stored at Oxon Cove but that site is filled to capacity. An additional $18,750 is required to pay the 25¢ per ton surcharge to the Northern Virginia Regional Park Authority in accordance with the Regional Agreement for the disposal of solid waste at Lorton.

Environmental Health Administration - The Department of Health, Education and Welfare has indicated that there will be a 22% to 35% reduction in the War-on-Rats Grant in Fiscal Year 1976. Along with continued maintenance of the present target areas expansion to Service Areas 1 and 2 is the next endeavour in the program. Without the $86,400 requested in the 1976 budget adequate maintenance of the current areas will be difficult.

Administration - An Employee Health Program is proposed in 1976 which is estimated to cost $49,600. The Department has a contractual responsibility for employee health care, in addition, this type of program is a mandate of the Occupational Safety and Health Act.

Considerable additional information is included in the formal budget request. The above highlights some of the issues facing this Department.

Summary of 1976 Budget Estimates

APPROPRIATION: Environmental Services

Office: Department of Environmental Services

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 3,122 | $41,596.2 | 3,260 | $49,848.8 | 2,966 | $56,245.2 | -294 | +$6,396.4 |

Analysis of 1976 Change:

| | | | |
|---|---|---|---|
| Base adjustments: | | | |
| 1. Non-recurring - pay raise supplemental .... | | ... | -3,252.1 |
| 2. Non-recurring - electricity supplemental .. | | ... | -600.0 |
| 3. Transfers out: | | | |
| Municipal Planning Office ..... | | -2 | -47.6 |
| Share Computer Center - Office of Budget and Management Systems ..... | | ... | -125.0 |
| 4. Base reductions ..... | | -413 | -2,568.7 |
| Total, base adjustments ..... | | -415 | -6,593.4 |
| Program increases: | | | |
| 1. Annualization of approved fiscal year 1975 positions ..... | | ... | +381.2 |
| 2. Pay raise annualization ..... | | ... | +3,980.3 |
| 3. Administration | | | |
| Employee health program ..... | | ... | +49.6 |
| 4. Water Resources Management Administration: | | | |
| Staffing and Maintenance: | | | |
| Sewage Disposal Plant | | | |
| WG-9 Operator ..... | 10 | 27.9 | |
| Sanitary and Stormwater Pumping Facilities: | | | |
| WG-11 Machinist/Pumping Engineer Repairer ..... | 1 | 5.9 | |
| WG-11 Electrical Mechanic ..... | 3 | 17.8 | |
| WG-10 Fixed Industrial Equipment Operator .... | 5 | 32.6 | |
| WG-10 Sewage Plant Mechanic ..... | 2 | 11.4 | |
| WG-7 Maintenance Worker | 3 | 15.8 | |
| Wastewater Treatment Plant: | | | |
| GS-11 Electronic Technician ..... | 2 | 8.0 | |
| GS-9 Electronic Technician ..... | 2 | 6.7 | |
| GS-7 Electronic Technician ..... | 2 | 5.5 | |
| WL-10 Refrigeration and Air Conditioning Leader ..... | 1 | 3.1 | |

| | | |
|---|---|---|
| WG-5 Refrigeration and Air Conditioning Helper | 2 | 4.5 |
| WG-10 Pipe Fitter | 2 | 6.0 |
| WG-5 Pipe Fitter Helper | 2 | 4.5 |
| WG-5 Electrical Mechanic Helper | 5 | 11.8 |
| WG-8 Sewage Plant Mechanic | 4 | 11.0 |
| WG-5 Sewage Plant Mechanic Helper | 2 | 4.5 |
| WG-11 Metal Worker | 2 | 6.3 |
| WG-10 Fixed Industrial Equipment Operator | 5 | 14.7 |
| WG-6 Maintenance Worker | 1 | 2.4 |
| WG-3 Laborer | 7 | 16.0 |
| Contractual services | .. | 4.0 |
| Supplies and materials | .. | 21.0 |
| Equipment | .. | 150.9 |
| Proposed regulation for city to maintain water services connections: | | |
| WG-10 Water Services Worker | 4 | 15.5 |
| WG-8 Water Services Worker | 3 | 10.6 |
| WG-6 Water Services Worker | 6 | 19.5 |
| Contractual services (cost of repaving to Highways and Traffic) | .. | 135.0 |
| Supplies and materials | .. | 73.0 |
| Equipment (backhoe-loader 2 - $60.0, dump truck/hoist 3 - $75.0, panel truck 3 - $37.5, compressor 3 - $30.0, tapping machine 3 - $3.0, and pneumatic equipment $30.0) | ... | 235.5 |
| To provide laboratory analyses: | | |
| GS-7 Physical Science Technician | 3 | 10.8 |
| Contractual services: | | |
| Sludge disposal of interim program (raw sludges) | .. | 1,793.0 |
| Sludge disposal of basic program (digested sludges) | .. | 887.1 |
| Supplies and materials for interim program (ferric chloride $554.0 and polymer $495.6) | .. | 1,049.6 |
| Equipment (liquid chomatograph system for pesticide residue determination) | .. | 9.0 |
| Combined Sewer Monitoring Program: | | |
| GS-9 Engineering Technician | 1 | 4.4 |
| GS-7 Engineering Technician | 1 | 3.6 |
| Supplies and materials | .. | 5.0 |
| Equipment (3/4 ton truck with special equipment 2 - $13.0, refrigeration equipment $3.0) | .. | 16.0 |
| Sewer TV Inspection: | | |
| WG-8 TV Operator | 1 | 4.0 |
| WG-7 Asst. TV Operator | 1 | 3.8 |
| WG-6 Sewer Service Worker | 2 | 7.0 |
| Supplies and materials | .. | 2.5 |
| Equipment (van type inspection units 2 - $90.0, TV cameras 2 - $6.0, TV recorder $3.0, TV inspection monitors 2 - $1.2, sets of cable 6 - $4.5) | .. | 104.7 |
| OSHA - contractual services | .. | 100.0 |
| Maintenance and House Sewer Laterals: | | |

| | | | | |
|---|---|---|---|---|
| GS-9 Engineering Technician ... | 1 | 5.0 | | |
| Roding Operations: | | | | |
| WG-9 Plumber ..... | 5 | 23.3 | | |
| WG-6 Plumber's Helper ..... | 5 | 20.3 | | |
| Repair Operations: | | | | |
| WG-10 Plumber ..... | 3 | 15.6 | | |
| WG-10 Equipment Operator ..... | 3 | 15.7 | | |
| WG-6 Plumber Helper ..... | 9 | 40.6 | | |
| Contractual services - repaving by Highways and Traffic ..... | .. | 13.1 | | |
| Supplies and materials (sewer pipe and jointing material $30.0, replacement and misc. tools $18.8, construction materials $9.4, equipment maintenance $18.8, and gasoline and tires $7.5) ..... | .. | 84.5 | | |
| Equipment (6,900 GVW van 6 - $36.0, 15,000 GVW utility truck 4 - $100.0, backhoe 3 - $75.0, trenching machine 3 - $60.0, drilling machine 4 -$30.0, mobile compressor - towed 5 - $30.0, roding equipment 8 sets - $20.0) | .. | 351.0 | | |
| Supplies and materials ..... | .. | 88.5 | | |
| Equipment ..... | .. | 74.8 | | |
| Contractual services ..... | .. | 300.0 | +111 | +5,914.3 |
| 5. Solid Waste Management Administration | | | | |
| Supplies and materials (increase in usage) ..... | .. | 297.4 | | |
| Transporting incinerator residue to I-95 Sanitary Landfill ..... | .. | 318.7 | | |
| Replace eight tractor-trailers which haul solid waste from transfer stations to I-95 Sanitary Landfill ..... | .. | 470.0 | ... | +1,086.1 |
| 6. Environmental Health Administration | | | | |
| Conversion of Expiring War on Rats Grant to D. C. Appropriated funds: | | | | |
| GS-11 Sanitarian ..... | 1 | 15.9 | | |
| GS-9 Sanitarian ..... | 2 | 26.8 | | |
| GS-5 Sanitarian ..... | 1 | 9.0 | | |
| WG-4 Pest Controller ..... | 2 | 17.9 | | |
| WG-2 Pest Controller ..... | 4 | 16.8 | +10 | +86.4 |
| 7. Inflationary increases - agency wide ..... | | | ... | +1,491.9 |
| Total, program increases ..... | | | +121 | +12,989.8 |

STATEMENT OF WILLIAM C. McKINNEY

Mr. Chairman:

The Fiscal Year 1976 operating budget request for the Department of Environmental Services is $56,245,200 and 2,966 positions to carry out its basic program responsibilities. This represents an increase of $12,989,800 and 121 positions over the 1975 adjusted base. In addition, the budget request includes $22,551,000 for capital improvements. The budget has been developed within the constraints established by the Mayor and will permit a continuation of services at essentially the same levels as Fiscal Year 1975 with minor exceptions which I will cover later in my statement.

The Department of Environmental Services has the legal responsibility to provide essential services which have a direct and immediate impact on the health and welfare of the residents and visitors to the District. These primary areas include:

A. The delivery of a safe and adequate water supply throughout the District of Columbia requiring the maintenance and operation of the 1,400 miles of a complex water distribution system.

B. The collection and treatment of liquid wastes (sanitary sewage and stormwater) through the 1,810 miles of sewers and operation of the Blue Plains Sewage Treatment Plant.

C. The collection of all residential refuse from properties housing up to four families and the safe and sanitary disposal of all solid waste generated within the District.

D. The enforcement of environmental regulations dedicated to the creation of a healthful and wholesome environment throughout the District including those dealing with food sanitation, water quality, air quality, institutional sanitation, rodent control, and related activities.

Most of the increases reflected in the request are mandated by the same inflationary pressures which plague our total economy. The Department is one of those with a continuing high requirement for materials and energy, all of which have shown a dramatic increase in cost over the past twelve months. The operation of our water and sewerage systems are energy dependent for example, and the power costs are expected to increase by $1,789,000 during the coming year. Similar inflationary pressures are being experienced in our purchase of necessary materials, chemicals, and supplies and repair parts for the mobile fleet. A further substantial budgetary increase relates to funds for within-grade pay increases throughout the Department and the annualization of approved fiscal year 1975 positions. These mandated increases constitute a severe strain on the budget of the Department and will permit only a modest change in level of service and initiation of limited program activities to better serve the residents of the District.

Every effort is being made through the restructuring of activities to better utilize the funds available to the Department. A major factor in achieving such improvements has resulted from the further refinement of our productivity indicators as a basic mechanism and tool for management to better utilize staff and resources throughout the Department. These input/output measures provide essential information on which we can better evaluate employee productivity and progress being made in the attainment of identified goals. The budget request identifies basic goals established in the several program areas. We are working on a Departmental Plan which will better define these goals of the various activities with a high degree of sophistication in order that we can better determine the productivity levels down to the day-by-

day work activities of the Department. The more successful measures we have been using relates to the Collection Effectiveness Rating System (CERS) which provides the mechanism whereby we can measure the cleanliness of streets and alleys as well as the environmental level of residential neighborhoods throughout the District. These findings relate directly to the refuse collection operations as a measure for judging their effectiveness as well as identifying those sections of the City where an increased input is needed in order to achieve a desirable level of environmental sanitation. The following information deals with those specific budget items of primary concern to the Department and highlights certain issues with which we are faced in the delivery of services by the Department.

WATER RESOURCES MANAGEMENT

While not immediately responsible for the adequacy of the District water supply, the Department in cooperation with the Washington Aqueduct, Corps of Engineers, has had a continuing involvement in connection with this problem. The District of Columbia is in the unusual position for a major urban jurisdiction of having to depend on the Potomac River as the single source of supply with a system having a limited storage capacity of approximately two days. The low flow of record in the Potomac River was 388 million gallons a day as compared to a high demand experienced last summer of 448 gallons per day. It is obvious that in the event these two occurrences should occur simultaneously, the District would experience a dramatic and critical crisis in supplying water to its customers. Some action has been taken by the Congress to correct this through the authorization of the design for two dams located at Verona, Virginia and Sixes Bridge, Maryland to impound waters which could be released at times of low flow in the Potomac. This legislation also authorizes the construction of a pilot water treatment plant to explore the potential for use of the upper estuary as a source of water supply for the District. There are serious questions as yet unresolved regarding the use of the upper estuary as a basic source of raw water supply for the District because of potential health hazards. The upper estuary receives flows from our combined sewer system during wet weather periods. Any facility designed to treat estuary water for human consumption would have to be able to guarantee the absolute purity of the water delivered from the treatment plant to the distribution system 24 hours per day, 365 days per year. The Corps of Engineers is proceeding with the design of an emergency pumping facility at Chain Bridge to deliver upper estuary water to the Dalecarlia Plant for some limited period of time at a designed rate of 100 million gallons a day. The pumping facility represents only a short range answer to the problem of an assured safe water supply for the District.

WATER DISTRIBUTION SYSTEM

One of the new program activities included in the budget request provides for the assumption by the District Government of responsibility for the maintenance of water service lines between the street water mains to property lines of the properties served. Such maintenance is normally the responsibility of the municipal water agency in practically every urban area of the country. Both the legislative and executive branches of the District Government have agreed to the need for such a program and the necessary implementing legislation is in final draft. In a recent court action, the District was ordered by the Court to assume this responsibility. By assuming costs for maintenance of the water service line, the current catastrophic impact on individual property owners at the time of a water service line failure will be prevented by a sharing of risk by all owners. Many owners are not in a financial position to properly deal with such emergency costs. The program will, in effect, be funded by water service charges paid by property owners served by the system. We are requesting $489,000 and 13 positions to initiate this program.

It must be realized that the distribution system requires continuing maintenance in order to assure its safe operation. This involves the periodic check and operation of some 26,230 valves and 9,124 fire hydrants in the system. Unless such periodic maintenance is provided, there can be no assurance that the valves and hydrants will operate properly at the time of emergencies. Water meters must be checked and repaired on a continuing cycle. (The current cycle is once every 14 years). Improper maintenance of water meters would seriously compromise our ability to make proper charges to property owners for water used. This item is reflected in the budget request as mandatory increases to cover the costs of power, materials, and staff to maintain the current level of service to the water distribution system. Work is proceeding on fully automating the water and sewer billing operations. We estimate that the new system will be operational within the next twelve months.

SEWAGE COLLECTION SYSTEM

The budget request provides for the institution of a new activity whereby the District would assume the responsibility of maintenance of the building sewer between the street sewer to the property lines of the property served. This is essentially a companion program to the one previously described relating to the responsibility for water service pipes. The same reasons apply in justifying the need for such a program and will work to the benefit of all property owners by a sharing of the financial risk involved. Again, this will require legislative action on the part of the Council. We are requesting $569,100 and 26 positions in order to initiate this activity.

There are two activities which have been mandated by the Federal Environmental Protection Agency under its National Pollutant Discharge Elimination System (NPDES). The two programs provide for (1) a monitoring of overflows from the combined sewer system into the waters of the District and (2) the conduct of studies on infiltration and inflow into the sewer system. Both programs are related to the enforcement program of EPA under the provisions of the Federal Water Pollution Control Act (P.L. 92-500). As you know, approximately 40% of the District is served by combined sewers which, during periods of rain, permit the discharge of excess flows including raw sewage into the waters of the District. Infiltration and inflow studies are predicated on the need to reduce such infiltration and inflow to the absolute minimum in order to prevent overload of the sewage treatment plant and the greatest possible reduction of flows to the plant with a concurrent savings in operation that will result. Six positions and $151,000 are requested to initiate these required programs.

Through some restructuring of operations and a redirection of funds, it has been possible to step up our catch basin cleaning program. There are a total of 26,900 catch basins on the sewer system, and their continued operation requires a heroic effort on the part of the Department. Clogged catch basins with the attendant difficulties of flooding are our most prolific source of complaints relative to the operation of the sewer system. It is our hope that improved street and alley cleaning programs will be able to reduce to some degree the number of stoppages which result primarily from the deposit of street debris in the catch basin with the resultant clogging of the sewer connection. Current resources permit only 10,000 catch basin cleanings per year as against a projected need of some 54,000 such cleanings a year. The budget request reflects only the increased costs in materials, supplies, and equipment necessary for the routine maintenance of the sewer system in the amount of $163,300.

WASTEWATER TREATMENT (BLUE PLAINS)

Probably the most dramatic escalation in costs which have been experienced by the Department has been the increase from an estimated $360,000,000 to $488,000,000 for the completion and upgrading of the sewage treatment plant to handle an average daily flow of 309 million gallons. These costs may be subject

to some change based on the action taken by the Environmental Protection Agency in deferring the construction of the denitrification facility at the treatment plant and their suggestion that alternative methods be explored for the disposal of sewage sludge other than incineration as originally proposed. While we are concerned with the initial capital investment represented by the plant, we are also concerned with the continuing escalation of operating costs for the upgraded facility. It is estimated that when the expanded plant comes to life, operational costs will be approximately $45,000,000 a year without denitrification as compared to the operational costs for the original plant of approximately $7,000,000 per year. The District's share of the operating costs (approximately 50%) will have to come from the sewer service revenue charges to all properties served by the system. A legislative proposal proposing increases in the water and sewer service rates was approved by the Council effective July 1, 1975.

The sum of $2,983,700 is being requested for the disposal of sewage sludge, both raw and digested. Sludge disposal from the treatment plant represents a continuing problem for which no final solution has yet been found as noted above. The problem stems in large measure from the increased amounts of sludge produced by interim chemical treatment and the increased handling costs in delivering the sludge to land disposal sites in Montgomery and Prince Georges Counties. We are currently operating under an EPA mandate to produce an effluent having a bio-chemical oxygen demand of less than 100,000 pounds per day. This necessitates the use of chemical treatment with a concurrent major increase in the amount of sludge produced. The raw sludge produced presents an extremely difficult type of material with which we have to deal as compared to digested sludge which is usually an innocuous type of material suitable for surface land disposal. The Blue Plains agreement establishes stringent requirements pertaining to site selection, disposal operations, site management, and increased hauling distances with proportionate increases in costs of disposal.

The Department is cooperating with the Federal Department of Agriculture and the Maryland Environmental Service in composting studies of raw sewage sludge. Results of the studies are quite promising and depending on market potential, may provide a disposal process at a reduced cost. Other studies on the drying of raw sludge are being conducted by a private concern at the treatment plant. We hope to explore the potential of the use of a filter press to produce a sludge cake sufficiently low in moisture to support combustion. Hopefully, better and less costly methods of sludge disposal will be developed.

The Federal Discharge Permit (NPDES) previously referred to requires a substantial expansion in laboratory work particularly on the analysis of effluent quality from the plant for various pollutants such as BOD, suspended solids, heavy metals, and similar indicators. The District is required to submit quarterly reports on effluent quality in order to be in compliance with mandated levels of pollutants in order to maintain the permit in force. The budget request is for $24,300 and 3 positions in order to provide the necessary laboratory staff for this purpose.

The budget contains an item for $1,171,300 to cover the cost for chemicals used in the interim treatment referred to previously. This interim treatment will have to be continued pending completion of the upgrading of the sewage treatment plant. Also, the budget provides for $27,900 and 10 positions for additional staff to operate the new secondary treatment and sewage solids processing facilities which will be brought on line in fiscal year 1976. An increase of $304,900 and 39 positions is also being requested for maintenance operations at the sewage treatment plant. As the treatment plant continues to

grow in size, complexity and age, there is a parallel need for higher investment to insure operation, maintenance and repair. It is obvious that the capability of the plant to produce the highest possible quality of effluent is dependent on its physical condition as well as the competency and adequacy of the maintenance staff.

WATER RESOURCES MANAGEMENT (Miscellaneous)

Additional staff is needed to properly operate and maintain 10 sewage pumping stations which have been brought on line during the past six years. This is the first request for such maintenance staff which is now urgently needed to insure continued trouble free operation of the stations. Maintenance can no longer be deferred without risking serious disruption of the system and the development of attendant health hazards. A total of $83,500 and 14 positions is being requested for this purpose.

Many of the Water Resources Management Administration facilities fail to meet the minimum levels for safety and health protection as required under the Federal Occupational Safety and Health Act. It is estimated that a total of $700,000 will be needed in order to provide the necessary physical improvements. We are planning on conducting an upgrading program of all facilities over a seven year period and the $100,000 requested in the FY '76 budget represents the first year's cost of such a program. This Department has little choice in this matter since we are subject to enforcement action to comply with the minimum Federal standards that have been established.

The total electrical system serving both the water distribution system and the sewerage systems have become increasingly sophisticated, consisting of a complex high voltage electrical system which requires a level of maintenance beyond the capabilities of the Department. The continued operation of the water and sewer systems is dependent on the uninterrupted availability of electricity at all times. It is our considered judgment that the contractual method of providing the necessary maintenance is the best method to insure such availability and, concurrently, to deal with the serious problems of electrical safety throughout the system. Some $300,000 is being requested for this purpose.

ENVIRONMENTAL CONTROL PROGRAMS

The environmental control programs for the Department are carried on by the Environmental Health Administration. These activities cover the full spectrum of environmental programs with emphasis on their regulatory aspects in such areas as water supply, food hygiene, air pollution control, vector control, radiation, occupational health, noise, and solid waste. In this latter instance, the EHA is primarily concerned with the policing and surveillance of the solid waste operations on a District-wide basis. The surveillance program will be established on a service area basis with one surveillance officer per service area.

The budget request for 1976 provides for the same level of service in this area as in FY 1975. There is a request in the budget for $86,400 and 10 positions to support the War on Rats program. These funds will be used to replace the reduction in Federal funds for the program in FY '76. The Department has been advised by HEW that the level of Federal support will be reduced from $427,000 to $340,000. This is one of the more productive programs of the Department with high visibility that has received tremendous support at the neighborhood and community level. The loss of momentum at this time would be critical and past gains would be negated. I know of no single activity which has had a more direct impact on improvement of environmental conditions in many of the areas of the District than the War on Rats program.

Provision has been made in the budget for some increase in the level of air pollution control in order to maintain the matching requirements so that the District can continue to qualify for program support funds in this area from the Federal Environmental Protection Agency. I am pleased to report

that the quality of air within the District continues to improve and in the case of particulates and sulfur oxides we are already meeting the mandated levels of quality established by the Federal Government. The Department is achieving notable success in the installation of vapor recovery systems at filling stations which will have an immediate impact on the hydrocarbon levels within the District air.

We anticipate additional demands on our regulatory programs during the Bicentennial year due to anticipated influx of visitors and the attendant environmental problems. It is hoped that through some minor changes in activities and some modest Federal grant support that most of the demands can be met.

SOLID WASTE MANAGEMENT ADMINISTRATION

The problems associated with the collection and disposal of solid waste within the District, including the cleaning of streets and alleys, generates more citizen interest and response than any other activities being carried on by the Department. Through a restructuring of operations, we have been able to increase the efficiency of collection as reflected in the reduced number of complaints we receive from residents. An increased level of productivity has been achieved by our staff through cooperative agreements with the union whereby additional work assignments are made for Wednesday, Thursday, and Friday operations directed primarily to the cleaning of streets and alleys.

The delivery of new street cleaning equipment last August has enhanced our ability to establish a meaningful street cleaning program throughout the District. The Clean City Program (CCP) is moving into the third phase of the Arterial Street Cleaning program. With the additional resources provided for the CCP, particularly the nine new street sweeping machines, we will be cleaning 900 curb miles, weekly, beginning January 15, 1976, an 80% increase over the second phase level. Our next target is the establishment of a Residential Alternate Side Street Sweeping program. Specific requests have been received by some six neighborhoods for such a program and actual implementation of the program is scheduled for April, 1976. Over the 18 months of the CCP, we have cleaned and bollarded some 500 vacant lots. The assignment of a "sanitation" officer to each of the nine service areas in the City has been helpful. These officers police their respective areas and through education and regulatory authority are able to not only prevent but solve environmental problems at the community and neighborhood level. I am pleased to say that the CCP is having a marked impact in the improvement of environmental quality in the District.

The current union contract provides for the initiation of detailed studies on methods of collection including but not limited to type of equipment and crew sizes. We have completed two studies; namely, (1) the elimination of bulk pickup on Wednesdays in Service Area 7, and (2) a study of the efficiency of the three man collection crews in Service Area 1 through 6 utilizing two such teams in each of the service areas under study. The studies have shown that the Wednesday bulk collections can be combined with the regular Thursday or Friday collection without creating any work load problems. Also, the study provided conclusive findings that a three man collection crew is more productive and that the crew size could be reduced from four men to three men without exceeding the task level assignments for the crews. The results of the study have been sent to the union for their information. We propose to act on both items within the next few weeks. This realignment of collection crew assignments will permit transfer of personnel to street and alley cleaning activities where an expanded effort is so desperately needed.

A critical area in the operation of our collection system relates to the age of the current fleet of 113 compactor trucks. The trucks are approximately six years old and have outlived their expected life of five years. Direct evidence of the deteriorating quality of the fleet is evidenced by the substantial increase in required maintenance. Thirty-four were replaced with Fiscal Year '75 funds and the Fiscal Year '76 base budget provides for the purchase

of an additional 41 compactor trucks which will permit the retirement of many of our older units which are having serious maintenance problems.

The budget also provides for an increase of $469,200 in order to permit the purchase of eight new tractor-trailer units used for the transport of solid waste from transfer stations to I-95. The present fleet of 33 units is now over three years old. The maintenance costs incident to the aging of the fleet dictate their replacement at the earliest possible moment. It should be realized that these tractor-trailer units have been subjected to extremely heavy usage, many of them operating up to 16 hours a day.

The Department is faced with the problem of removing some 75,000 tons of residue from Solid Waste Reduction Center No. 1 which has been temporarily stock-piled at Oxon Cove. The storage capability of the site has been exhausted and it is now necessary to transport the "mined" residue to I-95 for final disposal. The "mining" operation has resulted in some reduction in volume by the recovery of metal from the residue. The transport of the residue to I-95 will be accomplished through contract with private haulers at a cost of $318,750 since the Department does not have the resources to move the material. A further item relative to the I-95 operation is represented in the $18,750 charge covering the 25¢ per ton surcharge on all waste delivered to I-95. These funds are to be used to develop a recreational complex on the Lorton site.

The problem of disposing of approximately 503,000 tons of solid waste annually has been the subject of long and continuing review. The Department submitted to the prior Council a "Solid Waste Disposal Action Program" in March 1974 designed to meet the current requirements in our Air Pollution Control Implementation Plan and Regulations relating to Solid Waste Reduction Center No. 1 (SWRC #1). Recent developments emanating from the legal action that has been brought against the Department on the operation of the incinerator have created certain problems which we will have to deal with on a more immediate basis. The District is currently in the process of developing an alternate emergency plan of operation which would permit us to handle the 1,000 tons per day now being burned at the incinerator. Our long range plan of March, 1974 provided for the phasing-in of new transfer facilities, modification of certain of the transfer stations now in use by the District, and the purchase of tractor-trailer units in order to permit the final closing of the incinerator. The Department is concerned about the Council mandate to close the incinerator on January 1, 1977 and the lack of resources, including budgetary support, to carry out the mandate. Since the incinerator is meeting both the Federal and District emission standards, we plan to request permission for continued utilization of the incinerator. If such permission is not granted, increased budgetary support in the amount of approximately $2,000,000 annually will be required. These decisions will have to be further reviewed in the light of the potential for a resource recovery facility at I-95 which is included in the current budget request.

We are convinced that the ultimate solution to solid waste disposal in the District is resource recovery. The technology for the recovery of certain secondary materials and the production of a refuse derived fuel has been proven on a national basis. With the available market for sale of such fuel and materials, the cost of disposal can be reduced and also serve to conserve the use of resource materials and energy.

SUPPORT SERVICES

No increase has been included in the budget for the several staff offices covered in the overall request for "Administration", other than within-grade promotions.

The Office of Special Services has assumed the responsibility for the operation of the abandoned car program within the District of Columbia. This work is being supported from revenues generated through the auction of unclaimed

vehicles together with revenues from abandoned cars delivered to local scrap producers. The program is being carried on in close cooperation with the Metropolitan Police Department which still has the basic legal responsibility of determining whether a car is either abandoned or a junk vehicle. It has been possible through this program to expedite the removal of junked and abandoned vehicles from public and private spaces within the District. This Office is also responsible for the operation of the Environmental Alert Center, the Environmental Service Corps, the Environmental Health School, and is responsible also for the Equal Employment Opportunity program within the Department.

The Office of Environmental Planning and Management has the responsibility for representing the Department on environmental issues involving other District Departments and Agencies, maintains and operates the automatic data processing system for the Department, conducts management studies, and has the overall responsibility for the development of a total environmental corporate plan for the Department. The Office has been helpful in providing a better working relationship between planning and management activities and has enhanced the implementation of plans through the management system by creating a better base for the collection and use of data from the ADP operation. One of the Office's major responsibilities has been the development of performance indicators for Department-wide use. These indicators are collected and distributed monthly to the Administrations and Offices for their use in determining progress in program areas and as a management tool to improve efficiency of operations. These indicators are subject to both continuous review and expansion to all activities in the Department.

The Office of Executive Management is responsible for those housekeeping functions required in order to maintain the necessary accounting and support for the approximately 3,200 employees of the Department. It is responsible for the mobile equipment management operations of the Department and will be responsible for negotiating the necessary contractual arrangements for the establishment of an employee health program for which funds in the amount of $49,600 are being requested. There has been a long time need for an employee health program for the protection and benefit of the major segment of the Departmental staff. It must be realized that the solid waste industry rates as one of the most hazardous occupations in the Nation. In addition, occupational hazards to staff in WRMA are also significant. While continuing emphasis is placed on safety through training programs, the institution of an employee health program represents an essential component of a meaningful employee protection activity. The contractual arrangement will be made with an established medical care group in the District of Columbia.

CAPITAL IMPROVEMENTS PROGRAM

The 1976 Capital Improvements program involves a budget request of $22,551,000. The attached summary (Attachment #1) contains additional information on the nature and cost of the 13 projects including the assignment of priorities.

ATTACHMENT NO. 1

SUMMARY OF 1976 CAPITAL BUDGET

GENERAL FUND - $18,926,000:

Priority 1. (Pg. LA-CAP-4)
Project No. 32-105 - Relief of Flooding and Drainage Complaints, $2,850,000

The purpose of this project is to provide funds for extensions of storm sewers to relieve inadequate drainage and localized and major flooding which create hazards to life and property and cause public inconvenience. Such extensions are often needed in connection with and to provide service for new schools, libraries, police and fire stations or other public buildings. Some locations where relief is needed are known in advance while others develop more or less suddenly as a result of conditions and operations of others beyond control of the department. As an example, building construction on private property may change local drainage conditions in the particular drainage area to the extent that conditions may become critical within a very short time. It is, therefore, highly desirable that this project be provided without reference to specific locations in order that this type of drainage problem may be corrected before damage suits become a problem.

Another purpose of this project is to provide storm sewer outlets, advance sections of relief works and major replacements as may be necessary to permit the W.M.A.T.A. and Department of Highways and Traffic programs to proceed and to take advantage of the economies made possible by performing the sewer work in advance of paving.

While it is anticipated that certain storm sewer facilities, necessary to drain the areas to be paved and located within such areas, will be financed from W.M.A.T.A. and Highway project funds, this item in the sewer program is necessary to provide outlets for such local facilities as are provided in these projects; to build parts or all of the relief sewers which for reasons of topography must be located under the streets to be paved; and for relief or replacement of undersized or structurally defective sewers within such areas to be paved. If the requested funds are not appropriated, construction of the storm sewers after the street is paved would be much costlier.

Priority 2. (Pg. LA-CAP-6)
Project No. LA-152 - Resource Recovery Facilities at I-95, $9,651,000

This project entails the construction of a resource recovery facility at the I-95 Landfill site in Lorton, Virginia. The project will incorporate provisions for separation and recovery of marketable distinct components of raw refuse, and for processing other refuse into a marketable fuel supplement or alternate.. Studies have been completed indicating the feasibility of processing and marketing refuse into a fuel supplement, and preliminary negotiations are under way with potential customers. Development of a viable resource recovery operation will increase the life expectancy of the I-95 landfill through reduction in volume of landfilled refuse, will affect a reduction in solid waste disposal cost and will make a definitive contribution to the ecological cycle.

Priority 3. (Pg. LA-CAP-10)
Project No. LA-154 - Oxon Run Stream Improvements, $5,500,000

The Oxon Run Stream between South Capital Street and Southern Avenue, S.E. is a perennial stream which during periods of rainfall becomes swollen with surface runoff and storn sewer discharges, producing an extremely high velocity flood condition. This high velocity flow causes erosion of existing stream banks with subsequent downstream siltation and loss of trees and other stabilizing vegetation from the stream area. These factors have attributed to continual stream relocation to the extent that a significantly revised stream cross section and alignment result from each succeeding heavy storm. The stream relocations have greatly reduced the efficiency of the stream for transmitting stormwater downstream to the Potomac River and thereby increases instances of upstream flooding; and also have uncovered and endangered vital interceptor sewers whose failure could lead to an ecological and health disaster, accordingly, funds are requested to permit a rechannelization of the Oxon Run to optimal stream cross section and alignment and for the provision of a "wearing surface" material to preclude reoccurrence of this problem.

The proposed construction is scheduled for Fiscal Year 1976.

Rechannelization and provision for wearing surface for 1,700 linear feet of Oxon Run Stream bed between South Capitol Street and Southern Avenue, S.E.

Priority 4. (Pg. LA-CAP-11)
Project No. LA-157 - Vehicular Maintenance Facility, $125,000

This project is intended to provide a low-cost-construction, four bay maintenance facility to permit limited maintenance on solid waste collection vehicles at the Service Area Center located at 2860 S. Capitol Street. The limited maintenance requisite to maximal utilization of vehicles, is currently being performed in the Open or under a single temporary structure not suitable for the intended use.

Priority 5. (Pg. LA-CAP-12)
Project No. LA-160 - Refuse Derived Fuel Project (connects to PEPCO Facility), $800,000

This project is to provide facilities for the District of Columbia to conduct a pilot study to determine the feasibility, economics and technical problems and solutions of processing solid waste refuse for its ultimate use as a fuel for energy production. The pilot study would be conducted at the Department's Solid Wastes Recovery Center, Number 1, located adjacent to the Potomac Electric Power Company's Benning Road Generating Plant. Facilities to be provided from the requested funds would include modification of the existing shredder system, addition of an air clarifier system, a secondary shredder and associated equipment, a pneumatic transport system for delivery of the processed refuse to the PEPCO plant and installation of appropriate controls.

Supervision and technical assistance for conducting the study will be provided by National Center for Resource Recovery, Inc., at no cost to the District. All necessary facilities for the pilot project associated with the storage of refuse, conversion of boilers and other work at the PEPCO plant will be provided and funded by the utility.

PEPCO's Board of Directors has assured the District of its support for this project. The operating experience gained from this project by the District will enable it to make independent decisions and/or better evaluate design and equipment selection for future large scale resource recovery operations such as the one envisioned at the I-95 site in the vicinity of Lorton, Virginia.

SANITARY SEWAGE WORKS FUND - $1,535,000:

Priority 1. (Pg. LA-CAP-14)
Project No. 32-505 - Advance of Paving and Miscellaneous, $500,000

The purpose of this project is to construct replacement facilities throughout the sanitary sewer system. Such replacement work is precipitated by either new street paving of small block areas by the Department of Highways and Traffic or by imminent danger of failure of old defective sewers. Neither of these causes is predictable any great time in advance of its need.

Construction of this type of work in advance of street paving preludes the need of cutting new or relatively new streets with attendant confusion to traffic and the public, and makes possible substantial economics in paving costs.

The costs of constructing replacement sewers after the street has been repaved will be considerably higher if the requested funds are not appropriated.

The construction of sanitary sewers in advance of local highway paving and replacement sewers at various locations throughout the city. Size of sewers varies from 10" to 18" diameter and average project varies from $10,000 to $60,000.

Priority 2. (Pg. LA-CAP-15)
Project No. 32-501 - Service Sewer Extensions, $500,000

The purpose of this project is the extension of service sewers in new streets, in existing streets which do not have complete service and for miscellaneous system adjustments and betterments. While service sewer construction diminishes as the city approaches saturation development, there are increasing demands for system changes related to street and other general system improvements.

The need for this type of sewer extension will exist until such time as all unimproved land in the District is developed and all combined system areas are separated. Needs for any specific year vary with the rate of new development on private property and it is expected that as this phase slows down by saturation of undeveloped areas the increase in need for separating combined system areas will increase.

Priority 3. (Pg. LA-CAP-16)
Project No. LA-562 - Flow Metering and Monitoring Installations, $535,000

The purpose of this project is to provide requisite facilities and equipment to permit qualitative and quantitative sewage flow monitoring and metering for trunk sewers, and for storm and combined sewer discharges to receiving waters. These requirements are imposed by inter-jurisdictional agreements with suburban entities tributary to the District sewerage system, and by the National Pollutant Discharge Elimination System permit granted the District by the Environmental Protection Agency.

WATER FUND - $2,090,000:

Priority 1. (Pg. LA-CAP-17)
Project No. 32-801 - Water Service Extensions and Fire Hydrants, $1,000,000

This project is for the extension of watermain service to undeveloped properties and for miscellaneous system adjustments and betterments. While service watermain construction is diminishing as the city approaches saturation development, there are increasing demands for system changes in connection with street and other general system improvements. A tentative list of locations cannot be furnished in advance because locations of proposed commercial and residential construction are not known.

If requested funds are not appropriated, water service for new streets and existing streets not now completely served cannot be made and improvements will be delayed.

Various sizes of watermains from 8" to 12" in diameter, of ductile iron, cast iron or steel pipe and repairs and adjustments on watermains from 6" to 48" in diameter.

Priority 2. (Pg. LA-CAP-18)
Project No. 32-803 - Trunk and Secondary Watermains, $250,000

The purpose of this project is the construction of minor, secondary and trunk watermain project in advance of street paving and to reinforce weak points in the distribution system.

The results of a water system evaluation study completed by this department and a consulting engineering firm in November 1968, gives specific size length and location of such weak points in need of reinforcement.

While locations of the aforementioned system reinforcement have been determined, the construction is primarily coordinated with proposed paving projects to effect cost savings. Accordingly, specific locations can not be shown at this time.

Various sizes from 16" diameter to 36" diameter concrete, steel or ductile iron pipes. Average unit varies from $25,000 to $115,000.

Priority 3. (Pg. LA-CAP-19)
Project No. LA-850 - Replacement of Undersized and Defective Watermains, $450,000

A concerted and accelerated effort by this Department is necessary to alleviate recurring problems such as a high incidence of breakage, constant outages of service, a poor quality of water and insufficient supply that have plagued the older sections of this city for a number of years. These problems stem from the now undersized and almost ancient system of service watermains that were constructed seventy and eighty years ago and should be replaced with 8-inch and larger diameter watermains.

The ever increasing demand for water will exacerbate the situation until remedial measures are undertaken.

The project, if funded, would permit a programmed replacement of the undersized and defective mains with locations for the construction to be determined on a needs priority basis.

Replace 4,500 linear feet of 4-inch and 6-inch diameter watermain and appurtenant valves with 8-inch and 12-inch ductile iron watermain and valves.

Priority 4. (Pg. LA-CAP-20)
Project No. LA-853 - Valve Rehabilitation at Bryant Street Pumping Station, $150,000

This project will replace fifteen badly worn brass-lined cast iron valve operating cylinders on eleven water pumping units at the Bryant Street Water Pumping Station. The badly worn condition of these operating cylinders has led to operating failures and high maintenance costs. The cylinders have been in service in excess of twenty-two years.

Priority 5. (Pg. LA-CAP-21)
Project No. LA-854 - Cleaning and Painting of Elevated Water Storage Tank, $240,000

The two million gallon elevated storage tank located at Alabama and Boulevard Avenue, S.E., which provides potable water for the highest elevation areas east of the Anacostia River, is in need of cleaning and painting. The tank was constructed in 1946, and has received only one relining and a partial relining in the intervening period. The tank lining has deteriorated to an extent that it must be cleaned and painted.

BUDGET REQUEST

Mr. McKINNEY. Sir, I do have a summary which I would like to present.

As you indicated, the fiscal year 1976 budget request for the Department of Environmental Services is $56,245,200 and 2966 positions, an increase of $12,989,800 and of 121 positions over the 1975 adjusted base. Also the request includes $22,551,000 for the capital improvement projects. The Department of Environmental Services provides services in four critical areas; namely, delivery of a safe water supply throughout the District; collection and treatment of sewage and storm water drainage through operation of the sewer system in the Blue Plains Sewage Treatment Plant; the collection of residential refuse and the disposal of all solid waste generated within the District; and the enforcement of environmental regulations dealing with the total spectrum of health-related problems within the District.

Regrettably the increases do not represent a proportionate increase in services to be provided by the Department during fiscal year 1976. Most of the programs carried out by the Department are both energy- and material-intensive. The price of electric power, essential for the operation of both the water and sewer systems is expected to increase by $1,789,000 during the year.

Similar inflationary pressures apply equally to the materials and chemicals used at the sewage treatment plant as well as to supplies and repair parts for the automotive fleet operated by the Department. We anticipate an increase of $116,000 due to inflation and the cost of watermain repairs, for material such as copper tubing, pipe, and replacement parts. While there is little the Department can do to combat the inflationary pressures involved in the purchase of materials, supplies, and energy, every effort has been made to improve productivity levels of the Department staff.

We have continued to revise and refine our productivity indicators since they serve as a basic mechanism whereby management is better able to utilize its existing staff and resources for the attainment of their assigned objectives. Much of the early work done by this Department in this connection is being used by the Office of Management and Budget Systems in the development of overall productivity indicators on a city-wide basis.

NEW DEPARTMENT RESPONSIBILITY

The major change in the conduct of the Department operations will be the assumption of the legal responsibility for the maintenance of water and sewer services between the street mains and the properties served. In practically every urban area such maintenance is normally the responsibility of the municipal water and sewer agencies. By assuming the cost for maintenance of these lines by the District the financial risk is shared by all customers since the maintenance costs are recovered through the water and sewer service charges to all customers in the regular billings.

The present arrangement whereby the individual property owner is required to pay for all costs incident to maintenance of the line

from the street main to his property can be catastrophic, with costs ranging up to $3,000 to $5,000 per property. The budget request includes $1,058,100 and 39 positions for this activity.

BLUE PLAINS SEWAGE TREATMENT PLANT

Probably the most dramatic escalation in cost has been experienced by the Department which relates to the base cost for construction and operation of the Blue Plains Sewage Treatment Plant. The costs of conversion to an advanced waste treatment facility capable of handling 309 million gallons per day have increased from an estimate of $360 million to $488 million.

Further, it must be realized that the advanced waste treatment plant will cost substantially more, approximately $45 million as opposed to $7 million a year currently for its operation. One of the major issues relates to the handling and disposal of sewage sludge both raw and digested. The budget request includes a sum of $2,983,700 for this purpose.

Unfortunately, current methods for this disposal consisting primarily of spreading it on land and trenching does not represent a long-range solution to the problem. The Department has been asked by the Environmental Protection Agency to explore alternate methods of sludge handling and disposal in the hopes of finding one of minimal environmental impact and lower cost for disposal.

The work being carried out by the Department in cooperation with the Federal Department of Agriculture and the Maryland environmental services in the composting of sewage sludge does show some promise.

WAR ON RATS PROGRAM

No increased level of activity is being proposed for environmental control programs of the Department during fiscal year 1976; other than for the war on rats projects and $86,400 and 10 positions are being requested to replace Federal grant funds previously received from HEW. This is one of the more productive programs of the Department with high visibility and immediate and direct impact on environmental improvement.

It is our hope that the current levels of support for the environmental control programs will be adequate to deal with the bicentennial period when increased stress will be placed on these programs for control actions. A major change in the solid waste activities of the Department relate to establishment of a clean city program which has been operational for approximately 18 months—they are operating on target and as a result of the new street-sweeping equipment and staff they are currently cleaning approximately 900 curb miles weekly within the District.

COMPLETED STUDIES

You will be interested in knowing that we have completed our studies on the efficiency of three-man collection crews and the potential for elimination of bulk collection on Wednesdays. A study has shown that a three-man collection crew is more productive and that crew size

can be reduced without exceeding the task level assignment for individual crews. The study has also shown that bulk collections can be combined with Thursday and Friday collections without burdening the crews.

I am in the process of implementing both of these actions and the realinement of activity should be completed shortly after the first of the year.

That concludes the summary of the prepared statement submitted for the record.

HIRING AND PROMOTION FREEZE

Senator CHILES. Thank you, sir.

On August 20, 1974, the Department announced a hiring and promotion freeze. Please explain why after the freeze was announced the Department made 18 promotions between September 1 and 29; and 37 more between October 13 and 27; and 22 more between December 8 and 22; and 13 more between June 5 and 22?

Mr. MCKINNEY. On August 20, I placed by memorandum a hiring freeze on promotions effective the 22d of August 1974. The freeze on hiring did not include those positions or actions that were in process on that effective date.

On September 25, 1974, I issued another memorandum lifting the hiring freeze in certain categories and indicated that promotions would be reviewed on an individual basis. Many of the actions which were in various stages of personnel processes and being held by the Department, based on that August 22 memorandum, were processed in October. Shortly thereafter the Mayor placed a freeze on hiring and promotion. The Department received a release from the Mayor's freeze and I issued another memorandum in November. And that release from the Mayor's freeze was based on our submission of a financial plan which indicated that in certain categories promotions were possible because of the financial state of the Department.

All personnel actions taken during the fiscal year 1975 were in accordance with the criteria established either under my memorandum on the freeze or under the subsequent memorandum by the Mayor.

WATER BILLING BACKLOG

Senator CHILES. You have indicated to the committee that the billing backlog was significantly reduced by back billing customers in the upper northwest part of the city in the spring of 1975. We understand the GAO found a significant problem in the system which was proposed to catchup the billings. As we understand, the proposed system could have resulted in an overcharge to a large number of customers involved and GAO spotted the problem and proceeded to have it stopped.

What have you done to minimize the possibility of a large bill backlog again developing and developing a system under which customers would be properly billed?

Mr. MCKINNEY. Again, I think you are accurate in the sense that a telephone call from a customer to a staff member at GAO, raised some concerns about the method of billing to make up the backlog.

It was indicated by GAO at that time that the process which we were using could result in overcharges.

GAO graciously provided staff input and helped us to at least identify what that potential problem was and to help us correct a potential error. Since that time we have turned to Mr. Coppie's office and he has provided assistance in helping us, (1) to correct the backlog; (2) put us on a course of direction for automating that system, converting it from the manual operation to an automated operation, and at the same time, the use of the share computer has resulted in elimination of some of the backlog.

We also experienced some difficulties in staff turnover. Many of the personnel working in the revenue division were older employees who were at the time of retirement and we were bringing new people in. With the backlog, with the manual system, and with the new personnel, we just found ourselves falling behind on a steady basis and the assistance of both GAO and Mr. Coppie's office has at least gotten us on a course of direction so that we will be current by the middle of May. We are billing customers now at the new rate. We are still experiencing some errors in the computations, but we are able to at least correct those as customers bring them in to us.

Senator CHILES. What is the current backlog of your agency?

Mr. MCKINNEY. We are approximately 3 months in terms of a backlog; in terms of the number of customers and the number of bills it is approximately 69,000. Of course, bills are going out daily and the number that I give you now is, certainly as of yesterday, 13,000 bills went out or are due to go out. And so that would have dipped to 69,000.

Senator CHILES. You are currently 69,000 bills behind and that represents a 3-month backlog?

Mr. MCKINNEY. The backlog is about 3 months in terms of numbers of customers or bills included in that backlog. It is about 69,000.

PERCENTAGE OF COLLECTION

Senator CHILES. What has been the rate of payment of the bills?

Mr. MCKINNEY. I am not sure that I quite understand.

Senator CHILES. What is your collection percentage?

Mr. INGRAM. We do not have exact figures on that, Mr. Chairman. The new system which is being installed will be able to provide us with tight percentage figures on that.

Senator CHILES. How much are people paying? What is your rate of collection? Do you have figures on your rate of collection?

Mr. INGRAM. Part of the new system which is being designed now and being installed now will provide us with that kind of management control. The old system did not have that kind of control so that is one of the weaknesses of it that had to be corrected.

On the 13,000 which are in process now, we will have controls on that. We will have reports as to what the delinquency rates may or may not be in relation to those bills.

Mr. MCKINNEY. But I think it is fair to say that water and sewer billing is one of those services that if not paid upon receipt of bills, the enforcement procedures allow us to discontinue the service. So I would say that we are probably getting a greater efficiency in terms

of payment than we would on a bill that does not result in the disruption of a service.

In terms of what that percentage is of 13,000, for instance, we are saying that 90 percent of those people would pay their bills. I would say that we are probably closer to 95 percent of the people that would pay their bills, or face cutoff of service.

Senator CHILES. Well, just as you can give me a figure on what your backlog is, I would think that you would have some figure on what your unpaid bills are, or what your rate of collection is. You must have some figure of what you collect, that is the dollars and cents you are collecting. There has to be some total for that.

Mr. MCKINNEY. I can furnish you what has been the revenues received as of November based on——

Senator CHILES. But you do not right now have anything that tells you whether a bill is current or whether it is 30 days old or whether it is 60 days old, or whether it has been paid? You can tell me how many bills you sent out in the month of December.

Mr. MCKINNEY. Yes, sir, but I cannot tell you how many have been received back.

Senator CHILES. You cannot tell me how much money you have received?

Mr. MCKINNEY. I can tell you what the total receipts on the bills for fiscal year 1976 have been since July as of November.

Senator CHILES. But you do not have a month-by-month breakdown of what you receive and what you sent out?

Mr. MCKINNEY. Not in the sense that the system could just extrapolate that and say that this based on 13,000 bills is the number of bills we have received; no, sir, we cannot.

DISCONTINUED WATER SERVICE

Senator CHILES. Do you have figures on how much disruption of of service you have caused, whether you cut anybody's water off?

Mr. MCKINNEY. Yes, sir. We know that we have discontinued service. In terms of what that percentage is of the total number of bills I cannot give you that at this moment. We can provide you cutoff information based on the number of customers cut off on a daily basis and a monthly basis.

Senator CHILES. So you can tell me how much you billed for the last 6 months or the 6 months from July to December?

Mr. MCKINNEY. I can tell you what the receipts have been based on accounting in terms of the number of receipts, the total dollars received as of November 1975.

Senator CHILES. Well then you can furnish me the amount of the billings for the last 6 months of the year and the amount of receipts for the last 6 months?

Mr. MCKINNEY. Yes, sir.

Senator CHILES. Can you give that to me now?

Mr. MCKINNEY. Yes, sir.

If you would, Mr. Chairman, I would like to submit that for the record, both the total receipts submitted as of November as well as the number of cutoffs and rate delinquency for those bills billed.

Senator CHILES. You cannot give me that now?

Mr. McKinney. I do have a report here. I will have to find that, sir, I do not have that with me.

[The following information was subsequently furnished for the record:]

REVENUE COLLECTIONS: JAN. 1 THROUGH JUNE 30, 1975

| | Water fund | Sewer fund | Total |
|---|---|---|---|
| January 1975 | $493,362 | $466,083 | $959,445 |
| February 1975 | 865,066 | 829,224 | 1,694,290 |
| March 1975 | 1,135,467 | 1,093,982 | 2,229,449 |
| April 1975 | 546,996 | 529,221 | 1,076,217 |
| May 1975 | 1,134,964 | 1,099,970 | 2,234,934 |
| June 1975 | 1,459,090 | 1,423,612 | 2,882,702 |
| Total | 5,634,945 | 5,442,092 | 11,077,037 |

Total Revenue billed for period January 1, 1975 through June 30, 1975:

| | Water fund | Sewer fund | Total |
|---|---|---|---|
| January | $756,992 | $720,165 | $1,477,157 |
| February | 1,161,361 | 1,128,324 | 2,289,685 |
| March | 525,475 | 502,988 | 1,028,463 |
| April | 919,310 | 888,893 | 1,808,203 |
| May | 1,801,438 | 1,763,139 | 3,564,577 |
| June | 1,161,623 | 1,122,527 | 2,284,150 |
| Total | 6,326,199 | 6,126,036 | 12,452,235 |

Actual collections were $1,375,198 less than the total amount billed for the period January 1 through June 30, 1975.

Senator Chiles. You are changing your procedure now, right now? You could give me this figure on 6 months but you could not tell me now how much of your bills or what percentage of your bills are current? What are 30 days and what are 60 days and how much disruption of service there has been?

Mr. McKinney. That information could be put together. There is no automated system whereby the program now can report out on a very speedy basis the number of bills billed, the number that have been received, the number that are 15, 30, or 40 or 50 days over. Again, the system that we are operating now is probably about 80 percent manual and would require us using personnel to actually go through and retabulate the number of bills and the number that have been received and those that are delinquent.

Part of the new system will give us that kind of speedy reporting in terms of number of bills that are outstanding by 30 days or by 60 days and those which have been cut off and no arrangements have been made for payment.

Senator Chiles. Well, do you have an automatic procedure when somebody's bill is not within a certain number of days that they are given a 10-day warning that their water is going to be cut off or something?

Mr. McKinney. Yes, sir, we do. At least we have to the point where we notify the customer that if the payment is not received within 5 days we will turn off service.

Senator Chiles. Well, now I cannot really figure out whether it is effective. Is that working? Because I cannot see what your arrears are

and it seems like to me that you have to know, for management of your system, whether your bills are coming, whether they are 30 days late, whether the system is working. And the only way you could know that would be to get some kind of timely information. When a bill doesn't come in, someone has to follow that up.

Mr. McKINNEY. Yes, sir.

But then again the system is very crude and it is very manual. I would suspect that we do have instances where billing of a customer and nonpayment should have resulted in a shutoff within 10 days or a period of time thereafter, in which time we are not catching every one of those. I do know that we are issuing notices for shutoff for nonpayment of bills.

Now what that frequency is, based on how old those bills are, I have no way of telling you that at this moment.

PROCEDURE FOR COLLECTING DELINQUENT BILLS

Senator CHILES. Well, we have heard from people that have not received a bill in 9 months. We understand that there are others that have received a bill and do not do anything about it because nothing has been happening.

What is the procedure—if you send me a bill and I just fail to pay that bill, who catches that? What is the check on that?

Mr. INGRAM. Mr. Chairman, there is a hard copy, a ledger card on every account and when the bill goes out that information is recorded on that ledger card, that the bill is out the date it was sent. The customer has 30 days from the date of rendition to pay that bill. When that payment is received that information comes back in onto the ledger card. The kind of problem which Mr. McKinney has been referring to is that we do not have a system which accumulates information into summary reports and that is a weakness which we recognize and which we are building into the new system, this automated system.

The ledger card when, after a certain period of time is reviewed to determine has the bill been paid or not, if it has not been paid then the notice goes out. Now an additional problem that we have right now is that we have the old manual system in operation; at the same time, we are trying to get the automated system up and going. This creates some confusion of controls in the records.

Mr. McKINNEY. But on those specific cases, recognizing that there are weaknesses in the manual system and weaknesses obviously in this system. I would say that the percentage of people who have not received their bill for over 9 months is very, very small.

I would also submit to you that——

Senator CHILES. Well, you are saying that and I hope you are correct. But I do not think you know that; at least, you have not been able to convince me that you know.

Mr. McKINNEY. I do not know positively, but——

Senator CHILES. You have not been able to convince me because I do not know what you are collecting month by month, and what you are billing. What are you collecting that month, or what have your collections been? Unless you can at least see they are jibing out, I do not have any confidence that you know.

Mr. McKINNEY. Again, I am not suggesting that I know positively that there are no people who have not been billed for 9 months or who certainly have been billed over a period of time, and have not done anything about their bills, and there has been no shutoff. I just know from the kinds of inquiries that I get personally in my office concerning the fact that they have received a bill so close behind each other and are concerned about the fact that the bill is for such a large amount of money over a period of time, that I would daresay at least the bills are going out and people are feeding back information either in distress because they are getting so many bills——

Senator CHILES. Well, I am sure you are going to hear from the people who think they are getting their bills too frequently. I doubt if many of us would call you if we do not get a bill.

Mr. McKINNEY. That is probably very true; except we have had a number of inquiries of people who are concerned that they have not received a bill and do call and say, gee, yeah, what is happening to my water bill? Primarily I would suspect because they do not want to double up or triple up on a bill. But I would daresay that we do have some customers who have not received a bill and who are not going to call.

But again, the system is such that we read the meters. If they have not received a bill, based on a recent meter reading when that meter is read, then all the consumption will be billed.

So it doesn't work to the advantage of the customer not to say, gee, I can wait a year or a year and a half to get a bill; because when he does get that bill it is going to reflect the consumption of water during that period of time. And most customers do not want to catch a large bill, no more than they want a utility bill that is over 6 or 8 months old. They would rather get it on a timely basis to be able to manage their resources.

Senator CHILES. Oh, I agree. I think they definitely would.

And I think it definitely will affect your collections because people are going to move or they are going to be unable to pay that large bill or some other things that can happen.

If they are billed currently then it certainly could affect the collections.

BILLING SYSTEM

I wish you would inform the committee of your system that you are talking about putting in and when we can expect that to be in place, and then this information that you can get out of your figures of what your collections are running, what percentage of your billings, as close as you can give it, even though it is on a 6-month period of time.

[The information follows:]

The Billing System

Water and sewer services are provided to approximately 120,000 customers in the District of Columbia. 104,000 are single family units. These meters are read and the accounts billed semiannually. 16,000 are multi-family, commercial and industrial customers, termed "private" because they provide their own meters. These meters are read and the accounts billed quarterly. In addition, there are 800 Federal accounts which are read and billed annually. The city is divided into four areas -- Northwest City, Northwest County, Northeast, and Southeast/Southwest -- and meter reading and account billing is done daily, cycling through these areas. The non-residential accounts are grouped separately for quarterly cycling.

The billing system is being converted from a manual operation using billing and accounting machines to full automation utilizing the SHARE Computer. The old system, most of which is still in place, is slow, inaccurate and incapable of providing timely management information. Its elements include:

- meter reading
- bill computation
- bill preparation
- bill audit
- bill mailing
- payment receipt
- payment recording

In addition, books must be balanced and delinquent accounts followed up. If one step gets off schedule, the whole process is thrown off, often requiring considerable effort to get back on schedule. Because of this, it was decided to replace the system with an automated system as quickly as possible on a step-by-step basis.

No regular bills have been produced on the manual system since October, although bills requiring special handling still are. The accounts receivable will continue in operation on this system until the cycle for the last bill issued on this system is completed.

Why the Delay

Billing operations are carried on concurrently with conversion. This slows both operations because we are creating the first computer record and we are being especially careful and are double-checking all entries and computations. Additionally, any problems in developing computer programs will delay issuance of the bills. Once conversion is completed, the billing process will speed up.

Automation of the accounts is being accomplished in two broad steps. The first is to use the SHARE Computer to produce the bill and to record payments information. The second is to automate the entire system fully. The first stage of the second step is to develop a master record for each account. This is being done as we go through the first cycle of bills in the first step.

The SHARE Computer was first used to produce bills for the 40,000 accounts in the Northwest County last Spring. This was before work began on the design of the total system. The master record was not then designed

and the basic information that was placed in the computer represents only one-half of the required master record. The remaining half will have to be placed in the computer at a later date.

While Northwest County bills were being produced by SHARE, bills for the other areas of the city continued to be produced on the manual machines. On completion of Northwest County, design work was undertaken to develop an improved bill production operation for the rest of the city, including the capability to prorate bills in accordance with the FY 1976 rate structure. Equipment was installed in the Revenue Division to key-punch the master record and enter billing information, and work resumed on automating the billing process with the Northeast section in October. The master record was created for these 30,000 accounts, as well as for 13,000 accounts in Northwest City. We are currently working on the 16,000 "private" accounts. Work on the 18,000 Southeast/Southwest accounts is scheduled for mid-May. The master record for the Northwest County accounts will be completed in late June or early July.

Billing Backlog and Plans to Eliminate

Creation of the master record, as well as programming problems, has slowed production of bills. We are approximately three to three and one-half months behind schedule. We will continue this far behind through February as we get into production of the "private" accounts, which are more complicated to compute than the single family residential accounts. At that time we will begin production of the next cycle of the 40,000 Northwest County bills. Because we will not have to create the master record, we will be able to begin to catch up on the backlog. The possibility of achieving further catch-up with the May cycle of "private" billing is under study now. We anticipate the backlog can be reduced to four weeks by the end of the fiscal year and totally caught up by the end of August.

How much revenue was collected from January 1 through June 30, 1975?

| | Water fund | Sewer fund | Total |
|---|---|---|---|
| January - 1975 | $ 493,362 | $ 466,083 | $ 959,445 |
| February - 1975 | 865,066 | 829,224 | 1,694,290 |
| March - 1975 | 1,135,467 | 1,093,982 | 2,229,449 |
| April - 1975 | 546,996 | 529,221 | 1,076,217 |
| May - 1975 | 1,134,964 | 1,099,970 | 2,234,934 |
| June - 1975 | 1,459,090 | 1,423,612 | 2,882,702 |
| | $5,634,945 | $5,442,092 | $11,077,037 |

Number of bills rendered during period January 1 through June 30, 1975?

| Regular bills | Bill-to-dates |
|---|---|
| 161,601 | 3691 |

Number of cut-offs performed during period July 1 through December 31, 1975?

| | | | |
|---|---|---|---|
| July | - 100 | October | - 2 |
| August | - 87 | November | - 62 |
| September | - 21 | December | - 60 |
| | | Total | - 332 |

How are accounts determined to be delinquent?

Due dates are established 30 days subsequent to the pre-established rendition date and following that due date each rack of account cards are manually reviewed, normally ten (10) days following the due date, card by card to determine which account has not been paid. These particular account cards

are separated and the machine operators then apply the 10% penalty to the arrears charges, on the delinquent notice and ledger card simultaneously. The delinquent notices are then mailed to the address.

How many accounts six (6) months passed due?

Only areas that this would apply primarily would be the N. W. County and N. W. City accounts.

A spot check of one rack took approximately 1 1/2 hours and 20% of the accounts were delinquent six (6) months.

Fourty-five (45) racks of ledger cards for N. W. City and N. W. County. It would take approximately 60 man-hours for one individual or half the time span if two (2) individuals were devoted to the project to determine the total number of six (6) month delinquent accounts.

Total Revenue billed for period January 1, 1975 through June 30, 1975.

| | Water fund | Sewer fund | Total |
|---|---|---|---|
| January | $ 756,992 | $ 720,165 | $ 1,477,157 |
| February | 1,161,361 | 1,128,324 | 2,289,685 |
| March | 525,475 | 502,988 | 1,028,463 |
| April | 919,310 | 888,893 | 1,808,203 |
| May | 1,801,438 | 1,763,139 | 3,564,577 |
| June | 1,161,623 | 1,122,527 | 2,284,150 |
| | $ 6,326,199 | $ 6,126,036 | $ 12,452,235 |

Actual collections were $ 1,375,198 less than the total amount billed for the period January 1 through June 30, 1975. *

*Some of the collections would be for amounts billed prior to January 1, 1975 and therefore, the collections do not completely relate to the billings for the same period.

EMPLOYEE HEALTH PROGRAM

Senator CHILES. You requested $49,000 for an employee health program. Why cannot this service be provided through the existing facilities of the Department of Human Resources?

Mr. MCKINNEY. Well, again the kind of employee health program that we have designed is more comprehensive; certainly not more comprehensive than the Department of Human Resources could provide. Certainly it would cost us money to provide for them to provide that service. We have reached agreement with Human Resources to do a multiphasic screening process on 2,000 employees.

Again, this program is designed to take care of those employees who are in high exposure areas and those who are subject to various kinds of exposures by virtue of whether they are water treatment plant operators, sewage treatment plant operators, and people who work in disposal activities as well as solid-waste collection. We have attempted and worked out the arrangements with Human Resources to provide part of that employee health program.

Again, at the time the program was designed, the costs had obviously increased over the last 2 years. With the multiphasic screening provided by the Human Resources and that which is requested we can provide, based on union contract agreement, a fairly comprehensive employee health program that will look at those people in high exposure areas.

Senator CHILES. It would just seem to me that you would get a lot better utilization if you would work through the Department of Human Resources.

Mr. MCKINNEY. That is what we are doing, sir. The multiphasic screening is being provided by the Department of Human Resources to the Department of Environmental Services for approximately 2,000 employees.

MAINTENANCE OF PRIVATE WATER PIPES

Senator CHILES. What is the status of the proposed city regulation wherein the city would be responsible for maintaining water service collection from the main to property lines? Can you tell me why the city is proposing to take on this additional responsibility in what is supposed to be a tight budget year?

I understand this is 26 positions and $569,100 were requested for the city to take over this service that is now being performed by registered plumbers in the city.

Mr. MCKINNEY. Well, again, the two programs, both water and sewer, as I indicated in the summary statement, in almost 80 percent of urban areas, this particular function is carried out by the Municipal Public Works Organization or the Water and Sewer Department. The District of Columbia for a long time has put that burden on the citizen, many of whom cannot afford the cost of a registered plumber to do that kind of work.

That work, we have estimated, runs anywhere from $3,000 to $5,000 depending on the severity of the problem. We have found in many cases——

Senator CHILES. The work runs from $3,000 to $5,000 per case. I do not know what that figure is.

Mr. McKinney. I am saying that when a sewer breaks or water breaks on private property, and the homeowner is responsible for repairing that, a registered plumber has to come in, and locate the break, the leak and where it is. He also has to dig, excavate, if you will, make the repairs and, in some cases, has to cut and resurface the street main. Many of the property owners who have to bear that burden as of now are not able to afford that.

We have estimated that the average cost runs somewhere between $3,000 and $5,000 for that repair to be paid for by the customer.

Senator Chiles. The average cost of the break of a main would be $3,000 to $5,000?

Mr. McKinney. The repair of that break—that is right. If it is a sewer break, it might be as much as 10 to 11 feet in the ground which means it would have to excavate that material to make the repair, recover, and if they have to excavate or tear up the street, the sidewalk, and the main roadway, that also has to be repaired by that registered plumber, and the cost of that has to be borne by the customer on whose property the break occurred.

If the leak occurs on the city property, then it is the city responsibility, if it is the main. If it is the lateral that runs from the city main to the property, it is the responsibility of the property owner to repair.

COST OF MAINTENANCE

Senator Chiles. Are you going to have to up your bills to cover this?

Mr. McKinney. It has been suggested that—obviously, the first request of this in the 1976 budget is for an appropriated amount of money to staff up a unit in the Department of Environmental Services to do this on behalf of the city.

Now, it has been suggested that one annual charge for every customer would take care of the cost of this in future years, but in any event that cost would be added to the water and sewer bills for every customer, and every customer would share equally in the cost of that.

Senator Chiles. But you are not going to do that in the startup costs?

Mr. McKinney. The water rates that went into effect the first of July 1975, covered the cost of those two programs, and we have included in our fiscal year 1976 budget a request that is charged to the water and sewer fund.

On the question of whether the Department should, in fact, undertake this kind of activity and, as you refer to it, take away from registered plumbers this activity, our rationale for requesting it as positions and equipment for the Department is simply that we know where the lines are; we have the maps that show where the lines are; we also have crews, and anytime there is a water break, a water main break or sewer break, our crews are the first ones to respond. Generally, those crews are already on the scene and could, in fact, accomplish the work at that time. It is very difficult if that break occurs at 1 o'clock in the morning to be able to have a homeowner to get a registered plumber who is prepared to come out at that hour of the morning, and, excavate to restore service.

Anytime there is a break, obviously, the water has to be shut off. It is our feeling that we can more economically do it and certainly

do not intend to drain from the registered plumbers that kind of activity. There has been recent discussions among the staff as to whether or not we should get out of the business of that kind of contract work. A final decision on that has not yet been made.

BLUE PLAINS TREATMENT PLANT

Senator CHILES. Would you outline the current status of the funding arrangements of the Blue Plains plant. Are there any problems in the construction schedule?

Mr. MCKINNEY. With all construction there, obviously, are problems, including increased costs of construction activities, and work actions by contractors that cause a slowdown in construction. The percentage of shared costs, if you will—and I will start with that first—is shared by the users of the Blue Plains facility. That roughly breaks down for the District of Columbia which uses about 49 percent of the plant and shares in 49 percent of the cost, the Washington Suburban Sanitary Commission, approximately 47 percent, and Fairfax County, approximately 2 percent. The funding arrangement is based on that formula.

Again, the Federal Government also provides a construction grant loan in the amount of 55 percent of the money in some cases, and 75 percent of the money in other cases. The operation costs are shared by the other users of the facility.

Again, the activity that is going on at Blue Plains is to expand the plant, to take care of approximately 309 million gallons a day from those jurisdictions. EPA has imposed certain standards in terms of discharge, and, therefore, the plant is being designed to meet those standards.

As construction proceeds, we are taking out of operation old facilities and putting in new facilities, or putting on line new facilities. We are meeting the standards set by the discharge permit established by EPA. I have submitted, I think, to Mr. Kane all of the status and description of all contracts to date and the amount of money. I am pleased, based on the amount of construction at Blue Plains, where we are today. It is our hope that that plant will be on line by 1980, completely expanded. There is one part of the plant where EPA has said they would like to have us rethink that design, and that is how we get rid of the sludge. They have also delayed the construction of the denitrification facilities, primarily because there is some question as to whether or not that facility, that portion of the facility, is actually needed at this time in order to meet the standards.

In general, the plant construction is proceeding well. There are approximately six contractors working at the present time, as well as some work that is being done by the Department of Environmental Services people at the plant.

ROTATION OF SOLID WASTE COLLECTION CHIEFS

Senator CHILES. The committee has received copies of the petitions that were filed by Georgetown residents regarding the reassignment of Mr. Theodore Clark, who was in service area 8. I am advised that Mr. Clark was assigned to area 3 from area 8, as part of a department policy

to rotate area chiefs at least, that is what we were told. How many other area chiefs have similarly been reassigned since February 4, 1974?

Mr. McKINNEY. There have been five since 1972. There have been five area chiefs assigned to service area 8, and, again, the reason for reassigning area chiefs is simply based on performance, if you will, and their ability to run the operations in a particular service area. While the policy says that we will rotate, there is no standard or no set time limit during which we rotate. We evaluate service area chiefs based on performance, and when we find a service area chief who cannot perform in a particular service area for whatever reason, then we reassign him and put a man there—

Senator CHILES. You have not answered my question. How many have you rotated since 1974?

Mr. McKINNEY. Since 1974?

Senator CHILES. Yes, sir. February 4, 1974.

Mr. McKINNEY. Since 1974 we have not reassigned any service area chiefs.

Senator CHILES. So you do not really have any policy that says, there is a time of assignment based on, for example, what kind of a job they think the person is doing in an area?

Mr. McKINNEY. That is correct, sir.

REASSIGNMENT OF THEODORE CLARKE

Senator CHILES. Well, then are you saying that Mr. Clarke was not doing the job in the Georgetown area and that is why you reassigned him?

Mr. McKINNEY. That is correct, sir.

Senator CHILES. Well, I do not care to go into it now, or take the time, but I wish you would detail for us what was wrong with his performance. All of the petitions that we have received from Georgetown seem like the people in that area very much wanted him to be assigned to that area. I would like to have you advise us as to what was wrong with his performance there.

We also have been informed that the general cleanliness of the area has gone down since he left there, rather than having gone up, so I wish you would get with our staff and give us some better information on that.

[The information follows:]

Mr. Theodore Clarke was assigned to Service Area #8 as Acting Chief in July, 1973; he was reassigned in February, 1974.

I consider Service Area #8 to be an extremely difficult area to supervise. Therefore, Mr. Clarke was transferred without adverse personnel action because of failure to satisfactorily organize his work to meet the daily requirements and schedules. Furthermore, during this time, records indicate a disproportionate number of complaints, a trend that has been reversed.

W.S.S.C. AUDIT

Senator CHILES. On July 21, 1975, the Washington Suburban Sanitary Commission transmitted to the Department of Environmental Services its final preliminary audit of their payment to the District of Columbia for sewage disposal charges. The transmittal letter indicated that they planned to deduct about $727,000 from future billings. This

reduction is based on the audit findings that the Department of Environmental Services did not give them credit for overobligations and Federal grants received and because the District of Columbia was billing the full cost of equipment as an operating and maintenance expense, instead of spreading out the applicable costs in the form of annual depreciation charges.

What is the current status of this situation?

Mr. McKinney. On the equipment part of that audit, we are still contesting W.S.S.C.'s desire to have us pay for the equipment out of our annual budget and allowing them to repay over a 5-year period of time. We have asked the Corporation Counsel for a ruling on whether or not we legally can, in fact, whether or not W.S.S.C. has a legal basis for this objection.

Senator Chiles. When did you ask Corporation Counsel to give you an opinion on that?

Mr. McKinney. About September 1975.

Senator Chiles. Well, we have a copy of your July letter to the Washington Suburban Sanitary Commission, in which you say: "Since this agreement does not clearly define operating expenses, I am asking our Corporation Counsel for an opinion on that part." That is the July 9 letter.

Have you heard from Corporation Counsel?

Mr. McKinney. No, sir, we have not.

Senator Chiles. How much are you disputing it is?

Mr. McKinney. No; we are not disputing the amount. What we are contesting is that we paid for the equipment out of an annual budget, and W.S.S.C. wishes to repay or amortize the equipment over a 5-year period of time. That is what we are contesting.

And the other portion of the audit report——

Senator Chiles. How much of the $727,000 is involved?

Mr. McKinney. Sir, I would have to furnish exactly what that breakdown is. I am not familiar with it.

Senator Chiles. Well, the audit report says that: "The remaining $353,000 of overpayments is attributable to obligations for equipment 'purchased,' and then in fiscal year 1974; the 1954 Agreement does not specifically provide for these charges." So I take it from that that we are talking about the equipment dispute and that would be about half of the amount. A little less than half the amount that we are talking about.

Mr. McKinney. Yes, sir.

Senator Chiles. The rest of it you conceded?

Mr. McKinney. Yes, sir. When we prepare our annual budget in terms of the other amount which deals with chemical costs, we give an estimate at that time of what we believe to be the cost of the chemicals during that period of time, and that is generally the obligation. The obligation is generally made during the first of July for those chemicals based on our annual budget.

When we get actual invoices in on actual consumption and actual cost of chemicals, then we can recompute, and this was what was in question here. We should have recomputed the actual costs versus the estimates that had been set aside and from which we were billing from July 1 up until December.

Senator CHILES. How are you going to make up this $400,000 that you conceded?

Mr. MCKINNEY. It is not an actual makeup. If the chemicals did not cost what we estimated, then there was no expenditure of those dollars. We estimate, for instance, that we need 100 gallons of ferric chloride for operation of the plant over a period of time. If we only need 60, yet we have set aside the money for 100, and we have asked the jurisdictions using the plant to pay this amount, and we bill them based on the estimated figure, when we get the actual figure, then we should credit them for the amount of ferric chloride that was actually used versus what we estimated would be needed at the beginning of the year.

We have no way of knowing how much of those chemicals are going to be necessary for the operation of that plant over a 12-month period of time. We can only estimate at the time that we set aside money or obligate money for a contract to provide chemicals.

USE OF BLUE PLAINS EQUIPMENT

Senator CHILES. I note the audit stated that the District of Columbia had advised that a significant portion of the equipment purchased may not be utilized for wastewater treatment purposes. Does this mean that the Department of Environmental Services is trying to get the Blue Plains users to buy the equipment and to use it somewhere else.

Mr. MCKINNEY. No, sir. The fact, is that all the equipment that is purchased for Blue Plains is used at Blue Plains.

Senator CHILES. What does that mean?

Mr. MCKINNEY. That means that the statement is incorrect.

Senator CHILES. Well, it says: "In response to internal audit inquiries, D.C. has advised that a significant portion of the equipment purchased may not be utilized for wastewater treatment purposes." Did you all contest that point in the audit?

Mr. MCKINNEY. Again, we did, and, again that statement no doubt was made by a DES employee at the time, and we have further researched that, and I have asked for clarity on that, and the director of that administration assures me that all equipment purchased for Blue Plains will be used at Blue Plains.

Senator CHILES. Well, I think we need to get some more information on that. I will ask the staff to look into that audit. I would like to find out whoever performed that audit, whether that is correct, or not, or what is the significance of that. We will have to ask the GAO if we can.

[CLERK'S NOTE.—Subsequent to the hearing the General Accounting Office furnished a report which can be found in the appendix.]

WHEELER BROS. CONTRACT

Senator CHILES. The committee understands that the Department of Environmental Services has, since July 1, 1970, contracted with a firm in Pennsylvania by the name of Wheeler Bros. to operate an automotive parts store for the Department.

Why does the Department prefer to obtain automotive parts and supplies by this contract, instead of operating a storeroom on its own or buying parts through local suppliers?

Mr. McKinney. The decision to go to a parts contract was made prior to my coming to the Department of Environmental Services.

Since my being there, I found that it provides us with a better base for inventory, a better base for storage, a better base for delivery, by naving a contractor be responsible to repair parts, as opposed to the Department. We, in turn, contract with Wheeler Bros. to provide that service.

We once operated a parts store and found that we had problems and that the decision at that time was to go to a contractor. A basis for that contract was what GSA had been using over a period of time, and since that time several other agencies have adopted the same practice. It is cost intensive for a department such as mine to operate a parts store. It means having on hand a parts and inventory, and people who must run to local vendors to pick up repair parts. If the local vendor, who in many cases, has to contract with another vendor to provide those parts, then there is a delay in the receipt of those parts at the time that it is needed, and the decision to continue the contract with Wheeler Bros., was based on those kinds of needs.

Senator Chiles. Well, you have had an audit by the Municipal Audit Office dated May 1, 1973, that showed that many of the Wheeler automobile parts and supplies were more expensive than similar items obtained through other District contractors; repair parts were being repackaged by Wheeler and the price billed to DES was that of the manufacturer shown on the package, and not at the price list of the actual manufacturer. Some parts were back ordered for more than 7 days, which caused delays in repairs and increased labor costs since the mechanics were required to wait for the parts.

That audit concluded that the contractor-operated vehicle parts store did not accomplish the objective for which it was established, and that it would be in the District's best interest to return the procurement and issues of automotive parts by the Department.

We have reviewed a series of events relating to the Wheeler Bros., contract over the ensuing years, and find that on October 11, 1972, DES wrote to the Department of General Services about the poor service and noncompliance about Wheeler. On April 5, 1973, the Chief of the Motor Fleet Management of the Department of General Services stated in a memorandum that the Department of Environmental Services' justification of the contract was weak. The average cost of repair parts furnished by Wheeler was greater than the comparable District contract resources. Wheeler was not as responsive on the average as local vendors; and that a centralized DES operating parts store would be more economical than the contract store.

It is the committee's understanding that the rank and file of DES is also dissatisfied with the contract arrangement, but that the extension of the contract has still been entered into.

### CONTRACT REBID

How often does this contract renew? And has it been rebid since 1970?

Mr. McKinney. Yes, sir. The most recent rebidding, if you will, for competitive purposes, was done in this last fiscal year, at which time

recognizing some staff discontent with the Wheeler Bros. contract, recognizing some local vendors who were interested in getting the contract, we broke the contract up into parts to give local merchants an opportunity to bid, either as an aggregate or in parts.

The response to that bid was negative. Local vendors find it easier to talk about their ability to deliver than to bid contracts. We intentionally broke this contract up, against the advice of many people, to see whether or not, in fact, what was being said to me was exactly correct, that there were no local merchants who were qualified, or, in the other case, that there were merchants who were saying they were qualified. Our response to that bid was zero in terms of local merchants, and I still do not understand why, on the one hand, they say to the City Council, and to other folk, that they are interested in bidding, but, in fact, when it goes out on the street, either as an aggregate or in parts, they fail to bid it.

I think that the staff persons who feel that DES should operate their own parts store are generally the mechanics who, for whatever reason there is a delay in getting the part for them to do their work. Much of our fleet is old. It is discontinued. It requires a special effort to get a part, particularly some parts. We have some equipment that has been sidelined for 6 months waiting for engines and other parts that are just not manufactured anymore, and it takes a special effort on the part of the manufacturer to deliver to Wheeler Bros. or to any other vendor that particular part.

The newer our fleet gets, the more competitive, obviously, the contract becomes. It does require a special effort on the part of the contractor to provide a full range of services, and parts, particularly to a department like the Department of Environmental Services, which has a wide range of equipment in varying degrees of condition and age. I have still not seen any written justifications that says it is more economical for DES to operate that parts store with the same problems that a contractor will have, and we will be getting the same things from those people who say we are nonresponsive if for 7 days we cannot get GMC or anybody else to deliver a part we are still going to have to wait, whether we operate the store or the contractor operates the store.

Senator CHILES. I note that the Department of Highways and Traffic had a contract with Wheeler Bros., and they allowed their contract to expire on February 28, 1975. Are you aware of their experience with what they are doing now, and whether they are satisfied or planning to operate their own stockroom?

Mr. MCKINNEY. I am not personally aware of that.

### ECONOMICS OF CENTRAL AUTO REPAIR

Senator CHILES. Earlier during these hearings the subcommittee received the testimony from the Director of the Department of General Services regarding the need to centralize the procurement of storage supplies and materials for the District of Columbia government.

Would not a centralized, city-operated automotive repair parts center be more economical than the contract arrangement?

Mr. McKINNEY. I personally do not know that, sir. We have looked at at least one other city where there is a centralized automotive repair store, if you will, and that is Baltimore, where all city vehicles, with the exception of fire and schools, are handled by a central shop.

It has been our experience with them that they face some of the same problems in terms of delivery of parts. It does not matter who operates it; if the part is not available on the marketplace, then it is going to be difficult to obtain. Now, whether it is going to be more economical for the city to go into a centralized automotive parts repair program, I have not seen anything leaning in that direction.

Senator CHILES. Well, you are indicating that you think it would be too expensive or time consuming or otherwise for you to operate your own sort of parts depot, but you have all of your parts in the different departments. Highways is trying to operate its own. It would seem to me like some kind of a central depot like that would make a lot of sense.

Mr. McKINNEY. I will say to you, sir, that I am in favor, particularly as it relates to repair parts and automobile equipment, I am in favor of anything that is going to speed up, (1) the availability of the equipment; (2) it is going to be cost effective and is going to provide me—I do not particularly want to operate a parts store. Somebody who is more proficient, who has the headaches of trying to do day-to-day operations—that is just compounding the problems of trying to get vehicles on the street to do the services. If there is a program that says a centralized parts depot is the way to go, is going to give me the trucks when I need them, in the degree of operation that I need them, then I am in favor of that program.

FULL-TIME LOCAL UNION PARTICIPATION BY DEPARTMENT EMPLOYEES

Senator CHILES. I want to now ask you about the problem that has been featured by a local television station the last couple of nights. Apparently two DES employees are earning a total of $26,000 from the District while they have been spending full time as presidents of a couple of local unions. These two people were in your Department. Were they spending this time under the blessings of the Department?

Mr. McKINNEY. Apparently, based on the memorandum that I sent to at least one national vice president in which I authorized or granted to him, or one of his people, full-time representation for the local union, has been interpreted as meaning full-time administrative leave, and, according to the man's public testimony before the media, he indicated that he had not worked 40 hours a week—which I doubt very seriously, in terms of the context of the fact that he is paid for 40 hours, and he has to register 8 hours a day in order to be paid for that time—that he has not worked 40 hours a week on his job.

I seriously question whether that is true, that since July he has not worked 40 hours on his job. What I do believe is true is that there has been an interpretation of my memo or my letter of July that full-time representation was, in fact, interpreted to mean full-time administrative leave. Again, in October, I sent a letter to the same national vice president, raising with him and certainly saying to him that there was some serious questions as to the legality of full-time administrative leave for an employee, and asked of the Corporation Counsel for a rul-

ing as to whether or not this Department or any Department for that matter, could grant that to that union official.

I am advised by Corporation Counsel that clearly it is illegal to provide administrative leave to an employee and, based on the public airing of this on Monday and Tuesday, I have since that time issued to the two units involved instructions that the District personnel manual is to be the guide for the granting of administrative leave, and that manual specifically has reference to the kind of leave that can be granted to union officials while conducting union business during normal duty hours.

It is my feeling at this time and always has been that the Department never endorsed full-time administrative leave to union officials, be they presidents or otherwise, and that my position now is still rather firm that those two individuals should have been and are now, as I understand it, gainfully employed in the profession for which they were trained to be. One is a truck driver and one is a mechanic.

It is unfortunate that the interpretation of full-time representation was full-time administrative leave. That was not the intent and is certainly not the intent at this point.

Senator CHILES. Well, what you are saying as I understand it is when you sent this letter to the vice president of the union in July of 1975, whereby you said, "I am therefore approving your request to grant Mr. Herbert Massie full-time repersentation of local 631 effective as of the date of this letter," you did not intend that to be he was going to be getting leave while he was drawing his pay?

Mr. MCKINNEY. That was intended to mean that Herb Massie, as Bernard Ross, for 2091, was to be the person to represent those units as it relates to the Department of Environmental Services, if it required them to meet with management officials in conferences concerning the employee grievances or complaints or otherwise, that they would be granted that opportunity to do that.

LEGALITY OF GRANTING FULL-TIME ADMINISTRATIVE LEAVE

Senator CHILES. Well, your letter of, I guess it is October 14, again, to Mr. Travis, in which you say:

> This is with further reference to my letter of July 3, 1975, concerning your request to grant Mr. Herbert Massie full-time representation for local 631.
>
> As you know this Department's budget for fiscal year 1976 was substantially reduced by the City Council. Our resources are so low we cannot afford to sustain salaries for nonworking employees. In addition, serious questions have been raised regarding the legality of granting full-time administrative leave to employed union officials.
>
> I have directed that an inquiry be submitted to the Corporation Counsel for clarification of this matter. The Department will continue its current policy until one of two things happens (1) budget conditions prevent me from continuing, (2) an unfavorable opinion from Corporation Counsel.

You are not talking about preventing him from being a full-time representative for the union, are you?

Mr. MCKINNEY. Sir, I think that letter was intended—Mr. Travis, in his first inquiry to me by telephone, specifically asked for full-time administrative leave for Mr. Massie, and my letter of July to him clarified the issue in terms of what I meant by full-time representation.

I was talking in terms of full-time representation. I did not say administrative leave and did not intend administrative leave.

Mr. Massie, at that time, during the exchange of correspondence, had come to me on several occasions about his inability to get a supervisor to allow him to go to the various units under their control to discuss business with the employees. OK? And that might have been because that supervisor felt he was needed on the line. It was my understanding at that time that Mr. Massie was, in fact, working as a mechanic in a Northeast facility, and this was during the July and October letters that were sent.

My intent in the October letter was simply to clarify to Mr. Travis that whatever the policy that was in effect at that time would remain in effect until I got an answer from the Corporation Counsel. It was not my understanding at that time that Mr. Massie was on full-time administrative leave.

Senator CHILES. Well, I do not know why you have the language in here, "Our resources are so low that we cannot afford to sustain salaries for nonworking employees."

Mr. MCKINNEY. That was the reason then; that was the reason that I gave to Mr. Travis on a telephone call that the 1975 budget at that time would not allow us to have anybody on the payroll who was not carrying his load.

Senator CHILES. Well, but you say: "We are going to continue our current policy until either budget conditions prevent me from continuing, or an unfavorable opinion from Corporation Counsel."

Mr. MCKINNEY. You see, my understanding of what we were doing at that time was allowing two union presidents flexibility to move between units whenever a problem developed. That meant they were taken away from their duty station. One was a truck driver; one was a mechanic. The continuation of a policy of allowing that was beginning to be felt by us in terms of the availability of those men to work on assigned vehicles or to drive an assigned vehicle.

Senator CHILES. Now, to make that argument, then you indicate that you know whether the man was working or not and whether he was working full time or not. Somebody must have told you whether he was off or whether he was working.

Mr. MCKINNEY. I never inquired of any staff as to whether or not Bernard Ross or Herb Massey were, in fact, performing their duties. It was not something that I questioned. It was not something that I felt I needed to know, whether or not they were working, no more than I ask if anybody else is. I assume that a man who is employed by the Department of Environmental Services and who has a duty station, reports to the duty station and performs his duties as assigned.

Senator CHILES. But you just told me that this letter was written because it was taking too much time with what they were doing, moving between these tasks, and you were under a budget crunch.

Mr. MCKINNEY. I am always concerned about the fact that when we go through a budget preparation or we prepare the budget of whether or not every man on the departmental payroll is carrying his full load, whether he is a union president or otherwise.

Since I had gotten the request from Mr. Travis to grant Mr. Massey full-time administrative leave, then I wanted to clarify for him that as far as I was concerned, no man could be allowed to be carried on the

payroll who was not carrying his full load, and if there was some way in which the Corporation Counsel said that I could, in fact, grant administrative leave and the budget permitted, then I would allow Mr. Massey to do that.

PERSONNEL POLICY OF GRANTING ADMINISTRATIVE LEAVE

Senator CHILES. The District of Columbia Personnel Director was quoted as saying that this practice of paying union officials on the District payroll who spend full time conducting union business is absolutely illegal.

Did you consult with the Personnel Director before approving this arrangement?

Mr. MCKINNEY. No, sir, I did not because I did not feel there was anything in the arrangement that I was making, since I was inquiring of Corporation Counsel as to the legality, that there was anything in there that was being done that was illegal and, therefore, needed to be consulted with the District of Columbia Personnel Office.

Senator CHILES. Now, in October you got around to talking with the Corporation Counsel. How about in July, before you first approved this, did you check with the Personnel Director?

Mr. MCKINNEY. No, sir, I did not because I did not think that full-time representation needed to be cleared through either the Corporaton Counsel or District of Columbia Personnel, in terms of full-time representation.

Senator CHILES. Did you consult with your DES personnel officers?

Mr. MCKINNEY. I asked my labor relations specialist when the inquiry came in, I forwarded it to him and asked him to give me a decision on what, in fact, we could do. He consulted with our personnel officer, and it is my understanding as of a meeting with her yesterday that she advised that full-time administrative leave, as she understood it, could not be granted.

Senator CHILES. Could not be granted?

Mr. MCKINNEY. Could not be granted.

Senator CHILES. You just found this out yesterday?

Mr. MCKINNEY. No; I asked her specifically yesterday that when the July letter was prepared, was she consulted with. She said yes, and she advised at that time that full-time administrative leave could not be granted.

Senator CHILES. Did anybody tell you this?

Mr. MCKINNEY. The letter that was prepared for me that went to Mr. Travis indicated full-time representation. I did not interpret that to mean full-time administrative leave.

Senator CHILES. Well, I am really lost now. You are saying that you asked your labor management specialist, who, in turn, asked the personnel officer, who is the lady?

Mr. MCKINNEY. Okay. The series of events are such. I received a telephone call from Mr. Travis asking this. I said that I cannot react to a request for that on the telephone, to please send me a letter. Mr. Travis sent me a letter. That letter was forwarded to the labor relations specialist for my department.

Senator CHILES. Who was that?

Mr. MCKINNEY. Jim Leak.

Senator CHILES. Who?

Mr. MCKINNEY. Jim Leak. For response. It is my understanding with a meeting with my personnel officer yesterday that Mr. Leak did, in fact consult with her concerning Mr. Travis' request.

Senator CHILES. Now, who is she?

Mr. MCKINNEY. Mary Esther Redmiles. Now, her decision at that time was that full administrative leave could not be granted.

Senator CHILES. So, then, the letter was prepared. Who prepared the letter and your response in July?

Mr. MCKINNEY. I am sure the letter was prepared by Jim Leak, the labor relations specialist.

Senator CHILES. Well, it looks to me like you said you could not reply to this on the telephone call, you had to get a letter, you had to make sure that it was clear. What did his letter ask for, Mr. Travis' letter?

Mr. MCKINNEY. If I am not mistaken, Mr. Travis' letter asked for full-time administrative leave for Herb Massie. I mean, the wording on that was not positive; I do not have the letter in front of me, but I am sure he asked for full-time administrative leave.

Senator CHILES. Do you have a copy of that letter?

Mr. MCKINNEY. I do not have a copy of that with me.

INTERPRETATION OF LETTER TO MR. TRAVIS

Senator CHILES. Well, it seems like if he asked for full-time leave, and then you replied and said I am therefore approving your request to grant Mr. Herbert Massie full-time representation at local 631, effective as of the day of this letter, I would certainly think Mr. Travis was going to consider that to mean an affirmative answer to his request.

Now, there is nothing that spells out here that you are not going to grant leave, but that you are going to grant representation of his request for one, and it seemed likely that they would. In fact, it looks like they did, consider that this was full-time leave because I note Mr. Massey said the other day: "I don't put in 40 hours for the District. I got my authorization from Mr. McKinney." And he asked for that because the presidents of the other unions have been getting it for years.

Mr. MCKINNEY. What prompted, again, the whole issue around Mr. Massey was Mr. Massey's inquiry of me, which later was phoned through by a telephone call to Mr. Travis, asking specifically for full-time administrative leave. I do not remember him using the basis for requesting that because some other person was, in fact, using or had been granted administrative leave.

Senator CHILES. What has the Department done to correct the situation?

Mr. MCKINNEY. I have issued a letter to the two units involved, with copies to Mr. Travis of AFGE and copy to Mr. Cyrus of AFSCME, indicating that if for whatever reason there was a practice of granting administrative leave, it is to be discontinued immediately, and that the basis for granting any leave to union officials for union-related business as it relates to the Department, that the District personnel manual, specifically those sections, will be used as a basis for making that decision.

Based on the television coverage, at least as I watched the 6 o'clock news last night myself, Mr. Massie was reported by the news media to

be working at the northeast facility, and, again, Mr. Ross, who works out at 2091, according to the news media, could not be found yesterday in terms of release for filming. It is my understanding as of this morning that both men are at their assigned duty stations.

COMMUNICATIONS

Senator CHILES. I think if we could have a copy of the letter from Mr. Travis in the original request, and a copy of your last letter, I think we have the other letters. We would like to have that for the record.

Mr. MCKINNEY. My last letter, the letter that I sent to my people?

Senator CHILES. Yes, sir. What you just said.

[The correspondence follows:]

LETTER FROM MAJOR H. TRAVIS

American Federation of Government Employees

AFFILIATED WITH THE AFL-CIO

CLYDE M. WEBBER
NATIONAL PRESIDENT

DENNIS GARRISON
EXECUTIVE VICE PRESIDENT

NICHOLAS J. NOLAN
NATIONAL SEC.-TREAS.

WASHINGTON, D. C.

June 16, 1975

Mr. William McKinney
Director
Department of Environmental Services
District of Columbia Government
415 12th Street, N.W.
Washington, D. C.

Dear Mr. McKinney:

It has been my desire to accord the first opportuned moments of having a sitting with you to personally discuss an Agenda of Work Situations of which surely, we both hold very high priority interest. However, with both of our schedules extremely tight, such arrangements remain yet unfulfilled.

Nevertheless, there is one item that was to have been among others for possible discussion which deals with Local 631 which has two very large exclusively recognized units - namely, Water Pollution Control and Mt. Olivet Garage - in need of full time representation. These two units alone comprise hundreds of AFGE-represented employees.

Mr. Herbert Massie is the President of Local 631, for whom I hereby request be granted full time representation for Local 631.

Several other factors are influential in prompting my submission of this request. If you deem that further discussion is of necessity in this respect, I will avail myself at your disposal for such arranged discussion.

With expectation of a favorable, expeditious response, I remain

Sincerely,

Major H. Travis
National Vice-President
14th District - AFGE

LETTER FROM WILLIAM C. McKINNEY

JUL 3 1975

Mr. Major H. Travis
National Vice President
14th District, AFGE, AFL-CIO
8020 New Hampshire Avenue
Langley Park, Maryland 20783

Dear Mr. Travis:

This is in reply to your letter of June 16, 1975 concerning your desire to personally discuss with me an Agenda of Work Situations. You also indicate that one of the items for discussion concerns the two (2) exclusive units represented by AFGE, Local 631, and because of the number of employees involved, full-time representation is needed. In addition, you request that Mr. Herbert Massie, President, Local 631, be granted full-time representation for that Local.

Because of the complexity of the day to day problems arising out of administering the union contract; the processing of grievances; the large geographical area of the units; and the requirement that Mr. Massie attend regular union-management meetings at the various work sites, I am supportive of your request. In addition, I believe that the benefits derived by management from effective union representation constitute sufficient justification for your request.

I am therefore approving your request to grant Mr. Herbert Massie full-time representation for Local 631 effective as of the date of this letter.

Sincerely yours,

William C. McKinney
Director

LETTER FROM WILLIAM C. McKINNEY

14 OCT 1975

Mr. Major H. Travis
National Vice President
14th District AFGE, AFL-CIO
6020 New Hampshire Avenue
Langley Park, Maryland 20783

Dear Mr. Travis:

This is with further reference to my letter of July 3, 1975, concerning your request to grant Mr. Herbert Massie full-time representation for Local 231.

As you know, this Department's budget for Fiscal Year 1976 was substantially reduced by the City Council. Our resources are so low that we cannot afford to sustain salaries for non-working employees. In addition, serious questions have been raised regarding the legality of granting full-time administrative leave to employee union officials.

I have directed that an inquiry be submitted to the Corporation Counsel for clarification of this matter. The Department will continue with its current policy until one of two things happen, (1) Budget conditions prevent me from continuing, (2) an unfavorable opinion from Corporation Counsel.

Very truly yours,

William C. McKinney
Director

LETTER FROM WILLIAM C. McKINNEY

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF ENVIRONMENTAL SERVICES
WASHINGTON, D. C. 20004

January 21,1976

MEMORANDUM TO: Herbert L. Tucker
Director, Solid Waste Management Admin.

Frank Borris
Director, Office of Executive Management

SUBJECT: Assignment of Union Officials

As recently as Tuesday, January 20, 1976 there apparently still exists some confusion, misinterpretation and misunderstanding surrounding the question of Departmental policy regarding the duty status of union officials, particularly union presidents.

This memorandum will serve to clarify the Department's position with regards to duty stations, assignments and the conduction of union related business during normal duty hours.

It is now and has always been the position of this Department to provide the maximum flexibility to union officials to conduct union business that directly relates to the more efficient and effective operation of this Department. This is to be done within the established guidelines and directives contained in the District Personnel Manual and Department of Environmental Services orders issued to further amplify or clarify sections of the DPM.

Your attention is directed to Chapter 25A-17, Section 10: District Personnel Manual. Specific attention is to be paid to Section 10: (c), (d), (e), (g), (i), (j), (k), and (l).

It is the responsibility of all supervisors to be knowledgeable of the DPM and those sections that have specific reference to union officials and union activities.

The Department has benefited by having good working relationships with the unions represented within the Department. It is my hope that this will continue.

On the issues aired on Tuesday, January 20, 1976 concerning the work assignments of Herbert Massie (Local 631 AFGE) and Bernard Ross (Local 2091 AFSCME) please provide me with a schedule of duties performed covering the last eight months. The present work activities for both men should also be included. This report is to be into my office by COB Monday, January 26, 1976.

Let me once again emphasize your responsibility for the employees assigned to your Administration or Office.

If for whatever reason practices now in effect disagree with the directives contained in the DPM they are to be discontinued immediately. Questions concerning specific sections of the DPM are to be directed to Mary Redmiles, Chief, Personnel Division.

William C. McKinney
Director

SOLID WASTE BILLING A COLLECTION ADJUSTMENT

Senator CHILES. Are there any other employees of the Department drawing salaries who are not working in the function assigned to the Department?

Mr. MCKINNEY. I certainly hope not. I have got 2,900 employees, and I have no way, personally, of knowing that, that every man who is assigned to a duty station that works 40 hours or that gets paid for 40 hours a week is, in fact, putting in 40 hours a week.

Senator CHILES. During the past year the committee has noted several reports in the newspapers regarding management of the Department. A year ago October, the $387,000 dumping bill of a large trash hauler was administratively reduced by $87,000. This was followed up by a report that 3,600 water meters valued at nearly $83,000 were missing from the loft of the pumping station. The police have concluded that the missing water meters was an inventory shortage and that Mr. Coppie's task force reported widespread weaknesses and inefficiencies in the trash department.

What management controls have been installed into the Department of Environmental Services to insure that these discrepancies do not recur?

Mr. MCKINNEY. Mr. Coppie's task force, which was made up of members of the Management and Budget Systems Office, as well as members of my staff, did prepare a report and transmitted it to Mr. Coppie and me enumerating some 30-plus, some 32 recommendations for improving the effectiveness, if you will, and eliminating some of the weaknesses in the solid waste billing, accounting and collecting system.

It is my understanding that all of those recommendations with the exception of those which require budget action in terms of increased appropriations or redirection of appropriations have been implemented. We have since then asked Mr. Coppie to designate a member, a top member of his staff, to evaluate those controls that have been implemented and to follow up on those recommendations which were enumerated in that report that deals with the solid waste billing and collecting.

MISSING WATER METERS

On the missing water meters, again, when the staff discovered that meters were missing, they felt that there had been a burglary and reported to the Metropolitan Police, and that is how they got involved.

The meters had been in a part of a warehouse in the loft, and had been accumulating in that loft for, since the 1930's. They were old meters that had been replaced with new meters. They were defective meters. They were meters in a variety of disrepair. They were meters that were being cannibalized in terms of parts for defective meters that were in service. How meters left the loft, the $83,000 worth of meters, I do not know, and certainly the police and their assistants were certainly able to ascertain that it was not through burglary, if you will, breaking and entering where all meters were taken at one time.

59-211 O - 76 - 52

INVENTORY CONTROL

The Department had experienced over a number of years problems with the supply and material inventory control system. We were in the throes at that time of moving into a new warehouse at Bryant Street, and installing the proper inventory controls. That same inventory control program was being installed throughout the Department. It was based on that inventory control program that led to the basis of discovering that the meters, in fact, were not inventory or at least there was no record that showed where the meters had come from, why they were there, and how many were actually in the loft.

We have moved, and I think we have moved expeditiously, to install some inventory control systems and supply systems that make sense in terms of stock record cards and identifying items, both accountable and nonaccountable items, and putting people in charge of supply rooms with the proper controls to make sure that the issuance of materials and supplies is accounted for. Working out of our Office of Executive Management we have got the value mechanisms to go back and make sure that those controls are being followed and that the procedures have been installed.

I still do not know to this day what happened to the meters, and since they have been there for such a long period of time, I doubt if anybody who has been with the Department now knows what has happened to them. There was speculation as to what could have happened. I think it was pure speculation. None of it has proved conclusive to account for the missing water meters.

Fortunately, and I say that not reservedly, that they were not new meters. They were not meters due to be installed, but meters that had been installed and that had had some useful life, and that if we did cannibalize those meters and somebody unwisely decided to dispose of the portions that could not be used, certainly it points to the need for those control mechanisms, those control systems.

I do not believe that that kind of a situation, the accumulation of any kind of property of that nature, could occur in the Department now, primarily because by the bringing together of those supply systems and making sure that the same procedures are followed throughout the Department in every operation, rather than this unit having its own set of procedures, the other unit having its own set of procedures, we can better control the kinds of materials that are purchased from taxpayers' funds and that are used in the Department of Environmental Services.

VALUE OF MISSING WATER METERS

Senator CHILES. How did they happen to have a value of $83,000? Was that then a current value, or had they been depreciated down? Where did they come from?

Mr. MCKINNEY. That was the value that was assigned to them based on the time in which the meters were purchased, and, again, we did report throughout the city mechanism lost property, and we had to, at that time, assign a value to the meters based on the acquisition cost of the meters at that time, and, again, those were fairly old meters, meters that had been purchased a long period of time ago.

Senator CHILES. You do not think that would have been a current value?

Mr. MCKINNEY. I am sure that is not the current value of a meter that you would purchase on the street now.

Senator CHILES. Well, now, in your records, do you show depreciation? Is that an item that is appearing on your inventory? Is it always replacement?

Mr. MCKINNEY. Staff does not think so.

SOLID WASTE ADJUSTMENT

Senator CHILES. On the first item, the writeoff of the $87,000 for the trash hauler, I note in the audit by the Municipal Audit Office that: "On October 8, 1974, the Director of DES granted an $87,920.34 bill reduction for disposal fees owed the District. The amount of this adjustment was determined by the Director based upon his review of monthly billing reports. Using the same records we determined that the maximum potential value of overcharges totaled $53,700; about $34,000 less than the credit granted. Therefore the credit adjustment granted BFI was substantially greater than the maximum overcharges contained in the records."

The audit report has this recommendation:

"In view of the difference between the credit granted by the Director and the maximum potential overcharges determined by us, we believe this matter should be submitted to the Office of the Corporation Counsel for a legal determination as to what action, if any, should be taken to obtain payment for the excess bill reduction (credit adjustment) granted BFI."

Was that done?

Mr. MCKINNEY. To my knowledge a copy of that report was submitted to the Corporation Counsel.

Senator CHILES. Can you tell us anything on this?

Mr. COPPIE. Mr. Chairman, I can. It was referred to the Corporation Counsel's office. The Acting Corporation Counsel, Mr. Louis Robbins, is here and prepared to speak to you.

Senator CHILES. If you would identify yourself for the record, please?

Mr. ROBBINS. I am Louis Robbins, acting Corporation Counsel.

Good morning, Mr. Chairman. The matter was referred to us prior to the referral of the audit. However, litigation had been filed by a public interest group suing both the District of Columbia and Browning Ferris. I believe another small trash company has since been dismissed from the litigation.

This audit is a central piece of it. It was our feeling at that time that all of these matters were coming out through the litigation. We are presently going through discovery right now, and we felt that at an appropriate time, not only on the basis of the audit, but on the basis of the discovery that was going on that we would better be able to form a judgment as to whether we should indeed file a claim for that $34,000.

Senator CHILES. Well, the city is the defendant in that suit now?

Mr. ROBBINS. That is correct, sir.

Senator CHILES. Has the city made any attempt to seek the additional charges of approximately $30,000?

Mr. ROBBINS. No, sir, because we made a legal judgment that it would be more appropriate to develop that claim in the course of discovery in this present litigation, and the very matters that have been raised by that audit are the subject matter of the litigation itself.

Senator CHILES. All right, sir.

RESULTS OF LITIGATION

I think the committee would like to be informed of the results of the litigation as soon as we can.

Mr. ROBBINS. Yes, sir.

[The information follows:]

The litigation is still pending, however, the Committee will be informed of the results once the decision has been rendered.

LITIGATION PENDING ON WATER LATERALS

Mr. ROBBINS. Mr. Chairman, may I speak to a matter that the Chair was asking Mr. McKinney a little while back?

In the first place, with regard to the water laterals, I do not know if the Committee is aware of the fact that we are presently litigating that. At the moment the trial judge in the superior court has ruled that the obligation of repairing those water laterals is an obligation of the city.

We have filed an appeal. I would not like to give a prognosis of any litigation on this; but suffice it to say that we feel we have a meritorious appeal, and therefore we feel that we should progress with that. But, to this date, the only legal decision is that of the trial court, the Supreme Court, which states that it is the city's obligation to repair this.

Senator CHILES. Is the budget estimate based on that decision?

Mr. ROBBINS. I am not certain as to the mechanics of that budget estimate, Mr. Chairman. Right now we have a stay, and of course we are not required at this time——

Senator CHILES. Because of the stay?

Mr. ROBBINS [continuing]. To actually engage in these repairs.

Mr. MCKINNEY. Mr. Chairman, I think the two programs are in the budget based on Council—action by the City Council—it adopted resolutions, if you will, rather than because of the litigation.

OPINION ON UNION OFFICIALS

Senator CHILES. I wonder, while you are here if you could speak to the letter that was sent to your Department, or the matter that was referred to your Department by Mr. McKinney, which he spoke to in his October 14 letter to Mr. Travis, in which he said that he directed that an inquiry be submitted to the Corporation Counsel for clarification of the matter of the full-time representation or administrative leave for the union presidents?

Mr. ROBBINS. I did not realize that I was going to be speaking to that matter today, sir. It so happens that it is fresh in my mind be-

cause I signed off on the response to Mr. McKinney yesterday afternoon.

Senator CHILES. You got a very fast response, Mr. McKinney. You wrote on October 14, and now you get your response.

Thank you.

Mr. ROBBINS. Thank you, Mr. Chairman.

QUESTIONS SUBMITTED BY SENATOR CHILES

Senator CHILES. The Corporation Counsel is about as fast as me in my practice of law. We will submit additional questions for the record.

Thank you, gentlemen.

[CLERK'S NOTE: A further discussion of some of the matters discussed at this hearing can be found in the subcommittee's hearing of February 19, 1976, beginning on p. 969.]

[The questions and answers follow:]

TRANSFER OF CLEAN CITY PROGRAM POSITIONS

*Question.* According to the Discussion of transfers 7 positions and $78,100 of the Clean City Program initiated by this Committee last year are to be transferred to the Environmental Health category. Why then does the table at the top of that page show only 5 positions and $72,700 transferred into the Environmental Health category?

Answer. Seven positions and $78,100 were transferred into the Environmental Health Category for the Clean City Program (See the "Transfer" column at the top of page LA–7). In addition $13,000 was transferred for the maintenance of Environmental Health vehicles. This makes a total transfer into Environmental Health of $91,100 and seven positions. The five additional positions referred to in your questions are positions to be redirected into Environmental Health from Engineering and Construction to provide the necessary positions to implement the air quality regulations.

JOB TITLE LISTING BY CATEGORY AND SUB-CATEGORY

*Question.* Please provide by category and sub-category a listing of by Job Title, Grade, and Salary budgeted of all 2,845 positions in the adjusted base for fiscal year 1976. Designate by asterisk those positions discussed under transfers on page LA–7.

Answer. I will submit for the record a list of charts on Position Summaries.

[The charts follows:]

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | $ UNITS

## CURRENT POSITIONS SUMMARY

AGENCY: Environmental Services

TYPE OF POSITION: Full-Time Permanent/Operating

SCHEDULE A OPERATING BUDGET

| Positions by Category | Main Object Code | Past Year Authorized (FY 74) | | Current Year Authorized (FY 75) | | Budget Year Request (FY 76) | | Changes (FY 75/76) | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| Administration | | | | | | | | | |
| 110 Office of the Director | | | | | | | | | |
| GS-18 Director | 1A | 1 | 36,000 | 1 | 36,000 | 1 | 36,000 | ... | ..... |
| GS-17 Deputy Director | 1A | 1 | 36,000 | 1 | 36,000 | 1 | 36,000 | ... | ..... |
| GS-16 Asst. Director | 1A | ... | ..... | 1 | 36,000 | 1 | 36,000 | ... | ..... |
| GS-13 Labor Mgmt Relation Specialist T | 1A | ... | ..... | ... | ..... | 1 | 22,543 | +1 | 22,543 |
| GS-12 Special Assistant | 1A | 1 | 18,080 | 1 | 19,693 | 1 | 20,308 | ... | +615 |
| GS- 9 Secretary | 1A | 1 | 15,009 | 1 | 15,837 | 1 | 16,265 | ... | +428 |
| GS- 9 Secretary | 1A | 1 | 13,791 | ... | ..... | ... | ..... | ... | ..... |
| GS- 7 Secretary | 1A | ... | ..... | 1 | 11,924 | 1 | 11,924 | ... | ..... |
| GS- 5 Clerk | 1A | ... | ..... | 1 | 8,500 | 1 | 8,781 | ... | +281 |
| Total Office of the Director | | 5 | 118,880 | 7 | 163,954 | 8 | 187,823 | +1 | +23,869 |
| 120 Office of Executive Management | | | | | | | | | |
| Administration | | | | | | | | | |
| GS-16 Assistant Director Environmental Services | 1A | 1 | 36,000 | ... | ..... | ... | ..... | ... | ..... |
| GS-15 Director | 1A | 1 | 28,263 | 1 | 30,812 | 1 | 31,806 | ... | +994 |
| GS-11 Special Assistant | 1A | 1 | 15,160 | 1 | 16,513 | 1 | 17,029 | ... | +516 |
| GS -7 Secretary | 1A | 1 | 11,961 | 1 | 12,626 | 1 | 12,626 | ... | ..... |
| Total Office of Executive Management | | 4 | 91,384 | 3 | 59,951 | 3 | 61,461 | ... | 41,510 |

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | $ UNITS

CURRENT POSITIONS SUMMARY

AGENCY: Environmental Services

TYPE OF POSITION: Full-Time Permanent/Operating

SCHEDULE A OPERATING BUDGET

| Positions by Category | Main Object Code | Past Year Authorized (FY 74) | | Current Year Authorized (FY 75) | | Budget Year Request (FY 76) | | Changes (FY 75/76) | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| Budget & Finance | | | | | | | | | |
| Administration, Budget and Accounting | | | | | | | | | |
| GS-13 Budget and Accounting Office | 1A | 1 | 26,189 | 1 | 27,632 | 1 | 27,632 | ... | ..... |
| GS-12 Supvy. Budget Analyst | 1A | 1 | 19,829 | 1 | 20,923 | 1 | 21,538 | ... | +615 |
| GS-12 Chief Accounting Section | 1A | 1 | 19,829 | 1 | 20,923 | 1 | 21,538 | ... | +615 |
| GS-11 Budget Analyst R | 1A | 1 | 14,671 | 2 | 30,962 | 3 | 47,475 | +1 | +16,513 |
| GS- 9 Budget Analyst | 1A | 2 | 27,582 | 2 | 29,534 | 2 | 29,962 | ... | +428 |
| GS- 9 Cost Accountant | 1A | 1 | 13,385 | 1 | 14,553 | 1 | 14,553 | ... | ..... |
| GS- 8 Supvy. Acct. Technician | 1A | 2 | 23,162 | 2 | 25,220 | 2 | 25,608 | ... | +388 |
| GS- 7 Budget Analyst | 1A | 1 | 11,629 | 1 | 12,275 | 1 | 12,626 | ... | +351 |
| GS- 7 Budget Assistant | 1A | 1 | 11,629 | 1 | 12,626 | 1 | 12,626 | ... | ..... |
| GS- 7 Accounting Technician | 1A | 1 | 9,969 | 1 | 10,520 | 1 | 10,871 | ... | +351 |
| GS- 6 Accounts Maintenance Clerk | 1A | 1 | 10,472 | 1 | 11,053 | 1 | 11,369 | ... | +316 |
| GS- 6 Voucher Examiner | 1A | 1 | 9,575 | 1 | 10,421 | 1 | 10,421 | ... | ..... |
| GS- 5 Secretary | 1A | 1 | 8,055 | 1 | 8,783 | 1 | 9,066 | ... | +283 |
| GS- 5 Budget Clerk | 1A | 1 | 10,199 | 1 | 10,764 | 1 | 11,047 | ... | +283 |
| GS- 5 Accounts Maintenance Clerk 1-V6 | 1A | 2 | 16,378 | 2 | 17,849 | 2 | 18,415 | ... | +566 |
| GS- 5 Damage Claims Clerk | 1A | 1 | 8,591 | 1 | 9,349 | 1 | 9,349 | ... | ..... |
| GS- 5 Timekeeper | 1A | 1 | 8,859 | 1 | 9,349 | 1 | 9,632 | ... | +283 |
| GS-4 Time & Leave Clerk | 1A | 1 | 7,678 | 1 | 8,355 | 1 | 8,355 | ... | ..... |
| GS- 4 Accounts Maintenance Clerk | 1A | 1 | 7,438 | 1 | 8,102 | 1 | 8,355 | ... | +253 |
| GS- 3 Accounts Maintenance Clerk | 1A | 2 | 12,816 | 2 | 13,978 | 2 | 14,428 | ... | +450 |
| Total Administration, Budget & Accounting | | 24 | 277,935 | 25 | 313,171 | 26 | 334,866 | +1 | +21,695 |

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | $ UNITS

CURRENT POSITIONS SUMMARY

AGENCY: Environmental Services

TYPE OF POSITION: Full-Time Permanent/Operating

SCHEDULE A OPERATING BUDGET

| Positions by Category | Main Object Code | Past Year Authorized (FY 74) | | Current Year Authorized (FY 75) | | Budget Year Request (FY 76) | | Changes (FY 75/76) | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| Budget and Finance | | | | | | | | | |
| Revenue Branch | | | | | | | | | |
| GS-13 Water Registrar | 1A | 1 | 22,033 | 1 | 23,997 | 1 | 23,997 | ... | ..... |
| GS-12 Deputy Water Registrar | 1A | 1 | 19,246 | 1 | 20,308 | 1 | 20,923 | ... | +615 |
| GS- 9 Chief Processing Section | 1A | 1 | 13,385 | 1 | 14,125 | 1 | 14,553 | ... | +428 |
| GS- 9 Chief Accounting Section | 1A | 1 | 14,197 | 1 | 14,981 | 1 | 15,409 | ... | +428 |
| GS- 9 Supvy. Consumer Service Representative | 1A | 1 | 13,385 | 1 | 14,553 | 1 | 14,553 | ... | ..... |
| GS- 8 Asst. Chief Accounting Section | 1A | 1 | 12,869 | 1 | 13,968 | 1 | 13,968 | ... | ..... |
| GS- 8 Head Field Insp. & Meter Unit | 1A | 1 | 13,605 | 1 | 14,356 | 1 | 14,744 | ... | +388 |
| GS- 8 Supvy. Consumer Service Representative | 1A | 1 | 11,029 | 1 | 11,640 | 1 | 12,028 | ... | +388 |
| GS- 7 Supvy. Consumer Service Representative | 1A | 1 | 10,965 | 1 | 11,573 | 1 | 11,924 | ... | +351 |
| GS- 7 Supvy. Billing and Audit Clerk | 1A | 1 | 9,969 | 1 | 10,520 | 1 | 10,871 | ... | +351 |
| GS- 7 Administration Aid | 1A | 1 | 10,301 | 1 | 11,222 | 1 | 11,573 | ... | +351 |
| GS- 7 Asst. Supvr. Water Services Insp. | 1A | 1 | 10,965 | 1 | 11,924 | 1 | 11,924 | ... | ..... |
| GS- 7 Supvr. Info. List & Spec. Computation Unit | 1A | 1 | 10,633 | 1 | 11,573 | 1 | 11,573 | ... | ..... |
| GS- 6 Consumer Representatives | 1A | 2 | 20,346 | 2 | 22,106 | 2 | 22,106 | ... | ..... |
| GS- 6 Billing and Audit Clerk | 1A | 2 | 20,047 | 2 | 21,474 | 2 | 21,790 | ... | +316 |
| GS- 6 Mail Clerk | 1A | 1 | 8,977 | 1 | 9,789 | 1 | 10,105 | ... | +316 |
| GS- 5 Consumer Service Representative | 1A | 3 | 28,989 | 3 | 30,877 | 3 | 31,443 | ... | +566 |
| GS- 5 Water Service Inspector | 1A | 6 | 55,834 | 6 | 59,773 | 6 | 60,339 | ... | +566 |
| GS- 5 Supvy. Computing Clerk | 1A | 1 | 9,931 | 1 | 10,481 | 1 | 10,481 | ... | ..... |
| GS- 5 Billing and Audit Clerk | 1A | 2 | 18,522 | 2 | 19,547 | 2 | 19,830 | ... | +283 |
| GS- 5 Supvy. Mail Audit Clerk | 1A | 1 | 8,859 | 1 | 9,349 | 1 | 9,632 | ... | +283 |
| GS- 5 Asst. Supr. Info. Listing & Special Computation Unit | 1A | 1 | 8,859 | 1 | 9,632 | 1 | 9,632 | ... | ..... |
| GS- 5 Bookkeeping Machine Audit Clerk | 1A | 1 | 8,591 | 1 | 9,349 | 1 | 9,349 | ... | ..... |
| GS- 5 Enforcement Clerk | 1A | 1 | 9,395 | 1 | 9,915 | 1 | 10,198 | ... | +283 |
| GS- 5 Fiscal Audit Clerk | 1A | 2 | 16,914 | 2 | 17,849 | 2 | 18,132 | ... | +283 |
| GS- 4 Water Meter Reader | 1A | 9 | 74,142 | 9 | 79,243 | 9 | 80,255 | ... | +1,012 |
| GS- 4 Clerk | 1A | 19 | 153,562 | 19 | 164,058 | 19 | 167,347 | ... | +3,289 |
| GS- 3 Clerk | 1A | 11 | 72,628 | 11 | 78,679 | 11 | 80,704 | ... | +2,025 |
| GS- 3 Water Meter Reader | 1A | 5 | 32,254 | 5 | 35,170 | 5 | 36,295 | ... | +1,125 |
| GS- 2 Clerk | 1A | 4 | 23,106 | 4 | 24,984 | 4 | 25,784 | ... | +800 |
| WS- 5 Water Meter Inspector Foreman | 1A | 1 | 11,045 | 1 | 14,123 | 1 | 14,664 | ... | +541 |
| WG- 7 Water Meter Inspector | 1A | 4 | 38,189 | 4 | 46,218 | 4 | 47,529 | ... | +1,311 |
| WG- 6 Meter Maintenance Worker | 1A | 5 | 46,635 | 5 | 56,366 | 5 | 57,198 | ... | +832 |
| WG- 5 Water Meter Inspector | 1A | 4 | 34,695 | 4 | 41,706 | 4 | 42,516 | ... | +810 |
| WG- 3 Laborer | 1A | 1 | 7,800 | 1 | 9,131 | 1 | 9,485 | ... | +354 |
| Total Revenue Branch | | 99 | 881,924 | 99 | 964,559 | 99 | 982,854 | ... | +18,295 |

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | 8 UNITS

## CURRENT POSITIONS SUMMARY

AGENCY: Environmental Services

TYPE OF POSITION: Full-Time Permanent/Operating

SCHEDULE A — OPERATING BUDGET

| Positions by Category | Main Object Code | Past Year Authorized (FY 74) | | Current Year Authorized (FY 75) | | Budget Year Request (FY 76) | | Changes (FY 75/76) | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| Budget and Finance | | | | | | | | | |
| Total Budget & Finance | | 123 | 1,159,859 | 124 | 1,277,730 | 125 | 1,317,720 | +1 | +39,990 |

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | $ UNITS

## CURRENT POSITIONS SUMMARY

AGENCY: Environmental Services

TYPE OF POSITION: Full-Time Permanent/Operating

SCHEDULE A

| Positions by Category | Main Object Code | Past Year Authorized (FY 74) | | Current Year Authorized (FY 75) | | Budget Year Request (FY 76) | | Changes (FY 75/76) | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| Management and Information Systems | | | | | | | | | |
| GS-13 Supvy. Management Analyst | 1A | 1 | 22,744 | ... | ..... | ... | ..... | ... | ..... |
| GS-13 Supvy. Computer Systems Analyst | 1A | 1 | 23,433 | ... | ..... | ... | ..... | ... | ..... |
| GS-12 Supvy. Computer Systems Analyst | 1A | 1 | 20,995 | ... | ..... | ... | ..... | ... | ..... |
| GS-12 Management Analysis Officer | 1A | 1 | 19,246 | ... | ..... | ... | ..... | ... | ..... |
| GS-11 Management Analyst | 1A | 2 | 29,342 | ... | ..... | ... | ..... | ... | ..... |
| GS-11 Computer Specialist 1V6 | 1A | 3 | 40,287 | ... | ..... | ... | ..... | ... | ..... |
| GS- 9 Computer Specialist | 1A | 1 | 12,167 | ... | ..... | ... | ..... | ... | ..... |
| GS- 7 Management Assistant | 1A | 1 | 11,297 | ... | ..... | ... | ..... | ... | ..... |
| GS- 5 Clerk | 1A | 1 | 8,859 | ... | ..... | ... | ..... | ... | ..... |
| GS- 4 Computer Aid | 1A | 1 | 8,055 | ... | ..... | ... | ..... | ... | ..... |
| GS- 3 Card Punch Operator | 1A | 2 | 13,030 | ... | ..... | ... | ..... | ... | ..... |
| GS- 2 Clerk Typist | 1A | 1 | 5,682 | ... | ..... | ... | ..... | ... | ..... |
| Total Management & Information Systems | | 16 | 215,137 | ... | ..... | ... | ..... | ... | ..... |
| Personnel | | | | | | | | | |
| GS-14 Personnel Officer | 1A | 1 | 25,863 | 1 | 28,140 | 1 | 28,140 | ... | ..... |
| GS-13 Supvy. Position Classification Specialist 1V6 | 1A | 1 | 20,677 | 1 | 22,543 | 1 | 23,270 | ... | +727 |
| GS-13 Supvy. Personnel Staffing Specialist | 1A | 1 | 22,744 | 1 | 23,997 | 1 | 24,724 | ... | +727 |
| GS-13 Supvy. Employee Mgmt. Coordination Specialist | 1A | 1 | 22,744 | 1 | 23,997 | 1 | 24,724 | ... | +727 |
| GS-13 Labor Mgmt. Relation Specialist T | 1A | ... | ..... | 1 | 21,816 | ... | ..... | -1 | -21,816 |
| GS-12 Position Classification Specialist 1V 1V6 | 1A | 2 | 34,994 | 2 | 36,926 | 2 | 38,156 | ... | +1,230 |
| GS-12 Personnel Staffing Specialist | 1A | 1 | 18,663 | 1 | 20,308 | 1 | 20,308 | ... | ..... |
| GS-12 Employee Relations Specialist | 1A | 1 | 18,663 | 1 | 20,308 | 1 | 20,308 | ... | ..... |
| GS-11 Personnel Mgmt. Specialist | 1A | ... | ..... | 1 | 15,997 | 1 | 16,513 | ... | +516 |
| GS-11 Position Classification Specialist | 1A | 1 | 14,671 | 1 | 15,997 | 1 | 16,513 | ... | +516 |
| GS-11 Personnel Staffing Specialist | 1A | 2 | 29,432 | 2 | 31,994 | 2 | 33,026 | ... | +1,032 |
| GS-11 Employee Relations Specialist | 1A | 1 | 14,671 | 1 | 15,481 | 1 | 15,997 | ... | +516 |
| GS- 9 Personnel Staffing Specialist | 1A | 1 | 12,167 | 1 | 13,269 | 1 | 13,697 | ... | +428 |
| GS- 9 Supvy. Personnel Assistant | 1A | 1 | 13,791 | 1 | 14,553 | 1 | 14,981 | ... | +428 |
| GS- 9 Employee Relations Specialist | 1A | 1 | 12,167 | 1 | 13,269 | 1 | 13,697 | ... | +428 |
| GS- 7 Personnel Assistant | 1A | 2 | 20,602 | 2 | 22,444 | 2 | 23,146 | ... | +702 |
| GS- 7 Compensation Specialist | 1A | 1 | 9,969 | 1 | 10,871 | 1 | 11,222 | ... | +351 |
| GS- 7 Position Classification Specialist R | 1A | ... | ..... | ... | ..... | 1 | 11,222 | +1 | +11,222 |
| GS- 6 Secretary | 1A | 1 | 9,874 | 1 | 10,421 | 1 | 10,737 | ... | +316 |
| GS- 6 Personnel Clerk | 1A | 1 | 9,874 | 1 | 10,737 | 1 | 10,737 | ... | ..... |
| GS- 5 Personnel Clerk R | 1A | ... | ..... | ... | ..... | 1 | 8,500 | +1 | +8,500 |
| GS- 4 Clerk | 1A | 4 | 29,512 | 4 | 31,902 | 4 | 32,914 | ... | +1,012 |
| GS- 3 Personnel Clerk R | 1A | ... | ..... | ... | ..... | 1 | 6,764 | +1 | +6,764 |
| Total Personnel | | 24 | 341,078 | 26 | 404,970 | 28 | 419,296 | +2 | +14,326 |

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | $ UNITS

## CURRENT POSITIONS SUMMARY

AGENCY: Environmental Services

TYPE OF POSITION: Full-Time Permanent/Operating

SCHEDULE A — OPERATING BUDGET

| Positions by Category | Main Object Code | Past Year Authorized (FY 74) | | Current Year Authorized (FY 75) | | Budget Year Request (FY 76) | | Changes (FY 75/76) | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| Supply & Administration Services | | | | | | | | | |
| GS-13 Supply Management Officer | 1A | 1 | 20,677 | 1 | 22,543 | 1 | 23,270 | ... | +727 |
| GS-12 Staff Assistant | 1A | 1 | 21,578 | 1 | 22,768 | 1 | 23,383 | ... | +615 |
| GS-11 Supvy. Purchasing Agent R A | 1A | ... | ..... | ... | ..... | ... | ..... | ... | ..... |
| GS-11 Supply Management Officer 1V6 | 1A | 1 | 14,671 | 1 | 15,997 | 1 | 16,513 | ... | +516 |
| GS-11 General Supply Specialist | 1A | 1 | 15,160 | 1 | 16,513 | 1 | 17,029 | ... | +516 |
| GS-11 Material Facilities Supervisor A | 1A | ... | ..... | 1 | 15,481 | ... | ..... | -1 | -15,481 |
| GS- 9 Supvy. General Supply Specialist | 1A | 1 | 13,385 | 1 | 14,553 | 1 | 14,553 | ... | ..... |
| GS- 9 Procurement Agent | 1A | 1 | 12,167 | 1 | 13,269 | 1 | 13,697 | ... | +428 |
| GS- 7 Administration Assistant | 1A | 1 | 12,293 | 1 | 13,328 | 1 | 13,328 | ... | ..... |
| GS- 7 Management Analyst | 1A | 1 | 12,957 | 1 | 13,679 | 1 | 13,679 | ... | ..... |
| GS- 7 Office Services Supervisor | 1A | 1 | 10,633 | 1 | 11,573 | 1 | 11,573 | ... | ..... |
| GS- 7 Purchasing Agent 2V | 1A | 3 | 34,555 | 4 | 47,345 | 4 | 48,047 | ... | +702 |
| GS- 6 Management Assistant | 1A | 1 | 9,276 | 1 | 10,105 | 1 | 10,421 | ... | +316 |
| GS- 6 Supply Technician | 1A | 1 | 9,874 | 1 | 10,421 | 1 | 10,737 | ... | +316 |
| GS- 6 Purchasing Agent 3V6 | 1A | 3 | 28,426 | 3 | 30,631 | 3 | 31,263 | ... | +632 |
| GS- 5 Secretary | 1A | 1 | 9,395 | 1 | 9,915 | 1 | 10,198 | ... | +283 |
| GS- 5 Voucher Examiner | 1A | 1 | 8,323 | 1 | 9,066 | 1 | 9,349 | ... | +283 |
| GS- 5 Supply Cataloger | 1A | 1 | 8,859 | 1 | 9,349 | 1 | 9,632 | ... | +283 |
| GS- 4 Procurement Clerk | 1A | 1 | 8,638 | 1 | 9,367 | 1 | 9,367 | ... | ..... |
| GS- 3 Clerk Messenger | 1A | 1 | 7,906 | 1 | 8,339 | 1 | 8,564 | ... | +225 |
| Total Supply and Administration Services | | 22 | 258,773 | 24 | 304,242 | 23 | 294,603 | -1 | -9,639 |
| Total Office of Executive Management | | 189 | 2,066,231 | 177 | 2,046,893 | 179 | 2,093,080 | +2 | +46,187 |
| 130 - Environmental Planning | | | | | | | | | |
| GS-15 Environmental Planning Director | 1A | 1 | 36,000 | 1 | 36,000 | 1 | 36,000 | ... | ..... |
| GS-14 Supvy. General Engineer | 1A | 1 | 29,903 | 1 | 31,552 | 1 | 31,552 | ... | ..... |
| GS-14 Supvy. General Engineer | 1A | 1 | 25,055 | 1 | 27,287 | 1 | 28,140 | ... | +853 |
| GS-14 Supvy. Civil Engineer V6 | 1A | 1 | 24,247 | 1 | 25,581 | 1 | 26,434 | ... | +853 |
| GS-14 Sanitary Engineer | 1A | 1 | 25,863 | 1 | 28,140 | 1 | 28,140 | ... | ..... |
| GS-13 General Engineer | 1A | 1 | 20,677 | 1 | 22,543 | 1 | 23,270 | ... | +727 |
| GS-13 Sanitary Engineer | 1A | 1 | 22,744 | 1 | 24,724 | 1 | 24,724 | ... | ..... |
| GS-13 Supvy. Management Analyst | 1A | ... | ..... | 1 | 23,997 | 1 | 24,724 | ... | +727 |
| GS-13 Supvy. Computer Systems Analyst | 1A | ... | ..... | 1 | 24,724 | 1 | 25,451 | ... | +727 |

A - Abolished Positions

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | $ UNITS

# CURRENT POSITIONS SUMMARY

AGENCY: Environmental Services

TYPE OF POSITION: Full-Time Permanent/Operating

SCHEDULE A

| Positions by Category | Main Object Code | Past Year Authorized (FY 74) | | Current Year Authorized (FY 75) | | Budget Year Request (FY 76) | | Changes (FY 75/76) | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| Environmental Planning | | | | | | | | | |
| GS-12 Chief Analyst T | | | | | | 1 | 18,463 | +1 | +18,463 |
| GS-12 Chemical Engr. V5 | 1A | 1 | 17,497 | ... | ..... | ... | ..... | ... | ..... |
| GS-12 Grant Coordination Specialist | 1A | 1 | 18,080 | 1 | 19,693 | 1 | 20,308 | ... | +615 |
| GS-12 Management Analysis Officer | 1A | ... | ..... | 1 | 20,308 | 1 | 20,923 | ... | +615 |
| GS-12 Supvy. Computer System Analyst | 1A | ... | ..... | 1 | 22,153 | 1 | 22,768 | ... | +615 |
| GS-11 Management Analyst A | 1A | ... | ..... | 2 | 31,478 | 1 | 17,029 | -1 | -14,449 |
| GS-11 Computer Specialist | 1A | ... | ..... | 3 | 50,055 | 3 | 51,087 | ... | +1,032 |
| GS- 9 Computer Specialist | 1A | ... | ..... | 1 | 12,841 | 1 | 13,269 | ... | +428 |
| GS- 9 Management Analyst V | 1A | ... | ..... | 1 | 12,841 | 1 | 12,841 | ... | ..... |
| GS- 9 Program Analyst T | 1A | ... | ..... | ... | ..... | 2 | 25,682 | +2 | +25,682 |
| GS- 9 Urban Planner | 1A | 1 | 12,167 | 1 | 13,269 | 1 | 13,697 | ... | +428 |
| GS- 7 Computer Aid R | 1A | ... | ..... | ... | ..... | 1 | 11,573 | +1 | +11,573 |
| GS- 7 Secretary | 1A | 1 | 12,625 | 1 | 10,520 | 1 | 10,520 | ... | ..... |
| GS- 7 Management Assistant | 1A | ... | ..... | 1 | 11,924 | 1 | 12,275 | ... | +351 |
| GS- 5 Secretary | 1A | 1 | 9,127 | 1 | 9,915 | 1 | 9,915 | ... | ..... |
| GS- 5 Clerk 1-T 1-R | 1A | ... | ..... | 1 | 9,349 | 3 | 27,481 | +2 | +18,132 |
| GS- 4 Computer Aid | 1A | ... | ..... | 1 | 9,367 | 1 | 9,620 | ... | +253 |
| GS- 4 Clerk-Typist | 1A | 1 | 7,438 | 1 | 8,102 | 1 | 8,355 | ... | +253 |
| GS- 3 Card Punch Operator | 1A | ... | ..... | 2 | 14,203 | 2 | 14,653 | ... | +450 |
| GS- 3 Clerk-Typist V5 | 1A | 1 | 6,408 | 1 | 6,989 | 1 | 7,214 | ... | +225 |
| GS- 2 Clerk-Typist | 1A | ... | ..... | 1 | 5,996 | 1 | 6,196 | ... | +200 |
| Total Environmental Planning | | 14 | 267,831 | 30 | 513,551 | 35 | 582,304 | +5 | +468,753 |
| 140 - Office of Career Development & Training | | | | | | | | | |
| GS-14 Supvy. Employee Development Specialist | 1A | 1 | 25,055 | 1 | 27,287 | 1 | 28,140 | ... | +853 |
| GS-12 Employee Development Specialist IV | 1A | 2 | 35,577 | 2 | 38,156 | 2 | 39,386 | ... | +1,230 |
| Total Office of Career Development & Training | | 3 | 60,632 | 3 | 65,443 | 3 | 67,526 | ... | +2,083 |
| 150 - Office of Special Services | | | | | | | | | |
| GS-15 Special Services Officer | 1A | 1 | 31,089 | 1 | 33,794 | 1 | 33,794 | ... | ..... |
| GS-13 Equal Employment Opportunity & Community Relations Officer | 1A | 1 | 20,677 | 1 | 22,543 | 1 | 23,270 | ... | +727 |
| GS-12 Equal Employment Opportunity Relations Specialist | 1A | 1 | 17,497 | 1 | 19,078 | 1 | 19,693 | ... | +615 |
| GS-12 Dpty. Community & Special Services Officer | 1A | 1 | 20,995 | 1 | 22,768 | 1 | 22,768 | ... | ..... |
| GS-12 Monitoring Officer | 1A | 1 | 19,246 | 1 | 20,923 | 1 | 20,923 | ... | ..... |
| GS-11 Community & Special Services Asst. | 1A | 1 | 15,160 | 1 | 16,513 | 1 | 17,029 | ... | +516 |
| GS-11 Community Relations Officer | 1A | 1 | 18,583 | 1 | 19,609 | 1 | 19,609 | ... | ..... |
| GS- 7 Secretary | 1A | 1 | 11,297 | 1 | 11,924 | 1 | 12,275 | ... | +351 |
| GS- 7 Equal Employment & Community Relations Asst. | 1A | 1 | 11,297 | 1 | 11,924 | 1 | 12,275 | ... | +351 |
| GS- 5 Environmental Corpsman 2A | 1A | ... | ..... | 5 | 42,500 | 3 | 26,349 | -2 | -16,151 |

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | 8 UNITS

## CURRENT POSITIONS SUMMARY

SCHEDULE A — OPERATING BUDGET

AGENCY: Environmental Services

TYPE OF POSITION: Full-Time Permanent/Operating

| Positions by Category | Main Object Code | Past Year Authorized (FY 74) | | Current Year Authorized (FY 75) | | Budget Year Request (FY 76) | | Changes (FY 75/76) | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| GS- 4 Environmental Corpsman A | 1A | 22 | 163,876 | 22 | 178,497 | 21 | 173,684 | -1 | -4,813 |
| GS- 4 Environmental Complaints Monitor A | 1A | 3 | 26,154 | 3 | 26,330 | 2 | 18,734 | -1 | -7,596 |
| GS- 3 Environmental Corpsman | 1A | 1 | 6,836 | 1 | 7,439 | 1 | 7,439 | ... | ..... |
| GS- 3 Clerk A | 1A | 2 | 13,244 | 2 | 14,428 | 1 | 7,439 | -1 | -6,989 |
| Total Office of Special Services | | 37 | 375,951 | 42 | 448,270 | 37 | 415,281 | -5 | -32,989 |
| Mobile Equipment | | | | | | | | | |
| GS-13 Chief of Mobile Equipment | 1A | ... | ..... | 1 | 24,724 | 1 | 24,724 | ... | ..... |
| GS-13 Dpty. Chief Operations | 1A | ... | ..... | 1 | 24,724 | 1 | 24,724 | ... | ..... |
| GS-12 Dpty. Chief Mobile Equipment | 1A | ... | ..... | 1 | 18,463 | 1 | 19,078 | ... | +615 |
| GS-11 Asst. Chief Mobile Equipment | 1A | ... | ..... | 1 | 16,513 | 1 | 17,029 | ... | +516 |
| GS-11 Equipment Specialist | 1A | ... | ..... | 1 | 17,029 | 1 | 17,029 | ... | ..... |
| GS-11 Special Assistant | 1A | ... | ..... | 1 | 19,093 | 1 | 19,093 | ... | ..... |
| GS-11 Supvy. Production Controller | 1A | ... | ..... | 1 | 17,545 | 1 | 17,545 | ... | ..... |
| GS-10 Mech. Shop Superintendent | 1A | ... | ..... | 1 | 18,356 | 1 | 18,356 | ... | ..... |
| GS- 9 Administration Officer | 1A | ... | ..... | 1 | 15,409 | 1 | 15,409 | ... | ..... |
| GS- 9 Production Controller | 1A | ... | ..... | 1 | 13,697 | 1 | 14,125 | ... | +428 |
| GS- 9 Equipment Specialist | 1A | ... | ..... | 2 | 27,394 | 2 | 28,250 | ... | +856 |
| GS- 7 Production Controller | 1A | ... | ..... | 2 | 23,848 | 2 | 24,199 | ... | 351 |
| GS- 7 Supvy. Supply Technician T | 1A | ... | ..... | 1 | 12,626 | ... | ..... | -1 | -12,626 |
| GS- 6 Purchasing Agent T | 1A | ... | ..... | 1 | 11,369 | ... | ..... | -1 | -11,369 |
| GS- 5 Accident Investigation Clerk | 1A | ... | ..... | 1 | 8,783 | 1 | 9,066 | ... | +283 |
| GS- 5 Supply Clerk T | 1A | ... | ..... | 1 | 10,764 | ... | ..... | -1 | -10,764 |
| GS- 5 Secretary | 1A | ... | ..... | 1 | 9,349 | 1 | 9,349 | ... | ..... |
| GS- 5 Production Controller | 1A | ... | ..... | 2 | 20,113 | 2 | 20,113 | ... | ..... |
| GS- 4 Clerk T | 1A | ... | ..... | 2 | 16,457 | 1 | 8,861 | -1 | -7,596 |
| GS- 3 Clerk T 1V6 | 1A | ... | ..... | 2 | 14,428 | 1 | 7,669 | -1 | -6,764 |
| GS- 2 Clerk | 1A | ... | ..... | 2 | 12,989 | 2 | 13,392 | ... | +403 |
| WS-12 Auto & Engrg. Equipt. Mech. Foreman | 1A | ... | ..... | 1 | 19,386 | 1 | 19,386 | ... | ..... |
| WS-11 Equipt. Maint. Officer Foreman | 1A | ... | ..... | 2 | 34,736 | 2 | 36,068 | ... | +1,332 |
| WS-11 Engrg. Equipt. Mech. Foreman | 1A | ... | ..... | 2 | 34,736 | 2 | 36,068 | ... | +1,332 |
| WS-10 Equipt. Engrg. Mech. Foreman | 1A | ... | ..... | 2 | 35,028 | 2 | 35,693 | ... | +665 |
| WS-10 Auto & Engrg. Equipt. Foreman | 1A | ... | ..... | 1 | 18,179 | 1 | 18,179 | ... | ..... |
| WS-10 Auto Mechanic Foreman | 1A | ... | ..... | 1 | 18,179 | 1 | 18,179 | ... | ..... |
| WS- 9 Auto Engrg. Equipt. Mech. Foreman | 1A | ... | ..... | 3 | 50,793 | 3 | 51,417 | ... | +624 |
| WS- 9 Engrg. Equipt. Mech. Foreman | 1A | ... | ..... | 1 | 16,307 | 1 | 16,931 | ... | +624 |
| WS- 9 Mobile Equipt. Metal Foreman | 1A | ... | ..... | 1 | 17,555 | 1 | 17,555 | ... | ..... |
| WS- 8 Auto Mechanic Foreman | 1A | ... | ..... | 1 | 16,370 | 1 | 16,973 | ... | +603 |
| WL-11 Auto and Engrg. Equipt. Mech. Leader | 1A | ... | ..... | 2 | 31,491 | 2 | 32,074 | ... | +583 |
| WL-10 Mobile Equipt. Worker Leader | 1A | ... | ..... | 1 | 15,371 | 1 | 15,371 | ... | ..... |
| WL-10 Auto Mechanic Leader | 1A | ... | ..... | 1 | 14,269 | 1 | 14,830 | ... | +561 |
| WL- 9 Painter Leader | 1A | ... | ..... | 1 | 14,706 | 1 | 14,706 | ... | ..... |
| WG-14 Engrg. Maint. Foreman | 1A | ... | ..... | 1 | 13,998 | 1 | 14,581 | ... | +583 |
| WG-12 Mobile Equipment Inspector 1V6 | 1A | ... | ..... | 6 | 84,166 | 6 | 87,412 | ... | +3,246 |

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | $ UNITS

## CURRENT POSITIONS SUMMARY

AGENCY: Environmental Services
TYPE OF POSITION: Full-Time Permanent/Operating

SCHEDULE A (OPERATING BUDGET)

| Positions by Category | | Main Object Code | Past Year Authorized (FY 74) | | Current Year Authorized (FY 75) | | Budget Year Request (FY 76) | | Changes (FY 75/76) | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| 170 - Mobile Equipment(Cont'd.) | | | | | | | | | | |
| WG-11 Auto & Engrg. Equipt. Mechanic T | 3V6 | 1A | ... | ..... | 31 | 433,160 | 34 | 487,760 | +3 | +54,600 |
| WG-10 Auto & Engrg. Equipt. Mechanic | 2V6 | 1A | ... | ..... | 33 | 443,776 | 33 | 452,776 | ... | +9,000 |
| WG-10 Mobile Equipt. Metal Worker | 2V6 | 1A | ... | ..... | 7 | 97,167 | 7 | 97,677 | ... | +510 |
| WG- 9 Painter | | 1A | ... | ..... | 2 | 13,374 | 2 | 13,374 | ... | ..... |
| WG- 8 Auto Mechanic T | | 1A | ... | ..... | 7 | 80,847 | 10 | 116,932 | +3 | 36,085 |
| WG- 8 Mobile Equipt. Metal Worker | | 1A | ... | ..... | 1 | 12,792 | 1 | 12,792 | ... | ..... |
| WG- 7 Auto Upholsterer | | 1A | ... | ..... | 1 | 12,210 | 1 | 12,210 | ... | ..... |
| WG- 7 Engrg. Equipt. Mechanic | | 1A | ... | ..... | 4 | 45,344 | 4 | 47,092 | ... | +1,748 |
| WG- 7 Motor Vehicle Operator | | 1A | ... | ..... | 1 | 12,210 | 1 | 12,210 | ... | ..... |
| WG- 6 Mechanic Helper | | 1A | ... | ..... | 1 | 10,774 | 1 | 11,190 | ... | +416 |
| WG- 6 Stockroom Attendent | | 1A | ... | ..... | 1 | 11,606 | 1 | 11,606 | ... | ..... |
| WG- 5 Auto Upholsterer | | 1A | ... | ..... | 1 | 11,024 | 1 | 11,024 | ... | ..... |
| WG- 5 Auto Mechanic Helper | | 1A | ... | ..... | 19 | 194,032 | 19 | 201,537 | ... | +7,505 |
| WG- 5 Stockroom Attendent | | 1A | ... | ..... | 1 | 11,024 | 1 | 11,024 | ... | ..... |
| WG- 5 Mobile Equipt. Servicer | | 1A | ... | ..... | 1 | 9,838 | 1 | 10,234 | ... | +396 |
| WG- 5 Maint. Worker | | 1A | ... | ..... | 2 | 20,468 | 2 | 21,258 | ... | +790 |
| | | | | | 167 | 2,208,789 | 168 | 2,284,325 | +1 | +75,536 |
| Environmental Pay | | | | | | 31,060 | | 31,060 | ... | ..... |
| Total Mobile Equipment | | | | | | 2,239,849 | | 2,315,385 | | +75,536 |
| Total Administration | | | 248 | 2,889,525 | 426 | 5,477,960 | 430 | 5,661,399 | +4 | +183,439 |
| Engineering & Construction | | | | | | | | | | |
| 210 Administration | | | | | | | | | | |
| GS-15 Supvy. Civil Engineer | | 1A | 1 | 35,799 | 1 | 36,000 | 1 | 36,000 | ... | ..... |
| GS- 7 Secretary | | 1A | 1 | 11,961 | 1 | 12,626 | 1 | 12,626 | ... | ..... |
| Total Administration | | | 2 | 47,760 | 2 | 48,626 | 2 | 48,626 | ... | ..... |

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | 6 SHEETS

CURRENT POSITIONS SUMMARY

AGENCY: Environmental Services

TYPE OF POSITION: Full-Time Permanent/Operating

SCHEDULE A OPERATING BUDGET

| Positions by Category | Main Object Code | Past Year Authorized (FY 74) | | Current Year Authorized (FY 75) | | Budget Year Request (FY 76) | | Changes (FY 75/76) | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| 230 - Design & Engineering | | | | | | | | | |
| GS-15 Supvy. Civil Engineer | 1A | 1 | 32,038 | 1 | 33,794 | 1 | 34,788 | ... | +994 |
| GS-14 Supvy. Civil Engineer | 1A | 1 | 28,671 | 1 | 28,140 | 1 | 28,993 | ... | +853 |
| GS-14 Supvy. Civil Engineer | 1A | 1 | 25,863 | 1 | 28,140 | 1 | 28,140 | ... | ..... |
| GS-14 Supvy. Hydraulic Engineer V6 | 1A | 1 | 24,247 | 1 | 25,581 | 1 | 26,434 | ... | +853 |
| GS-13 Supvy. Hydraulic Engineer | 1A | 1 | 24,122 | 1 | 26,178 | 1 | 26,178 | ... | ..... |
| GS-13 Supvy. Civil Engineer | 1A | 1 | 24,811 | 1 | 26,178 | 1 | 26,905 | ... | +727 |
| GS-13 Supvy. Civil Engineering Technician | 1A | 1 | 23,633 | 1 | 25,451 | 1 | 25,451 | ... | ..... |
| GS-12 Supvy. Civil Engineering Technician | 1A | 3 | 56,572 | 3 | 60,309 | 3 | 61,539 | ... | 1,230 |
| GS-12 Mechanical Engineering Technician | 1A | 1 | 20,995 | 1 | 22,153 | 1 | 22,768 | ... | +615 |
| GS-12 Civil Engineer IV6 | 1A | 2 | 37,909 | 2 | 40,616 | 2 | 41,231 | ... | +615 |
| GS-12 Supvy. Civil Engineer V | 1A | 1 | 17,497 | 1 | 18,463 | 1 | 19,078 | ... | +615 |
| GS-11 Civil Engineering Technician IV6 | 1A | 2 | 32,765 | 2 | 35,090 | 2 | 36,122 | ... | +1,032 |
| GS-11 Equipment Specialist | 1A | 1 | 16,138 | 1 | 17,029 | 1 | 17,545 | ... | +516 |
| GS- 9 Civil Engineering Technician | 1A | 7 | 89,635 | 7 | 96,307 | 7 | 98,447 | ... | +2,140 |
| GS- 7 Civil Engineering Technician IV6 | 1A | 3 | 32,563 | 3 | 34,219 | 3 | 35,421 | ... | +702 |
| GS- 6 Civil Engineering Technician | 1A | 1 | 9,874 | 1 | 10,421 | 1 | 10,737 | ... | +316 |
| GS- 5 Clerk A | 1A | 3 | 24,165 | 1 | 8,783 | ... | ..... | -1 | -8,783 |
| Total Design & Engineering | | 31 | 519,291 | 29 | 537,354 | 28 | 539,777 | -1 | +2,423 |
| 240 - Construction and Repair | | | | | | | | | |
| GS-15 Supervisory Civil Engineer | 1A | 1 | 32,038 | 1 | 33,794 | 1 | 34,788 | ... | +994 |
| GS-13 Supervisory Civil Engineer R | 1A | 3 | 63,409 | 2 | 44,540 | 1 | 21,270 | -1 | -23,270 |
| GS-13 Civil Engineer | 1A | 1 | 20,677 | ... | ..... | ... | ..... | ... | ..... |
| GS-12 Civil Engineer | 1A | 3 | 59,687 | 3 | 63,384 | 3 | 63,384 | ... | ..... |
| GS-11 Civil Engrg. Technician R | 1A | 8 | 123,236 | 4 | 70,180 | 3 | 55,731 | -1 | -14,449 |
| GS- 9 Civil Engrg. Technician R | 1A | 15 | 195,497 | 12 | 168,644 | 8 | 124,984 | -4 | -43,660 |
| GS- 9 Electrical Engineer V6 | 1A | 1 | 12,167 | 1 | 12,841 | 1 | 13,269 | ... | +428 |
| GS- 7 Photographer | 1A | 1 | 10,965 | 1 | 11,573 | 1 | 11,924 | ... | +351 |
| GS- 7 Civil Engrg. Technician R | 1A | 9 | 97,337 | 7 | 82,415 | 6 | 72,948 | -1 | -9,467 |
| GS- 7 Production Controller | 1A | 1 | 10,965 | ... | ..... | ... | ..... | ... | ..... |
| GS- 6 Secretary A | 1A | 2 | 18,851 | 2 | 20,526 | 1 | 11,369 | -1 | -9,157 |
| GS- 5 Civil Engineering Technician R | 1A | 4 | 33,878 | 4 | 35,981 | ... | ..... | -4 | -35,981 |
| GS- 3 Engineering Aid | 1A | 1 | 6,408 | ... | ..... | ... | ..... | ... | ..... |
| GS- 3 Clerk R | 1A | 2 | 14,528 | 2 | 15,328 | 1 | 8,789 | -1 | -6,539 |
| Force Account Positions 2396 | | 167 | | 167 | | 163 | | -4 | |
| Total Construction & Repair | | 219 | 699,386 | 206 | 561,206 | 189 | 420,456 | -17 | -140,750 |
| Sub-Total Engineering & Construction Administration | | 252 | 1,266,437 | 237 | 1,147,184 | 219 | 1,008,859 | -18 | -138,325 |

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | $ UNITS

## CURRENT POSITIONS SUMMARY

AGENCY: Environmental Services

TYPE OF POSITION: Full-Time Permanent/Operating

SCHEDULE A — OPERATING BUDGET

| Positions by Category | Main Object Code | Past Year Authorized (FY 74) | | Current Year Authorized (FY 75) | | Budget Year Request (FY 76) | | Changes (FY 75/76) | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| Water Resources Management | | | | | | | | | |
| 310 - Administration | | | | | | | | | |
| GS-16 Director | 1A | 1 | 36,000 | 1 | 36,000 | 1 | 36,000 | ... | ..... |
| GS-15 Supvy. Civil Engr. | 1A | 1 | 28,263 | 1 | 30,812 | 1 | 31,806 | ... | +994 |
| GS-15 Chief Planning & Research R | 1A | ... | ..... | 1 | 29,818 | ... | ..... | -1 | -29,818 |
| GS-14 Supvy. Civil Engr. R | 1A | ... | ..... | 1 | 27,287 | ... | ..... | -1 | -27,287 |
| GS-14 Supvy. Civil Engr. R | 1A | ... | ..... | 1 | 28,993 | ... | ..... | -1 | -28,993 |
| GS-13 Industrial Engineer R | 1A | ... | ..... | 1 | 25,451 | ... | ..... | -1 | -25,451 |
| GS-12 Special Assistant R | 1A | ... | ..... | ... | ..... | 1 | 22,768 | +1 | +22,768 |
| GS- 7 Secretary I-V6 | 1A | 2 | 22,262 | 2 | 23,848 | 2 | 23,848 | ... | ..... |
| GS- 6 Secretary R | 1A | ... | ..... | 1 | 9,789 | ... | ..... | -1 | -9,789 |
| Total Administration | | 4 | 86,525 | 9 | 211,998 | 5 | 114,422 | -4 | +97,576 |
| 320 - Water Distribution | | | | | | | | | |
| GS-14 Supvy. Civil Engr. | 1A | 1 | 24,247 | 1 | 26,434 | 1 | 27,287 | ... | +853 |
| GS-13 Supvy. Mechanical Engr. | 1A | 1 | 24,122 | 1 | 25,451 | 1 | 25,451 | ... | ..... |
| GS-13 Supvy. Civil Engr. | 1A | 1 | 22,744 | 1 | 24,724 | 1 | 24,724 | ... | ..... |
| GS-13 Supvy. Mechanical Engr. | 1A | 1 | 22,744 | ... | ..... | ... | ..... | ... | ..... |
| GS-12 Supvy. Mechanical Engr. | 1A | 1 | 18,663 | 1 | 20,308 | 1 | 20,308 | ... | ..... |
| GS-12 Supvy. Civil Engr. | 1A | 1 | 19,246 | 1 | 20,923 | 1 | 20,923 | ... | ..... |
| GS-12 Facilities Maint Supervisor R | 1A | 2 | 36,160 | 2 | 39,386 | ... | ..... | -2 | -39,386 |
| GS-12 Special Assistant R | 1A | 1 | 20,995 | 1 | 22,153 | ... | ..... | -1 | -22,153 |
| GS-11 Hydraulic Engr. Tech. | 1A | 1 | 17,605 | 1 | 19,093 | 1 | 19,093 | ... | ..... |
| GS-11 Supply Mgmt Officer R | 1A | 1 | 14,671 | 1 | 15,997 | ... | ..... | -1 | -15,997 |
| GS- 7 Hydraulic Engr. Tech. V6 | 1A | 1 | 9,969 | 1 | 10,871 | 1 | 11,222 | ... | +351 |
| GS- 7 Supvy Consumer Service Repr. | 1A | 2 | 23,258 | 2 | 24,550 | 2 | 25,252 | ... | +702 |
| GS- 6 Secretary | 1A | 1 | 10,472 | 1 | 11,053 | 1 | 11,369 | ... | +316 |
| GS- 6 Consumer Service Repr. | 1A | 6 | 58,048 | 6 | 62,526 | 6 | 63,158 | ... | +632 |
| GS- 6 Purchasing Agent R | 1A | 1 | 9,874 | 1 | 10,421 | ... | ..... | -1 | -10,421 |
| GS- 5 Consumer Service Repr. | 1A | 4 | 37,957 | 4 | 40,792 | 4 | 41,075 | ... | +283 |
| GS- 5 Secretary R | 1A | 2 | 16,914 | 2 | 18,415 | 1 | 9,349 | -1 | -9,066 |
| GS- 5 Water Service & Info. Repr. V6 | 1A | 1 | 8,055 | 1 | 8,783 | 1 | 9,066 | ... | +283 |
| GS- 5 Consumer Service Representative A | 1A | 1 | 9,163 | 1 | 10,198 | ... | ..... | -1 | -10,198 |
| GS- 5 Supply Clerk R | 1A | 3 | 25,773 | 3 | 27,198 | ... | ..... | -3 | -27,198 |
| GS- 4 Consumer Service Repr. A | 1A | 2 | 17,276 | 2 | 18,228 | 1 | 9,367 | -1 | -8,861 |
| GS- 4 Clerk R | 1A | 3 | 22,794 | 3 | 25,065 | 1 | 8,355 | -2 | -16,710 |
| GS- 3 Clerk A | 1A | 2 | 14,742 | 2 | 15,563 | 1 | 7,889 | -1 | -7,674 |
| GS- 2 Clerk Typist R | 1A | 1 | 5,682 | 1 | 6,196 | ... | ..... | -1 | -6,196 |
| WS-15 Water Service General Foreman | 1A | 1 | 17,659 | 1 | 21,590 | 1 | 21,590 | ... | ..... |
| WS-13 Meter Installer General Foreman | 1A | 1 | 17,389 | 1 | 20,218 | 1 | 20,218 | ... | ..... |

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | $ UNITS | CURRENT POSITIONS SUMMARY | SCHEDULE A OPERATING BUDGET

AGENCY: Environmental Services

TYPE OF POSITION: Full-Time Permanent/Operating

| Positions by Category | | Main Object Code | Past Year Authorized (FY 74) | | Current Year Authorized (FY 75) | | Budget Year Request (FY 76) | | Changes (FY 75/76) | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| 320 - Water Distribution (Cont'd) | | | | | | | | | | |
| WS-12 Meter Installer Gen. Foreman | | 1A | 1 | 15,808 | 1 | 18,699 | 1 | -19,386 | ... | +687 |
| WS-12 Metal Working Shop Foreman | R | 1A | 1 | 16,557 | 1 | 19,386 | ... | ..... | -1 | -19,386 |
| WS-11 Water Service Foreman | | 1A | 3 | 39,063 | 3 | 50,106 | 3 | 52,104 | ... | +1,998 |
| WS-11 Electrical Mechanic | R | 1A | 1 | 15,912 | 1 | 18,699 | ... | ..... | -1 | -18,699 |
| WS-10 Meter Installer | | 1A | 2 | 29,390 | 2 | 35,028 | 2 | 35,693 | ... | +665 |
| WS-10 Water Service Foreman | | 1A | 2 | 28,683 | 2 | 35,028 | 2 | 35,028 | ... | ..... |
| WS-10 Metal Trader Helper | R | 1A | 1 | 15,392 | 1 | 18,179 | ... | ..... | -1 | -18,179 |
| WS-10 Maintenance Foreman | R | 1A | 1 | 15,392 | 1 | 18,179 | ... | ..... | -1 | -18,179 |
| WS-10 Auto Mechanic Foreman | | 1A | 1 | 14,706 | ... | ..... | ... | ..... | ... | ..... |
| WS- 9 Meter Tester & Repairer | | 1A | 1 | 14,851 | 1 | 17,555 | 1 | 17,555 | ... | ..... |
| WS- 9 Meter Installer Foreman | | 1A | 1 | 12,884 | 1 | 16,307 | 1 | 16,307 | ... | ..... |
| WS- 9 Foundry Worker | R | 1A | 1 | 13,499 | 1 | 16,307 | ... | ..... | -1 | -16,307 |
| WS- 9 Fixed Industrial Engr. | R | 1A | 5 | 74,255 | 5 | 87,775 | ... | ..... | -5 | -87,775 |
| WS- 7 Meter Tester & Repairer V6 | | 1A | 1 | 11,336 | 1 | 14,643 | 1 | 15,226 | ... | +583 |
| WS- 7 Warehouse Foreman | R | 1A | 1 | 12,605 | 1 | 15,226 | ... | ..... | -1 | -15,226 |
| WS- 6 Meter Repair Foreman | | 1A | 1 | 13,312 | 1 | 15,787 | 1 | 15,787 | ... | ..... |
| WS- 5 Warehouseman Foreman | R | 1A | 1 | 12,792 | 1 | 16,390 | ... | ..... | -1 | -16,390 |
| WS- 5 Storage Yard Foreman | R | 1A | 1 | 12,792 | 1 | 15,204 | ... | ..... | -1 | -15,204 |
| WS- 4 Warehouse Foreman | R | 1A | 1 | 12,251 | 1 | 14,602 | ... | ..... | -1 | -14,602 |
| WS- 4 Storage Yard Foreman | R | 1A | 1 | 12,251 | 1 | 14,602 | ... | ..... | -1 | -14,602 |
| WS- 2 Labor Foreman | R | 1A | 1 | 10,629 | 1 | 12,953 | ... | ..... | -1 | -12,953 |
| WL-11 Metal Worker Leader | R | 1A | 1 | 12,896 | 1 | 14,893 | ... | ..... | -1 | -14,893 |
| WL-10 Pipefitter Leader | R | 1A | 1 | 12,813 | 1 | 14,830 | ... | ..... | -1 | -14,830 |
| WL-10 Auto Mechanic | | 1A | 1 | 12,334 | ... | ..... | ... | ..... | ... | ..... |
| WL- 9 Painter | R | 1A | 1 | 11,752 | 1 | 13,645 | ... | ..... | -1 | -13,645 |
| WL- 8 Meter Tester Leader | | 1A | 1 | 11,669 | 1 | 13,562 | 1 | 14,061 | ... | +499 |
| WL- 7 Gardener Leader | R | 1A | 1 | 11,128 | 1 | 12,938 | ... | ..... | -1 | -12,938 |
| WL- 6 Rigger Leader | R | 1A | 2 | 20,696 | 2 | 24,169 | ... | ..... | -2 | -24,169 |
| WG-11 Meter Installer 3A | | 1A | 2 | 22,547 | 4 | 50,960 | 1 | 13,520 | -3 | -37,440 |
| WG-11 Water Service Worker 1-V6 | | 1A | 12 | 141,585 | 12 | 142,647 | 12 | 152,880 | ... | +10,233 |
| WG-11 Machinist | R | 1A | 3 | 36,504 | 3 | 42,120 | ... | ..... | -3 | -42,120 |
| WG-11 Fixed Equipment Opr. | R | 1A | 3 | 36,504 | 3 | 42,120 | ... | ..... | -3 | -42,120 |
| WG-11 Electrical Mechanic | R | 1A | 2 | 23,899 | 2 | 27,560 | ... | ..... | -2 | -27,560 |
| WG-11 Operating Engr. | R | 1A | 2 | 22,090 | 2 | 26,520 | ... | ..... | -2 | -26,520 |
| WG-10 Meter Installer Foreman | | 1A | 9 | 102,522 | 9 | 118,812 | 9 | 120,808 | ... | +1,996 |
| WG-10 Plumber | | 1A | 1 | 11,627 | 1 | 13,478 | 1 | 13,978 | ... | +500 |
| WG-10 Meter Repairer & Tester | | 1A | 1 | 10,338 | 1 | 12,480 | 1 | 12,979 | ... | +499 |
| WG-10 Water Service Worker 3A | | 1A | 16 | 179,647 | 18 | 234,620 | 15 | 202,170 | -3 | -32,450 |
| WG-10 Engr. Equipment Opr. | | 1A | 2 | 23,254 | 2 | 26,956 | 2 | 27,966 | ... | +1,010 |
| WG-10 Foundry Worker | R | 1A | 2 | 22,422 | 2 | 25,958 | ... | ..... | -2 | -25,958 |
| WG-10 Welder | R | 1A | 2 | 23,254 | 2 | 26,956 | ... | ..... | -2 | -26,956 |
| WG-10 Pipefitter | R | 1A | 7 | 74,110 | 7 | 89,356 | ... | ..... | -7 | -89,356 |

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | 8 UNITS

CURRENT POSITIONS SUMMARY

AGENCY: Environmental Services

TYPE OF POSITION: Full-Time Permanent/Operating

SCHEDULE A OPERATING BUDGET

| Positions by Category | Main Object Code | Past Year Authorized (FY 74) | | Current Year Authorized (FY 75) | | Budget Year Request (FY 76) | | Changes (FY 75/76) | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| 320 - Water Distribution (Cont'd) | | | | | | | | | |
| WG-10 Patternmaker R | 1A | 1 | 11,627 | 1 | 13,478 | ... | ..... | -1 | -13,478 |
| WG-10 Fixed Industrial Equipment Opr. R | 1A | 1 | 10,338 | 1 | 12,480 | ... | ..... | -1 | -12,480 |
| WG-10 Auto Mechanic | 1A | 5 | 55,160 | ... | ..... | ... | ..... | ... | ..... |
| WG- 9 Meter Repairer | 1A | 1 | 11,107 | 1 | 12,896 | 1 | 13,374 | ... | +478 |
| WG- 9 Meter Installer | 1A | 9 | 97,051 | 9 | 112,718 | 9 | 116,542 | ... | +3,824 |
| WG- 9 Mobile Crane Opr. | 1A | 1 | 10,691 | 1 | 12,418 | 1 | 12,896 | ... | +478 |
| WG- 9 Boiler Plant Opr. R | 1A | 6 | 67,807 | 6 | 76,898 | ... | ..... | -6 | -76,898 |
| WG- 9 Carpenter R | 1A | 1 | 9,859 | 1 | 11,939 | ... | ..... | -1 | -11,939 |
| WG- 9 Painter R | 1A | 2 | 20,550 | 2 | 24,836 | ... | ..... | -2 | -24,836 |
| WG- 8 Meter Repairer A | 1A | 4 | 40,456 | 4 | 47,508 | 3 | 37,002 | -1 | -10,506 |
| WG- 8 General Equipment Opr. A | 1A | 1 | 10,608 | 1 | 10,962 | ... | ..... | -1 | -10,962 |
| WG- 8 Cement Finisher | 1A | 1 | 10,213 | 1 | 11,877 | 1 | 12,334 | ... | +457 |
| WG- 8 Water Service Worker A | 1A | 23 | 236,478 | 24 | 288,703 | 23 | 287,804 | -1 | -899 |
| WG- 8 Foundry Worker R | 1A | 1 | 9,422 | 1 | 11,419 | ... | ..... | -1 | -11,419 |
| WG- 8 Machine Tool Operator R | 1A | 2 | 21,216 | 2 | 24,668 | ... | ..... | -2 | -24,688 |
| WG- 8 Electrical Mechanic R | 1A | 2 | 21,216 | 2 | 24,688 | ... | ..... | -2 | -24,688 |
| WG- 8 Auto Mechanic | 1A | 1 | 9,422 | ... | ..... | ... | ..... | ... | ..... |
| WG- 8 Crane Operator R | 1A | 2 | 19,635 | 2 | 23,296 | ... | ..... | -2 | -23,296 |
| WG- 7 Meter Tester & Repairer | 1A | 1 | 10,109 | 1 | 11,773 | 1 | 12,210 | ... | +437 |
| WG- 7 Tapping Machine Opr. | 1A | 2 | 20,218 | 2 | 23,546 | 2 | 24,420 | ... | +874 |
| WG- 7 Plumber | 1A | 1 | 10,109 | 1 | 11,773 | 1 | 12,210 | ... | +437 |
| WG- 7 Compressor Operator A | 1A | 2 | 19,843 | 2 | 23,109 | 1 | 12,210 | -1 | -10,899 |
| WG- 7 Meter Installer 5A | 1A | 8 | 79,747 | 10 | 113,797 | 5 | 58,865 | -5 | -54,932 |
| WG- 7 Motor Vehicle Opr. R | 1A | 9 | 88,357 | 9 | 103,335 | 8 | 95,495 | -1 | -7,840 |
| WG- 7 Valve Assembler R | 1A | 1 | 9,734 | 1 | 11,336 | ... | ..... | -1 | -11,336 |
| WG- 7 Painter R | 1A | 2 | 17,972 | 2 | 21,798 | ... | ..... | -2 | -21,798 |
| WG- 6 Water Service Worker R 12A | 1A | 22 | 198,684 | 27 | 285,906 | 17 | 190,230 | -10 | -95,676 |
| WG- 6 Meter Installer | 1A | 8 | 75,110 | 8 | 84,440 | 8 | 90,763 | ... | 46,323 |
| WG- 6 Grounds Maintenance Worker R | 1A | 1 | 8,902 | 1 | 10,774 | ... | ..... | -1 | -10,774 |
| WG- 6 Rigger R | 1A | 6 | 57,306 | 6 | 64,644 | ... | ..... | -6 | -64,644 |
| WG- 6 Tool, Stock & Parts Keeper R | 1A | 2 | 18,159 | 1 | 10,358 | ... | ..... | -1 | -10,358 |
| WG- 6 Stockroom Attendant R | 1A | 1 | 8,549 | 1 | 10,358 | ... | ..... | -1 | -10,358 |
| WG- 5 Meter Shop Helper A | 1A | 2 | 17,847 | 2 | 20,863 | ... | ..... | -2 | -20,863 |
| WG- 5 Meter Installer R 3A | 1A | 12 | 104,085 | 12 | 123,598 | 10 | 106,685 | -2 | -16,913 |
| WG- 5 Concrete Worker A | 1A | 1 | 8,424 | 1 | 10,234 | ... | ..... | -1 | -10,234 |
| WG- 5 Water Service Worker R 3A | 1A | 5 | 43,119 | 5 | 51,170 | ... | ..... | -5 | -51,170 |
| WG- 5 Painter Helper R | 1A | 1 | 9,090 | 1 | 10,629 | ... | ..... | -1 | -10,629 |
| WG- 5 Carpenter Helper R | 1A | 1 | 8,424 | 1 | 10,234 | ... | ..... | -1 | -10,234 |
| WG- 5 Electrical Mechanic Helper R | 1A | 1 | 8,424 | 1 | 10,234 | ... | ..... | -1 | -10,234 |
| WG- 5 Warehouseman R | 1A | 2 | 17,181 | 2 | 21,258 | ... | ..... | -2 | -21,258 |
| WG- 5 Auto Mechanic | 1A | 2 | 18,200 | ... | ..... | ... | ..... | ... | ..... |

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | 3 UNITS

CURRENT POSITIONS SUMMARY

AGENCY: Environmental Services

TYPE OF POSITION: Full-Time Permanent/Operating

SCHEDULE A — OPERATING BUDGET

| Positions by Category | Main Object Code | Past Year Authorized (FY 74) | | Current Year Authorized (FY 75) | | Budget Year Request (FY 76) | | Changes (FY 75/FY 76) | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| 320 - Water Distribution (Cont'd) | | | | | | | | | |
| WG- 5 Mobile Equipment Servicer R | 1A | 1 | 8,424 | 1 | 9,838 | ... | ..... | -1 | -9,838 |
| WG- 4 Grounds Maintenance Worker R | 1A | 1 | 8,611 | 1 | 10,046 | ... | ..... | -1 | -10,046 |
| WG- 3 Laborer R | 1A | 21 | 163,280 | 21 | 187,867 | 14 | 131,728 | -7 | -56,139 |
| Environmental Pay | | ... | 14,500 | ... | 14,500 | ... | ..... | ... | -14,500 |
| Total Water Distribution | | 324 | 3,479,437 | 324 | 3,979,553 | 186 | 2,355,912 | -138 | -1,623,641 |
| 330 - Sewage Collection | | | | | | | | | |
| GS-14 Supvy. Civil Engr. R | 1A | 1 | 26,671 | 1 | 28,140 | ... | ..... | -1 | -28,140 |
| GS-13 Supvy. General Engr. R | 1A | 1 | 20,677 | 1 | 22,543 | ... | ..... | -1 | -22,543 |
| GS-13 Supvy. Civil Engr. Tech. V6 | 1A | 1 | 20,677 | 1 | 21,816 | 1 | 22,543 | ... | +727 |
| GS-12 Supvy. Civil Engr. Tech. R | 1A | 4 | 74,652 | 4 | 58,579 | 1 | 21,538 | -3 | -37,041 |
| GS-11 Equipment Specialist R | 1A | 1 | 15,160 | 1 | 16,513 | ... | ..... | -1 | -16,513 |
| GS-10 Mechanical Shop Supt. | 1A | 1 | 16,947 | ... | ..... | ... | ..... | ... | ..... |
| GS- 9 Production Controller | 1A | 1 | 12,573 | ... | ..... | ... | ..... | ... | ..... |
| GS- 9 Industrial Engineer V6 | 1A | 1 | 12,167 | 1 | 12,841 | 1 | 13,269 | ... | +428 |
| GS- 9 Maintenance Representative | 1A | 1 | 13,791 | 1 | 14,553 | 1 | 14,981 | ... | +428 |
| GS- 8 Secretary R | 1A | 1 | 11,397 | 1 | 12,416 | ... | ..... | -1 | -12,416 |
| GS- 7 General Supply Asst. R | 1A | 1 | 10,965 | 1 | 11,573 | ... | ..... | -1 | -11,573 |
| GS- 6 General Supply Asst. R | 1A | 1 | 9,575 | 1 | 10,421 | ... | ..... | -1 | -10,421 |
| GS- 5 Secretary | 1A | 1 | 9,127 | ... | ..... | ... | ..... | ... | ..... |
| GS- 5 Production Controller | 1A | 2 | 18,790 | ... | ..... | ... | ..... | ... | ..... |
| GS- 5 Clerk R | 1A | 3 | 25,773 | 3 | 27,501 | 1 | 9,632 | -2 | -17,869 |
| GS- 5 Purchasing Agent R | 1A | 1 | 9,127 | 1 | 9,632 | ... | ..... | -1 | -9,632 |
| GS- 4 Office Machine Operator | 1A | 1 | 7,438 | 1 | 8,102 | 1 | 8,355 | ... | +253 |
| GS- 4 Clerk R | 1A | 7 | 53,746 | 7 | 57,473 | 4 | 33,420 | -3 | -24,053 |
| GS- 3 Clerk R A | 1A | 3 | 19,438 | 3 | 21,192 | ... | ..... | -3 | -21,192 |
| GS- 2 Clerk R | 1A | 2 | 11,553 | 1 | 6,196 | ... | ..... | -1 | -6,196 |
| WS-14 Sewer Services General Foreman | 1A | 1 | 18,283 | 1 | 21,216 | 1 | 21,216 | ... | ..... |
| WS-13 Sewer Services General Foreman | 1A | 1 | 17,389 | 1 | 20,218 | 1 | 20,218 | ... | ..... |
| WS-13 Maint General Foreman R | 1A | 1 | 15,808 | 1 | 18,782 | ... | ..... | -1 | -18,782 |
| WS-11 Engr. Equipment Mechanic Foreman | 1A | 2 | 31,824 | ... | ..... | ... | ..... | ... | ..... |
| WS-11 Sewer Services Foreman | 1A | 1 | 15,912 | 1 | 18,699 | 1 | 18,699 | ... | ..... |
| WS-11 Mechanical Foreman R | 1A | 2 | 27,476 | 2 | 34,070 | ... | ..... | -2 | -34,070 |
| WS-10 Auto & Engr. Equipment Mechanic | 1A | 1 | 15,392 | ... | ..... | ... | ..... | ... | ..... |
| WS-10 Metal Working Shops Foreman R | 1A | 1 | 14,706 | 1 | 17,514 | ... | ..... | -1 | -17,514 |

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | 8 UNITS

CURRENT POSITIONS SUMMARY

AGENCY: Environmental Services

TYPE OF POSITION: Full-Time Permanent/Operating

SCHEDULE A OPERATING BUDGET

| Positions by Category | Main Object Code | Past Year Authorized (FY 74) | | Current Year Authorized (FY 75) | | Budget Year Request (FY 76) | | Changes (FY 75/76) | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| 330 - Sewage Collections (Cont'd) | | | | | | | | | |
| WS-10 Sewer Service Foreman | 1A | 2 | 29,390 | 2 | 36,358 | 2 | 36,358 | ... | ..... |
| WS- 9 Sewer Service Foreman | 1A | 1 | 14,165 | 1 | 17,555 | 1 | 17,555 | ... | ..... |
| WS- 9 Industrial Equipment Opr. Foreman R | 1A | 4 | 59,404 | 4 | 70,220 | ... | ..... | -4 | -70,220 |
| WS- 9 Sewage Disp. Plant Operator Foreman R | 1A | 1 | 14,165 | 1 | 16,931 | ... | ..... | -1 | -16,931 |
| WS- 8 Carpenter Foreman R | 1A | 1 | 13,041 | 1 | 15,766 | ... | ..... | -1 | -15,766 |
| WS- 8 Painter Foreman R | 1A | 1 | 13,041 | 1 | 15,766 | ... | ..... | -1 | -15,766 |
| WS- 8 TV Cont Eq Op Foreman A | 1A | 1 | 14,352 | 1 | 16,973 | ... | ..... | -1 | -16,973 |
| WS- 7 Sewer Service Foreman | 1A | 1 | 13,874 | 1 | 16,390 | 1 | 16,390 | ... | ..... |
| WS- 7 Maintenance Foreman R | 1A | 1 | 13,874 | 1 | 16,390 | ... | ..... | -1 | -16,390 |
| WS- 6 General Equipment Repairer R | 1A | 1 | 12,709 | 1 | 15,226 | ... | ..... | -1 | -15,226 |
| WS- 6 Sewer Service Foreman A | 1A | 3 | 37,523 | 3 | 45,678 | 2 | 31,574 | -1 | -14,104 |
| WS- 6 Maintenance Foreman 1-V6 R | 1A | 1 | 13,312 | 1 | 15,787 | ... | ..... | -1 | -15,787 |
| WS- 5 Maintenance Worker Foreman R | 1A | 1 | 12,792 | 1 | 15,205 | ... | ..... | -1 | -15,205 |
| WS- 4 Warehouse Foreman R | 1A | 1 | 11,690 | 1 | 14,082 | ... | ..... | -1 | -14,082 |
| WL-11 Auto & Engr. Equipment Mechanic | 1A | 1 | 12,896 | ... | ..... | ... | ..... | ... | ..... |
| WL-11 Metal Worker Leader R | 1A | 1 | 13,395 | 1 | 15,454 | ... | ..... | -1 | -15,454 |
| WL-11 Electrical Maintenance Leader R | 1A | 3 | 37,690 | 3 | 44,679 | ... | ..... | -3 | -44,679 |
| WL- 9 Sewer Service Worker Leader | 1A | 7 | 84,449 | 7 | 98,115 | 7 | 101,860 | ... | +3,745 |
| WL- 7 Maintenance Leader Foreman R | 1A | 1 | 10,712 | 1 | 12,459 | ... | ..... | -1 | -12,459 |
| WL- 6 Utilities Maintenance Worker A | 1A | ... | ..... | 1 | 10,941 | ... | ..... | -1 | -10,941 |
| WL- 5 Maintenance Worker Leader R | 1A | 1 | 9,235 | 1 | 11,253* | ... | ..... | -1 | -11,253 |
| WG-12 Mobile Equipment Inspector | 1A | 1 | 12,272 | ... | ..... | ... | ..... | ... | ..... |
| WG-11 Auto & Engr. Equipment Mechanic | 1A | 6 | 73,008 | ... | ..... | ... | ..... | ... | ..... |
| WG-11 Metal Worker R | 1A | 5 | 58,655 | 5 | 72,800 | ... | ..... | -5 | -72,800 |
| WG-11 Utilities Maintenance Worker A | 1A | ... | ..... | 1 | 12,480* | ... | ..... | -1 | -12,480 |
| WG-11 Electrical Mechanic R | 1A | 6 | 67,641 | 6 | 79,560 | ... | ..... | -6 | -79,560 |
| WG-11 Machinist R | 1A | 3 | 36,504 | 3 | 42,120 | ... | ..... | -3 | -42,120 |
| WG-10 Metal Worker R | 1A | 6 | 67,682 | 5 | 64,895 | ... | ..... | -5 | -64,895 |
| WG-10 Auto & Engrg. Equipt Mechanic R | 1A | 13 | 147,743 | 1 | 12,979 | ... | ..... | -1 | -12,979 |
| WG-10 General Equipt Repairer R | 1A | 1 | 10,338 | 1 | 12,480 | ... | ..... | -1 | -12,480 |
| WG-10 Sewer Service Worker | 1A | 9 | 103,384 | 9 | 121,808 | 9 | 122,806 | ... | +998 |
| WG-10 Engrg. Equipt Operator V6 | 1A | 1 | 10,338 | 1 | 11,981 | 1 | 12,480 | ... | +499 |
| WG-10 Crane Operator | 1A | 4 | 43,950 | 4 | 52,910 | 4 | 54,414 | ... | +1,504 |
| WG-10 Mason | 1A | 8 | 93,037 | 8 | 111,324 | 8 | 111,824 | ... | +500 |
| WG-10 Fixed Industrial Equipt Operator R | 1A | 6 | 69,059 | 6 | 80,373 | ... | ..... | -6 | -80,373 |
| WG-10 Machinist R | 1A | 4 | 42,224 | 4 | 50,918 | ... | ..... | -4 | -50,918 |
| WG-10 Electrician R | 1A | 1 | 10,338 | 1 | 12,480 | ... | ..... | -1 | -12,480 |
| WG- 9 Production Controller R | 1A | 1 | 10,275 | 1 | 12,418 | ... | ..... | -1 | -12,418 |
| WG- 9 Carpenter R | 1A | 1 | 10,275 | 1 | 12,418 | ... | ..... | -1 | -12,418 |
| WG- 9 Painter R | 1A | 6 | 64,146 | 4 | 50,150 | ... | ..... | -4 | -50,150 |
| WG- 9 Garage Trap Inspector | 1A | 1 | 10,691 | 1 | 12,896 | 1 | 13,374 | ... | +478 |
| WG- 9 Sewer Service Worker | 1A | 5 | 54,703 | 5 | 65,914 | 5 | 66,392 | ... | +478 |

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | $ UNITS

# CURRENT POSITIONS SUMMARY

AGENCY: Environmental Services

TYPE OF POSITION: Full-Time Permanent/Operating

SCHEDULE A — OPERATING BUDGET

| Positions by Category | Main Object Code | Past Year Authorized (FY 74) | | Current Year Authorized (FY 75) | | Budget Year Request (FY 76) | | Changes (FY 75/76) | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| 330 - Sewage Collections (Cont'd) | | | | | | | | | |
| WG- 9 Mason | 1A | 1 | 11,107 | 1 | 13,374 | 1 | 13,374 | ... | ..... |
| WG- 9 Utilities Maintenance Worker A | 1A | 2 | 21,798 | 3 | 36,731 | 2 | 25,313 | -1 | -11,418 |
| WG- 9 Flow Gauge Installer & Repairer R | 1A | 1 | 10,691 | 1 | 12,418 | ... | ..... | -1 | -12,418 |
| WG- 8 General Equipt Repairer R | 1A | 1 | 9,818 | 1 | 11,878 | ... | ..... | -1 | -11,878 |
| WG- 8 Motor Vehicle Operator R 2A | 1A | 5 | 47,110 | 5 | 56,182 | 1 | 11,419 | -4 | -44,763 |
| WG- 8 Masonry Worker 2A | 1A | 4 | 39,666 | 4 | 47,964 | 2 | 25,584 | -2 | -22,380 |
| WG- 8 Compressor Operator A | 1A | 1 | 9,818 | 1 | 11,877 | ... | ..... | -1 | -11,877 |
| WG- 8 Pump Equipt Repairer R | 1A | 5 | 40,456 | 5 | 58,927 | ... | ..... | -5 | -58,927 |
| WG- 8 Electrical Worker R | 1A | 6 | 58,510 | 6 | 69,889 | ... | ..... | -6 | -69,889 |
| WG- 7 Engrg. Equipt Operator | 1A | 4 | 40,436 | ... | ..... | ... | ..... | ... | ..... |
| WG- 7 Auto Upholsterer | 1A | 1 | 10,109 | ... | ..... | ... | ..... | ... | ..... |
| WG- 7 Motor Vehicle Operator R A | 1A | 23 | 229,507 | 22 | 261,191 | 14 | 170,960 | -8 | -90,251 |
| WG- 7 Utilities Maint. Worker A | 1A | 4 | 40,061 | 4 | 48,403 | 3 | 36,630 | -1 | -11,773 |
| WG- 7 T V Control Equipt Operator A | 1A | 1 | 8,986 | 1 | 10,462 | ... | ..... | -1 | -10,462 |
| WG- 7 Truck Driver | 1A | 1 | 10,109 | 1 | 12,210 | 1 | 12,210 | ... | ..... |
| WG- 7 Maintenance Worker R | 1A | 5 | 50,545 | 5 | 58,865 | ... | ..... | -5 | -58,865 |
| WG- 7 Oiler R | 1A | 5 | 46,760 | 5 | 55,806 | ... | ..... | -5 | -55,806 |
| WG- 6 Tool, Stock & Parts Keeper R | 1A | 1 | 9,256 | 1 | 10,774 | ... | ..... | -1 | -10,774 |
| WG- 6 Stockroom Attendant R | 1A | 1 | 9,256 | 1 | 10,774 | ... | ..... | -1 | -10,774 |
| WG- 6 Utilities Maintenance Worker 13A | 1A | 46 | 433,214 | 51 | 562,370 | 38 | 436,036 | -13 | -126,334 |
| WG- 6 Sewer Service Worker 2A | 1A | 4 | 39,852 | 4 | 46,424 | 2 | 23,212 | -2 | -23,212 |
| WG- 6 Motor Vehicle Operator | 1A | 7 | 62,270 | 7 | 81,242 | 7 | 81,242 | ... | ..... |
| WG- 6 Masonry Worker 2A | 1A | 3 | 28,354 | 3 | 21,631 | ... | ..... | -2 | -21,631 |
| WG- 6 Sewage Screen Operator R | 1A | 5 | 46,280 | 5 | 53,870 | ... | ..... | -5 | -53,870 |
| WG- 5 Motor Vehicle Operator R | 1A | 1 | 8,091 | 1 | 9,838 | ... | ..... | -1 | - 9,838 |
| WG- 5 Stockroom Attendant R | 1A | 3 | 26,604 | 2 | 20,468 | ... | ..... | -2 | -20,468 |
| WG- 5 Auto Upholsterer | 1A | 1 | 9,090 | ... | ..... | ... | ..... | ... | ..... |
| WG- 5 Auto Mechanic Helper | 1A | 2 | 18,180 | ... | ..... | ... | ..... | ... | ..... |
| WG- 5 Maintenance Worker R | 1A | 11 | 86,571 | 9 | 91,710 | ... | ..... | -9 | -91,710 |
| WG- 3 Laborer R 7A | 1A | 30 | 182,761 | 30 | 271,813 | 9 | 88,542 | -21 | -183,271 |
| WG- 5 Mason Helper A | 1A | | | 1 | 9,443 | ... | ..... | -1 | -9,443 |
| Environmental Pay R | | ..... | 113,360 | ... | 113,360 | ... | 49,661 | ... | -63,699 |
| Total | | 252 | 3,753,632 | 316 | 3,954,016 | 134 | 1,743,061 | -182 | -2,210,955 |
| Total Sewage Collection | | | | | | | | | |

A = Abolished Positions

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | $ UNITS

CURRENT POSITIONS SUMMARY

SCHEDULE A (OPERATING BUDGET)

AGENCY: Environmental Services

TYPE OF POSITION: Full-Time Permanent/Operating

| Positions by Category | Main Object Code | Past Year Authorized (FY 74) | | Current Year Authorized (FY 75) | | Budget Year Request (FY 76) | | Change (FY 75/76) | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| Wastewater Treatment | | | | | | | | | |
| GS-15 Supvy. Sanitary Engr. | 1A | 1 | 31,089 | 1 | 33,794 | 1 | 33,794 | ... | ..... |
| GS-14 Supvy. Sanitary Engr. | 1A | 1 | 25,863 | 1 | 28,140 | 1 | 28,140 | ... | ..... |
| GS-14 Sanitary Engineer | 1A | 1 | 24,247 | 1 | 25,581 | 1 | 26,434 | ... | +853 |
| GS-14 Supvy. Civil Engr. | 1A | 1 | 27,479 | ... | ..... | ... | ..... | ... | ..... |
| GS-14 Sanitary Engineer | 1A | 1 | 24,247 | 1 | 26,434 | 1 | 27,287 | ... | +853 |
| GS-13 Civil Engr. | 1A | 1 | 22,744 | 1 | 24,724 | 1 | 24,724 | ... | ..... |
| GS-13 Sanitary Engr. 1V6 | 1A | 1 | 20,677 | 1 | 22,543 | 1 | 23,270 | ... | +727 |
| GS-13 Supvy. Gen. Engr. R | 1A | 1 | 20,677 | 1 | 22,543 | ... | ..... | -1 | -22,543 |
| GS-12 Supvy. Engrg. Tech. R | 1A | 5 | 88,068 | 4 | 76,927 | 1 | 19,693 | -3 | -57,234 |
| GS-12 Chemist | 1A | 2 | 36,743 | 2 | 39,386 | 2 | 40,616 | ... | +1,230 |
| GS-12 Supvy. Sanitary Engr. R | 1A | 5 | 89,825 | 5 | 97,850 | 4 | 76,312 | -1 | -21,538 |
| GS-12 Facilities Maintenance Sup. R | 1A | 1 | 17,497 | 1 | 19,078 | ... | ..... | -1 | -19,078 |
| GS-11 Chemist | 1A | 1 | 18,583 | 1 | 19,609 | 1 | 20,125 | ... | +516 |
| GS-11 Supvy. Engrg. Tech. | 1A | 2 | 30,809 | 2 | 33,542 | 2 | 34,058 | ... | +516 |
| GS-11 Electrical Engrg. Tech. R | 1A | ... | ..... | 7 | 108,367 | ... | ..... | -7 | -108,367 |
| GS- 9 Chemist R | 1A | 6 | 85,588 | 5 | 77,473 | 6 | 91,170 | +1 | +13,697 |
| GS- 9 Engrg. Tech. R | 1A | 1 | 15,415 | 1 | 16,265 | ... | ..... | -1 | -16,265 |
| GS- 9 Mechanical Engineer R | 1A | 2 | 24,334 | 2 | 25,682 | ... | ..... | -2 | -25,682 |
| GS- 8 Physical Science Tech. | 1A | 1 | 12,133 | 1 | 12,804 | 1 | 13,192 | ... | +388 |
| GS- 8 Sanitary Engrg. Tech. | 1A | 1 | 11,029 | 1 | 12,028 | 1 | 12,416 | ... | +388 |
| GS- 8 Supvy. Supply Tech. R | 1A | 1 | 12,133 | 1 | 12,804 | ... | ..... | -1 | -12,804 |
| GS- 7 Electrical Engrg. Tech. R | 1A | ... | ..... | 2 | 21,040 | ... | ..... | -2 | -21,040 |
| GS- 6 Secretary | 1A | 2 | 18,851 | 1 | 10,421 | 1 | 10,737 | ... | +316 |
| GS- 5 Physical Science Aid | 1A | 3 | 25,505 | 3 | 27,764 | 3 | 28,047 | ... | +283 |
| GS- 5 Secretary A | 1A | 2 | 16,646 | 2 | 18,132 | 1 | 8,355 | -1 | -9,777 |
| GS- 4 Clerk | 1A | 4 | 30,232 | 4 | 32,661 | 2 | 16,457 | -2 | -16,204 |
| GS- 4 Guard R | 1A | ... | ..... | 5 | 37,980 | ... | ..... | -5 | -37,980 |
| GS- 4 Physical Science Tech. | 1A | 1 | 7,198 | 1 | 7,849 | 1 | 8,102 | ... | +253 |
| GS- 3 Clerk 1V6 R | 1A | 2 | 13,458 | 2 | 14,653 | 1 | 7,439 | -1 | -7,214 |
| GS- 2 Clerk R A | 1A | 3 | 17,046 | 3 | 18,588 | ... | ..... | -3 | -18,588 |
| WS-12 Shift Supervisor | 1A | 4 | 58,739 | 4 | 72,675 | 4 | 73,382 | ... | +707 |
| WS-12 Maintenance General Foreman R | 1A | 1 | 15,059 | 1 | 17,992 | ... | ..... | -1 | -17,992 |
| WS-12 Electrical Mechanic Foreman R | 1A | ... | ..... | 2 | 33,238 | ... | ..... | -2 | -33,238 |
| WS-11 Electrical Mechanic Foreman R | 1A | 1 | 14,456 | 1 | 17,368 | ... | ..... | -1 | -17,368 |
| WS-10 Maintenance Foreman R | 1A | 2 | 27,906 | 3 | 49,317 | ... | ..... | -3 | -49,317 |
| WS- 9 Sewage Disposal Plt. Foreman R | 1A | 11 | 148,489 | 11 | 179,377 | ... | ..... | -11 | -179,377 |
| WS- 9 Electrical Mechanic Foreman R | 1A | ... | ..... | 1 | 15,059 | ... | ..... | -1 | -15,059 |
| WS- 8 Sewage Disp. Plt. Foreman R 3A | 1A | 20 | 268,028 | 20 | 320,756 | 16 | 269,156 | -4 | -51,600 |
| WS- 8 Maintenance Foreman R | 1A | 1 | 13,042 | 1 | 15,766 | ... | ..... | -1 | -15,766 |
| WS- 7 Sludge Disposal Foreman | 1A | 1 | 13,874 | 1 | 16,390 | 1 | 16,390 | ... | ..... |

A - Abolished Positions

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | $ UNITS

## CURRENT POSITIONS SUMMARY

AGENCY: Environmental Services
TYPE OF POSITION: Full-Time Permanent/Operating

SCHEDULE A OPERATING BUDGET

| Positions by Category | Main Objects Code | Past Year Authorized (FY 74) | | Current Year Authorized (FY 75) | | Budget Year Request (FY 76) | | Changes (FY 75/76) | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| 340 Wastewater Treatment (Cont'd) | | | | | | | | | |
| WL-11 Electrical Mechanic Leader R | 1A | ... | ..... | 2 | 27,456 | ... | ..... | -2 | -27,456 |
| WL-10 Sewage Plant Mechanic R | 1A | 2 | 24,668 | 4 | 54,912 | ... | ..... | -4 | -54,912 |
| WL- 9 Painter Leader R | 1A | 1 | 11,752 | 1 | 13,645 | ... | ..... | -1 | -13,645 |
| WL- 7 Maintenance Worker Leader R | 1A | 1 | 10,712 | 1 | 12,459 | ... | ..... | -1 | -12,459 |
| WG-11 Mechanic Welder R | 1A | 2 | 23,462 | 2 | 27,040 | ... | ..... | -2 | -27,040 |
| WG-11 Electrical Mechanic R | 1A | 7 | 82,117 | 21 | 269,360 | ... | ..... | -21 | -269,360 |
| WG-11 Machinist R | 1A | ... | ..... | 3 | 37,440 | ... | ..... | -3 | -37,440 |
| WG-11 Pumping Plant Operator R | 1A | ... | ..... | 6 | 74,880 | ... | ..... | -6 | -74,880 |
| WG-10 Sewage Disposal Plant Operator W | 1A | 1 | 10,774 | 1 | 12,979 | 1 | 12,979 | ... | ..... |
| WG-10 Engineering Equipment Operator | 1A | 1 | 11,627 | 1 | 13,478 | 1 | 13,978 | ... | +500 |
| WG-10 Pipefitters R | 1A | 3 | 33,633 | 4 | 50,918 | ... | ..... | -4 | -50,918 |
| WG-10 Refrigerator & Air Cond. Mechanic R | 1A | 3 | 33,633 | 5 | 63,898 | ... | ..... | -5 | -63,898 |
| WG-10 Industrial Instr. Repair R | 1A | 2 | 22,422 | 2 | 25,958 | ... | ..... | -2 | -25,958 |
| WG-10 Machinist R | 1A | 7 | 78,477 | 7 | 90,853 | ... | ..... | -7 | -90,853 |
| WG-10 Sewage Plant Mechanic R | 1A | 10 | 112,110 | 16 | 201,676 | ... | ..... | -16 | -201,676 |
| WG-10 General Equipment Repair R | 1A | ... | ..... | 1 | 11,981 | ... | ..... | -1 | -11,981 |
| WG-10 Metal Worker R | 1A | ... | ..... | 2 | 23,962 | ... | ..... | -2 | -23,962 |
| WG- 9 Sewage Disposal Plant Operator 9A R | 1A | 97 | 1,037,027 | 96 | 1,192,128 | 87 | 1,115,482 | -9 | -76,646 |
| WG- 9 Painter R | 1A | 2 | 21,382 | 3 | 36,296 | ... | ..... | -3 | -36,296 |
| WG- 9 Carpenter R | 1A | ... | ..... | 2 | 22,922 | ... | ..... | -2 | -22,922 |
| WG- 9 Masonry Worker R | 1A | 1 | 10,691 | 1 | 12,418 | ... | ..... | -1 | -12,418 |
| WG- 8 Engineering Equip. Operator 2V6 | 1A | 2 | 20,426 | 2 | 23,754 | 2 | 23,754 | ... | ..... |
| WG- 8 Oiler R | 1A | 10 | 102,130 | 10 | 118,768 | ... | ..... | -10 | -118,768 |
| WG- 8 Electrical Mechanic R | 1A | 2 | 20,426 | 4 | 45,676 | ... | ..... | -4 | -45,676 |
| WG- 7 Sewage Disposal Plt. Operator R A | 1A | 16 | 152,752 | 16 | 170,040 | 15 | 178,343 | ... | +8,303 |
| WG- 7 Painter R | 1A | 1 | 9,734 | 1 | 11,336 | ... | ..... | -1 | -11,336 |
| WG- 7 Maintenance Worker R | 1A | 4 | 38,936 | 4 | 45,344 | ... | ..... | -4 | -45,344 |
| WG- 6 Maintenance Worker R | 1A | 4 | 37,024 | 4 | 43,096 | ... | ..... | -4 | -43,096 |
| WG- 6 Water Poll Cont. Plt Oper. Trainee 2V6 R | 1A | 3 | 27,414 | 2 | 21,548 | 3 | 33,154 | +1 | +11,606 |
| WG- 5 Sewer Treatment Plt. Helper R | 1A | 5 | 43,785 | 14 | 136,152 | ... | ..... | -14 | -136,152 |
| WG- 5 Pipefitter Helper R | 1A | ... | ..... | 3 | 28,329 | ... | ..... | -3 | -28,329 |
| WG- 4 Sewage Disposal Plt. Opr. Trainee A R | 1A | 10 | 77,770 | 10 | 94,102 | 8 | 84,906 | -2 | -9,196 |
| WG- 4 Water Pol Contr. Plt. Opr. Trainee A | 1A | 3 | 24,336 | 3 | 29,016 | 2 | 20,842 | -1 | -8,174 |
| WG- 3 Laborer A | 1A | 15 | 121,680 | 19 | 169,249 | 2 | 19,676 | -17 | -149,573 |
| WG- 8 Sewage Disposal Plant Operator A | | | | 1 | 10,462 | ... | ..... | -1 | -10,462 |
| Environmental Pay | | | 43,386 | | 43,386 | | 35,687 | | -7,699 |
| Total Wastewater Treatment | | 309 | 3,571,995 | 381 | 4,929,517 | 175 | 2,448,097 | -206 | -2,481,420 |

A - Abolished Positions

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | 8 UNITS

CURRENT POSITIONS SUMMARY

AGENCY: Environmental Services

TYPE OF POSITION: Full-Time Permanent/Operating

SCHEDULE A — OPERATING BUDGET

| Positions by Category | Main Object Code | Past Year Authorized (FY 74) | | Current Year Authorized (FY 75) | | Budget Year Request (FY 76) | | Changes (FY 75/76) | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| 350 Maintenance Services | | | | | | | | | |
| GS-14 Supervisory Civil Eng R | 1A | ... | ..... | ... | ..... | 1 | 28,993 | +1 | 28,993 |
| GS-13 Supervisory General Eng. 1V6 R | 1A | ... | ..... | ... | ..... | 2 | 46,540 | +2 | 46,540 |
| GS-12 Sanitary Eng. R | 1A | ... | ..... | ... | ..... | 1 | 23,997 | +1 | 23,997 |
| GS-12 Supervisory Eng. Tech. 2V6 R | 1A | ... | ..... | ... | ..... | 4 | 81,232 | +4 | 81,232 |
| GS-12 Facilities Maintenance Supervisor1V6 R | 1A | ... | ..... | ... | ..... | 3 | 59,694 | +3 | 59,594 |
| GS-11 Equipment Specialist R | 1A | ... | ..... | .... | ..... | 1 | 17,029 | +1 | 17,029 |
| GS-11 Electrical Engineering Tech. 7A R | 1A | ... | ..... | ... | ..... | ... | ..... | ... | ..... |
| GS-11 Supervisory Mgmt. Officer | 1A | ... | ..... | ... | ..... | 1 | 16,513 | +1 | 16,513 |
| GS- 9 Eng. Tech. R | 1A | ... | ..... | ... | ..... | 1 | 16,265 | +1 | 16,265 |
| GS- 9 Mech. Eng. R | 1A | ... | ..... | ... | ..... | 2 | 27,934 | +2 | 27,934 |
| GS- 8 Supervisory Supply Tech. R | 1A | ... | ..... | ... | ..... | 1 | 13,192 | +1 | 13,192 |
| GS- 8 Secretary R | 1A | ... | ..... | ... | ..... | 1 | 12,804 | +1 | 12,804 |
| GS- 7 Electrical Eng. Tech. 2A R | 1A | ... | ..... | ... | ..... | ... | ..... | ... | ..... |
| GS- 7 General Supply Assistant R | 1A | ... | ..... | ... | ..... | 1 | 11,924 | +1 | 11,924 |
| GS- 6 General Supply Assistant R | 1A | ... | ..... | ... | ..... | 1 | 10,421 | +1 | 10,421 |
| GS- 6 Purchasing Agent A R | 1A | ... | ..... | ... | ..... | ... | ..... | ... | ..... |
| GS- 5 Clerk R | 1A | ... | ..... | ... | ..... | 2 | 18,415 | +2 | 18,415 |
| GS- 5 Purchasing Agent V R | 1A | ... | ..... | ... | ..... | 1 | 9,915 | +1 | 9,915 |
| GS- 5 Supply Clerk R | 1A | ... | ..... | ... | ..... | 3 | 28,047 | +3 | 28,047 |
| GS- 5 Secretary R A | 1A | ... | ..... | ... | ..... | ... | ..... | ... | ..... |
| GS- 4 Supply Clerk R | 1A | ... | ..... | ... | ..... | 3 | 25,571 | +3 | 25,571 |
| GS- 4 Guard 5A R | 1A | ... | ..... | ... | ..... | ... | ..... | ... | ..... |
| GS- 4 Clerk 4V6 R | 1A | ... | ..... | ... | ..... | 4 | 33,926 | +4 | 33,926 |
| GS- 3 Clerk Typist R A | 1A | ... | ..... | ... | ..... | ... | ..... | ... | ..... |
| GS- 2 Clerk 1V6 R | 1A | ... | ..... | ... | ..... | 3 | 19,188 | +3 | 19,188 |
| GS- 2 Clerk Typist R A | 1A | ... | ..... | ... | ..... | 2 | 14,792 | +2 | 14,792 |
| WS-13 Maintenance Eq. Foreman R | 1A | ... | ..... | ... | ..... | 1 | 19,490 | +1 | 19,490 |
| WS-12 Maintenance Gen. Foreman R | 1A | ... | ..... | ... | ..... | 1 | 18,699 | +1 | 18,699 |
| WS-12 Electrical Mech. Foreman 2A R | 1A | ... | ..... | ... | ..... | ... | ..... | ... | ..... |
| WS-12 Metal Working Shop Foreman R | 1A | ... | ..... | ... | ..... | 1 | 19,386 | +1 | 19,386 |
| WS-11 Fixed Ind Eq Op Foreman R R 2A | 1A | ... | ..... | ... | ..... | 1 | 18,699 | +1 | 18,699 |
| WS-11 Mech. Foreman R | 1A | ... | ..... | ... | ..... | 1 | 18,699 | +1 | 18,699 |
| WS-10 Metal Worker Shop Foreman R | 1A | ... | ..... | ... | ..... | 1 | 17,514 | +1 | 17,514 |
| WS-10 Maintenance Foreman A R | 1A | ... | ..... | ... | ..... | 3 | 53,872 | +3 | 53,872 |
| WS-10 Metal Trades Helper R | 1A | ... | ..... | ... | ..... | 1 | 18,179 | +1 | 18,179 |
| WS- 9 Sewage Disposal Plt. Foreman R | 1A | ... | ..... | ... | ..... | 12 | 203,798 | +12 | 203,798 |
| WS- 9 Ind. Equip. Opr. Foreman 2A R | 1A | ... | ..... | ... | ..... | 7 | 122,885 | +7 | 122,885 |
| WS- 9 Electrical Mech. Foreman A R | 1A | ... | ..... | ... | ..... | ... | ..... | ... | ..... |
| WS- 9 Foundry Worker R | 1A | ... | ..... | ... | ..... | 1 | 16,931 | +1 | 16,931 |
| WS- 8 Maintenance Foreman R | 1A | ... | ..... | ... | ..... | 1 | 16,370 | +1 | 16,370 |

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | 8 UNITS

CURRENT POSITIONS SUMMARY

AGENCY: Environmental Services

TYPE OF POSITION: Full-Time Permanent/Operating

SCHEDULE A — OPERATING BUDGET

| Positions by Category | Main Object Code | Past Year Authorized (FY 74) | | Current Year Authorized (FY 75) | | Budget Year Request (FY 76) | | Change (FY 75/76) | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| 350 Maintenance Services (Cont'd) | | | | | | | | | |
| WS- 8 Carpenter Foreman R | 1A | ... | ..... | ... | ..... | 1 | 16,370 | +1 | 16,370 |
| WS- 8 Painter Foreman R | 1A | ... | ..... | ... | ..... | 1 | 16,370 | +1 | 16,370 |
| WS- 7 Warehouse Foreman R | 1A | ... | ..... | ... | ..... | 1 | 15,808 | +1 | 15,808 |
| WS- 7 Maintenance Foreman R A | 1A | ... | ..... | ... | ..... | ... | ..... | ... | ..... |
| WS- 6 Gen. Equip. Repairer R | 1A | ... | ..... | ... | ..... | 1 | 15,787 | +1 | 15,787 |
| WS- 6 Maintenance Foreman R | 1A | ... | ..... | ... | ..... | 1 | 15,787 | +1 | 15,787 |
| WS- 5 Maintenance Foreman R | 1A | ... | ..... | ... | ..... | 1 | 15,205 | +1 | 15,205 |
| WS- 5 Warehouseman R | 1A | ... | ..... | ... | ..... | 1 | 15,205 | +1 | 15,205 |
| WS- 5 Storage Yard Foreman A R | 1A | ... | ..... | ... | ..... | ... | ..... | ... | ..... |
| WS- 4 Warehouse Foreman A R | 1A | ... | ..... | ... | ..... | 1 | 14,602 | +1 | 14,602 |
| WS- 4 Storage Yard Foreman R | 1A | ... | ..... | ... | ..... | 1 | 14,602 | +1 | 14,602 |
| WS- 2 Laborer Foreman R | 1A | ... | ..... | ... | ..... | 1 | 13,437 | +1 | 13,437 |
| WL-11 Electrical Mech. Leader 2A R | 1A | ... | ..... | ... | ..... | 2 | 28,620 | +2 | 28,620 |
| WL-11 Metal Worker Leader R | 1A | ... | ..... | ... | ..... | 2 | 31,491 | +2 | 31,491 |
| WL-11 Electrical Maintenance Leader R | 1A | ... | ..... | ... | ..... | 1 | 15,454 | +1 | 15,454 |
| WL-10 Sewage Plt. Mechanic Leader 2A R | 1A | ... | ..... | ... | ..... | 2 | 28,536 | +2 | 28,536 |
| WL-10 Pipefitter Leader R | 1A | ... | ..... | ... | ..... | 1 | 15,371 | +1 | 15,371 |
| WL- 9 Painter Leader R | 1A | ... | ..... | ... | ..... | 2 | 28,330 | +2 | 28,330 |
| WL- 7 Gardner Leader A R | 1A | ... | ..... | ... | ..... | ... | ..... | ... | ..... |
| WL- 7 Maintenance Leader Foreman R | 1A | ... | ..... | ... | ..... | 1 | 12,938 | +1 | 12,938 |
| WL- 7 Maintenance Worker Leader R | 1A | ... | ..... | ... | ..... | 1 | 12,938 | +1 | 12,938 |
| WL- 6 Rigger Leader R | 1A | ... | ..... | ... | ..... | 2 | 25,085 | +2 | 25,085 |
| WL- 5 Maintenance Worker Leader R | 1A | ... | ..... | ... | ..... | 1 | 11,253 | +1 | 11,253 |
| WG-11 Metal Worker R | 1A | ... | ..... | ... | ..... | 13 | 67,605 | +5 | 67,505 |
| WG-11 Electrical Mech. 16A R | 1A | ... | ..... | ... | ..... | 13 | 184,080 | +13 | 184,080 |
| WG-11 Machinist 4A R | 1A | ... | ..... | ... | ..... | 5 | 69,680 | +5 | 69,680 |
| WG-11 Mech. Welder 1V6 R | 1A | ... | ..... | ... | ..... | 2 | 28,080 | +2 | 28,080 |
| WG-11 Pump Plt. Operator 6A R | 1A | ... | ..... | ... | ..... | ... | ..... | ... | ..... |
| WG-11 Fixed Equip. Operator 1V6 R | 1A | ... | ..... | ... | ..... | 3 | 43,680 | +3 | 43,680 |
| WG-11 Operating Eng. R | 1A | ... | ..... | ... | ..... | 2 | 27,040 | +2 | 27,040 |
| WG-10 Foundry Worker R | 1A | ... | ..... | ... | ..... | 2 | 28,080 | +2 | 28,080 |
| WG-10 Welder R | 1A | ... | ..... | ... | ..... | 2 | 27,956 | +2 | 27,956 |
| WG-10 Pipefitter A R | 1A | ... | ..... | ... | ..... | 10 | 131,786 | +10 | 131,786 |
| WG-10 Patternmaker R | 1A | ... | ..... | ... | ..... | 1 | 13,978 | +1 | 13,978 |
| WG-10 Fixed Ind. Equip. Operator R | 1A | ... | ..... | ... | ..... | 7 | 95,846 | +7 | 95,846 |
| WG-10 Refrig. & Air Cond. Mech. 2A R | 1A | ... | ..... | ... | ..... | 3 | 40,434 | +3 | 40,434 |
| WG-10 Industrial Instrument Repairer R | 1A | ... | ..... | ... | ..... | 2 | 26,956 | +2 | 26,956 |
| WG-10 Machinist R | 1A | ... | ..... | ... | ..... | 11 | 160,323 | +11 | 160,323 |
| WG-10 Sewage Plt. Mech. 7A | 1A | ... | ..... | ... | ..... | 9 | 125,802 | +9 | 125,802 |
| WG-10 Gen. Equip. Repairer A R | 1A | ... | ..... | ... | ..... | 1 | 13,478 | +1 | 13,478 |

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | B UNITS

CURRENT POSITIONS SUMMARY

AGENCY: Environmental Services

TYPE OF POSITION: Full-Time Permanent/Operating

SCHEDULE A OPERATING BUDGET

| Positions by Category | Main Object Code | Past Year Authorized (FY 74) | | Current Year Authorized (FY 75) | | Budget Year Request (FY 76) | | Changes (FY 75/76) | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| 350 Maintenance Services (Cont'd) | | | | | | | | | |
| WG-10 Metal Worker R 3A | 1A | ... | ..... | ... | ..... | 4 | 68,890 | +4 | 68,890 |
| WG-10 Auto & Eng. Equip. Mech. R | 1A | ... | ..... | ... | ..... | 1 | 13,478 | +1 | 13,478 |
| WG-10 Electrician V R | 1A | ... | ..... | ... | ..... | 1 | 12,979 | +1 | 12,979 |
| WG- 9 Boiler Plt. Operator R | 1A | ... | ..... | ... | ..... | 6 | 79,288 | +6 | 79,288 |
| WG- 9 Carpenter R 4A | 1A | ... | ..... | ... | ..... | ... | ..... | ... | ..... |
| WG- 9 Painter R A | 1A | ... | ..... | ... | ..... | 8 | 102,690 | +8 | 102,690 |
| WG- 9 Masonry Worker R | 1A | ... | ..... | ... | ..... | 1 | 12,896 | +1 | 12,896 |
| WG- 9 Flow Gauge Installer & Repairer R | 1A | ... | ..... | ... | ..... | 1 | 12,896 | +1 | 12,896 |
| WG- 9 Production Controller R | 1A | ... | ..... | ... | ..... | 1 | 12,896 | +1 | 12,896 |
| WG- 8 Foundry Worker R | 1A | ... | ..... | ... | ..... | 1 | 11,897 | +1 | 11,897 |
| WG- 8 Machine Tool Opr. R | 1A | ... | ..... | ... | ..... | 2 | 25,584 | +2 | 25,584 |
| WG- 8 Electrical Mech. R 2A | 1A | ... | ..... | ... | ..... | 4 | 51,168 | +4 | 51,168 |
| WG- 8 Crane Operator R | 1A | ... | ..... | ... | ..... | 2 | 24,211 | +2 | 24,211 |
| WG- 8 Oiler A R | 1A | ... | ..... | ... | ..... | 9 | 111,006 | +9 | 111,006 |
| WG- 8 Sewage Plant Mech R A | 1A | ... | ..... | ... | ..... | ... | ..... | ... | ..... |
| WG- 8 Motor Vehicle Opr. R | 1A | ... | ..... | ... | ..... | 2 | 23,755 | +2 | 23,755 |
| WG- 8 Pump Equip. Repairer 2V6 R | 1A | ... | ..... | ... | ..... | 5 | 61,213 | +5 | 61,213 |
| WG- 8 Electrical Worker 1V6 R | 1A | ... | ..... | ... | ..... | 6 | 72,176 | +6 | 72,176 |
| WG- 7 Motor Vehicle Opr. 2A R | 1A | ... | ..... | ... | ..... | 6 | 73,260 | +6 | 73,260 |
| WG- 7 Maintenance Worker A R | 1A | ... | ..... | ... | ..... | 8 | 97,243 | +8 | 97,243 |
| WG- 7 Oiler 1V6 R | 1A | ... | ..... | ... | ..... | 5 | 57,554 | +5 | 57,554 |
| WG- 7 Painter R | 1A | ... | ..... | ... | ..... | 3 | 34,445 | +3 | 34,445 |
| WG- 7 Value Assembler R | 1A | ... | ..... | ... | ..... | 1 | 11,773 | +1 | 11,773 |
| WG- 6 Sewage Screen Opr. 2A R | 1A | ... | ..... | ... | ..... | 3 | 33,986 | +3 | 33,986 |
| WG- 6 Tool, Stock & Parts Keeper A R | 1A | ... | ..... | ... | ..... | 1 | 11,190 | +1 | 11,190 |
| WG- 6 Stockroom Attendant R | 1A | ... | ..... | ... | ..... | 2 | 21,965 | +2 | 21,965 |
| WG- 6 Maintenance Worker R | 1A | ... | ..... | ... | ..... | 4 | 44,760 | +4 | 44,760 |
| WG- 6 Rigger 2A R | 1A | ... | ..... | ... | ..... | 4 | 46,424 | +4 | 46,424 |
| WG- 6 Grounds Maintenance Worker R | 1A | ... | ..... | ... | ..... | 1 | 10,774 | +1 | 10,774 |
| WG- 5 Maintenance Worker 2A R | 1A | ... | ..... | ... | ..... | 7 | 76,378 | +7 | 76,378 |
| WG- 5 Motor Vehicle Opr. R | 1A | ... | ..... | ... | ..... | 1 | 10,234 | +1 | 10,234 |
| WG- 5 Stockroom Attendant A R | 1A | ... | ..... | ... | ..... | 1 | 11,024 | +1 | 11,024 |
| WG- 5 Sewage Treatment Plt. Helper 9A R | 1A | ... | ..... | ... | ..... | 2 | 22,048 | +2 | 22,048 |
| WG- 5 Pipefitter Helper R | 1A | ... | ..... | ... | ..... | ... | ..... | ... | ..... |
| WG- 5 Painter Helper 3A R | 1A | ... | ..... | ... | ..... | 1 | 11,024 | +1 | 11,024 |
| WG- 5 Carpenter Helper R | 1A | ... | ..... | ... | ..... | 1 | 10,234 | +1 | 10,234 |
| WG- 5 Electrical Mech. Helper R | 1A | ... | ..... | ... | ..... | 1 | 10,233 | +1 | 10,233 |
| WG- 5 Warehouseman R | 1A | ... | ..... | ... | ..... | 2 | 22,048 | +2 | 22,048 |
| WG- 5 Mobile Equip. Servicer R | 1A | ... | ..... | ... | ..... | 1 | 10,233 | +1 | 10,233 |
| WG- 4 Grounds Maintenance Worker R | 1A | ... | ..... | ... | ..... | 1 | 10,421 | +1 | 10,421 |
| WG- 3 Electrical Helpers R 3A | | | | | | ... | ..... | ... | ..... |

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | CURRENT POSITIONS SUMMARY | SCHEDULE A

AGENCY: Environmental Services

TYPE OF POSITION: Full-Time Permanent/Operating

| Positions by Category | Main Object Code | Past Year Authorized (FY 75) | | Current Year Authorized (FY 76) | | Budget Year Request (FY 77) | | Changes (FY 76/77) | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| 350 Maintenance Services (Cont'd) | | | | | | | | | |
| WG- 3 Laborer R 12A | 1A | ... | ..... | ... | ..... | 26 | 223,272 | +26 | +223,272 |
| Environmental Pay | | ... | ..... | ... | ..... | | 85,898 | | +85,898 |
| Total Maintenance Services | | ... | ..... | ... | ..... | 308 | 4,152,351 | +308 | +4,152,351 |
| 360 Planning & Research | | | | | | | | | |
| GS-15 Chief Planning & Research R A | 1A | ... | ..... | ... | ..... | ... | ..... | ... | ..... |
| GS-14 Supvy. Civil Engineer V6 R | 1A | ... | ..... | ... | ..... | 1 | 29,846 | +1 | +29,846 |
| GS-14 Supvy. Civil Engineer R | 1A | ... | ..... | ... | ..... | 1 | 28,140 | +1 | +28,140 |
| GS-13 Industrial Engineer R | 1A | ... | ..... | ... | ..... | 1 | 25,451 | +1 | +25,451 |
| GS- 6 Secretary R | 1A | ... | ..... | ... | ..... | 1 | 10,105 | +1 | +10,105 |
| Total Planning and Research | | ... | ..... | ... | ..... | 4 | 93,542 | +4 | +93,542 |
| Total Water Resources Mgmt. Admin. | | 589 | 10,891,589 | 1,030 | 13,075,084 | 812 | 10,907,385 | -218 | -2,167,699 |

A - Abolished Positions

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | $ UNITS

CURRENT POSITIONS SUMMARY

AGENCY: Environmental Services

TYPE OF POSITION: Full-Time Permanent/Operating

SCHEDULE A OPERATING BUDGET

| Positions by Category | Main Object Code | Past Year Authorized (FY 74) | | Current Year Authorized (FY 75) | | Budget Year Request (FY 76) | | Changes (FY 75/76) | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| 400 Solid Waste Management Administration | | | | | | | | | |
| 410 Administration | | | | | | | | | |
| GS-15 Director Solid Waste Management Administration | 1A | 1 | 29,205 | 1 | 31,806 | 1 | 32,800 | ... | 994 |
| GS#11 Supvy. Sanitarian | 1A | 1 | 13,996 | ... | ..... | ... | ..... | ... | ..... |
| GS-11 Special Assistant | 1A | ... | ..... | 1 | 15,481 | 1 | 15,997 | ... | 516 |
| GS- 9 Administrative Assistant | 1A | ... | ..... | 1 | 12,841 | 1 | 13,269 | ... | 428 |
| GS- 7 Secretary (Steno) | 1A | 1 | 10,154 | 1 | 10,520 | 1 | 10,871 | ... | 351 |
| | | 3 | 53,355 | 4 | 70,648 | 4 | 72,937 | ... | +2,289 |
| 420 Mobile Equipment | | | | | | | | | |
| GS-13 Chief Mobile Equipment | 1A | 1 | 21,671 | ... | ..... | ... | ..... | ... | ..... |
| GS-11 Asst. Chief Bu Mobile Equipment | 1A | 1 | 14,928 | ... | ..... | ... | ..... | ... | ..... |
| GS-11 Special Assistant | 1A | 1 | 17,258 | ... | ..... | ... | ..... | ... | ..... |
| GS-11 Supvy. Production Controller | 1A | 1 | 15,394 | ... | ..... | ... | ..... | ... | ..... |
| GS- 9 Administration Officer | 1A | 1 | 13,936 | ... | ..... | ... | ..... | ... | ..... |
| GS- 9 Equipment Specialist | 1A | 2 | 24,002 | ... | ..... | ... | ..... | ... | ..... |
| GS- 9 Production Controller | 1A | 2 | 20,942 | ... | ..... | ... | ..... | ... | ..... |
| GS- 7 Supvy. Supply Tech. | 1A | 1 | 11,422 | ... | ..... | ... | ..... | ... | ..... |
| GS- 6 Purchasing Agent | 1A | 1 | 10,288 | ... | ..... | ... | ..... | ... | ..... |
| GS- 5 Accident Investigation Clerk | 1A | 1 | 7,951 | ... | ..... | ... | ..... | ... | ..... |
| GS- 5 Supply Clerk (Typing) | 1A | 1 | 9,750 | ... | ..... | ... | ..... | ... | ..... |
| GS- 4 Clerk (Typing) | 1A | 2 | 15,138 | ... | ..... | ... | ..... | ... | ..... |
| GS- 3 Clerk | 1A | 2 | 12,256 | ... | ..... | ... | ..... | ... | ..... |
| GS- 2 Clerk | 1A | 1 | 5,613 | ... | ..... | ... | ..... | ... | ..... |
| WS-12 Auto & Engrg. Equipment Mech. Foreman | 1A | 1 | 15,764 | ... | ..... | ... | ..... | ... | ..... |
| WS-11 Equipt. Maint. Oper. Foremand | 1A | 1 | 13,707 | ... | ..... | ... | ..... | ... | ..... |
| WS-10 Equipt. Engrg. Mech. Foreman | 1A | 1 | 13,936 | ... | ..... | ... | ..... | ... | ..... |
| WS- 9 Auto & Engrg. Equipt. Mech. Foreman | 1A | 2 | 28,164 | ... | ..... | ... | ..... | ... | ..... |
| WS- 9 Engrg. Equipt. Mech. Foreman | 1A | 1 | 12,147 | ... | ..... | ... | ..... | ... | ..... |
| WS- 9 Mobile Equipt. Metal Foreman | 1A | 1 | 14,082 | ... | ..... | ... | ..... | ... | ..... |
| WS- 8 Auto Mech. Foreman | 1A | 1 | 12,979 | ... | ..... | ... | ..... | ... | ..... |
| WL-11 Engrg. Equipt. Mech. Leader | 1A | 1 | 12,688 | ... | ..... | ... | ..... | ... | ..... |
| WL-10 Mobile Equipt. Worker Leader | 1A | 1 | 12,126 | ... | ..... | ... | ..... | ... | ..... |
| WL- 9 Painter Leader | 1A | 1 | 11,565 | ... | ..... | ... | ..... | ... | ..... |
| WG-12 Mobile Equipt. Inspector | 1A | 4 | 47,798 | ... | ..... | ... | ..... | ... | ..... |
| WG-11 Engrg. Equipt. Mech. | 1A | 22 | 252,699 | ... | ..... | ... | ..... | ... | ..... |

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | $ UNITS

CURRENT POSITIONS SUMMARY

SCHEDULE A OPERATING BUDGET

AGENCY: Environmental Services

TYPE OF POSITION: Full-Time Permanent/Operating

| Positions by Category | Main Object Code | Past Year Authorized (FY 74) | | Current Year Authorized (FY 75) | | Budget Year Request (FY 76) | | Changes (FY 75/76) | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| 420 Mobile Equipment (Cont'd) | | | | | | | | | |
| WG-10 Auto Engrg. Equipt. Mech. | 1A | 24 | 268,560 | ... | ..... | ... | ..... | ... | ..... |
| WG-10 Mobile Equipment Metal Worker | 1A | 6 | 68,192 | ... | ..... | ... | ..... | ... | ..... |
| Environmental Pay | | | 31,060 | ... | ..... | ... | ..... | ... | ..... |
| Total Mobile Equipment | | 85 | 1,016,016 | ... | ..... | ... | ..... | ... | ..... |
| 430 Solid Waste Collection Services | | | | | | | | | |
| GS-14 Supvy. Waste Coll. Service | 1A | 1 | 23,858 | 1 | 25,581 | 1 | 26,434 | ... | 853 |
| GS-13 Asst. Supvy. Waste Coll Service | 1A | 1 | 19,700 | 1 | 21,816 | 1 | 22,543 | ... | 727 |
| GS-12 Sanitarian Asst. Gen. Foreman | 1A | 1 | 17,794 | 1 | 19,078 | 1 | 19,693 | ... | 615 |
| GS-12 Supvy. Waste Coll Services | 1A | 1 | 16,682 | 1 | 18,463 | 1 | 19,078 | ... | 615 |
| GS-11 Special Assistant | 1A | 1 | 14,671 | 1 | 15,997 | 1 | 16,513 | ... | 516 |
| GS- 7 Route Monitor | 1A | 1 | 9,837 | 1 | 10,520 | 1 | 10,871 | ... | 351 |
| GS- 6 Info & Billing System Clerk | 1A | 1 | 11,146 | 1 | 12,001 | ... | ..... | -1 | -12,001A |
| GS- 6 Secretary (Typing) | 1A | 1 | 8,572 | 1 | 9,473 | 1 | 9,789 | ... | 316 |
| GS- 5 Sanitation Service Clerk | 1A | 13 | 112,615 | 13 | 117,858 | 7 | 72,528 | -6 | -45,330A |
| GS- 5 Environmental Complaint Clerk | 1A | 1 | 8,979 | 1 | 9,632 | 1 | 9,632 | ... | ..... |
| GS- 4 Environmental Corpsman | 1A | 1 | 7,340 | 1 | 8,102 | ... | ..... | -1 | -8,102A |
| GS- 4 Clerk | 1A | 1 | 7,340 | 1 | 8,102 | ... | ..... | -1 | -8,102A |
| GS- 3 Time & Leave Clerk | 1A | 1 | 6,332 | 1 | 6,989 | ... | ..... | -1 | -6,989A |
| GS- 2 Clerk | 1A | 1 | 5,613 | 1 | 6,196 | ... | ..... | -1 | -6,196A |
| GS- 1 Clerk | 1A | 3 | 15,034 | 3 | 21,642 | 2 | 14,428 | -1 | -7,214A |
| WS-13 Sanit. General Foreman | 1A | 1 | 14,976 | 1 | 19,490 | 1 | 20,218 | ... | 728 |
| WS-12 Sanit. General Foreman | 1A | 9 | 137,029 | 9 | 161,928 | 8 | 143,936 | -1 | -17,992A |
| WS-11 Sanit. Asst. Gen. Foreman | 1A | 14 | 200,131 | 14 | 243,152 | 13 | 225,784 | -1 | -17,368A |
| WS- 7 Sanit. Foreman | 1A | 48 | 583,007 | 50 | 761,300 | 43 | 657,050 | -7 | -104,250A |
| WS- 6 Sanit. Foreman | 1A | 1 | 10,899 | 1 | 15,226 | 1 | 15,787 | ... | 561 |
| WS- 4 Sanit. Foreman Trainee | 1A | 2 | 21,090 | 2 | 27,124 | 2 | 28,162 | ... | 1,038 |
| WL- 4 Sanit. Worker Leader | 1A | 107 | 950,765 | 107 | 1,139,550 | 103 | 1,137,532 | -4 | -2,018A |
| WG-10 Engrg. Equipt. Operator | 1A | 1 | 11,024 | 1 | 13,478 | 1 | 13,978 | ... | 500 |
| WG- 8 Sanit. Crew Chief | 1A | 84 | 838,621 | 74 | 878,893 | 60 | 753,770 | -14 | -125,123A |
| WG- 8 Road Sweeper Operator | 1A | 22 | 218,016 | 42 | 537,264 | 39 | 498,888 | -3 | -38,376A |
| WG- 7 Sanit. Asst. Crew Chief | 1A | 93 | 884,622 | 83 | 1,013,347 | 73 | 891,257 | -10 | -122,090A |
| WG- 7 Dead Animal Collectors | 1A | 4 | 38,352 | 4 | 45,344 | 2 | 23,544 | -2 | -21,800A |
| WG- 7 Motor Vehicle Operator | 1A | 128 | 1,224,894 | 128 | 1,562,752 | 122 | 1,489,498 | -6 | -73,254A |
| WG- 5 Motor Vehicle Operator | 1A | 4 | 33,799 | 4 | 40,932 | 3 | 31,884 | -1 | -9,048A |
| WG- 4 Laborer Watchman | 1A | 1 | 8,132 | 1 | 10,046 | 1 | 10,420 | ... | 374 |
| WG- 4 Sanitarian Worker | 1A | 537 | 4,347,816 | 516 | 5,376,720 | 482 | 5,025,933 | -34 | -350,787 |
| WG- 3 Laborer | 1A | 5 | 38,895 | 5 | 49,190 | ... | ..... | -5 | -49,190A |

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | $ UNITS

CURRENT POSITIONS SUMMARY

AGENCY: Environmental Services

TYPE OF POSITION: Full-Time Permanent/Operating

SCHEDULE A — OPERATING BUDGET

| Positions by Category | Main Object Code | Past Year Authorized (FY 74) | | Current Year Authorized (FY 75) | | Budget Year Request (FY 76) | | Changes (FY 75/76) | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| 430 Solid Waste Collection Services (Cont'd) | | | | | | | | | |
| GS-12 Chief Analyst | 1A | ... | ..... | 1 | 17,500 | ... | ..... | -1 | -17,500R |
| GS- 9 Program Analyst | 1A | ... | ..... | 2 | 24,400 | ... | ..... | -2 | -24,400R |
| GS- 9 Sanitarian | 1A | ... | ..... | 2 | 24,400 | ... | ..... | -2 | -24,400R |
| GS- 7 Sanitarian | 1A | ... | ..... | 1 | 10,000 | ... | ..... | -1 | -10,000R |
| GS- 5 Sanitarian | 1A | ... | ..... | 3 | 24,200 | ... | ..... | -3 | -24,200R |
| GS- 5 Clerk Typist | 1A | ... | ..... | 1 | 8,100 | ... | ..... | -1 | -8,100R |
| GS- 4 Clerk Typist | 1A | ... | ..... | 1 | 7,200 | ... | ..... | -1 | -7,200R |
| WG-11 Mechanic | 1A | ... | ..... | 3 | 35,900 | ... | ..... | -3 | -35,900R |
| WG- 8 Mechanic Helper | 1A | ... | ..... | 3 | 31,200 | ... | ..... | -3 | -31,200R |
| Environmental Pay | | ... | 439,185 | ... | 461,233 | ... | 461,233 | ... | ..... |
| (T&R) Redirection - (A) Abolished Positions | | | | | | | | | |
| Total Solid Waste Collection | | 1,090 | 10,286,766 | 1,088 | 12,851,319 | 971 | 11,650,383 | -117 | 1,200,936 |
| 440 Solid Waste Disposal | | | | | | | | | |
| GS-14 Chief Bureau of Solid Waste Disposal | 1A | 1 | 24,628 | 1 | 26,434 | 1 | 27,287 | ... | 853 |
| GS-13 Dep. Chief Bureau of Solid Waste Disposal | 1A | 1 | 21,671 | 1 | 23,270 | 1 | 23,997 | ... | 727 |
| GS-13 Chemical Engineer | 1A | 1 | 20,357 | ... | ..... | ... | ..... | ... | ..... |
| GS-13 General Engineer | 1A | ... | ..... | 1 | 21,816 | 1 | 22,543 | ... | 727 |
| GS-13 Program Manager | 1A | 1 | 20,357 | 1 | 21,816 | 1 | 22,543 | ... | 727 |
| GS-13 Plant Superintendent | 1A | 1 | 21,014 | 1 | 22,543 | 1 | 23,270 | ... | 727 |
| GS-12 Inc. Plant Shift Supv. | 1A | 2 | 34,476 | 2 | 36,926 | 1 | 19,078 | -1 | -17,848A |
| GS-12 Maintenance Manager | 1A | 1 | 17,238 | 1 | 18,463 | 1 | 19,078 | ... | 615 |
| GS-12 Asst. Supv. Waste Collection Service | 1A | 1 | 18,350 | 1 | 18,463 | 1 | 19,078 | ... | 615 |
| GS-12 Sanitary Landfill Specialist | 1A | 1 | 17,794 | 1 | 19,693 | 1 | 20,308 | ... | 615 |
| GS-12 Industrial Mechanical Engineer | 1A | 1 | 17,238 | 1 | 18,463 | ... | ..... | -1 | -18,463A |
| GS-11 Incinerator Plant Shift Supv. | 1A | 5 | 75,106 | 5 | 82,565 | 4 | 66,052 | -1 | -16,513A |
| GS-11 Sanit. Supv. (Trash Coll & Incin) | 1A | 1 | 13,996 | 1 | 15,481 | 1 | 15,997 | ... | 516 |
| GS-11 Transfer Oper Branch Chief | 1A | 2 | 31,254 | 2 | 33,026 | 1 | 17,029 | -1 | -15,997A |
| GS-11 Supv. Civil Eng. Tech. | 1A | 1 | 14,924 | 1 | 15,997 | 1 | 16,513 | ... | 516 |
| GS-11 Sanitary Landfill Specialist | 1A | 2 | 28,924 | 2 | 30,962 | 2 | 31,994 | ... | 1,032 |
| GS- 9 Asst. Incinerator Plt. Shift Supv. | 1A | 4 | 50,713 | 4 | 54,788 | 2 | 28,250 | -2 | -26,538A |
| GS- 9 Civil Eng. Tech. | 1A | 1 | 12,001 | 1 | 13,269 | ... | ..... | -1 | -13,269A |
| GS- 7 Chief Supply Branch | 1A | 2 | 22,527 | 2 | 22,444 | ... | ..... | -2 | -22,444R |

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | $ UNITS

CURRENT POSITIONS SUMMARY

AGENCY: Environmental Services

TYPE OF POSITION: Full-Time Permanent/Operating

SCHEDULE A OPERATING BUDGET

| Positions by Category | Main Object Code | Past Year Authorized (FY 74) | | Current Year Authorized (FY 75) | | Budget Year Request (FY 76) | | Changes (FY 75/76) | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| 440 Solid Waste Disposal (Cont'd) | | | | | | | | | |
| GS 7 Civil Eng. Tech. | 1A | 2 | 19,991 | 2 | 22,444 | 2 | 23,146 | ... | 702 |
| GS- 7 Employee Development Specialist | 1A | 1 | 10,154 | 1 | 10,871 | 1 | 11,222 | ... | 351 |
| GS- 6 Secretary (Typing) | 1A | 1 | 8,858 | 1 | 9,789 | 1 | 10,105 | ... | 316 |
| GS- 5 Clerk (Typing) | 1A | 4 | 33,089 | 4 | 36,264 | 4 | 37,396 | ... | 1,132 |
| GS- 4 Billing Clerk | 1A | 1 | 7,111 | 1 | 7,849 | 1 | 8,102 | ... | 253 |
| GS- 3 Clerk Typist | 1A | 2 | 12,664 | 2 | 14,878 | 1 | 8,114 | -1 | -6,764 A |
| WS- 9 Sanitary Landfill Operator Foreman | 1A | 2 | 24,939 | 2 | 32,614 | 2 | 33,862 | ... | 1,248 |
| WS- 8 Motor Vehicle Operator Foreman | 1A | 5 | 64,853 | 5 | 78,830 | 5 | 81,845 | ... | 3,015 |
| WS- 8 Sanitary Landfill Foreman | 1A | 3 | 38,313 | 3 | 47,298 | 3 | 49,107 | ... | 1,809 |
| WS- 6 Incinerator Plant Foreman | 1A | 2 | 22,964 | 2 | 29,328 | 2 | 30,450 | ... | 1,122 |
| WS- 6 Transfer Operator Foreman | 1A | 3 | 34,424 | 3 | 45,675 | 2 | 32,633 | -1 | -13,042 A |
| WS- 4 Landfill Operator Foreman | 1A | 2 | 20,050 | 2 | 27,122 | 2 | 28,162 | ... | 1,040 |
| WL- 4 Sanitation Worker Leader | 1A | 3 | 25,439 | 3 | 31,947 | 1 | 12,270 | -2 | -19,677 A |
| WL- 3 Landfill Labor Leader | 1A | 2 | 16,432 | 2 | 20,092 | --- | ..... | -2 | -20,092 A |
| WG-12 Auto & Eng. Equip. Mech. | 1A | 2 | 24,128 | 2 | 28,120 | 2 | 29,202 | ... | 1,082 |
| WG-11 Electrical Mechanic | 1A | 1 | 11,128 | 1 | 14,040 | 1 | 14,560 | ... | 560 |
| WG-10 Inc. Plant Mechanic | 1A | 3 | 32,282 | 3 | 40,437 | 2 | 28,456 | -1 | -11,981 A |
| WG-10 Engineering Equip. Operator | 1A | 12 | 131,476 | 12 | 155,748 | 9 | 121,302 | -3 | -34,446 A |
| WG- 9 Incin. Operator | 1A | 11 | 111,774 | 11 | 141,856 | 10 | 130,894 | -1 | -10,962 A |
| WG- 8 Crane Operator | 1A | 22 | 219,141 | 22 | 268,602 | 20 | 246,680 | -2 | -21,922 A |
| WG- 8 Motor Vehicle Operator | 1A | 54 | 538,363 | 54 | 641,304 | 49 | 605,738 | -5 | -35,566 A |
| WG- 8 Engineering Equip. Operator | 1A | 5 | 48,734 | 5 | 59,380 | 2 | 27,413 | -3 | -31,967 A |
| WG- 8 Inc. Plant Mechanic | 1A | 2 | 19,718 | 2 | 23,752 | 2 | 24,668 | ... | 916 |
| WG- 8 Electrical Mechanic | 1A | 1 | 9,672 | 1 | 12,334 | 1 | 12,792 | ... | 458 |
| WG- 8 Auto-Mechanic | 1A | 2 | 19,718 | 2 | 23,752 | 2 | 24,668 | ... | 916 |
| WG- 7 Incinerator Plant Worker | 1A | 25 | 222,756 | 25 | 283,400 | 4 | 47,088 | -21 | -236,312 A |
| WG- 7 Motor Vehicle Operator | 1A | 2 | 18,117 | 2 | 22,672 | 2 | 23,544 | ... | 872 |
| WG- 6 Crane Operator | 1A | 1 | 9,090 | 1 | 11,606 | 1 | 11,606 | ... | ..... |
| WG- 6 Sludge Shredding Machine Operator | 1A | 9 | 81,810 | 9 | 96,966 | 9 | 100,710 | ... | 3,744 |
| WG- 6 Transfer Operator Worker | 1A | 8 | 71,382 | 8 | 86,192 | 4 | 46,008 | -4 | -40,184 A |
| WG- 6 Boiler Fireman | 1A | 1 | 9,089 | 1 | 11,606 | 1 | 11,606 | ... | ..... |
| WG- 5 Weighing Machine Operator | 1A | 13 | 111,943 | 13 | 138,177 | 11 | 121,264 | -2 | -16,913 A |
| WG- 5 Incineration Plant Worker | 1A | 15 | 124,650 | 15 | 165,360 | 10 | 118,144 | -5 | -47,216 A |
| WG- 5 Ash Conveyer Operator | 1A | 4 | 34,444 | 4 | 40,184 | 4 | 41,684 | ... | 1,500 |
| WG- 5 Incineration Plant Mech. Helper | 1A | 1 | 7,966 | 1 | 10,629 | 1 | 11,024 | ... | 395 |
| WG- 5 Weighing Machine Operator | 1A | 1 | 8,611 | 1 | 10,629 | 1 | 11,024 | ... | 395 |
| WG- 5 Sanitation Worker | 1A | 3 | 24,543 | 3 | 31,887 | 3 | 33,072 | ... | 1,185 |
| WG- 4 Sanitary Landfill Worker | 1A | 2 | 16,264 | 2 | 20,092 | 2 | 20,840 | ... | 748 |
| WG- 4 Sanitation Worker | 1A | 10 | 79,511 | 10 | 104,200 | 4 | 49,164 | -6 | -55,036 A |

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | $ UNITS

CURRENT POSITIONS SUMMARY

AGENCY: Environmental Services

TYPE OF POSITION: Full-Time Permanent/Operating

SCHEDULE A OPERATING BUDGET

| Positions by Category | Main Object Code | Past Year Authorized (FY 74) | | Current Year Authorized (FY 75) | | Budget Year Request (FY 76) | | Changes (FY 75/76) | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| 440 Solid Waste Disposal (Cont'd) | | | | | | | | | |
| | | | | | | | | -11 (A) | |
| WG- 3 Laborer | 1A | 56 | 428,628 | 56 | 531,104 | 42 | 427,336 | -3 (R) | -103,768 |
| WG- 2 Janitor | 1A | 3 | 20,592 | 3 | 26,769 | 3 | 27,768 | ... | 999 |
| Environmental Pay | | ... | 223,480 | ... | 229,532 | ... | 229,532 | ... | ..... |
| (R) Redirection (A) Abolished Position | | | | | | | | | |
| Total Solid Waste Disposal | 1A | 331 | 3,460,859 | | 4,141,750 | 249 | 3,337,218 | -82 | -804,532 |
| 450 Facilities Maintenance | | | | | | | | | |
| GS-12 Facility Maintenance Supv. | 1A | 1 | 18,906 | 1 | 20,308 | 1 | 20,929 | ... | 621 |
| GS-11 Deputy Facility Maint. Supv. | 1A | 1 | 13,996 | 1 | 15,997 | 1 | 16,513 | ... | 516 |
| GS- 9 Supvy. Supply Tech. | 1A | ... | ..... | ... | ..... | 1 | 14,981 | +1 | +14,981 R |
| GS- 7 Eng. Tech. | 1A | 1 | 9,520 | ... | ..... | ... | ..... | ... | ..... |
| GS- 7 Production Controller | 1A | 1 | 9,520 | ... | ..... | ... | ..... | ... | ..... |
| GS- 7 Supply Tech. | 1A | ... | ..... | ... | ..... | 2 | 23,146 | +2 | +23,146 R |
| GS- 6 Secretary (Typing) | 1A | 1 | 8,572 | 1 | 9,473 | ... | ..... | -1 | -9,473 A |
| GS- 6 Purchase Agent | 1A | ... | ..... | ... | ..... | 1 | 11,685 | +1 | 11,685 R |
| GS- 5 Supply Clerk | 1A | ... | ..... | ... | ..... | 1 | 11,047 | +1 | 11,047 R |
| GS- 4 Clerk (Typing) | 1A | ... | ..... | ... | ..... | 1 | 7,849 | +1 | 7,849 R |
| GS- 3 Time & Leave Clerk | 1A | 2 | 12,256 | 1 | 7,214 | ... | ..... | -1 | -7,214 A |
| GS- 3 Clerk | 1A | ... | ..... | ... | ..... | 1 | 6,989 | +1 | +6,989 R |
| WS-12 Operation Chief | 1A | 1 | 12,834 | ... | ..... | ... | ..... | ... | ..... |
| WS- 9 Facilities Maint. Foreman | 1A | 1 | 13,436 | 1 | 16,931 | 1 | 17,555 | ... | 624 |
| WS- 8 Facilities Maint. Foreman | 1A | 1 | 11,128 | 1 | 16,369 | 1 | 16,972 | ... | 603 |
| WS- 8 Boiler Plant Operator Foreman | 1A | 1 | 12,979 | 1 | 16,369 | 1 | 16,972 | ... | 603 |
| WS- 3 Equipt. Lubricator Foreman | 1A | 1 | 10,753 | 1 | 13,520 | 1 | 14,019 | ... | 499 |
| WS 2 Laborer Foreman | 1A | 1 | 10,088 | 1 | 12,958 | 1 | 13,436 | ... | 478 |
| WL- 9 Carpenter Leader | 1A | 1 | 10,275 | ... | ..... | ... | ..... | ... | ..... |
| WL- 9 Painter Leader | 1A | 1 | 10,275 | ... | ..... | ... | ..... | ... | ..... |
| WG-10 Welder | 1A | 3 | 31,887 | 3 | 38,937 | 3 | 40,434 | ... | 1,497 |
| WG-10 Sheet Metal Mechanic | 1A | 3 | 31,887 | 3 | 38,937 | 3 | 40,434 | ... | 1,497 |
| WG-10 Mason | 1A | 5 | 53,140 | 5 | 64,895 | 4 | 53,912 | -1 | -10,983 A |
| WG-10 Electronic Equip. Mech. | 1A | 1 | 10,629 | 1 | 12,480 | 1 | 12,979 | ... | 499 |
| WG-10 Electromotive Equip. Mech. | 1A | 3 | 30,638 | 3 | 38,937 | 3 | 40,434 | ... | 1,497 |
| WG-10 Boiler Plant Operator | 1A | 1 | 10,629 | 1 | 12,480 | 1 | 12,979 | ... | 499 |
| WG-10 Heating Mech. | 1A | 1 | 9,797 | ... | ..... | ... | ..... | ... | ..... |
| WG- 9 Painter | 1A | 4 | 40,516 | 4 | 49,668 | 4 | 51,584 | ... | 1,916 |
| WG- 9 Plumber | 1A | 2 | 19,863 | 2 | 24,834 | 2 | 25,792 | ... | 958 |

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | 8 UNITS | CURRENT POSITIONS SUMMARY | SCHEDULE A

AGENCY: Environmental Services

TYPE OF POSITION: Full-Time Permanent/Operating

| Positions by Category | Main Object Code | Past Year Authorized (FY 74) Positions | Past Year Authorized (FY 74) Amount | Current Year Authorized (FY 75) Positions | Current Year Authorized (FY 75) Amount | Budget Year Request (FY 76) Positions | Budget Year Request (FY 76) Amount | Changes (FY 75/76) Positions | Changes (FY 75/76) Amount |
|---|---|---|---|---|---|---|---|---|---|
| 450 Facilities Maintenance (Cont'd) | | | | | | | | | |
| WG- 9 Carpenter | 1A | 1 | 10,130 | 1 | 11,939 | 1 | 12,417 | ... | 478 |
| WG- 8 Glazier | 1A | 1 | 9,672 | 1 | 10,961 | 1 | 11,417 | ... | 456 |
| WG- 8 Electrician | 1A | 2 | 18,970 | 2 | 23,752 | 2 | 24,668 | ... | 916 |
| WG- 6 Ground Maint. Worker | 1A | 2 | 16,182 | ... | ..... | ... | ..... | ... | ..... |
| WG- 5 Plumber | 1A | 1 | 7,654 | ... | ..... | ... | ..... | ... | ..... |
| WG- 5 Carpenter Helper | 1A | 1 | 7,654 | 1 | 9,838 | 1 | 10,233 | ... | 395 |
| WG- 5 Equipt. Lubricator | 1A | 1 | 8,278 | 1 | 9,838 | 1 | 10,233 | ... | 395 |
| WG- 4 Laborer | 1A | 5 | 39,100 | 5 | 48,360 | 5 | 50,230 | ... | 1,870 |
| WG- 4 Warehouseman | 1A | ... | ..... | ... | ..... | 2 | 19,344 | +2. | +19,344 (R) |
| WG- 3 Warehouseman | 1A | ... | ..... | ... | ..... | 3 | 27,393 | +3. | +27,393 (R) |
| WG- 3 Gas Attendant | 1A | ... | ..... | ... | ..... | 4 | 36,524 | +4 | +36,524 (R) |
| Environmental Pay | | ... | 15,475 | ... | 16,265 | ... | 16,265 | ... | ..... |
| (R) Redirection (A) Abolished Positions | | | | | | | | | |
| Total Facilities Maintenance | 1A | 52 | 536,639 | 42 | 541,260 | 55 | 689,365 | +13 | +148,105 |
| Total Solid Waste Management Administration | 1A | 1561 | 15,353,635 | 1465 | 17,604,977 | 1,279 | 15,749,903 | -186 | -1,855,074 |



59-211 O - 76 - 54

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | 3 UNITS

## CURRENT POSITIONS SUMMARY

SCHEDULE A — OPERATING BUDGET

AGENCY: Environmental Services

TYPE OF POSITION: Full-Time Permanent/Operating

| Positions by Category | Main Object Code | Past Year Authorized (FY 74) | | Current Year Authorized (FY 75) | | Budget Year Request (FY 76) | | Changes (FY 75/76) | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| 500 Environmental Health Administration | | | | | | | | | |
| GS-15 Program Manager | 1A | 1 | 34,857 | 1 | 36,000 | 1 | 36,000 | ... | ..... |
| GS-15 Supvy. Sanitary Engr. | 1A | 1 | 33,915 | 1 | 35,782 | 1 | 35,782 | ... | ..... |
| GS-14 Chief Food Protection | 1A | ... | ..... | 1 | 27,287 | 1 | 28,140 | ... | +853 |
| GS-14 Supvy. Sanitarian 1V | 1A | 1 | 25,778 | 1 | 28,140 | 1 | 28,140 | ... | ..... |
| GS-14 Supvy. Radiological Health Specialist | 1A | 1 | 26,671 | 1 | 28,140 | 1 | 28,993 | ... | +853 |
| GS-14 Supvy. Sanitary Engineer R | 1A | 1 | 29,903 | 1 | 31,552 | 2 | 57,986 | +1 | +26,434 |
| GS-13 Deputy Chief Protection | 1A | ... | ..... | 1 | 23,270 | 1 | 23,997 | ... | +727 |
| GS-13 Sanitary Engineer 1V6 | 1A | 1 | 21,014 | 1 | 23,270 | 1 | 23,997 | ... | +727 |
| GS-13 Supvy. Sanitarian | 1A | 4 | 71,176 | 4 | 93,080 | 4 | 95,988 | ... | +2,908 |
| GS-13 Drug & Chemical Control Director V | 1A | 1 | 22,328 | 1 | 23,997 | 1 | 23,997 | ... | ..... |
| GS-13 Industrial Hygienist | 1A | 1 | 21,671 | 1 | 23,270 | 1 | 23,997 | ... | +727 |
| GS-13 Supvy. Chemist | 1A | 1 | 20,357 | 1 | 22,543 | 1 | 23,270 | ... | +727 |
| GS-13 Program Manager (War on Rats) | 1A | 1 | 23,433 | 1 | 25,451 | 1 | 25,451 | ... | ..... |
| GS-12 Supvy. Sanitary Engineer R | 1A | 1 | 17,497 | 1 | 19,078 | 3 | 56,004 | +2 | +36,926 |
| GS-12 Health Educator | 1A | ... | ..... | 1 | 19,693 | 1 | 20,308 | ... | +615 |
| GS-12 Supvy. Sanitarian A | 1A | 3 | 55,090 | 3 | 60,924 | 2 | 38,156 | -1 | -22,768 |
| GS-12 Health Physicist | 1A | 2 | 36,700 | 2 | 39,386 | 2 | 40,616 | ... | +1,230 |
| GS-12 Chemist | 1A | 1 | 18,350 | 1 | 19,693 | 1 | 20,308 | ... | +615 |
| GS-12 Program Specialist R | 1A | ... | ..... | ... | ..... | 1 | 18,463 | +1 | +18,463 |
| GS-12 Vector Control Specialist V6 | 1A | 1 | 18,906 | 1 | 20,308 | 1 | 20,308 | ... | ..... |
| GS-12 Health Physicist | 1A | 2 | 30,788 | 2 | 36,926 | 2 | 38,156 | ... | +1,230 |
| GS-12 Industrial Hygienist | 1A | 1 | 18,350 | 1 | 19,693 | 1 | 20,308 | ... | +615 |
| GS-11 Supvy. Sanitarian | 1A | 3 | 46,182 | 3 | 49,539 | 3 | 51,087 | ... | +1,548 |
| GS-11 Supvy. Sanitarian | 1A | 1 | 14,462 | 7 | 115,591 | 7 | 119,203 | ... | +3,612 |
| GS-11 Environmental Health Technician 1V6 | 1A | 2 | 30,320 | 2 | 33,026 | 2 | 34,058 | ... | 1,032 |
| GS-11 Drug Controller | 1A | ... | ..... | 1 | 16,513 | 1 | 17,029 | ... | +516 |
| GS-11 Sanitary Engineer R | 1A | 1 | 16,326 | 1 | 19,078 | 2 | 38,156 | +1 | +19,078 |
| GS- 9 Sanitarian A T | 1A | 11 | 144,008 | 17 | 240,125 | 18 | 256,818 | +1 | +16,693 |
| GS- 9 Environmental Health Tech. | 1A | 2 | 23,564 | 2 | 27,394 | 2 | 28,250 | ... | +856 |
| GS- 9 Engineering Technician | 1A | 1 | 11,782 | 1 | 12,841 | 1 | 13,269 | ... | +428 |
| GS- 8 Administration Assistant | 1A | 1 | 12,869 | 1 | 13,580 | 1 | 13,968 | ... | +388 |
| GS- 7 Secretary (Steno) | 1A | 2 | 19,918 | 2 | 21,742 | 2 | 22,444 | ... | +702 |

A- Abolished Positions

DISTRICT OF COLUMBIA GOVERNMENT | FY 76 | 8 UNITS

CURRENT POSITIONS SUMMARY

AGENCY: Environmental Services

TYPE OF POSITION: Full-Time Permanent/Operating

SCHEDULE A OPERATING BUDGET

| Positions by Category | Main Object Code | Past Year Authorized (FY 74) | | Current Year Authorized (FY 75) | | Budget Year Request (FY 76) | | Changes (FY 75/76) | |
|---|---|---|---|---|---|---|---|---|---|
| | | Positions | Amount | Positions | Amount | Positions | Amount | Positions | Amount |
| 500 Environmental Health Administration (Cont'd) | | | | | | | | | |
| GS- 7 Research Asst. | 1A | 1 | 9,657 | 1 | 10,520 | 1 | 10,871 | ... | +351 |
| GS- 7 Sanitarian T 4A | 1A | 3 | 28,971 | 10 | 112,220 | 7 | 78,554 | -3 | -33,666 |
| GS- 7 Environmental Health Technician A | 1A | 2 | 19,314 | 2 | 22,444 | 1 | 12,626 | -1 | -9,818 |
| GS- 6 Secretary A | 1A | 4 | 34,788 | 4 | 39,156 | 3 | 30,315 | -1 | -8,841 |
| GS- 5 Secretary V6 | 1A | 1 | 7,807 | 1 | 8,783 | 1 | 9,066 | | +283 |
| GS- 5 Clerk-Typist A | 1A | 3 | 25,660 | 3 | 27,764 | 2 | 18,698 | -1 | -9,066 |
| GS- 5 Sanitarian T | 1A | 1 | 7,807 | 1 | 8,783 | 4 | 34,849 | +3 | +26,066 |
| GS- 4 Environmental Health Technician 1V6 | 1A | 2 | 14,396 | 2 | 15,698 | 2 | 16,204 | ... | +506 |
| GS- 4 Health Education Aides | 1A | ... | ..... | 4 | 31,396 | 4 | 32,408 | ... | +1,012 |
| GS- 4 Clerk-Typist T | 1A | ... | ..... | ... | ..... | 1 | 8,102 | +1 | +8,102 |
| GS- 3 Clerk-Typist | 1A | ... | ..... | 3 | 20,292 | 3 | 20,967 | ... | +675 |
| WS- 8 Pest Controller | 1A | 1 | 12,355 | 1 | 15,766 | 1 | 16,370 | ... | +604 |
| WS- 6 Pest Controller | 1A | 1 | 11,066 | 1 | 14,664 | 1 | 15,226 | ... | +562 |
| WL- 8 Pest Controller Leader | 1A | 2 | 20,468 | 2 | 25,126 | 2 | 26,124 | ... | +998 |
| WG- 8 Pest Controller | 1A | 2 | 18,594 | 2 | 22,838 | 2 | 23,754 | ... | +916 |
| Total Environmental Health Administration | | 72 | 1,057,258 | 102 | 1,582,362 | 105 | 1,676,781 | +3 | +94,419 |

A- Abolished Positions

DISTRIBUTION OF GRANT SUPPORT

*Question.* According to the Justifications there are 8 positions in the Office of the Director, however, there is also a federal grant of $25,000 anticipated. (LA–30) How is the $25,000 grant to be used? What is done with this grant support that is not already budgeted under the long list of functions assigned to the Environmental Planning and Management Activity?

Answer. $9,500 of this amount is paid to the Interstate Commission on the Potomac River Basin in support of the District's contribution of its share ($33,-500) of the Commission's annual budget. The balance of the $25,000 supports special studies by outside consultants to supplement our own planning activities. Neither of these items are budgeted in the Environmental Planning and Management Activity.

DUTIES OF LABOR RELATIONS MANAGEMENT SPECIALIST

*Question.* Please describe the work of the Labor Relations Management Specialist and why the position is being transferred into the Director's Office.

Answer. There is attached a copy of the position description for the Labor Relations Management Specialist which describes the work of that position. Since most of the issues which the Labor Management Relations Specialist is involved in materially affects the overall operation of the Department and its ability to meet program goals and objectives, it was determined that the function would gain greater acceptance if it reported directly to the Director and the incumbent would have first-hand knowledge of the Department's goals and objectives. In addition, the Director would have more direct input into the program and an immediate awareness of the potential problem matters affecting labor-management cooperation. In addition, the position is also utilized for various special projects.

[The information follows:]

Optional Form 8
July 1954
U.S. CIVIL SERVICE COMMISSION
FPM Ch. 295
5339-104

# POSITION DESCRIPTION

1. Check one: Dept'l ☒ Field ☐
2. Official headquarters: Washington, D.C.
3. Agency position No. ES-4967
4. Reason for submission:
(a) If this position replaces another (i. e., a change of duties in an existing position), identify such position by title, classification (series, grade), and position number
In lieu of P-181-4) dtd 10/18 74 GS-230-13
4. C. S. C. certificate No. [illegible]-176-14
5. Date of certification 5/15/75
6. CLASSIFICATION ACTION
(b) Other (specify)
7. Date received from C. S. C.

| ALLOCATION BY | CLASS TITLE OF POSITION | CLASS Service | Series | Grade | INITIALS | DATE |
|---|---|---|---|---|---|---|
| a. Civil Service Commission | | | | | | |
| b. Department, agency, or establishment | Labor-Management Relations Spec. | GS | 230 | 13 | [illegible] | 5/15/75 |
| c. Bureau | | | | | | |
| d. Field office | | | | | | |
| e. Recommended by initiating office | (Present Incumbency Only) Labor-Management Relations Spec. | GS | 230 | 14 | | |

8. Organizational title of position (if any)
Special Assistant for Labor-Management Relations
10. Name of employee (if vacancy, specify V-C, V-A, or V)
11. Department, agency, or establishment
District of Columbia Government
6. Third subdivision
a. First subdivision
Department of Environmental Services
d. Fourth subdivision
b. Second subdivision
Office of the Director
e. Fifth subdivision
12. This is a complete and accurate description of the duties and responsibilities of my position
(Signature of employee) (Date)
12. This is a complete and accurate description of the duties and responsibilities of [illegible] position
(Signature of immediate supervisor) (Date)
Title:
14. Certification by head of bureau, division, field office, or designated representative
William C. McKinney 5/15/1975
(Signature) (Date)
Title: William C. McKinney, Director
15. Certification by department, agency, or establishment
(Signature) (Date)
Title:

16. Description of duties and responsibilities

I certify that this is an accurate statement of the major duties and responsibilities of this position and its organizational relationships, that they are necessary to carry out Government functions for which I am responsible. This certification is made with the knowledge that this information is to be used for statutory purposes relating to appointment and payment of public funds and that false or misleading statements may constitute grounds for disciplinary action by appropriate authorities.

William C. McKinney
(Signature of supervising official)

APR 24 1975
(Date)

GPO: 1954-O-722-167

Department of
Environmental Services

POSITION CONTROLS:

Under the policy direction of the Director, the incumbent serves as a Special Assistant to the Director and has full responsibility for directing all aspects of the labor-management program of the Department of Environmental Services.

Incumbent is guided by pertinent legislation, regulations, rulings and standards of the United States Civil Service Commission, the Department of Labor, the District of Columbia Personnel Officer, the District of Columbia Labor Relations Board, and other established labor relations and personnel policies and procedures. Serves as principal advisor to all management officials and as the final technical authority within the Department on all labor relations matters. Incumbent functions with a high degree of independence with positions or recommendations on extremely difficult or complex cases requiring departmental policy determination worked out in consultation with the Director.

Issues involved materially affect the overall operation of the Department and the ability of the Department to meet program goals and objectives. Issues also directly involve matters of significant interest to employees including working conditions; utilization and development of personnel, grievance and appeal procedures; work schedules; leave; discipline; and health and safety.

DUTIES AND RESPONSIBILITIES:

As Special Assistant for Labor-Management Relations, incumbent is responsible for planning, developing and implementing a complete labor-relations program for the Department of Environmental Services. At the direction of the Director of the Department, may serve as chief negotiator for management in contract negotiations. Prepares and advises management on proper rebuttals and working of counter-proposals. Develop and coordinate (with members of management's negotiating committees and other affected managers) positions, proposals, counter-proposals, rebuttals, strategy and tactics. Conducts preparatory meetings of management negotiating committees to instruct members on proper negotiating procedures and techniques, prepares "Ground Rules" for conduct of negotiations. Advises on probable effects on Department operations in contract provisions proposed by Unions. Analyzes such provisions to determine if any proposed contract clauses will unduly hamper management's ability to operate the Department.

Serves as the Department's key advisor to management on all matters concerning employee-management cooperation, including legal and regulatory aspects, labor relations trends, and potential problem areas, suggest positive management action to

forestall development of problems or otherwise provide tangible benefits to management through improved employee-management relations. Prepares policy and guidelines to implement the labor relations program of the Department for approval by the Director.

Maintains contact with the various organizational elements of the Department to assess problems with current labor-management agreements, and to analyze problem areas that may be solved by including appropriate language in future labor-management agreements.

Consults with representatives of labor organizations on implementation of new personnel policies. Consults with management and employee organizations regarding a wide variety of labor relations matters, such as unit definitions, exclusions, granting of recognition and jurisdictional questions, and has responsibility for working out resolutions in such matters.

Investigates grievances arising out of alleged violations of labor-management agreements and participates in resolving complaints from labor organizations on matters of collective interest to all Union members.

Coordinates training sessions for supervisors and other management officials in the area of labor and human relations, handling of grievances, and negotiation techniques. Conducts intensive training programs for supervisors on the effect and interpretation of labor-management agreements affecting their respective operations.

Disseminates available information to supervisors and management officials as means of promoting a more harmonious labor-management program.

Performs research in contract phraseology and legal decisions on various contract clauses for use in negotiations.

Performs special projects as assigned by the Director on varied matters affecting labor-management cooperation and other matters affecting the operation of the Department.

Keeps abreast of current trends and development in the labor-management field through review of literature, periodicals and administrative and judicial decisions; maintains contact with counterparts in other Departments of the District of Columbia Government, other Federal agencies and private industry; attendance of professional meetings and seminars; and through liaison with representatives of labor organizations.

### Executive and Administrative Assistant Positions

*Question.* What justification was supplied to the Director pursuant to the freeze announcement of August 20th that justified the promotion of his own GS–7 secretary, and the GS–7 secretaries of the Directors of Solid Waste Management and Water Resources Management to GS–9 Administrative Assistants? Is the Administrative Assistant one of the 3 secretaries mentioned on page LA–21? Why does the Director require both an Executive and Administrative Assistant?

Answer. The Administrative Assistant positions in the Director's Office, Solid Waste Management and Water Resources Management Administrations were newly established position descriptions and were processed as recruitment actions.

The position of Administrative Assistant in SWMA was processed as an exception in the Director's memo of September 25, 1974, which provided that new 1975 positions were exempt from the freeze. This action was in accordance with the Director's desire to fill from within wherever possible.

The Director did not supply a written justification as to why he needed to fill an Administrative Assistant position in his office. However, there was a definite need for a person to be primarily concerned with the short-term assignments and to handle the day-to-day routine activities for the office.

In June 1975, a determination was that funds were available and that career ladder promotions and certain other pending personnel actions could be released. The recruit action for the Administrative Assistant position in WRMA was released at that time.

The Administrative Assistant is one of the 3 secretaries mentioned on page LA–21.

The Office of the Director is the focal point for a variety of environmental activities and issues. The nature and variety of requests for information, justifications, proposals and recommendations confronting the Director dictates that he have adequate staff to develop responses. It is therefore necessary that he have staff members with specific, delegated responsibilities. The position of Special Assistant is primarily concerned with assembling and formulating alternatives and recommendations for the Director's consideration. The position of Administrative Assistant is primarily concerned with short-term assignments and the efficient functioning of the Director's office.

### Additional Funds for ADP

*Question.* Why are additional funds required for ADP when the Department has transferred $125,000 to the D.C. Share Computer Center? Please furnish a complete analysis of the 1975 and 1976 operations of the D.C. Share Computer Center showing major categories of expense and how the costs are apportioned.

Answer. The funds requested are for inflationary costs related to supplies and material in connection with data processing within the Department and is not related to the Share Computer Operation.

The following is an anlysis of the FY 1975 and 1976 operations of the D.C. Share Computer Center showing the major items of categories of expense for both computer and hardware costs:

(a) Computer costs $75,000 per year.
(b) Computer supply costs—$25,000 per year.
(c) Personnel support costs—$25,000 per year.
(d) This cost of $125,000 is for some of the following types of jobs done for the Department of Environmental Services:
(1) Real time application (on line). This is appropriation accounting which produces monthly financial statements for the department. It is the same as an update retrieval system.
(2) Computerized water billing process.
(3) Solid waste cost accounting.
(4) Daily processing of vehicle cost accounting.
(5) Personnel updating system used for administration of personnel.
(6) Daily processing of time and attendance for employees.
(7) Incinerators submit scale card processing relating to refuse.
(8) Cost and accounting related to scale card processing.
(9) Various other types of jobs such as program development, new systems design to automate other types of manual operations and inventory processing.

### Training and Career Development Program

*Question.* Why doesn't the Department utilize the D.C. Higher Education institutions funded elsewhere in this budget for the Training and Career Development Program?

Answer. The Department is utilizing the Washington Technical Institute and the Federal City College in support of educational/training programs aimed at improving employees' job-related skills, performance, and educational background.

The D.C. higher educational institutions were contacted for the purpose of soliciting their participation in a flexible job-related college level program. While a number of institutions expressed an interest, George Washington University offered the most flexible program and provided the most competitive tuition rates for the Government and the students.

The George Washington University Program and the National Graduate University Program offered students convenient block schedules enabling them to fit the training with their work days.

### Office of Career Development and Training

*Question.* On February 26, 1975 the Director forwarded a request to the Special Assistant to the Mayor that would consolidate the Office of Career Development and Training into the Department's Personnel Division. What is the current status of that request?

Answer. The Special Assistant to the Mayor suggested that the consolidation be effected in the 1977 Budget. Administratively the Office of Career Development and Training is now reporting to the Chief, Personnel Division. There have been no changes in funding or program activities.

### Summer Youth Program

*Question.* Describe the number of participants, sources of funding and activities of the Summer Youth Program.

Answer. The Summer Youth Program for Fiscal Year 1975. 1,025 Washington Youth Corp participants funded by a grant to D.C. Manpower Administration.

Over 800 of these employees were engaged in litter control on vacant lots, abandoned property and streets and alleys. Approximately 100 worked with the Environmental Corpspersons with community groups and special clean-up campaigns. The remaining participants were given assignments which were of a clerical, engineering aide, environmental health aide, and laboring nature.

85 participants were hired under a grant from the Re-development Land Agency and performed various landscaping assignments in connection with beautification projects of the city.

84 Summer Aide participants were hired with the Department's budget funds and perform general clerical, engineering aide, environmental health aide and laboring functions in conjunction with the mission of the Department.

The summer program for the Office of Special Services (LA–24) is included in the above and consisted of the 100 WYC's who worked with the Environmental Corpspersons.

### Environmental Health School

*Question.* Describe the Program and specific fiscal 1975 activities of the Environmental Health School. What are the number of positions and the level of budget for this activity?

Answer. The Program was established to provide an alternative to a fine for those persons who were cited by the police or housing inspectors for violating the solid waste regulations. At the time, the citizen is given a collateral ticket, he is also given a notice explaining the school which he can attend if he elects to do so. During fiscal 1975 only eight persons attended the school. There are no positions assigned to this operation, nor is there a budget specifically for it. When a class is conducted it is taught by a member of the Environmental Service Corps who is involved in environmental community education activities.

D.C. WASTEWATER TREATMENT PLANT

*Question.* The justifications indicate that $150,900 requested for equipment for the D.C. Wastewater Treatment Plant would ordinarily have been purchased from Capital outlay funds. Please explain the change in procedure that dictates that this equipment be purchased from operating funds.

Answer. Attached are the guidelines established by the Office of Budget and Management Systems for the inclusion of equipment requests in either the capital or operating budgets. The equipment to be purchased in this budget falls in the Group V category. Formerly any equipment purchased in connection with new construction was initially purchased from capital funds.

[The information follows:]

DEPARTMENT OF ENVIRONMENTAL SERVICES

Appendix B

Office of Budget and Management Systems
Equipment Classifications and Definitions

| | | New Construction | Major Capital Modernization or Changes in Function | Replacement |
|---|---|---|---|---|
| Group I | Items permanently connected and designed as an integral part of the building. Examples: boilers, generators, elevators, escalators, nurses call stations, pneumatic tube system, air conditioning and exhaust systems. | Capital Budget | Capital Budget | Capital Budget |
| Group II | Items permanently connected to building services or the structure itself for which design characteristics must be coordinated with the various mechanical trades. Examples: laundry machines, sterilizers, dishwashers, walk-in refrigerators and freezers, ovens and X-ray units. | Capital Budget | Capital Budget | Capital Budget |
| Group III | Items that occupy floor space but require no permanent connection to utilities or structure and items not requiring floor space but that sit on top of other equipment and will require special service outlets. Examples: desks, chair, bookcases, refrigerators, files, kilns, muffel furnaces, incubators, library furniture, projectors (movie and TV, etc.), Audio Visual equipment - shop equipment - computers. | Operating* Budget | Operating* Budget | Operating Budget |

(Equipment groups I and II are normally included in the construction contract.)

* All projects initiated in FY 1977 or beyond will have equipment in the operating budget. Projects with prior funding are subject to a review to determine if they should be included in the capital or operating budget.

DEPARTMENT OF ENVIRONMENTAL SERVICES

| | | New Construction | Major Capital Modernization or Changes in Function | Replacement |
|---|---|---|---|---|
| Group IV | Items that do not require floor space because they are generally stored on or in Group II and Group III equipment. Will not require any special mech. or elec. service. Items of low dollar value that, in the aggregate, are of value and are directly related to the primary purpose of the capital facility. Examples: lamps, microscopes, lab. apparatus, typewriters, adding machines, library books, school text books. | Operating Budget | Operating Budget | Operating Budget |
| Group V | Materials that are used repeatedly without being consumed but require frequent replacement. Examples: all glassware, test tubes, etc., athletic equipment such as tennis balls, golf balls, etc., school and art supplies such as building blocks, molding clay, lettering sets, workbooks, cars and trucks. | Operating Budget | Operating Budget | Operating Budget |

OFFICE OF PLANNING AND RESEARCH BUDGET AND STAFFING LEVELS

*Question.* Describe the level of staffing and budget of the Office of Planning and Research. What can this office do that isn't encompassed within the responsibilities described on Page LA–22 for Environmental Planning and Management?

Answer. The primary mission of the Planning Division is to study alternative methods of solving the City's water resource management problems and recommend solutions. Specifically, this Division is concerned with (1) development of alternate methods of meeting future water supply needs; (2) detailed cooperative planning with area jurisdictions for the treatment of wastewater; (3) working closely with Engineering and Construction Administration to find solutions for storage and treatment of combined and stormwater flows; (4) working closely with the Office of Executive Management on the establishment of rates for water and sewer services adequate to meet costs; and (5) other similar type of detailed planning studies in the area of water and sewer.

The Research Division performs research and tests on operational problems of WRMA. It also administers an EPA Research Grant involving among other projects, the wastewater treatment and disposal procedure to develop design parameters of the expanded D.C. Wastewater Treatment plant that will enable the plant to meet effluent standards of P.L. 92–500. It also performs detailed research on all problem areas in WRMA to resolve operational difficulties and improve fiscal efficiency.

Neither of the above functions are performed by the Office of Environmental Planning and Management.

The staffing of the Office of Planning and Research is as follows:

1–GS–14 Civil Engineer—Chief of Planning Division.
1–GS–6 Secretary.
1–GS–14 Engineer—Chief, Research Division.
1–GS–13 Industrial Engineer.

The FY 1976 Budget request for this Office is $126,900.

BLUE PLAINS TREATMENT PLANT

*Question.* Outline the current status and funding arrangements of the Blue Plains Plant. Are there any problems in the construction schedule?

Answer. In 1968 the District engaged the firm of Metcalf & Eddy to prepare plans for expansion of Blue Plains to a capacity of 309 MGD average daily flow providing at least 90% removal of BOD and suspended solids and also capable of providing primary treatment only for 289 MGD stormwater combined wet weather flow.

In April and May 1969 the Potomac River Enforcement Conference was convened by EPA, with representatives from D.C., Maryland, and Virginia to determine the total allowable discharge in terms of pounds per day of BOD, phosphorous and nitrogen for all plants in the area. The criteria for Blue Plains is 12,700 pounds BOD, 560 pounds phosphorous and 6,130 pounds nitrogen. It is this criteria that will limit the flow into the treatment plant of Blue Plains.

This degree of treatment is new to the art except for pilot studies and a very few small plants. In order to design a major plant such as Blue Plains it was necessary to conduct pilot studies on the local sewage. At the same time, construction was to proceed. It was, therefore, decided to employ known methods of sewage treatment consisting of primary and secondary sedimentation, employing a modified areation actuated sludge process, with phosphorous removal by mineral salt addition, nitrogen removal by biological nitrification and sedimentation with the effluent than passing through a multimedia filter prior to chlorination and discharge into the river.

Primary sludges were to be thickened in gravity thickeners, secondary and AWT sludges by flotation thickening with all sludge dewatered by vacuum filtration and then incinerated.

As of this date the incinerators are in limbo due to lack of public acceptance and in spite of the fact that it can be shown incinerators would produce less atmospheric pollution than almost any other method of sludge disposal.

The treatment facilities outlined above were originally estimated to cost in the vicinity of 360 million dollars. Due to inflation we now are projecting total cost in the vicinity of 450 million dollars.

Construction actually started in 1971. A summary of the contracts awarded through November 18, 1975 follows:

## CONTRACT WATER POLLUTION CONTROL PLANT EXPANSION

### Status and Description

**Additional Primary Facilities** — Started May 17, 1971

20 Primary Clarifiers
120' dia. x 13'-8" side water depth.
Aerated Grit Chamber
Chlorine contact chamber for excess flow
Connecting conduits between Pump Station and Secondary
Miscellaneous Mechanical Equipment, piping and roads.

| | |
|---|---|
| Contract amount | $15,098,000.00 |
| Change Orders - 10 totaling | 1,435,131.95 |
| Contract completed September 13, 1974 | |

**Dock and Dredging** — Started December 21, 1971

Dredged approximately 650,000 cy turning basin and channel.
Dock 75x1200 feet concrete on steel pipe piles.
2 ramps, miscellaneous roads and utilities.

| | |
|---|---|
| Contract amount | $ 4,376,175.00 |
| Change Orders - 3 totaling | 7,966.00 |
| Contracted completed November 20, 1973 | |

**Mass Excavation** — Started March 11, 1972

Excavation approximately 3,000,000 cy general site excavation.
Constructed approximately 2 miles perimeter roads.
Installed dewatering and earth support system and are responsible for maintaining same.
Installed electrical distribution system and lights for entire site.

| | |
|---|---|
| Contract amount | $14,268,468.00 |
| Change Orders - 12 totaling | 2,620,177.40 |
| Completed excavation on January 31, 1973 | |
| Contract completed January 31, 1975 | |
| Dewatering continuing on Cost Plus Basis | |

Chemical Feed Facilities to Secondary Treatment — Started March 23, 1972

27 duplex chemical feed pumps.
Unloading facility.
Rubber lined piping for unloading and distribution of chemicals

| | |
|---|---|
| Contract amount | $ 635,000.00 |
| Change Orders - 3 totaling | 107,531.00 |
| Contract completed July 9, 1972 | |

Alterations to Existing Secondary Treatment Facilities — Started July 18, 1972

Modified existing reactors by installing additional sluice gates and stop logs to provide for feeding reactors from either the north or south end.
Constructed connections to new secondary facilities.
Replaced hand rail and installed splash guards.
Installed new foam spray water piping.

| | |
|---|---|
| Contract Amount | $1,288,000.00 |
| Change Orders - 1 totaling | 3,948.68 |
| Contract completed April 20, 1974 | |

Unit 32, Substations No. 1 and No. 2, Main Substation and Related Work — Started November 11, 19[illegible]

Included converting Pepco switching station to Main Substation with 3 separate 69 KV feeders.
New electrical distribution system switching to new substations No. 1 and No. 2.

| | |
|---|---|
| Contract Amount | $2,690,000.00 |
| Change Order - 2 totaling | 129,813.18 |
| Contract completed August 1, 1975 | |
| Change Order and Final Payment yet to be made. | |

**Additional Secondary Treatment Facilities** — Started February 12, 1973

Installed 12 new secondary clarifiers.
2 New Reactors
Rehabilitation of existing secondary facilities.
Miscellaneous conduits including part of secondary outfall.
Related electrical work.
Related mechanical equipment and piping.

| | |
|---|---|
| Contract amount | $29,500,000.00 |
| Change Orders - 10 totaling | 576,574.00 |
| Contract is about 87% completed with projected completion September 1976. | |

**Motor Rehabilitation and Associated Work** — Started February 12, 1973

Reworked 3 main sewage pumping station No. 1 motors for 4160 volt service.
Provided electrical service to Organic Recycling.

| | |
|---|---|
| Contract amount | $ 34,244.00 |
| Change Orders - 3 totaling | 55,227.00 |
| Contract completed August 22, 1974 | |

**Additional Railroad Facilities** — Started March 5, 1975

Rehabilitate approximately 1 mile of main and switch tracks and miscellaneous drainage.
Furnish new switch engine.
New turnouts and paving.

| | |
|---|---|
| Contract amount | $ 359,813.00 |
| Change Order - 1 totaling | 1,171.00 |
| Contract completed November 8, 1973. | |

| | |
|---|---|
| **Secondary Effluent Conduit** | **Started November 15, 1973** |
| 825 feet double barrel conduit between Secondary and Mulit-Media Filter Building. | |
| Contract amount | $1,277,460.00 |
| Change Orders - 2 totaling | 62,681.42 |
| Contract completed August 12, 1974. | |
| Except for boiler in Heat Exchanger Building which is in operation. | |
| **Primary Flow Metering** | **Started January 7, 1974** |
| Install 7 sonic flow meters and related work. | |
| Contract amount | $2,089,313.00 |
| Change Orders - 3 totaling | -195,485.00 |
| Contract is 99+% completed. | |
| **Chemical Building** | **Started March 11, 1974** |
| Bulk storage facilities and transfer facilities of various chemicals. | |
| Facilities for mixing and storage of polymers. | |
| Contract amount | $4,089,000.00 |
| Change Order - 1 totaling | 143,672.00 |
| Contract is about 70% complete with scheduled completion March 30, 1976. | |
| **Solids Process Building - Unit 33A** | **Started October 11, 1971** |
| Foundation for building 300x600 feet including pile foundation and area stabilization and related work. | |
| Contract amount | $2,494,000.00 |
| Change Orders - 5 totaling | 425,708.00 |
| Contract completed June 1, 1973. | |

| | |
|---|---|
| **Unit 33B - Additions to the Solids Processing Building** | **Started September 27, 1972** |
| Superstructure for building.<br>Grading.<br>Flotation Thickner Equipment.<br>Miscellaneous piping larger then 6-inches in dia. | |
| Contract amount | $10,726,000.00 |
| Change Orders - 6 totaling | 139,442.84 |
| Contract completed September 27, 1974 | |
| **Solids Processing Building - Unit 33D** | **Started December 10, 1973** |
| Vacuum Filtration Equipment and related pumping and piping equipment.<br>Electrical equipment for entire building. | |
| Contract amount | $7,825,000.00 |
| Change Order - 1 totaling | 296,359.72 |
| Contract is 86% complete with projected completion March 1, 1976. | |
| **Nitrification Sedimentation Facility** | **Started August 26, 1974** |
| 1 Nitrification Control Building<br>1 Denitrification Control Building<br>28 Sedimentation Basins | |
| Contract amount | $49,186,700.00 |
| Change Order - 1 totaling | -330,357.00 |
| Contract is 45% completed scheduled for completion May 23, 1977 | |
| **Multi-Media Filtration Facility** | **Started August 19, 1974** |
| Filtration Facility Substructure and outfall | |
| Contract amount | $29,989,000.00 |
| Change Order - 1 totaling | 334,000.00 |
| Contract is 65% completed and scheduled for completion October 27, 1976 | |

| | |
|---|---|
| Additional Chlorination Facilities and Miscellaneous Interprocess Piping | Started February 24, 1975 |
| Addition to Chlorine Building with new equipment. | |
| Addition to Reclaimed Secondary Effluent Pumping Station with new equipment. | |
| Addition to Heat Exchanger Building with additional meters and piping | |
| Connections between Primary, Secondary and Solids Handling Outside Piping. | |
| Contract amount | $4,619,000.00 |
| Contract is 25% completed | |
| Scheduled for completion July 9, 1976 | |
| Central Operations Facility | Started January 20, 1975 |
| New Operations Building and Parking Area | |
| Contract amount | $5,939,000.00 |
| Contract is 25% completed and scheduled for completion January 9, 1977. | |
| Nitrification Reactor Facilities | Started October 15, 1975 |
| 12 Nitrification Reactor with related transfer facilities | |
| Blower Building | |
| Lime Handling Facilities | |
| Electrical Substation | |
| Contract amount | $44,938,000.00 |
| Contract is scheduled for completion December 8, 1978 | |
| Instrumentation for Primary and Secondary Treatment Facilities | Started December 16, 1974 |
| Complete ins trumentation including | |
| Computor control of Primary Secondary | |
| Process and Solids Handling | |

Contract amount $ 2,847,000.00
Contract is 27% complete
Scheduled completion
June 18, 1976

Expansion of Raw Wastewater Pump Station No. 2 — Started September 15, 1975

Four 100 MGD pumping Units with Magnetic Couplings together with new structure and connections to Grit Chamber and incoming sewers

Contract amount $ 7,049,000.00
Scheduled completion
September 15, 1977

At the present time plans call for completion of the expanded facilities without Denitrification as originally planned by 1980. There are still several major contracts to be designed and constructed including, Denitrification Bypass Facilities, Multi-Media Filtration Facilities, Advanced Waste Treatment Instrumentation, Solids Reduction and Disposal Facilities, and site roads and beautification. The design on each of these contracts is progressing and all except sludge disposal are firmly scheduled. Sludge disposal still requires further study prior to confirming the method or the scheduled completion.

## FUNDING ARRANGEMENTS

Cost of the plant expansion is apportioned among the District of Columbia, the Washington Suburban Sanitary Commission and Fairfax County on the basis of their anticipated proportional use of the completed plant. The breakdown is as follows:

| | |
|---|---|
| District of Columbia | 49.5145631% |
| Washington Suburban Sanitary Comm. | 47.8964401% |
| Fairfax County | 2.5889968% |
| TOTAL | 100.0000000% |

Commitments have been received from both suburban jurisdictions assuring prepayment to the District as construction proceeds, and this arrangement has been very successful. Neither jurisdiction is in arrears.

Federal funds are committed at the rate of 55% for those projects that had Environmental Protection Agency approval prior to FY 1972 and 75% for projects approved thereafter. Authorized funds now total $154,176,690.

Funds appropriated by Congress to fund the D.C. share of expansion total $81,008,000.

E.P.A. has been making payments to D.C. for construction and design as well as overhead, generally within six weeks of payment request. Payments therefrom thru January 8, 1976 total $47,409,900 with $2,699,200 in requests for payment outstanding.

## D.C. Refuse Collections

*Question.* In 1973 GAO reported that the District refuse collection employees paid for 40 hours a week but worked an average of only 24.5 hours a week because collection routes were not structured to require a reasonable task work day. GAO reported that the most significant cause of the idle time was the low productivity of crews on the Wednesday bulk collection days and the second collection day each week.

In our 1975 budget hearings, the Director of Environmental Services indicated a minor improvement in productivity of collection crews. The Director also provided for the record an action plan to improve the District's waste collection program. The plan showed that although trash collection was still provided on a twice weekly basis, consideration was being given to once a week collection in certain areas to allow a more efficient and effective utilization of the work force.

Your budget this year on page LA–62 shows the number of weekly household collections are expected to drop 30,000 from a total of 260,000 collections in 1975.

What will cause the reduction in the number of weekly collections?

Answer. Public Law 93–405, passed August 31, 1974, by the 93rd Congress prohibits the Department of Environmental Services from collecting solid waste from hotels and places of business or from apartment houses with four or more units. This will eliminate approximately twenty thousands (20,000) collections. Residential demolitions in central city service areas will account for the remaining ten thousand (10,000) collections.

*Question.* Although the number of weekly collections are expected to drop significantly in 1976, your budget does not show a decrease in waste collection positions. Why?

Answer. Hiring policies imposed during this fiscal year prohibits the replacement of personnel who leave the agency through normal attrition. A majority of collectors deemed surplus because of fewer weekly collections will fill vacancies.

The remaining surplus collectors will be assigned to street and alley cleaning functions and the collection of all public litter receptacles will be accomplished at night.

*Question.* Have you cut back collections to once a week in some areas?

Answer. No.

*Question.* How is this working out?

Answer. Not applicable.

*Question.* Have you made any changes in your Wednesday bulk collection routine to increase production?

Answer. Yes, since April 1, 1974, in accordance with an agreement with Council 20, AFSME, AFL–CIO, collectors must clean a fixed number of streets and/or alleys and collect public litter receptacles each Wednesday bulk collections are completed.

*Question.* What is the average weekly work hours of collection crews now?

Answer. Thirty point zero (30.0) hours.

*Question.* Are you taking or considering any other changes to improve productivity of collection crews? What are they and when do you expect to reach a reasonably full task work day?

Answer. Yes, two solid waste collection studies were conducted during the spring and summer of 1975, to determine the feasibility of three (3) men collection crews as opposed to the existing four (4) man crews and the elimination of bulk collections on Wednesday and transferring this activity to Thursday and Friday to be collected simultaneously with the trash. Analysis of the test data results, indicate that these two measures will significantly improve service productivity and cost effectiveness. These two programs will be implemented in February and March 1976, and at that time we expect to achieve a reasonable full task work day.

## Clean-Up of City Eyesores

*Question.* One needs to walk only a short distance on downtown streets and see bulging and overflowing trash receptacles and stairwells and alleys with bottles, cans and other rubbish. A local newspaper is running a series of pictures showing "Bicentennial Eyesores."

What needs to be done to clean up the city rubbish?

Answer. A systematic and comprehensive action program involving the major components and organizations of this city such as citizen groups, business persons, academic communities, churches, local and federal governments.

Such a program recently formulated by Mayor Walter E. Washington on October 7, 1975, will provide for the data collection and analysis of litter sources and a means of eliminating litter through approved sanitation codes, street cleaning methodologies and equipment and an effective monitoring capability to substain a litter-free city.

*Question.* Overflowing litter containers discourage citizen cooperation in helping keep the city clean. Do your pick-up schedules need to be changed? Are they too inflexible to cope with actual conditions?

Answer. See (LA 62) #19, para. 2.

*Question.* Can some of the idle hours of household waste collection crews be utilized to cope with other trash problems in the City?

Answer. When collection crew sizes are revised from four (4) to three (3) men in the immediate future, some surplus collectors will be assigned to the cleaning of alleys in the central city and the elimination of isolated environmental eyesores throughout the city.

*Question.* Are you taking aggressive measures against property owners who fail to keep their properties clean—such as billing them and/or fines?

Answer. Aggressive measures are being taken against property owners who fail to keep their properties clean.

The cities solid waste storage, removal and anti-litter laws are enforced as part of every inspection made by the Environmental Health Administration. The legal methods (citations and fines set by the courts) or administration pressure (License suspension) have been used extensively during the last fiscal year as indicated by the following statistics:

| Type of Property | Number of Inspection |
|---|---|
| Restaurants | 6,229 |
| Delicatessens | 2,081 |
| Grocery Stores | 2,236 |
| Other food Estab. | 4,732 |
| Barber Shops | 946 |
| Beauty Shops | 1,328 |
| Razing Jobs | 453 |
| Construction Sites | 287 |
| Office Buildings | 37 |
| Junk Yards | 27 |
| Second Hand Dealers | 17 |
| Other Commercial | 3,117 |
| Residential Property | 74,117 |
| Vacant Lots | 4,926 |
| | 100,527 |

| Type of Enforcement Action | Fiscal Year 1975 |
|---|---|
| License Suspensions | 183 |
| Warning Notices Posted | 2,174 |
| *Court cases (Vacant Lots) | 32 |
| Vacant Lot Trash Notices | 1,182 |

*All of these cases were resolved (compliance) without the imposition of fines

From an environmental sanitation standpoint, properites in the District of Columbia are divided into three major groups:

Residential - Sanitation and solid waste are handled by enforcing the District's Housing Code and the Solid Waste Regulations in the General Health Regulations.

Commercial - Sanitation and solid waste are handled by enforcing the General Food, Barber Shop, Beauty Shop and the Solid Waste Regulations as applicable.

Institutions- Sanitation and solid waste are handled by Enforcing the General Food Regulations, Hospital Regulations, and the Solid Waste Regulations.

Responsibility for enforcing the sanitation and solid waste regulations on residential property is the responsibility of the Housing Division in the Department of Housing and Community Development. On commercial

and institutional property it is the responsibility of the Environmental Health Adminitration in the Department of Environmental Services.

The cleaning of vacant lots and other vacant property has been the most difficult problem for the following reasons:

1. Absentee ownership - the owner of most vacant lost (approx. 68%) reside outside the city and therefore are not accessible to court action.

2. Regulations - the D. C. Code requires that the owners of vacant lots must be notified before the city can take any definitive action

3. Lack of funds - the city has insufficient funds ($150,000) to clean the required number of lots on a continuing basis and assess the owners of the cost of cleaning.

4. Police enforcement - the persons responsible for the illegal dumping of trash on vacant lots are not arrested.

During the past year, the Department has taken a more aggressive approach to the problem of cleaning vacant lots. Using a small fund of only $150,000, contracts were awarded for the cleaning of the most neglected 124 vacant lots. All code requirements were satisfied in that the owners were notified, the time allowed by law granted and the contracts were awarded to the lowest bidder.

The owners of these vacant lots will be assessed the cost of cleaning their property. Contracts provided for the removal of all accumulated trash, debris, abandoned vehicles and weeds as well as reseeding the lot to prevent runoff and fencing the lot to prevent future dumping. At least one city "No Dumping" sign was posted on each lot.

The program, by reasonable standards, was successful. The cleaning of the lots has made an immediate improvement in the appearance of the community. It is estimated that in order to make this a continuing program a $500,000 revolving fund will be needed. The money returned to the District through the assessments against the properties involved would be used to clean other vacant lots.

LORTON RESOURCE RECOVERY PROJECT

*Question.* The Committee has been and avid supporter of speedy development of a resource recovery facility at Lorton. Recently however, there has been disturbing signs regarding the saleability of recovered resources. It would seem a shame to have made provision for burying solid waste—then develop a $9.65 million resource recovery facility—process the solid waste, only to find that there is no market for the recovered resources and they still have to be buried—although somewhat cleaner.

1. How many tons of solid waste do you expect to process through the recovery facility each day? How does that compare with the daily tonnage expected to be deposited at Lorton (some estimates run as high as about 4,000 tons per day by 1978)? Obviously, if the facility can handle a maximum of only 650 of an estimated 4,000 tons, or even 2,000 tons for that matter, substantial amounts of raw solid waste will have to be buried on a continuing basis. Perhaps you could explain to the Committee, as precisely as possible, the extent to which the proposed recovery facility will extend the life of the Lorton Landfill?

Answer. Plans for the resource recovery facility at Lorton are predicated on a daily capacity of 650 tons of raw refuse per day. During fiscal year 1975, a total of 544,865 tons of refuse were delivered to the Lorton Landfill of which 218,161 tons was refuse contributed from the District of Columbia. This would represent approximately 2,100 tons per day (based on the 260 day per year operational period) of which approximately 840 tons per day represents D.C. refuse. It is anticipated that the quantities of refuse delivered to the landfill will increase as a result of closure of the Fairfax County I–66 landfill as well as the closure of the Arlington, Virginia incinerator. It is anticipated that the tons of refuse delivered to Lorton will increase to approximately 4,000 tons per day by 1980.*

It should be realized that the 650 ton per day facility was not considered in the light of handling all raw refuse which might be delivered to the Lorton site. A network analysis of resource recovery facilities made by the National Center for Resource Recovery indicates that this problem can be handled on an improved cost-benefit relationship through the establishment of several resource recovery facilities in the area, located as closely as possible to either transportation facilities for the delivery of recovered products or to facilities which will utilize the refuse derived fuel.

*Question.* Could you provide us with a breakdown of the output from the facility—how much of the raw solid waste processed will be converted to supplementary fuel, how much will be represented by recovered resources and how much will remain as residue and still need to be buried?

Answer. Based on the composition of the refuse currently being received at the Lorton site, the following listing of output products will be produced at the resource recovery plant:

| | *Percent* |
|---|---|
| Refuse derived fuel | 57.0 |
| Waste corrugated | 3.2 |
| Waste news | 3.2 |
| Ferrous materials | 9.65 |
| Aluminum | 0.5 |
| Non-ferrous metals | 0.37 |
| Glass | 9.1 |
| Residue | 17.0 |

Assuming that the above secondary products can all be recovered, the residue produced will amount to approximately 110 tons per day which would have to be landfilled. In the event that glass and aluminum recovery facilities are not installed (pending further development in the technology of recovery for these products), the residue to be landfilled would amount to approximately 175 tons per day.

*Question.* What is the estimated cost per ton of operating the facility? What is the expected income per ton from sale of recovered resources (including the supplementary fuel component)? How will the excess of operating cost over income be recovered?

Answer. The estimated cost of operation for the facility is $19.50 per ton. The expected revenues from the sale of recovered secondary products (excluding

* 3,000 tons of refuse represents one day's life of the landfill. Therefore, each week of resource recovery operation extends landfill life by one day.

refuse derived fuel) approximately $9.67 per input ton. To these figures can be added the savings of $3.79 per ton which represents the costs for landfilling the materials which will no longer be delivered to the disposal site. Based on these calculations, the break-even point at which revenues would match cost of operation would be attained at an exchange price for refuse derived fuel of 0.31 dollars per million BTU's assuming the lowest cost transportation figures. Assuming the highest cost transportation figures, the break-even point would increase to 0.87 dollars per million BTU's. Coal prices to utilities in this area are currently in the neighborhood of $1.75 per a million BTU's. Based on the representations made by PEPCO on their intent to use the RDF as produced at a reasonable figure for the value of the RDF based on its BTU content, we have every reason to believe that the resource recovery facility can be operated at a profit.

*Question.* What market studies have been done to identify buyers for recovered resources? Do you have a list of customers for the products—how about guaranteed amounts to be delivered? What alternatives are there in the event the recovered resources cannot be sold?

Answer. Market studies have been carried out for the Metropolitan Council of Governments by the National Center for Resource Recovery. The figures are based on the results of those studies. Firm commitments have been received from potential users of the secondary materials (with the possible exception of glass and aluminum as noted above). We would not anticipate any difficulty in the continued sale of recovered resources particularly the refuse derived fuel, in the light of the current energy situation and the emphasis being placed on the recovery and reuse of secondary materials.

*Question.* Has the Department made a cost-benefit analysis of the proposed project, considering the various foreseeable circumstances that could exist at the time the facility is in place?

Answer. The Department has made an analysis in depth of the proposed project including certain cost-benefit relationships. A copy of that report, "Department of Environmental Services Report on Resource Recovery for the District of Columbia—September 5, 1975" is available to the Committee together with those further studies in depth conducted by the National Center for Resource Recovery on the project.

## U.S. Army Corps of Engineers—Washington Aqueduct Division

**STATEMENT OF HARRY C. WAYS, CHIEF, DIVISION**

**ACCOMPANIED BY:**

**MRS. MARGARET GRISWOLD, CHIEF, ADMINISTRATIVE BRANCH**

**PERRY COSTAS, DEPUTY CHIEF OF THE DIVISION**

### BUDGET ESTIMATES

Senator Chiles. The next budget estimates will be from the Washington aqueduct, requested in the amount of $8,399,010, and a total of 310 positions.

This compares with $7,061,200 appropriated last year.

Mr. Ways, how do you do. If you have someone else with you, would you please introduce them to us.

Mr. Ways. Yes, sir. I have Mr. Costas, the Deputy Chief of the Aqueduct Division with me today, and Mrs. Griswold, the Chief of our Administrative Branch.

Senator Chiles. Would you like to give us a brief statement?

Mr. Ways. Yes, sir. We have a policy statement which is submitted. As far as the budget submission, I will summarize it very briefly.

We are obligated to supply water to approximately 1.2 million people in the District of Columbia and the northern Virginia counties of Arlington and Fairfax. This is an operation that goes on 24 hours a day, 365 days a year.

Our request for increases in the budget this year represents almost entirely mandatory increases for salaries paid employees and escalation in the cost of utilities and the supplies, materials and chemicals needed to operate the system.

### POLICY STATEMENT AND BUDGET ESTIMATE

I would ask that the opening policy statement accompanying our budget estimate be submitted in the record.

Senator Chiles. It will be made a part of the record along with the budget summary.

[The statement and summary follow:]

The Washington Aqueduct Division of the U.S. Army Engineer District, Baltimore, provides the water supply for over 1.1 million residents of the District of Columbia and northern Virginia. The Washington Aqueduct is under the control and superintendence of the Chief of Engineers, Corps of Engineers, Department of the Army.

The Corps of Engineers has built and operated the Washington Aqueduct system facilities since 1852, when directed by Congress to develop a suitable water supply for the nation's capital. Most of the structures comprising the original Washington Aqueduct, which were built before and during the Civil War and have recently been designated as a National Historical Landmark, are still functioning as part of the present system. In the intervening years the system has grown to become one of the largest municipal water processing facilities in the country.

The mission of the Washington Aqueduct is the collection, purification, and pumping of an adequate supply of potable water for the District of Columbia, Arlington County, and approximately 40 square miles of Fairfax County, Virginia. Water distribution in these areas is the responsibility of the local governments. Nearly 75 billion gallons of purified water were pumped to these consumers in FY 74.

To accomplish our mission, the Washington Aqueduct must operate continuously on a 24 hour per day basis 365 days per year. We must have adequate personnel, equipment and supplies to operate and maintain our services. We have always operated in such a manner as to assure the continued purity of the water and the adequacy of the supply facilities for the nation's capital. It is essential that we obtain and utilize the best available personnel, materials and equipment to maintain water quality standards. At the present time, water quality standards are being made more meaningful and demands for more sophisticated testing equipment and procedures are being made upon water utility managers. We intend to comply with, or exceed these standards, as we have done in the past.

We have been confronted with an ever-increasing demand for more water, as well as rising production costs, therefore certain increases are inevitable. We cannot control the amount of water produced each year, since we must meet the demands of the consumers we serve. In the recent past, water consumption has increased at an average rate of about two percent each year. Salaries, electric power and water treatment chemicals constitute nearly 90 percent of the operating costs for the production of water. The highly variable characteristics of the raw water from the Potomac River, and the increasing consumption of water determine the expenditures required for chemicals to produce quality water. The quantity of water required and the raw water characteristics cannot be precisely predicted, nor can they be controlled. In our FY 1975 contracts the basic commodity costs for the various chemicals we use increased from 47% to 300% over FY 1974 contract prices. The overall average price increase for chemicals during FY 75 will be about 50%. All indications point to continued substantial increase during FY 76 due to critical shortages and rising manufacturing costs. Our FY 76 request is based on an estimated increase of 25% in chemical costs. Significant rate increases were approved for electric power. The average unit price of electricity to the Washington Aqueduct during FY 75 increased 40 percent over FY 74. Our FY 76 budget estimate for electricity is based on a 40% increase over FY 75 unit costs.

The Washington Aqueduct needs adequate funds to replace deteriorated equipment and purchase new water quality test equipment. Much of our

equipment is subject to operation on a 24 hour day basis in an atmosphere high in humidity and chemicals. Under these conditions, equipment will deteriorate more rapidly than if subjected to only normal 40 hours per week use. A continued program of replacement is essential to maintain water treatment facilities and supporting equipment in top operating condition. We also have a responsibility to assure the purity of this drinking water supply and it is essential that we obtain the latest and best laboratory equipment to perform the more sophisticated chemical and biological tests required by modern standards. It has been, and will continue to be, the policy of the Washington Aqueduct Division to supply water to the District of Columbia and the Virginia communities of a quality which exceeds U.S. Public Health Service Drinking Water Standards, and in such quantities as are required to satisfy the needs of the population served.

The items in our budget request are of the highest priority, and provide for only the essential personnel, supplies, equipment, and support services to meet our mission requirements. It is essential that 100% reliability of the water supply facilities be maintained at all times. Due to a combination of various economic factors, we are losing that degree of reliability in our system. For the past several years, allowances for supplies and equipment have been insufficient to assure both required maintenance, and retention of adequate spare parts and materials to assure immediate response to any breakdown in our system. This factor, coupled with the reduced purchasing power brought on by inflation (in some cases as high as 500% for critically needed electrical parts) has resulted in nearly total depletion of inventory levels of essential spare parts and materials. This comes at a time when delivery times on such parts and equipment have been extended from weeks to months to years, due to critical material shortages and other factors. Unless funds are provided to restore normal spare part and supply inventories, we can no longer assure timely restoration of essential water treatment and pumping facilities in the event of failure. The additional funds requested for supplies and equipment will permit restoration of the reliability lost due to previous budget restriction and cost escalation.

In summary, the Washington Aqueduct is engaged in a single program to produce drinking water in increasing amounts. In addition, the basic costs of the raw materials such as chemicals, electricity, equipment and supplies, as well as the salaries of necessary personnel, all continue to increase at an alarming rate. The Chief of the Washington Aqueduct Division cannot control these increases, nor can he curtail production or lower finished water quality. This budget is essentially a recurring one, and is changed only as required to meet production demands. There is no change in our scope of activity for FY 1976. However, since we are confronted with increasing demands as well as rising production costs, budget increases are required.

Summary of 1976 Budget Estimates

APPROPRIATION: Environmental Services

Office: Washington Aqueduct

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 325 | $5,649.6 | 325 | $7,061.2 | 310 | $8,299.6 | -15 | +$1,238.4 |

Analysis of 1976 Change:

| | | |
|---|---|---|
| Base adjustments: | | |
| 1. Non-recurring - pay raise supplemental ..... | ... | -324.9 |
| 2. Non-recurring - electricity, fuel and chemicals - supplemental ..... | ... | -600.0 |
| 3. Base reduction ..... | -15 | -124.8 |
| Total, base adjustments ..... | -15 | -1,049.7 |
| Program increases: | | |
| 1. Pay raise annualization ..... | ... | +383.7 |
| 2. Inflationary increases (telephone service $4.0, electricity $975.3, overhead to Baltimore district $8.9, chemicals $641.4, supplies and materials $169.5, and equipment $105.3) ..... | ... | +1,904.4 |
| Total, program increases ..... | ... | +2,288.1 |

GROWTH IN BUDGET

Senator CHILES. Can you tell me why the budget for the Aqueduct Division has grown approximately 46 percent since fiscal year 1974?

Mr. WAYS. My figures are 43 percent, Mr. Chairman, and I think that is readily explained by the costs for the materials and the utilities that we have to have.

From 1974 to 1976, the basic costs for the chemicals that are used in water purification increased 88 percent. From 1973 to 1975, the unit cost for electric power, which is a vital part of our operation, increased 90 percent. Additional supplies and parts for vital equipment for the water supply system have gone up even more dramatically.

These items, supplies, electricity, and electric power, constitute nearly half of our budget. And, as I say, they have gone up nearly 90 percent over that 2-year period.

Along with that, the other half of our budget for personal services has gone up according to the mandatory wage increases for both the GS and wage-board employees that we have.

Consequently, taking those factors over the previous 2 years, the escalation in our operating costs would amount to about 53 percent. We have held that down to 43 percent, and I do not see how we could have done much better. In fact, I have to say that this has not been accomplished without some deterioration in the amount of preventive maintenance that we do on our water supply system.

Any time a cut is made in an operation which must go on 24 hours a day, 365 days a year, demanding power and chemicals, the cuts have to be reflected in maintenance work. That is the only place they can be made, unless we decide to arbitrarily shut off the water supply, and we are certainly not going to do that.

So, any cuts in our budget are reflected to a much greater degree in maintenance, and over the long run that is going to prove to be penny wise and pound foolish.

CONDITION OF AQUEDUCT

Senator CHILES. What is the present condition of the aqueduct?

Mr. WAYS. The aqueduct is a general term to describe the Washington aqueduct which includes facilities built starting with the 1850's, which are still operating as part of the system. The original aqueduct from Great Falls to Dalecarlia has been operating for 113 years, and it is in generally good condition.

We have, of course, expanded the system over the years to supply the areas that we serve. As I mentioned, they are in generally good condition. We have a capital improvement program based upon reports which are made jointly by the Washington Aqueduct Division and the Department of Environmental Services, and its predecessors, which we are following.

M'MILLAN PLANT

The one area in which we need major substantial improvement is the McMillan water treatment plant. This facility is 70 years old. It is obsolete. It is expensive to operate. It has deteriorated structurally and mechanically, and we have recognized, and consultants retained

jointly by the District of Columbia and the Aqueduct have also recognized that there is a need to replace the facilities there, or some other alternate facility to replace that facility.

We are looking to an expenditure there in the neighborhood of $35 million to provide that replacement, and it will come out of our capital improvement program.

ADJUSTMENT OF CONTRACTOR CLAIMS

Senator CHILES. With respect to the capital improvement request of $281,000 regarding the final contract payment of the Dalecarlia flood control project, what was the amount of the original claim of the contract?

Mr. WAYS. The files on that claim, going into negotiations, are in the Construction Division offices in the Baltimore District Office of the Corps of Engineers.

My personal knowledge of it is that the total claims submitted by the contractor were approximately $1.5 million. A certain amount of that was certainly justifiable claims based on change orders in the project which we did approve prior to the construction period.

Senator CHILES. Are you going to be able to settle that for the $281,000?

Mr. WAYS. Yes, sir. We have the balance available in the funds to settle it, if we get the $281,000. The total amount of the claim is something like $600,000 that was ultimately approved for the contractor. We had funds remaining to pay all but the $281,000.

SAFETY OF DRINKING WATER

Senator CHILES. Is our drinking water safe?

Mr. WAYS. It complies with all of the standards promulgated under the new Safe Drinking Water Act by the Environmental Protection Administration, and presumably that means it is safe. I think it is.

Senator CHILES. Do you drink it?

Mr. WAYS. Yes; I do drink it. I drink it all day during work, and I drink it in Montgomery County in the evenings. I do not go out to the spring in Montgomery County and take water because I think our public water supply in the District of Columbia is far superior to the water coming out of that spring.

SUBCOMMITTEE RECESS

Senator CHILES. Thank you, sir.

We will recess until 2 o'clock this afternoon.

[Whereupon, at 11:50 a.m., the subcommittee was recessed, to reconvene at 2 p.m., the same day.]

[Afternoon Session, 2 O'Clock, Thursday, January 22, 1976]

# DISTRICT OF COLUMBIA

## District of Columbia Armory Board

**STATEMENT OF R. H. SIGHOLTZ, MANAGER**

**ACCOMPANIED BY H. T. KEITH, FISCAL OFFICER**

### STADIUM INCOME

Senator Chiles. We will take up the D.C. Armory Board.

We have Mr. Sigholtz here.

Mr. Sigholtz. Yes, sir. We have Mr. Keith here, the fiscal officer of the Armory Board.

We also have Mr. Comer Coppie, who I am sure you know, Mr. Chairman.

Senator Chiles. I've met him.

Mr. Sigholtz. We do not have a prepared statement, Mr. Chairman. We would be pleased to answer any questions you might have.

Senator Chiles. What kind of plans do you have to raise the income of the stadium?

Mr. Sigholtz. Well, this summer we are hoping to have some baseball games played there, a combination of National League and American League games.

Additionally, we will have some soccer games. As of right now, we have four soccer games signed. They are not signed. They have been asked for. The dates have been asked for; the contract has not been signed.

We also will have in the neighborhood of six to eight musical entertainment events.

On the 4th of July, we plan on having John Denver, who, as you know, is a major attraction. Now that is what we plan right there.

Additionally, Mr. Chairman, we have been fortunate to deal with some of the unions downtown when they have elections. They do not have room for their members to park and we do. We have parking immediately adjacent to the armory, and have allowed them to use a portion of the stadium and to use our parking lots adjacent to the stadium.

Additionally to that, Mr. Chairman, we have gone to several health type organizations, such as the Holiday Spa and so forth, to see if they would be willing to put in a facility in the bottom of the stadium.

Now, we have the one-half-mile track that is already there. We have room for a swimming pool, handball court, squash courts, racket ball, and they would operate it as a concessionaire.

Senator Chiles. Not a massage setup.



59-211 O - 76 - 56

Mr. SIGHOLTZ. I would think they would have a massage also, sir, but not in the type that has been getting most of the publicity lately.

STADIUM EMPLOYMENT

Senator CHILES. Thank you.

I note the stadium had 28 events scheduled for 1975–76, and you have 52 positions in the budget. What do those people do during the time the stadium is not being used?

Mr. SIGHOLTZ. Well, I am very pleased to say right now, Mr. Senator, being interested in management and saving money, there are 48. During the winter months we actually do not need them and we do not reemploy some of them.

The stadium is on 10 acres of ground. The field is 3½ acres, so that means you have a 6½-acre building that must be taken care of, just like the maintenance on any other building, your own home, an automobile or so forth. You have plumbing in there, electricity, and so forth.

Now, these individuals are used in our armory operation, which has expanded greatly in the last 3 years. We schedule them so that their 40-hour week will include a portion in the armory, especially the people that clean up and the painters and other people in that category.

The plumbing and so forth in the armory is the responsibility of the District government.

ARMORY SEATING

Senator CHILES. The 1974 annual report indicates the armory fund borrowed $375,000, from the stadium operations fund, which went toward the installation of 10,257 new seats in the armory. In view of the stadium's inability to produce any income to pay the interest on the bonds, where is the $375,000 coming from?

Mr. SIGHOLTZ. Well, sir, we had moneys that we were accumulating to do some repair on the stadium. For instance, we had to repair the roof over the upper deck.

We had to repair the leaking at the ticket offices and repairs to do in the parking lots.

For your information, the armory has never had permanent seats. It is most difficult to bring in the entertainment that the community wanted when a promoter would have to rent seats to put in the armory.

We contacted Ringling Brothers and we had the potential of signing a 5-year contract with them, with a minimum of rental alone of $250,000.

Senator CHILES. For 5 years?

Mr. SIGHOLTZ. Yes, sir. That is, the rental alone is $250,000. That is not including other revenues.

We tried to borrow money in the open market. The lowest percentage we could get was 10 percent, and the highest was 22 percent.

In the interest of arranging for recreation for the community, the Armory Board borrowed from the stadium fund, $375,000, at an interest rate of 7½ percent. Each time the interest became due it was paid back, and principal of $40,000 has also been paid back. Within 1½

months we should receive our money from the Ringling Brothers, and another $50,000 will go to the principal balance of $340,000.

Senator CHILES. What is the highest attendance at any armory event, in 1975 or any time?

Mr. SIGHOLTZ. Well, the most you are allowed to have in there, Mr. Chairman, is 10,000, which we have had.

During the Ringling Brothers' 42 performances we averaged 7,000 persons per performance.

Last Friday night, I am most pleased to advise you there was an interhigh basketball doubleheader and we had 6,500 in the armory.

Senator CHILES. What kind of revenue do you get off of that?

Mr. SIGHOLTZ. The only thing we receive from high schools is a service charge. Whatever it costs us is the charge and we consider it to be a contribution to the community.

We feel if such events continue to draw a large amount, we would like to share in the success.

QUESTIONS SUBMITTED BY SENATOR CHILES

Senator CHILES. Thank you, sir. We will submit additional questions for the record.

Mr. SIGHOLTZ. Thank you, Senator.

[The following questions and answers were submitted for the record:]

INCREASE IN STADIUM OPERATIONS

*Question.* In 1964, GAO pointed out that Stadium operations didn't produce sufficient revenues to pay either bond interest or to eventually retire the bonds of $19.8 million. GAO urged that the Board and the District work up a plan to increase revenues necessary for this purpose. Since that time (June 30, 1974) the Board owes the District about $8 million for funds advanced to pay the interest and no funds have been set aside for retiring the bonds. What is the Board and the District doing to get out of this financial dilemma? The bonds mature on December 1, 1979.

Answer. The Armory Board has made and continues to make efforts to increase stadium utilization and revenues. The Board has participated in discussions concerning baseball usage of the stadium to maximize revenues from football games. The original maximum capacity of the stadium was 50,000 seats. Through the use of temporary seats and special legislation (P.L. 93-72) the Board has increased football capacity to 56,000.

The Board has scheduled college football games and several years ago scheduled "rock concerts" which were good revenue producers. The Board has increased the return or "profit" from the parking and concession enterprises which are major revenue producers.

On December 3, 1964, the General Accounting Office noted that: "It is unlikely, therefore, that stadium revenues will ever be sufficient to meet annual operating expenses and pay all the annual bond interest." This comment was based on analysis which included stadium usage by a major league baseball franchise. The GAO comment applies only to bond interest, therefore it is inferred that the possibility of stadium revenues meeting bond redemption costs is impossible according to the GAO analysis.

RETIREMENT OF BONDS

*Question.* What plans have been made to retire the bonds?

Answer. The Armory Board and the District Government have actively supported legislation which was designed to establish a sinking fund for bond redemption. The latest bill (H.R. 9447) was introduced in Congress in July 1973. This legislation was supported by the President and required equal annual District and Federal contributions. The House District Committee held hearings

on this legislation on July 27, 1974. There was no subsequent Congressional action on this legislation.

COST TO REFUND BONDS

*Question.* What will the cost be to refund the bonds if this is the course taken?

Answer. The cost under this course of action would be the redemption cost of the bond issue ($19,800,000) plus annual interest costs to the bond holders ($831,600 per annum). The cost under this course of action would be shared equally between the United States and the District. In addition, the District as of this date has already paid more than $9,000,000 for anual bond interest costs.

*Question.* Shouldn't the District be setting aside funds during the last 4½ years of the bond life to retire and avoid unnecessary costs of refunding the existing bonds?

Answer. While the Stadium Act (P.L. 85-300, as amended) provides that the District shall meet annual bond interest deficits, the Act also indicates that the bonds are guaranteed as to principal and interest by the United States.

Legislation referred to above was supported, in part, by the District because stadium ownership was proposed for the District in line of current law which now provides for United States ownership. Absent such a similar proposal as to costs sharing and ownership, it should be noted that current law and several legal opinions clearly indicate that the stadium bond financing is the resposibility of the United States.

On January 29, 1959, the General Counsel for the U.S. Treasury provided an opinion as to whether the stadium bonds constitute a valid and binding obligation of the United States. The General Counsel said in part: "The statute (Stadium Act of 1957) is identical in substance to many statutes enacted during the last 25 years, and it has never been questioned that these statutory guarantees create binding obligations of the United States.

On March 8, 1960 the Comptroller of the Currency said: these bonds will constitute obligations of the United States and in our view, the limitations and restrictions—as to national banks dealing in, underwriting, and purchasing for their own accounts—will not be applicable to them.

On August 2, 1960 bond counsel to the Board (Hawkins, Delafield and Wood) said in part: "The bonds do not constitute obligations of the District of Columbia." Bond counsel also said that "The United States of America—has validly and unconditionally guaranteed the punctual payment of the principal and interest—and the faith and credit of the United States is pledged."

On June 30, 1960 special bond counsel to the Board (Sullivan and Cromwell) provided a "Blue Sky" memorandum which was based on the guarantee of the United States.

Because of these facts, it appears that the United States has substantial responsibility for establishment of a refunding mechanism.

IMPAIRMENT OF FUND CAPITAL

*Question.* According to the Board's June 30, 1974 financial statements, the accumulated stadium deficit is about $12 million or $4 million less than the total value of the assets ($16 million). Since the deficit almost equals the assets of the fund, do you consider the capital of the fund impaired?

Answer. The FY 1974 balance sheet for the stadium indicates that liabilities are $28 million and assets are $16 million. The operating fund deficit includes depreciation, which is a non-cash expense, bond interest payments owed to the District, and accumulated annual net operating losses. The operating fund deficit is $12 million and should be considered a balancing item following generally accepted accounting principles and practices.

The physical assets of the stadium will not be liquidated and even if this improbable action were to occur, the real value of the stadium would probably be much greater than the depreciated value shown on the balance sheet. A principal component of the liability amount is the amount repayable to the District Government. It is not anticipated that the District Government will require immediate, lump sum payment of this amount.

*Question.* What are the legal responsibilities of the Board to prevent impairment of the fund?

Answer. Inasmuch as the largest liability of the stadium balance sheet is the $19.8 million bond issue, it appears that the financial integrity of the fund is a partnership between the United States (the guarantor), the District and the Board.

## DEPARTMENT OF TRANSPORTATION

### STATEMENT OF MR. SCHNEIDER, DIRECTOR

POLICY STATEMENT AND BUDGET SUMMARY

Senator CHILES. Next will be the Department of Transportation, which is requesting $26,637,500.

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

Under the authority of Reorganization Plan No. 2 of 1975, effective July 25, 1975, the former Departments of Highways and Traffic and Motor Vehicles were merged into the Department of Transportation.

The purpose of the reorganization is to provide the City government with an effective organization geared to the planning and development of a comprehensive transportation system.

Under this concept the new organization will continue to provide all prior services. These include:

- Planning, constructing and maintaining the District's street and highway system and adjacent parkway areas; planning and regulating traffic flow in the District; and maintaining and planning public and metered parking facilities.

- Testing and licensing operators of all powered wheeled vehicles; inspecting and registering all vehicles.

- Liaison with Metro operations and with federal transportation bodies, as well as transportation agencies of surrounding jurisdictions and private transportation groups.

Additionally, by drawing together all of the existing transportation operating and personnel resources a far larger mission can be accomplished. Highlights of these additional functions are as follows:

- A greater capability of determining the adequacy of bus and rail service to the District and to have a larger influence on the planning activities of the WMATA in this regard. WMATA planners cannot be expected to have the same objectives as the city authorities with respect to Mass Transit scheduling, routing and fares, but the city has not had a well-geared capability of its own.

- Promotion of the use of our taxicab resources to accomplish a greater amount of transportation, particularly where transportation needs cannot be met with bus and rail services and traditional methods of taxi operations.

- Analysis of the adequacy and safety of aviation operations into the District and serving the city from nearby airports. Aviation, both from the safety and adequacy of service viewpoints, received almost no attention under the prior organizational arrangement.

- The allocation of street and highway resources to the appropriate priority uses. The competing uses -- autos, buses, trucks, other commercial vehicles, emergency vehicles, bicycles and pedestrians-- must be accommodated safely and in a way to reduce congestion, the cost of operating the street system and the cost of providing the mass transit services that operate over it. The coordination and planning for the allocation of the street resources to these uses will take place for the first time within a central transportation planning office.

- Development of one financial plan which identifies all possible financial resources for transportation programs and allocates them among the programs most needed. At present, money available for a variety of purposes may get used for what may be the lowest

priority program because it is channeled through an agency or office whose concern is limited to that type of program. Where flexibility has been allowed in allocating transportation funds, and flexibility is more and more the order of things, we must have the mechanism that will permit our transportation policies and programs to respond to that flexibility. The new DOT will give it to us.

- A capability to determine in a comprehensive way the transportation needs of the city. Analysis of street and highway requirements have long been carried out by the city government but we know very little about other transportation needs. We need to examine as well the adequacy of mass transit services and how they may be improved. And we must determine the needs of our citizens, which will not be met by the traditional transportation services, in order to permit us to develop responses to those needs.

- The coordination and integration of the various transportation services available. People and goods move from place to place by different transport means, and often in a single trip more than one means will be employed. Not enough attention is given to assuring that one mode of transportation complements the other and that they are designed to meet when and where they should meet to provide a continuous, safe and efficient movement of persons and goods. With one transportation unit concerned with, and responsible for, all modes of transportation and movements, the integration of systems can be planned and accomplished.

Major increases contained in the Department's fiscal year 1976 budget are for the following purposes.

Uncontrollable increases total $1,996,600, of which $991,000 represents annualization of prior year pay increases. The remainder of $1,005,600 is for increased costs of electrical energy.

Language in prior years appropriations contained a limitation prohibiting expenditure of funds for electrical energy for street lights in excess of the rate of 2¢ per kilowatt hour. In December, 1973 the D.C. Public Service Commission increased the energy rate for street lighting to 2¢ per kilowatt hour. The Corporation Counsel has ruled that the fuel adjustment rate is a part of the hourly rate per kilowatt hour, and therefore subject to the limitation. Accordingly, the District has been prohibited from paying the Potomac Electric Power Company for the monthly fuel adjustment charge since that time.

The District's 1976 budget request contains a proposed language change which would remove this limitation. $1,250,000 is required to cover the estimated cost of fuel adjustment charges on street lighting for F.Y. 1976.

Non-recurring increases total $375,500 for automotive equipment. This includes $64,900 for the replacement of thirteen sedans and six shuttle buses, equipped with factory installed air-conditioning, for the D. C. Central Motor Pool, $186,300 for replacement of passenger vehicles for other D. C. Agencies, $6,300 for additional passenger vehicles for the Department of Finance and Revenue, and $118,000 for additional construction equipment for this department. Budget restrictions during the past several years have precluded carrying out a planned replacement program, and much of our equipment is well beyond the point in age and mileage for replacement under normal circumstances. Maintenance costs on this equipment are excessive and uneconomical, and some of the equipment is beyond repair.

Four month funding for two GS-6, Motor Vehicle Inspector positions will be required to inaugurate semi-annual bus inspection.

The Department will continue with its involvement in a number of Federally-funded contracts and grants in the field of highway safety and will have program responsibility for major grant projects in vehicle safety research and alcohol countermeasures.

In summary, the Department plans to make every effort to offset or overcome resource constraints by continuing attention to improvements in management, to more effective utilization of manpower, and to closer control of its existing resources so that our public service operations will continue at as effective a level as possible during the 1976 fiscal year.

## CAPITAL OUTLAY

In 1976 the emphasis in the Department of Transportation's Capital Outlay budget request is on various types of resurfacing to improve the riding quality of city streets. Requests for widening, paving, and repaving; curb, gutter, and roadway upgrading; cover; and cover of existing street car tracks, all under Project 28-1, Street Improvements and Extensions; and Project KA-153, Resurfacing Federal-Aid Streets, provide for a total of $3,450,000 in D. C. funds and $2,100,000 in Federal aid highway funds for roadway improvements. Coupled with projects approved in the 1975 budget that are now in various stages of design and construction, this should result in considerable improvement in the condition of the city streets.

Also, funds are requested for construction of a new "Permit Road Test Facility" that will house a major field operation offering a variety of services to an estimated 400,000 people a year and that also will make it possible for the District to implement certain Federal Highway Safety Program Standards including classified licensing, the one license concept, and retesting of permit renewal applicants every four years. The facility is scheduled to open in F.Y. 1977.

Other major capital projects proposed for 1976 are the replacement and rehabilitation of existing bridge decks; roadway improvements in connection with METRO rail facilities and stations; reconstruction of South Capitol Street; safety improvements; construction of bicycle networks; and highway beautification.

There are no new projects included in this submission. All requests contained in the proposed 1976 Capital Outlay budget are for additional increments for projects initiated in previous years, or for continuing programs.

Summary of 1976 Budget Estimates

APPROPRIATION: Transportation 1/

Office: Department of Transportation 2/

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 1,818 | $23,798.4 | 1,812 | $26,177.4 | 1,507 | $26,637.5 | -305 | +$460.1 |

Analysis of 1976 Change:

| | | | |
|---|---|---|---|
| Base adjustments: | | | |
| 1. | Non-recurring - purchase of additional buses | ... | -262.1 |
| 2. | Non-recurring - pay raise supplemental | ... | -801.4 |
| 3. | Non-recurring - supplemental for electrical energy | ... | -605.0 |
| 4. | Transfers out: | | |
| | Department of General Services | -13 | -130.8 |
| | Municipal Planning Office | -1 | -23.8 |
| | Personnel Office | -4 | -58.9 |
| 5. | Base reductions | -289 | -1,472.7 |
| | Total, base adjustments | -307 | -3,354.7 |
| Program increases: | | | |
| 1. | Pay raise annualization | ... | +991.0 |
| 2. | Permit renewal notices - postage | ... | +13.5 |
| 3. | Continuation of limousine rental for Mayor | ... | +1.0 |
| 4. | Increased cost of data processing | ... | +12.0 |
| 5. | Contractual tree trimming | ... | +75.0 |
| 6. | Continuing program of obsolete equipment replacement - passenger carrying vehicle (replacement) | ... | +251.2 |
| 7. | New equipment procurement - passenger carrying vehicles (additional) .... 6.3 - construction equipment (additional) ..... 118.0 | ... | +124.3 |

| | | | | |
|---|---|---|---|---|
| Department of Transportation - continued | | | | |
| Program increases - continued | | | | |
| 8. Repair and maintenance of automotive equipment ..... | | | ... | +65.4 |
| 9. Continued program of utility and communication services: | | | | |
| Electricity (street lights)..... | | 1,820.0 | | |
| Electricity (freeway lights).... | | 50.0 | | |
| Electricity (traffic signals) .. | | 224.0 | | |
| Electricity (metered) ..... | | 161.6 | | |
| Telephone service ..... | | 17.8 | ... | +2,273.4 |
| 10. Motor Vehicle Services | | | | |
| Semi-Annual Bus Inspection | | | | |
| GS-6 Motor Vehicle Inspector... | 2 | 6.5 | | |
| Permit Renewal Notices | | | | |
| Printing ..... | .. | 1.0 | | |
| Supplies and materials ..... | .. | .5 | +2 | +8.0 |
| Total, program increases ..... | | | +2 | +3,814.8 |

1/ Former Highways and Traffic
2/ Former Department of Highways and Traffic and Motor Vehicles

CITY TRANSPORTATION ACTIVITIES

Senator CHILES. I would like to note for the record that we delayed the appearance of the Metro people until today, so we could consider all the transportation related budgets at one time.

The District of Columbia has already taken the first step in consolidating the city's transportation activities. Perhaps we should consider a realinement of the budget presentation as it is a far understatement to assume that the District budget for transportation is only the $26 million requested in this appropriation. There is some $33 million requested for Metro bus operating expenses under "General operating expenses" as a "contribution" plus there is $45 million in the capital budget related to Metro.

This adds up to a total of more than $104 million. So, we think it is time we look at the whole cloth, instead of a piece at a time.

Mr. Schneider, do you have an opening statement?

Mr. SCHNEIDER. Yes, sir, a short one, Senator. I would like to highlight the significant increase in this budget.

Mr. Chairman, that is quite correct. The $26 million is simply the operating expenses for this Department and its programs, and it certainly isn't the entire District's transportation budget by any means.

BUDGET REQUESTS

In this budget we are talking about, which has $3,814,000 in increases over 1975, the largest increase is $1.250,000 for electrical energy for street lighting.

I believe you have a memo or some kind of communication from Mr. Coppie's office, suggesting that amount should be reduced to $980,000, because it had to do with fuel adjustment, which is an unpredictable amount that we expected during the fiscal year, and our experience as the year has gone on has shown that the could be lowered to $980,000.

That reduction in that amount, we are asking be applied to the snow removal fund, which in this budget is only $128,000.

If you take the $128,000 that is in there and add the $270,000, which is no longer needed for fuel adjustment, it comes close to $400,000 for snow removal.

In addition to that——

Senator CHILES. How short is that?

Mr. SCHNEIDER. It depends how much it snows, really.

Senator CHILES. What is your average?

Mr. SCHNEIDER. We think we can get by with about $500,000 to 600,000 in the snow budget.

Senator CHILES. That was running about $800,000.

Mr. SCHNEIDER. In some years it has and some years it has not. So far we have had a relatively mild winter.

Senator CHILES. From the snow standpoint.

Mr. SCHNEIDER. Right.

Senator CHILES. I hope it's not a mild winter. I am freezing to death up here.

[Laughter.]

Mr. SCHNEIDER. We have made arrangements for the Department of Environmental Services, the Department with which we share the

cost of this program, to absorb some of the costs, some of the labor costs, so that those costs will not be attributed to this program.

So, we think——

Senator CHILES. How are they absorbing it?

Mr. SCHNEIDER. They just do not charge it to the program. It is straight time people. If they were not doing snow, they would be doing something else, but they get out and do the snow on the snow days. They are being paid that money anyway. It is a question of how they are used and how the money is accounted for. Normally they would be counted in the snow program, that is where the effort is going.

DES agreed to absorb that. The cash requirement of the snow program will be adequately met, with the $128,000 and $280,000, a total of close to $400,000.

Senator CHILES. This morning we learned that they have found two employees who will be able to do some additional work.

Mr. SCHNEIDER. I heard about that.

In addition to the $1.2 million, now $980,000 is for fuel adjustment, that is an amount we would pay retroactive to the beginning of the fiscal year. an amount we have not been able to pay because there is a 2-cent limitation per kilowatt hour. We are asking to lift that limitation.

There is an amount of $1,005,600 for other electrical energy outside the street lighting.

Another significant increase is $251,200 for replacement of passenger vehicles for this Department and some other District agencies. There has been no replacement in this category for the last several years, in the central motor pool operated by us which provides transportation services for all District of Columbia agencies. The newest vehicles are 1970 models.

The problem with that is, as you know, the older the vehicle gets, the more difficult it is to maintain and often maintenance becomes more expensive than replacement or the vehicle is not repairable and it becomes permanently red lined.

As you suggested, as you mentioned earlier, we are only asking for two new positions. Those two positions will allow a semiannual inspection of buses rather than simply an annual inspection of buses, a program we are going to begin shortly, I believe.

### ROAD TESTING FACILITY

There is one other item I would like to mention and that is with relation to a capital item at the Crummel School. We had planned to establish a new road testing and licensing facility there. We had asked for $440,000 in this budget. item KB–1. We were going to rehabilitate that school and establish this testing facility at that site. The school burned down, and this figure is simply no longer reliable. I would like to withdraw that. I think you have a memorandum from Mr. Coppie on that.

That is all I have as a matter of direct presentation, Mr. Chairman.

### NEIGHBORHOOD PARKING PROGRAM

Senator CHILES. On October 10, 1975, the committee received a letter from the Mayor regarding the residential parking program and the letter will be made a part of the record.

[The communication follows:]

THE DISTRICT OF COLUMBIA

WASHINGTON, D. C. 20004

October 10, 1975

Honorable Lawton M. Chiles, Jr.
Chairman, Subcommittee on Appropriations
for the District of Columbia
United States Senate
Room 2107, Dirksen Senate Office Building
Washington, D. C. 20515

Dear Mr. Chairman:

I am writing to advise you of our current planning relative to the residential permit parking program which has been authorized for the District of Columbia.

Increasingly in the past few years, many residents of District of Columbia neighborhoods have experienced interference in the normal use of their homes and streets because of a high level of all-day commuter automobile parking. This condition has resulted in a strong public demand from many sections of the City that the government act to inhibit all-day commuter parking in residential areas.

In October 1974, the City government responded with the enactment of regulation 74-25 which became effective in December 1974. The regulation provides for the development of objective parking and traffic criteria to be used in evaluating the need for restricted parking in a residential area. Such criteria were developed and published in February 1975. In May, after consideration of comments on the proposed criteria, the following were promulgated.

"(1) During any period between the hours of 7:00 a.m. and 6:30 p.m. weekdays, except holidays, the number of vehicles parked (or standing), legally or illegally, on the streets in the area is equal to 70% or more of the legal on-street parking capacity of the area. For purposes of this criterion, a legal parking space shall be 20 linear feet.

(2) During the same period as in Item 1 above, 10% or more of the vehicles parked (or standing) on the streets in the area are not registered in the name of a person residing in this area. For the purposes of this criterion, the latest available information from the Department of Motor Vehicles regarding registration of motor vehicles shall be used."

To date we have received petitions from 25 neighborhoods seeking the benefits of the residential permit program. They range from large areas to just a block or two. The next step is to hold hearings in the petitioning neighborhoods, the hearing officer will submit a recommendation to me and I in turn will report my conclusions to the District of Columbia City Council. The Council will make the final determination of eligibility for implementation of the program in a particular neighborhood.

We have selected four areas to begin the program: Friendship Heights, Walter Reed, and two small areas in Gateway and Pleasant Park.

Hearing dates will be announced very shortly. We plan then to consider the other areas which have filed petitions. I expect the first program will be operational sometime shortly after the first of the year.

I have sent the identical communication to the Chairman of the Senate Committee on the District of Columbia.

Sincerely yours,

Walter E. Washington
Mayor

OPERATION OF PROGRAM

Senator CHILES. The letter explains how the program would work, but it is not all that clear. For instance, how do you count illegally parked cars and what areas are to be included in this program. Also, is commuter parking to be restricted on Capitol Hill, and if you will tell us how many positions and dollars are in the budget for this?

Mr. SCHNEIDER. We are asking for $50,000 for this fiscal year, for that program. That covers the cost of the signs, the so-called U posts on which the signs are attached, stickers, the application forms, flyers informing people involved about the program and mailing costs.

The way the program works is, an area, neighborhood or even one block of a street files a petition with us, requesting that the street be restricted to residential parking only, except for the 2 hours that are allowed, under the regulation, any time between 7 a.m. and 6:30 p.m. during week days. We take that petition, send people out and check to see if the street meets the criteria that have been established. Seventy percent of the parking space available there has to be occupied with cars legally parked or standing.

The reason we are looking at the illegal parked cars is that it is a measure of the impact of commuter parking whoever is parking there in the area. In fact, it is one of the reasons we have the program. We find that when these areas become heavily impacted, you find more cars parked close to the corners which is illegal. It creates the line of sight problem, people parking in alleys which impede emergency vehicles, people parking in other people's driveways or blocking the driveway.

So, the illegal parking problem is a pretty good measure of the impact.

Senator CHILES. Once the block or whatever it is is petitioned and there is illegal parking by someone who is violating the ordinance now——

Mr. SCHNEIDER. That is right. If it is illegally parked now without the benefit of the program, that is right.

Also, 10 percent of the cars must be registered outside the area, and that again is another measure of the kind of impact that is being imposed.

Once we determine the area in fact is impacted, to that degree, we hold a hearing which we call a forum, and attempt to get the sentiment of those who are affected by it and those who are imposing the problem on the neighborhoods. Sometimes they show up to protect their right to park there.

There is a hearing officer's report which is sent to the Mayor, and he makes his recommendation to the council and the council decides whether to have the program in that neighbohood.

We do not designate any streets that the community does not petitioned for. We are charging $5 for a sticker. Each resident who has a registered car there is eligible for a sticker. Our feeling is if they have not asked for that kind of a charge, we should not impose it on them.

On the other hand, if they want to have the program available to them, the Council decided they ought to be willing to pay the administrative cost of the program. That is why we have the charge.

CAPITOL HILL NEIGHBORHOOD PARKING PROGRAM

We are anticipating and working with the people on Capitol Hill, the residents on Capitol Hill, which is one of the most severely impacted areas in the city. We are working with them. They will be coming in with petitions and we expect to have a hearing on Capitol Hill, in the spring. I do not want to prejudge what the results of that hearing will be, what the Council will do, but I think there is a good chance there will be a residential parking program in effect in this area before the summer begins.

Senator CHILES. No one else will be able to park there that does not have the permit?

Mr. SCHNEIDER. Visitors, we have a problem with visitors. As you go around the city, the residents on Capitol Hill, as far as I have been able to judge their sentiment, are not interested in a visitor parking program because they feel that will just create more of a problem for them Once they get rid of the commuters, they do not want visitors coming in.

Our feeling is we should have some provision for visitors. If someone comes to your residence during the day and wants to stay more than 2 hours, some accommodation should be made.

There are problems with visiting nurses that have to come or maids or cooks or whatever. People come from out of town, of course, to stay overnight. So far we are ready to publish a regulation for comment on that which involves a kind of a cumbersome process, but we felt we had to have some kind of a process to keep the visitor permit from being abused.

Presently the notion is that if you have a visitor you will go to the local police precinct and get a visitor pass for him after having proved that you are a resident in the area in some appropriate way. That permit for the visitor would not exceed 15 days, with a limit of two per household, at least for overnight.

We are going to offer an unlimited amount for during the day to take care of day parties and meetings and the like. That is the way we see that. We are going to see how that works. If it does not work we will have another program.

We feel that we need some kind of——

Senator CHILES. The resident will go down to get the permit for the visitor.

Mr. SCHNEIDER. That is right.

Senator CHILES. What about the visitor that comes to the District of Columbia. He drives in and he wants to see the Capitol.

Mr. SCHNEIDER. He would not be able to park there any more than the commuter would. There are available fringe parking facilities for him. That has got to be part of this program, in my opinion, particularly when you have a fringe parking facility, as you do at the stadium.

The alternative parking for the visitors, as you point out, this is something we have to——

Senator CHILES. What are you going to charge for the visitors who park?

Mr. SCHNEIDER. Nothing.

ADMINISTRATIVE COST OF PROGRAM

Senator CHILES. What is your administrative cost going to be there?

Mr. SCHNEIDER. It is going to be administered through the police department. If we had to charge money, it would have to pass money through the police and the police do not like to do that. In fact, they believe it probably would cost more to collect that kind of money than the amount received, in fact, many times more. So, it is just not cost effective. The $5 is an annual requirement which is handled by mail.

STREET LIGHTING

Senator CHILES. Have you considered turning off the street lights for say half an hour a day to attempt to reduce your electricity bill?

Mr. SCHNEIDER. That has been considered, variations on that theme. The last time I talked to the people who are responsible for that, I was told you just can't turn them on and off, because they are light sensitive. So, that is a problem. You would probably have to do a lot of work to get the thing where you can get to the point where you could turn it off and on with the switch, that would cost a lot of money.

We thought about other kinds of reduction of street lighting. As you know, street lighting is used in large degree for safety and security and crime reduction reasons. We are afraid we are going to create a problem in those areas. We have thought a lot about it and have concluded we probably should not do it.

PARKING ON K STREET RAMP

Senator CHILES. The committee asked for our report about the possibility of the city obtaining revenue from all the free parkers using the ramp to the uncompleted K Street Freeway, the so-called highway to nowhere. Now I understand all parking has been taken off, still no revenue, and we are depriving people of the right to park there. What was the basis for that decision?

Mr. SCHNEIDER. We took the parking out of there because we did not feel it was safe. That was not constructed as a parking lot, but as a ramp to get off the freeway. The people get in there and in the evening try to get out of there, creating a fairly major safety problem. So, we just banned them from going in there at all.

I am not sure at all whether under the Federal regulations we could charge a fee for parking on a highway that had been constructed largely with Federal funds. I rather doubt it.

So, I think there are those two issues there.

STADIUM BUS ROUTE TO FREEWAY

Senator CHILES. We were told the other day there was something underway that would give some kind of limited access for buses from lot 8 of the RFK Stadium to the Southeast Freeway.

What can you tell us about that?

59-211 O - 76 - 57

Mr. SCHNEIDER. That is entirely accurate. We are building a temporary roadway, a bus ramp from Barney Circle where the freeway ends, and to lot 8 at RFK Stadium.

Buses are going to serve the RFK Bicentennial fringe parking lot, which is one of two major locations for such parking, and those buses would create an undesirable impact on any residential street on Capitol Hill. So, we felt it was appropriate to include this temporary bus ramp—it is going to look like some reasonably permanent construction, it is not a gravel road, but it has a tarred surface. We think it is a reasonable answer.

Senator CHILES. Would the buses be able to use that to the Redskin games?

Mr. SCHNEIDER. They would.

Senator CHILES. Other stadium events.

Mr. SCHNEIDER. They would, and that is the next thing we are interested in developing, not only a bus road for the Redskin games, but something to alleviate the automobile traffic. We know a lot of that traffic comes in from Virginia and Northwest Washington and other places up the freeway. We should like to get to the point very soon, if not this year, perhaps by next year, where we have provided something for the traffic so we would no longer have to restrict traffic on Capitol Hill as we do now.

We are getting very, very substantial reaction from the citizens here about having to move their cars so we could make streets one way and route all this traffic through here.

So, there is an impact on people and that kind of an inconvenience from an environmental point of view. We are interested in developing an automobile ramp off that freeway, for stadium events.

Senator CHILES. It makes sense to do that.

Mr. SCHNEIDER. That is what we are doing.

### FREEWAY CLEANUP PROGRAM

Senator CHILES. Last year the committee ordered an intensified cleanup of the city before the Bicentennial. Who is responsible for what is being done to cleanup all the litter found on the freeways?

Mr. SCHNEIDER. I think the Department of Environmental Services is basically responsible for street cleanup. However, because these are freeways and highways, we, supplemented their efforts in order to provide some assistance to keep those areas clean. We are going to be doing that again this year, in an intensive way to make sure we get these freeways and underpasses and all that cleaned up for the Bicentennial. We will be doing that.

### QUESTIONS SUBMITTED BY SENATOR CHILES

Senator CHILES. Thank you. We have additional written questions that will be submitted for the record for your written response.

[The questions and answers follow:]

#### ANALYZING AVIATION OPERATIONS IN D.C.

*Question.* How much effort will the Department be devoting to analyzing aviation operations when there is no airport in the city?

Answer. We anticipate that initially one full-time employee will be assigned to the aviation function. There are more than twenty authorized private-use heliports in the District of Columbia and at least one public-use heliport is anticipated in the future. The jurisdiction of the Federal Aviation Administration with respect to heliports extends only to the question of whether operation at a particular heliport location is acceptable from an airspace point of view. Safety questions such as proximity of heliports to obstructions, like towers and buildings, and the question of the appropriate flight path into the heliport are matters for local control. Therefore, we as a government must develop the capacity to analyze those safety questions and to insure that appropriate safety regulations with respect to heliports within the District of Columbia are promulgated and enforced.

There are some 250 helicopters operating in the metropolitan area of which 108 are commercial and corporate aircraft. We believe there should be some requirement that airmen using D.C. heliports have a knowledge of the local conditions and the ability to demonstrate that knowledge to us before they are authorized to operate in the area. Development of those tests and standards, and any other regulations relating to pilots and aircraft is a Department of Transportation function.

There are many non-safety issues which are associated with heliport locations. We are often asked to give an opinion regarding the desirability of zoning to allow for the location of a heliport at a particular place in the City. We examine such questions as the need for this particular form of transportation, the impact of the noise generated, on other uses in the community, as well as the safety issues presented in a particular case. For this analysis, we need staff resources.

Aside from helicopter operations in the District of Columbia, we are interested in the kind of air service that is being provided to the region at the three airports that serve the Washington area. The economy of this area is influenced by the level of air service provided, both passenger and freight. Many city and state aeronautical people regularly appear in the Civil Aeronautic Board deliberations concerning adequacy of service to this area because of the influence of air service on their economies. The District of Columbia has never actively participated in such proceedings because it has never developed the capacity to do so. We believe that we, as a city, should be cognizant of those matters because they do have a vital relationship to our economy even though the airports are not located within our boundaries.

### Street Lighting

*Question.* How much of the increase is in connection with the proposed deletion of the limitation of 2¢ per kilowatt hour for electrical energy for street lighting? There seems to be an overall increase of $1,005,600 for electrical energy and then a $1,250,000 due to the language change. Can this estimate be reduced in view of the lower fuel adjustment changes? If the limitation is maintained does that mean the consumer has to pick-up the tab?

Answer. $1,250.0 thousand of the increase is in connection with the deletion of the 2¢ limitation.

The requirement of $1,250.0 thousand for additional funds in connection with the lifting of the 2¢ limitation has been analyzed in light of the leveling off of the monthly increases in the fuel adjustment charges. The revised estimate of need is $980.0 thousand. A budget amendment is being submitted which will transfer the excess amount of $270.0 thousand to snow removal.

The ultimate answer to the question of the consumer picking up the tab rests with the Public Service Commission. If the limitation is maintained, it is quite possible that the Potomac Electric Power Company would request the Public Service Commission to grant an increase in some other rate schedule to compensate for this loss of revenue.

### Capacity of Fringe Parking Areas

*Question.* What is the capacity of the fringe parking lots? Is the 33% increase in utilization projected of these lots all attributable to the Bicentennial? It is expected that the beginning of subway operations will diminish the need for these lots?

Answer. The total capacity of the fringe parking lots is 2375 spaces. The increase in utilization projected for the lots in FY–76 is attributable to the significant tourist influx for the Bicentennial, and the additional number of commuter parkers who will be precluded from parking in certain residential neighbor-

hoods when the Residential Permit Parking Program is implemented later this year. Because of the dearth of parking spaces that will be made available at subway stops and stations, it is estimated that fringe parking lots will remain attractive to present and prospective users. Furthermore, because of the lack of subway parking, we are looking into the possibility of a shuttle system between the fringe lots and the subway system.

### Sodium Vapor Lighting

*Question.* Why has the conversion to sodium vapor lighting decreased from 4,374 in fiscal 1974 to a level of 3,500? What is the unit costs of these lights and are they otbained through competitive bids?

Answer. The main reason for the decrease, according to PEPCO officials is that PEPCO first completed our street light orders which required simple conversion of existing lights, providing higher yields. Later they completed those orders which required relocation of existing poles or installation of new poles. Therefore, the lastest work output results appear as a decreasing performance.

The unit cost of a sodium vapor luminaire is approximately $80.00 depending on the purchase volume. Procurement is accomplished by the Department of General Services utilizing competitive bidding.

### Safety Study of Southwest Freeway Entrance

*Question.* In daylight hours, a driver entering the Southwest Freeway via the ramp off Independence Avenue cannot see the cars coming through the 9th Street Tunnel under the Mall. What can be done to improve the safety of the entrance into the Southwest Freeway off of Independence Avenue, Southwest?

Answer. This matter has been under constant review since the opening of the 9th Street Tunnel. Certain measures were implemented in an attempt to minimize the potential conflict of traffic. These were the assignment of the right curb lane in the tunnel for buses only, requiring vehicles to turn on headlights while in the tunnel, and installation of a yield sign at the entrance ramp from Independence Avenue.

Although potentially hazardous, this conflict is not one of our more critical control points as evidenced by low frequency of accidents. Other considerations for possible improved safety have been reviewed but represent extensive capital costs. These are the complete closure of the right hand lane in the tunnel to provide a conflict free movement, which would be an extremely drastic action, and construction of an overhead screen to minimize the sun's glare for a motorist about to enter the tunnel. Both of these proposals are being given further consideration.

### Frederick Douglass Memorial Bridge

*Question.* Please explain the need for $1,697,000 for further construction of the Frederick Douglass Memorial Bridge.

Answer. Two factors have contributed to the need for additional funds to complete the reconstruction of the Frederick Douglass Memorial Bridge.

First, at the time of the original budget proposal, the plans for reconstruction evolved from a four lane replacement to a five lane bridge. The desirability of the fifth lane for buses became a high priority transportation objective.

Second, the work was stretched out into two contracts to minimize the interference to traffic during the peak months of the Bicentennial. This delay in the construction has further increased the cost due to inflationary pressures.

### Route Improvement From Inner City to Northesat Corridor

*Question.* I will insert in the record at this point a letter dated August 20, 1975, that reports on certain inquiries by this subcommittee. [The letter may be found at page 900.]

What is the result of the additional study promised on improving the traffic route between the center city and the Northeast corridor? When will the Douglass Bridge be fully reopened? Does not future rehabilitation of other Anacostia River bridges demand a Northeast access from the Sousa Bridge?

Answer. In conducting additional study on improving the traffic route between the center city and the Northeast corridor, we have confirmed our initial determination that it is difficult and costly to provide the necessary permanent connec-

tions between any of the routes crossing the Anacostia River and the northbound Kenilworth Avenue/Anacostia Freeway. However, we are continuing to develop and compare alternative interchange modifications in an effort to solve the severe space limitations, inherent safety and operational problems, and potential adverse impacts on neighboring sites. In addition, we are seeking to minimize right-of-way and parkland use requirements.

As another but related matter, we are also studying a new connection between the Southeast Freeway at Barney Circle and Kenilworth Avenue via the Whitney M. Young Bridge. Very careful planning is required for this route, however, because it is visualized as a special purpose facility, and not just another automobile commuter artery which would be at cross purposes with energy conservation and pollution abatement policies. Such a connection would be invaluable as a connector to the Kennedy Stadium from the Southeast Freeway. In fact, we propose to put into operation a temporary "bus only" connector for use during the Bicentennial while continuing to develop plans for something more permanent. In the meantime, we will proceed with the implementation of a left turn lane on Pennsylvania Avenue to permit access to Kenilworth Avenue via the existing northbound ramp during off peak hours. While this is not a total solution, it will ease the problem identified by the Committee.

The Douglass Bridge will be returned to two-way, four-lane operation in July 1976 when construction on contract number one is completed. Contract number two work commencement will be delayed until the fall of 1976 (to minimize inconvenience during the Bicentennial Year summer) at which time the Bridge will again be operated as a two-lane reversible crossing until the reconstruction of the Bridge is completed in total.

The rehabilitation of other Anacostia River Bridges, maintenance operations, or any circumstance that reduces the full use of these crossings makes feasible alternate routes highly desirable. This is another reason the Department is examining the several improvements mentioned above.

[The letter inserted by Senator Chiles follows:]

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF TRANSPORTATION
415 12th Street, N. W.
Washington, D. C. 20004

OFFICE OF THE DIRECTOR

AUG 2 0 1975

MEMORANDUM TO: COMER S. COPPIE, Director
Office of Budget and Financial Management
Executive Office of the Commissioner

SUBJECT: Inquiries from Senate Appropriations Committee Staff

On Monday, July 28, 1975, Department representatives and Richard Gill of your office met with Warren Kane at his request to discuss the Department's Massachusetts Avenue project at the National Visitor Center. In the course of conversation, several questions were asked for which information was to be furnished at a later date. This information has been compiled and I am transmitting it via your office herewith.

14th Street Bridge Operations

We were asked why automobiles were allowed to operate in the outbound bus lane on the center bridge and then denied this access until the present. Automobiles were permitted in the bus lane for a period of about two months as a temporary expedient requested by Virginia while ramps from the George Mason Bridge were being reconstructed in Virginia which necessitated the detouring of two outbound traffic lanes. This expedient was suspended upon the completion of the construction. Plans are under development, however, to permit the use of the outbound bus lanes on the Center Highway Bridge by carpools beginning later this year, an operation which is being coordinated with the Virginia Department of Highways and Transportation.

Tourmobile Operations

Over what route will Tourmobiles operate when service to the National Visitor Center commences? Although subject to change, the route proposed by the National Park Service alters the present operation by diverging from Constitution Avenue northbound on Delaware Avenue, through the Visitor Center property and returning to the existing route southbound on First Street, N.E. The attached map shows the existing route and the current proposed route modification to serve the Visitor Center.

Streetcar Tracks Removal/Covering

As of the 1976 Capital Budget request, all track locations in areas under the jurisdiction of the District of Columbia are included in the city's budgets for either removal or covering.

Capitol Hill Signal Program

We were requested to report why there was no apparent increase in use of signal progression despite $250,000 having been utilized in a program of signal modernization in areas under U.S. Congress jurisdiction. The modernization program being executed by the Department on a reimbursable basis from Capitol architect appropriations is for the purpose of bringing signalized intersections into conformance with the National Uniform Traffic Control Manual. This involves the replacement of substandard size lenses, the addition of poles and heads, the installation of pedestrian signal indications, turn arrow signals, and replacement of obsolete controllers with modern and more aesthetic looking equipment. While this modernization was not proposed for the specific purpose of implementing a plan of signal progressions, it provides the flexibility needed to coordinate signals when traffic demands warrant such action. To date, 10 percent of the $250,000 program is completed and all of the remainder of the program is in process by the Potomac Electric Power Company and this Department.

Traffic Route Between Center City and Northeast Corridor

Mention was made of the inability to travel via the Southwest and Southeast Freeways to and on Kenilworth Avenue destined to points such as Baltimore and beyond. The Department has received numerous requests to provide a direct connection between the freeway and Kenilworth Avenue via Pennsylvania Avenue and Sousa Bridge. A loop ramp at this location for east to north movements however is not practical due to insufficient space but there is a clear need for better access to and from the northeast. Until the Douglass Bridge was made one-way for rehabilitation, South Capitol Street to I-295, of course, functioned as a reasonable route from the center to the northeast. Although the reconstruction project interferes, this route will again be functional when the bridge is completed. Nevertheless, Departmental planners are continuing to identify and evaluate alternative routings including the use of left turn lanes. All alternatives must be examined for social and environmental affects as well as for transportation utility and compatibility with other programs and policies. Because there is not an obvious solution to this need, it will require considerable additional study to which we are committed.


Tourmobile Route & Terminal
at the
NATIONAL VISITOR CENTER
NVC
TO ARLINGTON CEMETERY
POTOMAC
Tourmobile
EXISTING ROUTE
PROPOSED ROUTE REVISION

### Motor Vehicle Diagnostic Inspection Demonstration Project

*Question.* Please outline the purpose of the Motor Vehicle Diagnostic Inspection Demonstration Project. Is not such diagnostic service sufficiently provided by private enterprise?

Answer. The Motor Vehicle Diagnostic Inspection Demonstration Project is a research project fully funded by the U.S. Department of Transportation under the provisions of Title III, Public Law 92–513. The District of Columbia was selected to carry out one of the projects authorized under the Act. This legislation was enacted subsequent to a seminar on motor vehicle diagnostic technology sponsored by the Senate Commerce Committee and the U.S. Department of Transportation. This conference indicated that existing technology for establishing a nationwide system of diagnostic centers was still many years in the future.

The project is being carried out in two phases. The first phase (complete) consisted of developing a pilot diagnostic inspection model utilizing applied engineering techniques.

The second phase consists of operating the pilot model to provide to the Secretary of Transportation information and data relating to the development of diagnostic testing equipment designed to maximize the interchangeability of test equipment and vehicles; information and data relating to the costs and benefits of such a project, including information and data relating to vehicle-in-use standards; vehicle designs which facilitate or hinder inspection and repair; the standardization of diagnostic systems and test equipment; the capability of the motor vehicle repair industry to correct diagnosed deficiencies or malfunctions; the costs of such repairs; the relative costs and benefits of the project; the efficiency of facility designs employed, and recommendations as to feasible reject levels which may be employed in any such project.

This is a research project and is not intended to replace any privately operated diagnostic centers. Title III of the act places limitations upon the utilization of commercial automobile repair firms in the conduct of the research programs.

### Completion of 14th Street Bridge and Union Plaza Work

*Question.* Will the resurfacing of the North bound 14th Street Bridge and the reconstruction of Union Station Plaza be completed before the Bicentennial crowds start coming to the city?

Answer. The 14th Street Bridge project will be completed by March 15, 1976.

Union Station Plaza is included in the resurfacing project for Massachusetts Avenue from 1st Street, N.W. to 4th Street, N.E., which will be performed in two phases. The first phase, to be completed by May 1, 1976, will consist of covering the street car tracks, and placing some temporary resurfacing in the Union Station Plaza area. No work will be performed around the station between May 1 and September 15, 1976. The second phase, to be performed between September 15, 1976 and July 1, 1977 will include the total repaving of roadways within the Plaza.

### Road Test Facility at Municipal Center

*Question.* Is there presently a road test facility at the Municipal Center? In view of the admitted congestion in the area would it not be better to drop that site from long range plans?

Answer. At present the only road test facility in the District is in the vicinity of the Municipal Center.

The Department is requesting that Project KB–1, Road Test Lot Facility, Crummel School Site, be dropped from the 1976 budget request. This project called for the development of the Crummel School Site as a facility for giving road tests for operators' permits for bus and tractor-trailer drivers, utilizing the existing Crummel School buildings. Since the preparation of this budget, a fire has caused substantial damage to the Crummel School, which would considerably increase the cost of the project. In addition, it has been determined that the Federal Highway Safety Program Standard does not require the District to give road tests for bus and tractor-trailer operators' permits. The department will conduct further studies to determine the cost benefits of requesting this new facility in a future budget and the possible phase out of the present road test facility.

# METRO

STATEMENTS OF:

COMER COPPIE, SPECIAL ASSISTANT TO THE MAYOR FOR BUDGET AND MANAGEMENT SYSTEMS

JACKSON GRAHAM, GENERAL MANAGER, WASHINGTON METROPOLITAN AREA TRANSIT AUTHORITY

MR. SCHNEIDER, DIRECTOR, DEPARTMENT OF TRANSPORTATION

## Metrobus-Operating Subsidy

### OPENING STATEMENT

Senator Chiles. Now we will take up the Metro items and the opening policy statement and budget summary for the Metrobus operating subsidy will be placed in the record.

[The statement and summary follow:]

## POLICY STATEMENT

The Metrobus Operations Budget for Fiscal 1976 presents the Authority's estimate of the cost of operating the bus system serving the Washington Metropolitan Region for the period July 1, 1975 through June 30, 1976. It provides for the full annual cost of services established on a part-year basis during Fiscal 1975, new services to be added during Fiscal 1976 and for the increased costs associated with labor rates and the general inflationary pressures impacting the national economy. Costs thus arrived at are estimated to be $126,550,653.

Offsetting these operational costs, revenues to be derived through the farebox, contract and charter services. School subsidies and non-operating sources are estimated at $74,783,000.

Estimated operating costs exceed expected revenues resulting in an estimated deficit of $51,767, 653 for Fiscal Year 1976, of which the District of Columbia share is $25,496,841. The Board's adopted policy of a stabilized fare structure and an effective and continuing program of improvement coupled with an inflationary economy results in a widening gap between costs and revenues and, therefore, a rising deficit. Increased operating efficiences and economies, which management continues to stress, cannot impact materially on such a growing deficit.

The Budget does not make provision for increasing the fleet in a number fully reflecting Environmental Protection Agency projections of regional requirements. Nor does it attempt to forecast the potential revenues which could develop in consequence of increased parking restrictions or a worsening of the energy situation, resulting in increased bus ridership. The Metrobus Budget, in short, is patterned upon what is conceived to be the most realistic and attainable operating plan based upon the availability of equipment and maintenance facilities. It also reflects the effect of a recommended fourth year increment of the five-year program in Federal Urban Mass Transportation Administration.

### Accomplishments and Improvements Now Underway

Early in calendar year 1973, under the provisions of the National Capital Transit Act of 1972 (Public Law 92-517), the Authority acquired the four bus companies operating in the Washington Metropolitan region. It assumed the operation of a generally deteriorating business which was being seriously impacted through rapidly rising costs and decreasing revenues.

Immediately upon the acqusition of the regional bus system, the Board of Directors moved to upgrade equipment, improve and extend service, and to adjust and stabilize the fare structure.

The Authority has now largely accomplished the consolidation of its operations and the restoration of administrative and supervisory staffs to an effective level. Informational services have been improved and a program is underway to increase their effectiveness through automated assistance.

Shortages of operating and maintenance personnel which had been allowed to occur under prior management have been eliminated. The reliability of service has been significantly improved and its quality enhanced through improved cleanliness, new equipment and improved scheduling.

Of the 620 new buses recently purchased, 251 have increased the size of the operational fleet and 369 have served as replacements for buses 14 years of age or more. Additionally, off-peak service during the week and service over the weekend will be substantially increased in accordance with the provisions of Phase III of the bus service improvement program to become effective approximately September 1974.

In addition to the major actions above to increase service, a number of service improvements on various routes throughout the area have been initiated by the Authority. These include:

1. New experimental routes.
2. Extensions of service on existing routes.
3. Rerouting of service along existing routes to better serve the area.
4. Establishment of new permanent service.

Other major actions taken by the Authority affecting the operation of the area bus systems are as follows:

1. Adoption of a stabilized fare policy.
2. Elimination of the 35-cent interline transfer charge.
3. Extension of an area-wide 15-cent senior citizen discount.
4. Approved a revised fare structure.
5. Adapted more consistant fare zone boundaries.
6. Approved a subsidy allocation formula based on separate allocation of costs and revenues for FY 1976.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Washington Metropolitan Area Transit Authority (Metrobus Subsidy)

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| ... | $4,500.0 | ... | $6,000.0 | ... | $33,336.3 | ... | +$27,336.3 |

Analysis of 1976 Change:

| | | |
|---|---|---|
| Program increases: | | |
| 1. D. C. share for Metro Operating Subsidies | ... | +27,336.3 |

BUDGET REQUEST

Senator CHILES. The budget request is $33,336,300, as compared with $6 million appropriated last year, and is the largest increase in the budget.

To support this request we have Mr. Coppie, Mr. Schneider, and Mr. Jackson Graham, the General Manager.

Mr. COPPIE. Mr. Chairman, the total request for 1976 is $33.3 million, and represents a $27.3 million increase over the 1976 fiscal year.

I would point out this represents the total amount that is required for the District of Columbia, for fiscal year 1976, based on current estimates.

Also, it is to bring the District into proper alinement in terms of the amounts that are required for earlier fiscal years, 1973 to 1974 and 1975.

Moreover, I would call to your attention the——

Senator CHILES. What do you mean by that?

Mr. COPPIE. There are outstanding amounts for earlier fiscal years.

Senator CHILES. Did the city vote for that?

Mr. COPPIE. Yes, sir.

OPERATING DEFICIT

Senator CHILES. This was an operating deficit from earlier years?

Mr. COPPIE. It represented not an operating deficit—it represented debt that the city owed to the transit authority. The transit authority obviously had to make other arrangements to meet its ongoing cash requirements.

The other arrangements primarily were borrowing from the private sector.

Mr. GRAHAM. Mr. Coppie is correct. We largely carried this lag in funding by the District, by borrowing from private banks in the western region.

Senator CHILES. Now this brings it current.

Mr. GRAHAM. The $33.3 million current request would bring them current with this fiscal year.

The Metrobus operation in the budget estimates a deficit of $51 million which the District share is $25 million plus.

In 1973, the deficit was only $2,200,000 million. The District's share would be $1.3 million.

Senator CHILES. What primarily is the reason for that tremendous increase?

Mr. COPPIE. I think the primary increase for that differential, Mr. Chairman, is that the 1973 fiscal year is the first year under public ownership, and there was no subsidization required. Before the 1973 fiscal year, and moreover, that year we were involved in the public ownership for about 4 months. So, the subsidy was substantially less in that year than it would be on an annualized basis.

BUDGET REVIEW PROCESS

Senator CHILES. Does the District review the Metro operations budget every year?

Mr. COPPIE. Chairman, we do.

Senator CHILES. What kind of indepth analysis do you do on that?

Mr. COPPIE. Well, there are several review processes. First, a representative from the District Government's Office of Budget and Management Systems, that is from my office, actually sits in on an item-by-item review of the total Metrobus operating budget, and similarly so on the capital outlay budget. So, we are involved substantively in that process.

Then of course, on the Metro Board is District representation. The budget is ultimately approved by the Board, and has District input from the District representation on that Board.

So, I think we are involved in the process and in a significant and appropriate way.

M'CORMICK AND PADGETT STUDY

Senator CHILES. Earlier this year a consultant's study was done on the administration and management of Metro. That report cited numerous recommendations which would cut the cost. What action has been taken by the Metro Board on these recommendations?

Mr. GRAHAM. The study was performed by a private firm, McCormick & Padgett. When they completed their work they came up with a total of 81 recommendations for improvements in the financial and administrative organizational areas.

The staff immediately responded to that without waiting for Board action by taking action to accept and implement some 55 of the 81 recommendations. We concentrated on the financial and administrative areas to try to realize any possible savings at the earliest moment.

The Board appointed a Metrobus Management Study Committee to review the staff committees with regard to this report and a series of increments of reports.

The Management Study Committee has approved in the past 55 recommendations to the Board of Directors. They are probably pending now, about another half dozen recommendations on top of the 55, so there would be 61 out of 81, I think we are going to accept and implement by the Board without any real further discussion.

The others have not been dropped by any means. The Board and committee is still alive and I think will be reappointed by the new chairman, who was just sworn in last week.

So, implementation of the report is still very much an active thing.

DISTRICT SHARE OF BUS OPERATING DEFICIT

Senator CHILES. When do you expect to find out, Mr. Coppie, what your share of the deficit for fiscal 1976 will be?

Mr. COPPIE. The estimated share from 1976 is $25.4 million. It is my understanding that represents the most current estimate of the transit authority. However, if it does change to a higher amount, we will have 2 fiscal years before we will actually have to make the adjustment.

It is my understanding the current most valid estimate is the one that is currently before the committee.

VETO OF INCREASED RUSH HOUR FARES

Senator CHILES. Under the unified fare structure that went into effect September 1, District fares during the peak rush hours do not increase, as generally occurred in Virginia and Maryland, but remains at the 40 cent fare.

A proposal submitted to the Metro Board earlier in the year recommended a 50 cent fare for the District during peak periods—this was vetoed by District representatives.

Can you explain the rationale for this veto, considering the usual purpose of the fare increase is to increase revenues and minimize the deficit.

Mr. COPPIE. Mr. Chairman, it is the current position of the District government, I think it is the appropriate position, that the 40 cent fare should not be increased.

I think it is important to call to your attention that in an earlier period when we went from a 25-cent fare to a 40-cent fare in a period of 18 months, and it is my understanding, as I recall, we had about a 25 percent drop in ridership during that period.

In light of the indigenous population we have in the District of Columbia, that uses the public transportation, I think it is a correct policy to stabilize the fare and to try to improve services to the extent that is possible in order to enhance ridership.

I would point out to you——

Senator CHILES. I think it depends where you are sitting whether it is a correct policy or not. The Federal payment amounts to about 27 cents out of every dollar of your general operating budget. When you do not raise the fare, you increase the deficit and the Federal Government ends up picking up more of the tab. That means my people in Florida are paying some of the difference for your lower bus fares here and so are the people around the rest of the country. It seems to me, if Maryland and Virginia figure they are going to go up on their rates to 50 cents, then I am not sure it is appropriate for the District to stay at 40 cents and allow the Federal Government to pick up 27 percent of the difference.

Mr. COPPIE. Mr. Chairman, I think the issue here is an economic one and it is also a social one. The fact of the matter is the lower income earning population is in the inner city, and it is that population that is primarily using public transportation. I think a fare increase has the potential to serve as a deterrent to their use of public transportation.

Senator CHILES. We are talking about peak hours now. I think you have ways in which you allow a cheaper fare, don't you, for senior citizens and riders in the nonpeak hours when you charge a different fare?

Mr. COPPIE. I think the only adjustment is for the age.

Mr. GRAHAM. The requirement applied nationally is the amount of fares for the elderly and handicapped outside of peak hours would be one-half or less.

Mr. SCHNEIDER. Could I add one thing to that, Mr. Chiles.

Senator CHILES. Yes.

TYPES OF RIDERS DURING PEAK PERIODS

Mr. SCHNEIDER. The argument was made when we were talking about a peak and off-peak differential during the peak periods that people with jobs were primarily the people who were making up the rush hour ridership. The argument went that as the people with jobs and incomes, they could withstand the increase and we would not have a decrease in ridership.

I understand we have not had a decrease in ridership, at least not a substantial one since the fare went up in the suburbs. In the District, however, surveys taken in 1972, show that across this system 40 percent of the people riding the system come from households with incomes with less than $6,000. Of them 70 percent don't have access to an automobile because they don't have one or they just do not have access to them.

Now, we looked at that from a District point of view and we determined during the rush period across this system, something like 37 percent of the people riding during the rush period came from households having an income of less than $6,000.

Senator CHILES. You are basing that on your 1972 figures?

Mr. SCHNEIDER. That is right. The 1972 figures show us there were substantial numbers of periods the riders riding during the rush hour were from the lower incomes.

In other words, the working poor, people who had jobs, as a matter of fact people we should encourage to keep the jobs rather than go on welfare which some people think is an alternative.

They are trying to maintain their families on a low income and they came to us during the hearings and said don't add this additional burden to me, I have enough of a problem now and I am having difficulty making ends meet, and I can't handle it.

There is a certain myth and the proposition just because you ride during rush hours and have a job, you can afford the increase. A lot of people can't.

Senator CHILES. I think if you look at the mean income in 1972 and then in this city in 1974, it has gone up. If you look at what has happened to the minimum wage and what has happened generally to salaries since then, certainly everyone in the Government has had a tremendous increase over this time period.

The argument you make is a very logical argument but I think your 1972 survey is a little out of date.

Mr. SCHNEIDER. Of course, there has been inflation and cost-of-living increases that hit the very same people that we are talking about.

Senator CHILES. That is right.

Mr. SCHNEIDER. Even though their salaries have risen, we are not insensitive to this. We are very much concerned about that, too, but we feel that there is very, very strong reasons that until we improve mass transit services to a point where it really does make a difference in terms of the time people can move and the convenience available to them and perhaps make some other contribution to the quality of their life to make more time available to them so they can get off to shopping and spending time with their families and whatever that means to them, we are trying to keep the fare within some reasonable limit.

We think for the moment, 40 cents is a reasonable limit.

Senator CHILES. Well, I still have a concern when I look at the overall budget and see the District moving on items where revenues can be picked up from the commuters and other people coming into the District. Those kinds of revenues are being picked up. I don't see the same thing with regard to the local District residents. Here where you have a deficit and so the Federal Government through the Federal payment has to come in and pick up 27 percent. In this one item the argument is kind of sounder than when you go through a number of items and look at the entire budget and the way it is made up.

### METRO CAPITAL PROGRAM

Before we move on to the Metro capital improvements, I wonder if you have a general statement to make.

Mr. GRAHAM. Thank you. Mr. Chairman, I would like to summarize the general statement and file a full statement for the record.

Senator CHILES. Yes.

### INTRODUCTION OF ASSOCIATES

Mr. GRAHAM. To my immediate left is Warren Quenstedt, the Deputy General Manager. To his left is Roy Dodge, Chief, Design and Construction. On my right is William Boleyn, Executive Officer and Comptroller, and to his right is Ekhard Bennewitz, Director, Office of Budget and Mr. William Herman, Director, Office of Planning.

### PREPARED STATEMENT

Mr. Chairman, as I indicated, I would like to file our statement and summarize as briefly as possible for the record.

Senator CHILES. Fine.

[The statement follows:]

Mr. Chairman and Members of the Subcommittee:

It is a privilege to be here today in support of the District of Columbia to justify its budget estimates for Fiscal 1976. The budget contains four items in support of the regional mass transit program as follows:

1. District share for construction of the rail rapid transit system under current authorization - $40,149,000

2. District share of the cost of facilities for the handicapped as authorized by the Federal Aid Highway Act of 1973 - $888,000

3. District share for capital improvement of bus service to the metropolitan area - $4,447,658

4. District payment toward providing bus service to the metropolitan area - $33,336,320

If I may, Mr. Chairman, I'd like to highlight the progress to date on the construction of the rail transit system and outline our program.

Currently, there are two stations totally completed (Rhode Island Avenue and Judiciary Square), 39 stations being constructed, four of which are structurally complete, and over 45 miles or 46 percent of the system under construction. An additional 26 stations and 30.4 miles are under final design. Construction contracts, including utility agreements, insurance, and equipment, totaling $1,880 million have been awarded. As of January 9, 1976, over $2.2 billion has been obligated and over $1.6 billion expended on the rail capital program.

Phase 1, the first 4.6-mile stretch of the system extending from Rhode Island Avenue through Farragut Square and including six stations, is almost ready for operation. Construction of this phase is completed and operation is scheduled to begin on March 27, 1976. The critical item in meeting that schedule is the delivery of cars from our manufacturer, the Rohr Company.

Moving to our current year's program which totals $697 million, all of Phase II is under construction and will be completed late this fiscal year and early next year. All structural, finish, and stage contracts will be underway for Phase III as well as all structural, most finish and stage contracts for Phase IV. Most Phase V structural contracts will have commenced, as will the design for Phase VI. In summary, the 1976 program will involve design contracts covering approximately 16 miles of transit facilities and nine stations while the construction program will involve approximately nine miles and eight stations.

The Fiscal 1976 Metrorail Capital Program reflects the restructuring of the construction program for the rail rapid transit system generated by the increase in total system cost. As you know, Mr. Chairman, this increase, which has resulted in great measure from the severe effects of inflation on every facet of the construction program, was presented at the Airlie, Virginia conference in November of last year. At that time, the revised system cost was estimated to be $4,454 million, an increase of $1,477 million. The General Accounting Office, in its March 1974 review of our procedures and processes, has indicated that the Authority should adjust its cost estimates periodically as the impacts of price rises and cost increases become quantifiable. The Authority has been following this practice by quarterly reports since May 1974. In its current examination being carried out at the request of members of the House Committee on the District of Columbia, GAO staff has reviewed with Authority staff a reporting format to refine this approach. Authority semi-annual reports will follow this new format beginning with January 1976. The total system cost is currently estimated at $4,650.7 million.

In early July 1975, the President announced that he supported completion of the 98-mile system and directed the Secretary of Transportation to find a means of financing its completion utilizing interstate highway funds transferred for Metro construction to the maximum

extent possible. The Secretary of Transportation has undertaken such an effort to develop a long-range financial plan and is expected to report it to the President shortly.

The District of Columbia has proceeded to identify highway projects no longer necessary that could be deleted from its highway plans for transfer to Metro construction amounting to an escalated value of $592.1 million. Of this, $286.6 has been approved by the Urban Mass Transportation Administration for construction purposes in Fiscal 1976. A second increment is being processed and discussed with UMTA prior to submission to the District of Columbia Government in the escalated amount of $305.5 million. These highway funds totaling $592.1 million matched by local funds of $147.9 million, together with Federal and local matching grants of $102 million would produce a total funding of $842 million in Fiscal 1976. However, approximately $697 of this total will be committed during 1976 with the remainder of $145 million applied to the Fiscal 1977 construction program.

In addition to the request for the District share for construction of the Adopted Regional System, an additional amount of $888,000 representing the District share of local matching funds on an 80 percent Federal/20 percent local basis for constructing facilities for the handicapped is also requested.

Moving now to the Fiscal 1976 Metrobus Capital Program, the total amount of the District request is $4,447,658. This represents the District share of the original 1976 capital program in the amount of $2,526,200 plus adjustments in the 1973 and 1974 programs requiring an additional $1,921,458. The Fiscal 1976 Metrobus Capital Program has been recently reviewed by the Board Budget Committee and the currently approved 1976 program, totaling $31,662,590 includes the following:

I. Purchase of two sites for maintenance facilities to be constructed later, and related design costs

2. Purchase of 300 additional buses as replacements

3. Purchase of 4,000 bus stop signs and garage equipment

4. Purchase of 20 service vehicles

Adjustments in funds required from the local jurisdictions due to change in the 1976 program approved by the Board of Directors will be reflected in the Fiscal 1978 Bus Capital Budget requirements in accordance with Board policy.

Funds requested from the District due to adjustments in prior years' programs are as follows:

1. One-tenth year adjustments - 1973 and 1974 Programs---$ 99,865

2. Additional capital requirements - 1974 Program-------- 1,821,593

The last item in the budget request, Mr. Chairman, is the District of Columbia payment for providing bus service in the metropolitan area in Fiscal 1976. The total required to be appropriated is $33,336,320 and includes the following:

1. District share of Fiscal 1976 operating subsidy------$25,496,841

2. Adjustment in Fiscal 1973 operating subsidy---------- 207,473

3. Adjustment in Fiscal 1974 operating subsidy---------- 6,065,579

4. Balance of District share of Fiscal 1975 operating subsidy not appropriated---------- 9,915,427

Total District funds required in 1976----------$41,685,320

The Urban Mass Transit Assistance Act of 1974 provides Federal funds for operation of mass transit facilities. The District share of these funds is estimated to be $3,131,000 for Fiscal 1975 and $5,218,000 for Fiscal 1976. The total of these two years is to be applied against the District 1976 payment----------$ 8,349,000

Total District appropriation required in 1976----------$33,336,320

The increasing amounts required for the Fiscal 1976 bus operating subsidy results primarily from the addition of 251 buses to the fleet over the level existing at acquisition of the bus companies, increased off-peak service during the week and over weekends, increased operating costs caused by escalating wages, salaries and costs of fuel, parts and other materials and a policy decision on the part of the District not to increase fares for District residents within the District of Columbia.

The need for obtaining the $33.3 million is urgent. As you undoubtedly heard, we have a serious cash-flow problem. This was called to House Committee's attention during our hearings. The problem is still great, since we have had to borrow heavily from lending institutions pending receipt of the $33 million. Thus, we ask for your assistance in making the $33 million available as soon as possible.

Mr. Chairman, we wish to express our sincere appreciation for the support of the Committee in accomplishing the mass transit objective for the Washington metropolitan area. Visitors to the National Capital's Bicentennial Observance within a very short time will be viewing a portion of the result.

STATEMENT OF JACKSON GRAHAM

Mr. GRAHAM. It is a privilege to be here in support of the District of Columbia to justify its budget estimates for fiscal 1976. The budget contains four items in support of the regional mass transit program as follows:

There is a requirement for the construction of the rapid rail transit system under current authorization, $40,149,000.

The facilities for the handicapped, elevators throughout the system are being installed as authorized by the Federal Highway Act of 1973, and approximately $888,000 for the District aid for 1976. Elevators are being installed in dozens of stations under construction and we seem to be well within our estimates as authorized by the Congress for those elevators.

The third item is the capital improvement of bus service to the metropolitan area, $4,447,658. This is mostly for new buses to replace buses that are getting antiquated but are still operating.

Fourth, the item we are discussing, the operating subsidy for the bus service, about $33.3 million.

HIGHLIGHTS OF CONSTRUCTION OF RAIL SYSTEM

I would like to highlight the progress to date on the construction of the rail transit system and outline our program. We have some charts up here and we can refer to them in detail.

Senator CHILES. Fine, sir.

Mr. GRAHAM. Currently there is 6 stations virtually completed, 35 stations being constructed, over 46 miles, nearly half of the system under actual construction, an additional 26 stations, 30.4 miles are under final design.

Construction contracts, including utility agreements, insurance, and equipment, totaling $1,880 million have been awarded.

As of January 9, 1976, over $2.2 billion has been obligated and over $1.6 billion expended on the rail capital program.

Other components have been 1,200 real estate acquisitions worth more than $110 million. We are over half way on that program.

Construction, there are seven or eight phases, depending on how we count them. Phase I, the first 4.6-mile stretch of the system extending from Rhode Island Avenue through Farragut Square and including six stations, is almost ready for operation.

Senator CHILES. Almost ready?

PHASES OF RAPID RAIL SYSTEM

Mr. GRAHAM. Yes, sir. We have set an official date for operation of phase I, of March 27, about 2 months from now. We are quite confident that date can be met. I reported to the board of directors this morning, the shipment and delivery of cars from the assembly plant is no longer a critical thing as in the initial operating stages.

Moving to our current year's program which totals $697 million, all of phase II is under construction and will be completed and in operation next year.

This is the phase II [indicating]. All structural, finish, and stage contracts will be underway for phase III, as well as all structural, most finish and stage contracts for phase IV.

Senator CHILES. When will that be finished?

Mr. GRAHAM. Early next year.

Senator CHILES. You won't have any of that for the Bicentennial year?

Mr. GRAHAM. No.

Senator CHILES. Nothing from the stadium?

Mr. GRAHAM. Not this Bicentennial year, only phase I, as I mentioned earlier.

In addition to phase 2, phase 3, that basically goes to Silver Spring. We might bring up the other map which shows the entire system. You have been looking at a view of the center part of the system here, Mr. Chairman.

Senator CHILES. When will you have it out Connecticut Avenue? The next year or two?

Mr. GRAHAM. No, sir. We will be operating through Dupont Circle Station within the next year. We are under construction from there on up.

The red indicates the construction. The green is the final design.

The fiscal 1976 metrorail capital program reflects the restructuring of the construction program for the rail rapid transit system generated by the increase in the total system cost. This increase, which resulted in great measure from the severe effects of inflation on every facet of the construction program, was presented at the Airlie, Va., conference in November 1974.

At that time, the revised system cost was estimated to be $4,454 million, an increase of $1,477 million. We are about to go to Airlie again, this next weekend.

CURRENT RAIL SYSTEM PROJECTIONS

The estimate we have now which we have been carrying the last few months and which we will take to Airlie, next week, is $4,650,-007,000. That estimate includes $1,856 million for inflation, up some $35 million from our assumptions of a year ago.

Senator CHILES. You do not expect to come out of that conference with a higher figure than that?

Mr. GRAHAM. No, sir, we don't. We are preparing the figures for that now and that is the official estimate.

The General Accounting Office has indicated they feel that figure is reasonable. However, they suggested we should now set up a contingency fund, some percent of the remaining work to cover the somewhat predictable, but unforeseen occurrences such as storms, strikes, litigation, things of that sort that we have allowed for but may not be fully covered for. We are planning to do that and put certain items in this contingency fund.

UNION CONTRACT

Senator CHILES. I notice you have been hit particularly hard or you were a while back by strikes. What kind of provisions are you making to require some kind of no strike provision in your contracts?

Mr. GRAHAM. I feel we have lost our opportunity for this before we ever started construction back in 1969. We tried very hard for a number of months there to negotiate a master agreement with all of the crafts and their representatives and management side for an agreement that would in effect call for arbitration prior to strikes. We thought we came very close to that, at the time before we lost the opportunity and went on to construction.

There have been a series of strikes since then, generally at the time of the renewal of the labor contracts. This past year 1975, we had one or more crafts out for 6 months from April to October and this cost us millions of dollars because other work was shut down. Although the common site agreements bill was vetoed by the President, in effect we had some examples of a common site type of observance by one craft of another craft that was out.

So, the effect of a particular craft was multiplied.

Senator CHILES. Do you have any study to show how much you actually lost by virtue of the stoppages?

Mr. GRAHAM. Yes. At the time we thought we were losing about $50,000 a day during that 6-month period. That added up to $9 million. We have refined the estimates and cut it down to less than half.

I might say that the impact is on follow-on contracts which are delayed by extension of the current work. We do not relieve our contractors of the requirements for completing a job by a certain time because of strikes. That is their risk, but it does delay the implementation of follow-on contracts.

Senator CHILES. Do you have an estimate of what you figure the follow-on costs?

Mr. DODGE. $3.6 to $3.9 million.

### INTERSTATE HIGHWAY FUNDS

Mr. GRAHAM. I have a little more, if I could go on, sir.

In early July 1975, the President announced that he supported completion of the 98-mile system and directed the Secretary of Transportation to find a means of financing its completion utilizing Interstate Highway Funds transferred from Metro construction to the maximum extent possible.

The Secretary has undertaken such an effort to develope a long-range financial plan and is expected to report it to the President shortly.

The District of Columbia has proceeded to identify highway projects no longer necessary that could be deleted from its highway plans for transfer to Metro construction amounting to an escalated value of $592.1 million.

Of this, $286.6 has been approved by the Urban Mass Transportation Administration for construction purposes in fiscal 1976.

A second increment is being processed and discussed with UMTA prior to submission to the District of Columbia Government in the escalated amount of $305.5 million.

### BUS OPERATING SUBSIDY

To conclude, Mr. Chairman, the increasing amounts required for the fiscal 1976 bus operating subsidy results primarily from the addi-

tion of 251 buses to the fleet over the level existing at acquisition of the bus companies, increased off-peak service during the week and over weekends, increased operating costs caused by escalating wages, salaries, and costs of fuel, parts, and other materials and a policy decision on the part of the District not to increase fares for District residents within the District of Columbia.

The need for obtaining the $33.3 million is urgent. As you undoubtedly heard, we have a serious cash-flow problem. This was called to the House committee's attention during our hearings. The problem is still great, since we have had to borrow heavily from lending institutions pending receipt of the $33 million.

Thus, we ask for your assistance in making the $33 million available as soon as possible.

Mr. Chairman, we wish to express our sincere appreciation for the support of the committee in accomplishing the mass transit objective for the Washington metropolitan area. Visitors to the National Capital's Bicentennial observance within a short time will be viewing a portion of the result.

Senator CHILES. Thank you.

FEDERAL AND LOCAL SUPPORT FOR CAPITAL PROGRAM

I note from the afternoon paper, the Ford administration now has refused to include any new Metro funds in the 1977 budget. "It is not up to the Federal Government to see that it is finished, said a high ranking Department of Transportation official." That sounds a bit different.

Mr. GRAHAM. No, sir. I do not think that report is inconsistent. As I indicated a moment ago, the Secretary has agreed to transfer another $400 million of Interstate Highway Funds largely from the District of Columbia Highway Funds, to apply to the fiscal 1977 program.

In other words, the administration has elected to continue to fund the construction of the Metro System through substitute highway funds.

Senator CHILES. I notice that Virginia did not put any funds in their budget.

Mr. GRAHAM. This is correct This has concerned northern Virginia political leaders. They are in Richmond, Virginia, now hoping they can prevail on the legislature to amend that budget and add funds for the northern Virginia requirements.

Senator CHILES. If any of the mileage is cut back, is that going to drastically change all your numbers all through the system?

Mr. GRAHAM. There is no question about that, sir. All the studies that have been discussed by responsible people are not considering truncation, but looking at it to make sure it is prosecuted effectively and efficiently from the President on down in assurances and desires to complete the entire system as authorized.

I might add, Mr. Chairman, with regard to actions in Virginia, the Governor of Maryland has just announced in his next year's budget the inclusion of another $30 million for Metro.

He has also announced the inclusion of $130 million to continue the prosecution of the Baltimore Rapid Rail System.

Senator CHILES. When that initial link is opened, do you expect much passenger service along that initial link?

Mr. GRAHAM. It will not be heavy sir, although it will appear to be active and well-utilized, but at that point we do not pick up heavy commuter traffic from the suburbs. This will truly begin when we reach Silver Spring, which element has been under construction over the past 3 years.

Senator CHILES. When would you expect Silver Spring's?

Mr. GRAHAM. This will be about November 1977, we will have that service in.

METRORAIL OPERATING DEFICITS

Senator CHILES. We have seen estimates that predict significant operating deficits for rail by 1980. In fiscal year 1977 alone, the rail operating deficit for the 18-mile leg is predicted to run about $30 million. Could the local jurisdictions meet their commitments for capital cost overruns and esculating operating deficits?

Mr. GRAHAM. The $30 million figure is an estimate of operating costs for that fiscal year. To answer your question, I believe so, they will meet their commitments.

Senator CHILES. Mr. Quenstedt, I understand you are going to be taking over. General Graham we wish you Godspeed as you exit from the job.

Mr. GRAHAM. I appreciate the remark, Senator.

Mr. QUENSTEDT. I appreciate your kind remark of recognition, Mr. Chairman. I will have my hands full trying to measure up to the example Jack Graham has set. I can only say that I have every determination to do all I can and it remains for the Board to decide for what period of time. I am presently the Acting General Manager, until they arrive at a permanent decision.

Senator CHILES. Thank you, sir. We appreciate your attendance.

Mr. GRAHAM. Thank you.

QUESTIONS SUBMITTED BY SENATOR CHILES

Senator CHILES. Thank you very much.

We have some other questions that you can answer in the record.

[The questions and answers follow:]

D.C. OPERATING SUBSIDIES

*Question.* What factors are used to determine the D.C. share of operating subsidies as compared to the amounts paid by other jurisdictions?

Answer. The District of Columbia, the Northern Virginia Transportation Commission, and Montgomery and Prince George's Counties share in the Metrobus operating subsidy according to the number of revenue bus miles operated within each jurisdiction to the total revenue miles operated in all jurisdictions. The D.C. share of the FY 1976 subsidy was based on a D.C. share of estimated weekday revenue bus miles of 53.32 percent.

Since this interim allocation was made, the Authority Board of Directors has approved a new allocation formula that allocates the subsidy based on revenue and costs within each jurisdiction. This formula is effective with FY 1976.

The FY 1976 subsidy shares will be adjusted according to final figures determined by this new formula.

DEFICIT COVERAGE

*Question.* Explain why the FY 1976 Budget request contains funds to cover deficit from 3 previous years. Why aren't deficits covered in time periods closer to when they actually occur?

Answer. Board policy states that any adjustments to an approved budget are due from the local jurisdictions two budget years from the year of the adjustment, in order to provide the local governments time to provide for the funding, during the normal budget cycles. Adjustments are caused for two reasons:

Board action to amend an approved budget.

Adjustments at the end of fiscal year to adjust estimated payments to the audited actual subsidy using actual weekday revenue bus miles.

The FY 1975 subsidy payments are being adjusted in FY 1976 to the audited subsidy for FY 1974. In addition, a budget amendment necessitated by increased service added in FY 1974 is being funded in FY 1976.

The FY 1973 audited subsidy was adjusted by the auditor during the FY 1974 audit, this requiring an added adjustment in the FY 1976 budget.

The D.C. Share of the FY 1975 budget totalled $15.9 million. The D.C. budget request was $9.7 million of which $6.0 million was appropriated by Congress. The FY 1976 request includes $9.9 million, the balance of funds that were due in FY 1975.

# WASHINGTON METROPOLITAN AREA TRANSIT COMMISSION

## STATEMENT OF WILLIAM STRATTON, VICE CHAIRMAN

### POLICY STATEMENT AND BUDGET SUMMARY

Senator CHILES. Next we will hear from the Washington Metropolitan Area Transit Commission, the budget request is $77,300.

### BICENTENNIAL AND TOURISTS

Mr. STRATTON. On my right is Mr. McGilvery, executive director.

Mr. Chairman, we are pleased to appear here today. I believe our budget material contained a description of the agency. I will not elaborate on it, unless you have me do so.

Senator CHILES. What specific actions are being taken to attract tourists since this is a Bicentennial year?

Mr. STRATTON. We left it up to the sightseeing industry in town, by and large. Our agency, like most regulatory agencies is one that responds to fare requests and tariff requests from bodies we regulate, although we have power on our own to do investigations and initiate proceedings that could lead to fare changes, although the law requires us to hand down rates that are compensatory and most of the rates are reviewed by the commission with that in mind.

Senator CHILES. You do not think that some of the companies are going to get a windfall by the tremendous increased number of tourists that are coming, they could be able to provide their services because of the increased passenger load at a cheaper fare.

Mr. STRATTON. No, sir. I think most of those operations are pretty much tailored to the business at hand. There is a great deal of flexibility in the transportation and labor intensive costs in the revenues. I think it will be relatively balanced by the increased costs associated with the revenues.

Senator CHILES. It seems to me that the airlines, trains or anything else are cost sensitive to rates of ridership. If you ride half empty your costs per passenger mile is one figure. If you are riding full, the figure is reduced tremendously.

Mr. STRATTON. That is true. That argument would certainly apply to scheduled services, but by and large——

Senator CHILES. I am talking about the sightseeing services.

Mr. STRATTON. Yes, sir.

Senator CHILES. You can tack on another carriage.

Mr. STRATTON. The point is the carriage requires a driver.

Senator CHILES. Some of them link up to carry more with one driver and one vehicle, they are pulling more than one vehicle.

Mr. STRATTON. The vehicle you are describing is one that—sounds like the one the Landmark Services operate.

Senator CHILES. I see them and sometimes they carry one and sometimes two or three.

Mr. STRATTON. Yes. So the record is clear, we do not regulate those blue buses you see running around Washington. They are concessions of the Park Service.

We regulate only the private side of the business.

Senator CHILES. I see.

Mr. STRATTON. I do not think the opportunities are there for a windfall on the private side.

STUDY OF SIGHTSEEING INDUSTRY IN ANTICIPATION OF BICENTENNIAL

Senator CHILES. Have you done any studies on that?

Mr. STRATTON. Yes, as I was about to tell you. This summer we engaged our staff to make an investigation of the sightseeing industry in anticipation of the Bicentennial. By and large, our efforts were directed toward an assessment of the quality of the service and an assessment of the adequacy with which the carriers delivered that which they claimed to deliver, questions of conformity of the carriers rates and charges with their published rates and charges.

Senator CHILES. I see.

Mr. STRATTON. We looked at the descriptive literature these organizations put out so the tourists in town can make a fair comparison between the service offered and the prices among the carriers and make an intelligent and informed decision for themselves.

Generally speaking the industry came out very well. We found, as one might expect, technical violations of tariffs and such things as that, but in most part, indeed I would say entirely, and it is my view after this investigation, which ended in December, the industry is ready within its capacity and limitations to meet the Bicentennial opportunity as well as can be expected.

SCOPE OF JURISDICTION

Senator CHILES. What kind of revenue does your commission generate by virtue of the licensing? Do you license these people?

Mr. STRATTON. Our procedures are only certification procedures. The licensing procedures are carried out at the local level and the licensing revenues flow to local revenues.

Senator CHILES. You cover the entire metropolitan area, not just the District of Columbia.

Mr. STRATTON. That's correct, sir, the suburban areas of Maryland and Virginia, as well as the District.

QUESTIONS SUBMITTED BY SENATOR CHILES

Senator CHILES. Thank you sir. Our additional questions will be submitted for the record.

[The questions and answers follow:]

PROGRAMS FOR ATTRACTING TOURISTS TO D.C.

*Question.* What specific promotional fares and other actions are being implemented to attract tourists to the city during the Bicentennial year?

Answer. The Commission has been cooperating with and participating in programs of the U.S. Department of Transportation and the D.C. Department of Transportation aimed at assuring that adequate transportation facilities are available to the added tourism which will be generated during the Bicentennial year. The Commission was first involved in the Bicentennial through participation in efforts leading to the Action Plan for the Bicentennial Transportation Program for the National Capital Area prepared by the U.S. Department of Transportation. In the summer of 1975, the Commission employed extra help to inspect the service provided by the individually ticketed sightseeing industry in the Washington area.

With the quality variations one would expect among different businesses, this inspection indicated the industry is providing good service at reasonable cost, while using acceptable business practices. Recently, the private carriers in the area were convened to exchange information with the D.C. Department of Transportation with a view toward achieving the coordination of operations which the Commission views as the critical element in a successful Bicentennial. This, then, has been the nature of the Commissions Bicentennial efforts. To date, no carriers under the Commission's jurisdiction have applied for specific promotional fares.

PROMOTIONAL COST TO CITY

*Question.* What is the increment in tourism (number of tourists and revenues generated) that is expected to result from the Commission's special efforts? What is the cost in lost revenue to the transportation industry expected to result from the promotional rates?

Answer. The Commission's efforts have been directed toward preparation for the influx of tourists during the Bicentennial rather than stimulation of tourism. Thus, no specific increment in tourism is expected to result from these efforts. A comprehensive study of the impact of the Bicentennial visitor on Washington, D.C., was prepared by the Metropolitan Washington Council of Governments and Wilbur Smith and Associates under contract to the Washington Metropolitan Area Transit Authority. The study was developed for the Bicentennial Coordination Center for Washington, D.C., now a part of the American Revolution Bicentennial Administration, and the U.S. Department of Transportation. To the Commission's knowledge, this is the most authoritative estimate of incremental tourism available.

POLICY STATEMENT AND BUDGET SUMMARY

Senator CHILES. The policy statement and budget summary will be made part of the record.

[The statement and summary follow:]

Introduction

The Washington Metropolitan Area Transit Commission, located at 1625 I Street, N. W., Washington, D. C. 20006, administers and carries out the delegated powers of the Washington Metropolitan Area Transit Regulation Compact, approved by Congress September 15, 1960, and by Resolution of the Board of Commissioners of the District of Columbia, Acts of General Assembly of Maryland, and Acts of Assembly of Virginia on December 22, 1960. The Commission assumed jurisdiction on March 22, 1961.

Generally, the Compact confers upon the Commission jurisdiction over the regulation and improvement of specified transportation with the Metropolitan District. The purpose of the Compact was to create a single regulatory body to control and regulate certain privately owned transportation functions within the Metropolitan District, and during the existence of the Compact the jurisdiction of the signatories and the Interstate Commerce Commission is suspended or modified. More specifically, the Commission has jurisdiction over operating authority, routes, and service, rates, through-routes and joint fares, issuance of securities, consolidations, mergers, acquisition of control, insurance and other security for the protection of the public, and records, reports, depreciation rates, and uniform systems of accounts.

The Commission serves the Washington Metropolitan Area Transit District which embraces the District of Columbia, the cities of Alexandria and Falls Church, the counties of Arlington and Fairfax, and political subdivisions of the State of Virginia located within those counties and that portion of Loudoun County, Virginia, occupied by the Dulles International Airport and the Counties of Montgomery and Prince Georges, in the State of Maryland and the political subdivisions of the State of Maryland located within said counties, and all other cities now or hereafter existing in Maryland or Virginia within the geographic area bounded by the outer boundaries of the combined area of said counties, cities and airport.

Program

The Commission is charged with the responsibilities of regulating transportation as specified in its legislation in the Washington Metropolitan Area without regard to political boundaries.

This responsibility involves:

(1) Regulation of rates, including the fares to be charged by private operators of regular route buses, limousines, interstate taxicabs, sightseeing buses, charter buses, and the ground transportation systems at Washington National Airport and Dulles International Airport.

(2) Inspecting and measuring transportation services and promulgation and enforcement of standards of safety and service, including air quality regulations.

(3) Monthly certification of financial data pursuant to Public Law 93-375 relative to the eligibility of Metro (Washington Metropolitan Area Transit Authority) to collect a subsidy (approximately $4 million annually) for the transportation of schoolchildren, including the setting of fares for such transportation and the establishment of regulations and audit procedures for such certifications.

(4) Holding public hearings and issuing decisions involving the foregoing duties and responsibilities, including the issuance of operating authority to qualified carriers.

(5) Extensive court litigation involving Commission decisions, particularly in the United States Court of Appeals for the District of Columbia Circuit.

(6) Cooperation with the Washington Metropolitan Area Transit Authority, the Northern Virginia Transportation Commission, the Metropolitan Washington Council of Governments, and other agencies in a program of planning for an integral and effective transportation system in the Washington Metropolitan Area.

The general program contemplated for Fiscal Year 1976 involves continuation of the program described above. In addition, increased demands in the legal area have been precipitated by a number of complex opinions recently issued by the Court of Appeals remanding to the Commission for further proceedings a number of its decisions issued over the past decade. These remand proceedings, preliminarily estimated to require at least two years of intense research and public hearings, will require a major legal effort on the part of the Commission. Further, the Federal Aviation Administration has recently made broad changes in the ground transportation systems at Washington National and Dulles International Airports. Such transportation at these airports is largely under the jurisdiction of this Commission, and will require hearings and decisions as to authority, service, and fares. Finally, a major effort is being mounted to attract tourism to the city during the Bicentennial Celebration in Washington, D. C. The Commission has jurisdiction over individually ticketed sightseeing, charter sightseeing and charter operations and anticipates immensely increased activity and responsibilities in these areas.

Factors Influencing Budget Year Request

The agency's policy is to maintain an economical operation by obtaining periodically required professional services on a contract basis, thereby permitting maximum flexibility at less expense than hiring full-time staff. The policy is to keep the full time staff level to the absolute minimum required to conduct day-to-day operations, and to accommodate overload conditions on a contract basis.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Washington Metropolitan Area Transit Commission

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| ... | $85.9 | ... | $76.7 | ... | $77.3 | ... | +.6 |

Analysis of 1976 Change:

| | | |
|---|---|---|
| Program increases: | | |
| 1. Increase in contribution ..... | ... | +.6 |

## School Transit Subsidy

Senator Chiles. Next we will go to the "school transit subsidy." A budget request of $3,762,300 compared with $3,812,300.

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follows:]

Factors Influencing Budget Year Request

Section 2 of an Act, approved August 9, 1955 (D. C. Code, Section 44-214a), as amended by Public Law 87-507, Public Law 90-605, Public Law 92-90, and Public Law 93-375, provides for a subsidy for the reduced fare transportation of schoolchildren within the District of Columbia. In the case of any common carrier required to furnish transportation to schoolchildren at a reduced rate under the Act, the Washington Metropolitan Area Transit Commission is required to certify each calendar month an amount which is the difference between the total of all reduced fares paid during such calendar month to such carrier by schoolchildren in accordance with the Act and the amount which would have been paid during that month to such carrier if such fares had been paid at the lowest adult fare for regular route transportation in that month. The certifications are required to be made for each such month as soon as practicable following the end thereof. The Commissioner of the District of Columbia, upon receipt of any such certification, is required to pay to such carrier the amount certified. The current legislation expires August 31, 1977. School transit subsidy payments are an obligation of the District of Columbia payable under the terms of the legislation noted above.

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: School Transit Subsidy

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| ... | $4,112.3 | ... | $3,812.3 | ... | $3,762.3 | ... | -$50.0 |

| Page No. | Analysis of 1976 Change: | | |
|---|---|---|---|
| EF-5 | Base adjustments: | | |
| | 1. Base reduction ..... | ... | -50.0 |

FUNCTIONS OF SCHOOL TRANSIT PROGRAM

Mr. COPPIE. Mr. Chairman, I think it would be helpful by way of background if I explain to you how the school transit program in the District of Columbia works.

The schoolchild pays 10 cents and we pay the difference between 10 cents and the normal fare, which of course, is 40 cents. The amount is based upon the estimated volume of school ridership during the year times the 30-cent subsidization for 1976. That reconciles with the figure of $3.7 million, the figure you made reference to.

I would point out to you, we feel the program is properly administered and the controls are working effectively to insure that the money is properly controlled and administered in terms of the total program.

Senator CHILES. Is this just an estimate you make?

Mr. COPPIE. Yes, sir, it is an estimate.

Senator CHILES. Every time the schoolchild gets on the bus he pays a dime?

Mr. COPPIE. Every time the schoolchild gets on the bus he pays 10 cents. Actually, he puts in a school token.

Senator CHILES. Does anybody actually check every time the schoolchild gets on the bus or is that an estimate?

Mr. MCGILVERY. Mr. Chairman, the tokens go into the fare box along with the change or whatever else goes in there. The whole business is dumped out of the fare box at Metro's headquarters under security conditions. It is equal to the security for any bank. I have seen how the fare box contents shake down through a series of plates which take out nickles, dimes, quarters, and regular tokens.

Senator CHILES. The child has to present the token. He cannot use a dime?

Mr. MCGILVERY. That is right. He has to have a token and the tokens are machine counted which results in the number of rides. The city pays 30 cents times that count.

OTHER SCHOOL BUS SYSTEMS

Senator CHILES. This is your bus system then. Do you have any other schoolbus system?

Mr. COPPIE. The only other schoolbus system, Mr. Chairman, would be for mentally retarded children that are enrolled in the public school program in this city. They receive free transportation. All other school transportation would be through Metro and subsidized to the extent we are talking about.

ADMINISTRATIVE CONTROLS

Senator CHILES. What controls do you make on the distribution of the 10-cent token to see that they are handled by school kids and not by other people?

Mr. MCGILVERY. The student presents an application to an authorized token outlet, either a Metrobus division or a bank or on rare occasion, one of the schools that handles tokens.

This application has to be filled out with the child's name and address and certification that he is of the correct age, and what school he is attending. That has to be countersigned either by his teacher or the prin-

cipal and then presented for a purchase of either 10 or 20 tokens at one time.

Senator CHILES. Is there any sort of control to see that he buys 10 and it is 10 days before he buys 10 more or 5 days if he is riding both ways or can he go anytime and purchase 10 tokens at a time?

Is there any check to determine whether a pupil purchases five times more than he is riding?

Mr. COPPIE. I can't tell you it can't be done. The application books themselves are under the control, generally speaking, of teachers or someone assigned to do that in the principal's office. They are supposed to know the children and control this so as to make sure they do not issue to a child more applications than he needs to get tokens to get him to and from school. It could happen. There is a control procedure for it.

Senator CHILES. Do you run any cross-check to determine how it is working?

Whether there is any fraud in it?

Mr. COPPIE. It is very difficult to cross-check that. You can't identify the token you get back with the student.

Mr. MCGILVERY. I think the answer to your question is, no.

Senator CHILES. I just wonder if you periodically check pupils or buses or anything or if you have any check or audit to determine that.

Mr. MCGILVERY. An item that I failed to mention, the D.C. auditors do check the application forms themselves to make sure that the applications are correctly filled out and they get the numbers of them so the applications are retained.

RIDERSHIP INCREASES

Senator CHILES. There is about a 50-percent rise in the number of students riding since 1970. How does that check with the decrease in the school population?

Mr. COPPIE. Mr. Chairman, the answer is, yes. The actual school population in the District of Columbia is declining, yet the school subsidy program has increased. The primary reason for that is the public school, while it is declining enrollment, it is primarily in the elementary schools. The secondary enrollment has increased over the last several years. This program is used primarily by secondary schools.

Additionally, the requirement with regard to school boundaries has influenced this program and school boundaries have changed. It has actually resulted in students going to schools that are a greater distance from their home and has resulted in an increase in ridership.

Senator CHILES. Do you have any kind of court-ordered busing or busing that is required, pupil assignment, HEW?

Mr. COPPIE. I think the answer would be a qualified no.

Senator CHILES. That is all the questions that I have.

Mr. COPPIE. Thank you.

Mr. MCGILVERY. Thank you.

## Repayment of Loans and Interest

Senator Chiles. Then we go to the repayment of loans and interest. The opening policy statement and budget summary will be placed in the record.

[The statement and summary follows:]

The request is for $65,380,600 for fiscal year 1976 to make payments of principal and interest on loans to finance the District's capital improvement projects.

Public Law 93-198, December 24, 1973 terminated, as of January 2, 1975, the District's permanent authority to borrow from the U. S. Treasury but provided interim loan authority for Treasury loans for projects in progress. That Act also authorized the District to issue tax-exempt general obligation bonds to finance its public works programs and to refund outstanding debt. Public Law 93-198 did not relieve the District of its obligation to repay loans made to it under the previously effective loan authority.

The debt service requirements for fiscal year 1976 are broken down in the following way. Interest payments are due July 1, 1975.

### General Fund Request

The general fund request is $49,787,565, divided between the general fund construction loan and the general fund stadium loan. The general fund construction loan will require a payment of $7,695,019 for principal and $41,235,996 for interest on July 1, 1975. The amount borrowed through fiscal year 1974 is $611,447,000.

### Stadium Construction Loan

The stadium construction loan will require an estimated amount of $856,550. This is divided between $831,600 for principal and $24,950 for interest.

### Highway Fund Construction Loan

For the highway fund construction loan we have borrowed $114,500,000 through fiscal year 1974, and will require a payment of $2,267,904 for principal and $5,539,402 for interest due July 1, 1975.

### Water Fund Construction Loan

For the water fund construction loan we have borrowed $39,390,000 through fiscal year 1974, and will require a payment of $950,623 for principal and $1,600,739 for interest due July 1, 1975.

### Sanitary Sewage Works Fund Construction Loan

For the sanitary sewage works fund construction loan we have borrowed $46,525,000 through fiscal year 1974 and will require a payment of $527,158 principal and $2,590,617 for interest due July 1, 1975.

### Metropolitan Area Sanitary Sewage Works Fund Construction Loan

For the metropolitan area sanitary sewage works fund construction loan we have borrowed $26,875,000 through fiscal year 1974. Payment of interest and principal on this loan is to be made from charges to other jurisdictions for use of the sewer. A repayment of $13,305 principal and $102,969 interest is requested for fiscal year 1976.

Interest - General Obligation Bonds and Short Term Notes

Section 461 of Public Law 93-198 gives the District authority to issue general obligation bonds to finance capital improvement projects. Section 471 gives the city authority to issue short-term notes to meet appropriations. Section 472 gives the city authority to issue short-term notes in anticipation of revenues. Two million dollars is requested for payment of interest costs in fiscal year 1976 and for expenses incurred in the issuance of bonds and notes.

Summary of 1976 Budget Estimates

APPROPRIATION: Repayment of Loans and Interest

Office: Repayment of Loans and Interest

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| ... | $39,633.4 | ... | $49,067.0 | ... | $65,380.6 | ... | +$16,313.6 |

Analysis of 1976 Change:

| | | |
|---|---|---|
| Base adjustments: | | |
| 1. Reduction in amount of repayment to the the Metropolitan Area Sanitary Sewage Works Fund | ... | -17.1 |
| Program increases: | | |
| 1. Repayment of monies borrowed from the U. S. Treasury | ... | +14,330.7 |
| 2. Interest - General Obligation Bonds and Short Term Notes | ... | +2,000.0 |
| Total, program increases | ... | +16,330.7 |

BUDGET REQUEST

Senator CHILES. Mr. Coppie will handle this request for $65,380,600 that compares with $49,000,067 for last year.

Mr. COPPIE. Mr. Chairman, it is the request for 1976. More appropriately I think it should be called debt service. In the case of the District of Columbia, both before the home rule government took office in 1975, and up to now, all of our borrowing has been with the U.S. Treasury. We borrow from the Treasury for our capital outlay. Normally we pay principal and interest over a period of 30 years.

The amount for 1976 represents the borrowing through the 1974 fiscal year. The home rule charter does give us the authority to shift our borrowing either in full or in part, from the Treasury to the commercial borrowing market.

REFINANCING $50 MILLION OF CURRENT TREASURY DEBT

I believe, as you know, the city has been on a program which will allow us to make that shift for at least initially a refinancing of current treasury d bt in the amount of $50 million.

We hope to move forward in the spring and allow for that refinancing of Treasury debt to take place.

Senator CHILES. What is the financial advantage to the city to refinance the $50 million?

Mr. COPPIE. Mr. Chairman, the primary advantage is you can qualify, based on the information that has been shared with us, by authorities in the municipal bond market, for a lower interest rate than what we are paying the U.S. Treasury.

We are currently paying the Treasury 8¾ percent. The refinancing we propose would be borrowings in the third and fourth quarter of the last fiscal year, we borrowed at 8 percent.

As we look at the commercial bond market we will be able to qualify for an interest rate differential of about 1 to 1¼, 1½ percent.

For each 1 percent we can save between the Treasury and the commercial bond market, we could save about $400,000 per year on $1 million, on a $50-million issue. Over a period of years we could save substantial sums of money.

I would also point out to you our bonds would be tax exempt and that will enhance our ability to market the bonds to achieve savings for the city.

Senator CHILES. Does the Home Rule Act specify the full faith and credit of the city for the payment of these bonds?

Mr. COPPIE. Yes.

The home rule charter does provide in which case there is not sufficient funds in the sinking fund to meet the debt service requirements that the Federal payment has a first lien on the funds. So, there is not a Federal guarantee, but the Federal payment does enhance our ability to market these bonds and that aspect of the charter I have spoken to with regard to the Federal payment.

Senator CHILES. Section 603b of Public Law 93–198 places a limitation on the amount of principal and interest that may be paid in any fiscal year. Based on this limitation, what is the total amount of principal and interest that may be paid in fiscal year 1976?

Mr. COPPIE. The total amount of principal and interest that may be paid in fiscal year 1976 is $130,756,000.

TRANSFER OF MUNICIPAL AUDIT AND INSPECTION OFFICE

Senator CHILES. Why was the Office of Municipal Audit Inspection placed under your Office of Budget and Management Systems? Last year this office reported directly to the Mayor.

Mr. COPPIE. Mr. Chairman, the primary reason for that is the Mayor wanted to bring together in one central staff office, all of the budget, accounting, management and audit arms that are under his jurisdiction. That was the primary objective.

However, let me point out to you, as the discussion with him and his advisers took place with regard to this, there was an important question raised as to the validity of the internal audit capability being associated with an office that carries ongoing budget management and accounting responsibilities and so in part would be part of the internal audit office to audit those activities.

We concluded the reorganization could be justified if in fact the internal audit capability was to remain in a quasi-independent status as far as the larger office was concerned and that the director of that office did not attempt to challenge or compromise the integrity of the internal audit's finding.

I can assure you that commitment has been honored. Moreover, I think there is a justification, perhaps an overriding justification that can be made for the internal audit capability to be located in this office and that is where we are substantially involved in the changing framework of the whole spectrum of management systems in the District government for the internal auditor to be involved right from the beginning and have an understanding with regard to those changes, I think places him in a position to better carry out the internal audit responsibilities.

So, I think there is a justification that can be made, and in our judgment, an overriding justification for the audit capability on the executive side.

Senator CHILES. I see that justification. It seems as if he is performing his function correctly, he is going to be following a lot of those things himself. I really think organizationwise, it is like saying there is no problem to put the chicken in the fox house, as long as the chicken and the fox cooperate, that is true.

Structurewise, it hard to say you have an independent internal audit agency if you merge him into your function.

I am sure that every effort will be made to allow for independence, but many times I think when you adopt a structure, you are molding the form when you do that.

Mr. COPPIE. Yes.

Senator CHILES. I do not believe that you will find many accounting people who would recommend that kind of structure.

SUBCOMMITTEE RECESS

The subcommittee will recess until tomorrow at 10 a.m., when we will hear public witnesses.

[Whereupon, at 4:06 p.m., Thursday, January 22, the subcommittee was recessed, to reconvene at 10 a.m., Friday, January 23.]

# DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1976

FRIDAY, JANUARY 23, 1976

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

The subcommittee met at 10:43 a.m., in room 1114, Everett McKinley Dirksen Office Building, Hon. Lawton Chiles (chairman) presiding.

Present: Senator Lawton Chiles.

## NONDEPARTMENTAL WITNESSES

### STATEMENT OF JAMES J. MUSCATELLO, CHAIRMAN, BUSINESSMEN AFFECTED SEVERELY BY THE YEARLY ACTION PLAN, INC.

#### OPENING REMARKS OF CHAIRMAN

Senator CHILES. The subcommittee will hear today from nine public witnesses. In order to try to be fair to the public witnesses and to complete the hearings within the time available, I would like to request that each witness limit his opening statement to 5 minutes.

The full written statement will be printed in the record. The first witness is Mr. James J. Muscatello, chairman of the Businessmen Affected Severely by the Yearly Action Plan, Inc.

Mr. MUSCATELLO. Mr. Chairman and members of the subcommittee, I am James J. Muscatello. I have been in business in the District for nearly 30 years. Like other businessmen, large and small, I pay a great deal of taxes to the city. Congress should do more to keep businessmen from being displaced by federally aided programs like urban renewal which have displaced hundreds of small businessmen from the city. The city is worse off as a result.

Sen. Thomas Eagleton has pointed out that the District, like New York City, is facing a financial time bomb with pension liabilities exceeding $1 billion.

Mayor Walter Washington is trying to do a good job in very difficult conditions. On Monday he recommended to the District of Columbia City Council that it enact a pay bill for policemen and firemen that will cost the city $24.8 million over 27 months.

Senator Eagleton said in a recent speech that we just cannot continue to increase public pension benefits as we have done and still expect to enjoy rising standards of living in the future.

The District has many problems which it shares with other cities. The FBI reported last November that crime had risen nationwide 18 percent and had taken 20,000 lives, and stolen $2.6 billion in 1974.

Fair is fair, and the Mayor has tried to tell Congress as far back as 1972 that the city's congressionally imposed retirement systems for teachers, firemen and police are fiscally unsound.

Recently the newspapers and TV stations have been saying that Washington, D.C. has an excessive number of police per 1,000 residents.

The police and firemen serve the Federal Government, and the millions of visitors and Congressman Ketchum on November 10, 1975 said, "if the Congress is willing to force the costs of providing police, fire and sanitation services, as well as the maintenance of streets and highways in the Federal enclave, on the District Government without additional payments from the Federal Government."

Congress is getting a bargain which it is not paying for, and which most people don't know about.

Congressman Ketchum has long been interested in the District of Columbia and I include part of his remarks from the Congressional Record of November 10, 1975. Congress should pay the costs of all these services which serve the Federal Government, Congress, and the millions of visitors to this city beginning with this Bicentennial year.

Why should District citizens pay the costs of these essential services to the Federal Government, which others don't pay?

I will not read this Congressional Record. I think you can read it for yourself.

In view of the multiplying problems facing the District of Columbia it behooves the Congress and your subcommittee to go over economies that can be made and where transfer of funds can take place to assure that essential services such as police and fire protection can continue.

Mayor Washington has pointed out that under home rule Congress cannot add money to the city budget, but that Congress can shift funds from one agency to another within the existing budget before you.

There seems to be three areas—there may be a number of others—where money can be shifted without damage to the city and with positive public benefits at this time as follows:

One. Eliminate the controversial Lorton resource recovery facility costing $9.6 million which is highly controversial and which has been opposed by the Washington Post editorially.

Two. The controversial Neighborhood Advisory Councils which the District of Columbia Gazette pointed out recently had been opposed by city officials, Mayor Washington, the City Council, and District of Columbia Delegate Fauntroy who raised important and unanswered questions about them. Perhaps these councils should be left unfunded or should be given a minimum of funds, like other beginning programs, to see how they work. They are scheduled to get $780,000 either in 1976 or 1977, and they were adopted without much study and could harm the newly elected Home Rule Government.

Three. Almost $3 million could be saved by eliminating the highly controversial Shapiro tract—which Congress eliminated last year.

Here is what the Washington Post had to say about the Lorton resource recovery facility in its editorial of October 5, 1975—a short editorial which may help your subcommittee—make the right decision. I will read only one paragraph from that article:

> The trouble with this plan is that it is at best a costly gamble. To begin with, the Environmental Protection Agency in a report drafted at the request of city councilman Julius Hobson, Sr. has warned that the capital costs of this project could be as much as 50 percent higher than estimates. Moreover, the EPA review of plans and studies developed by the National Center for Resource Recovery for the project identifies several other serious shortcomings.

President Ford in his state of the Union message to Congress and the American people Monday night called for funds to provide 500,000 housing units to provide housing for low and moderate income families.

In this connection it is important to notice that Mayor Walter Washington worked for low and moderate income housing on the Shapiro tract for two years from 1971 through 1973. Perhaps HUD could resurrect that housing plan. Such use of this tract is shown by a letter or memorandum published in the printed hearings, part 2, pages 1213, 1214, 1216 of the House District of Columbia Appropriations Subcommittee hearings on the fiscal year 1975 budget.

In view of this it would appear that there is a real need in the Adams-Morgan area for housing, and jobs which exceeds that of the sole use of the Shapiro tract for recreation, as proposed in the fiscal year 1976 District of Columbia budget.

It might be wise for the Congress if it insists on acquiring this tract at the high price of nearly $3 million to insist that it be used for housing, and jobs and recreation—not for recreation alone.

If it is to be used for recreation alone, you should consider the following points which suggest that such use of $3 million is frivolous misuse of tax funds——

One. The Adams-Morgan area is fortunate in having more recreation facilities than most other areas of the city and Adams-Morgan is not an impacted area. It seems to have in fact been losing population for the past 20 years, just as the entire city seems to have lost population for some two decades.

The Adams-Morgan area is a small section in a large and affluent part of Northwest Washington which is favored with the National Zoo, Rock Creek Park, Meridian Hill Park, Kalorama Park, and the new $10 million Morgan School, Community Center and playground, which I understand will be open in about 6 months.

PREPARED STATEMENT

Senator CHILES. I have finished the rest of your statement and I will put it all in the record. We are looking at the Shapiro tract. We are going to have some further hearings on that.

I am seeking some information now about the appraisal of the Shapiro tract and the amount of funds there. We will look at these other items that you have brought before us and we thank you for your attendance here.

[The statement follows:]

STATEMENT OF JAMES J. MUSCATELLO, CHAIRMAN OF BASYAP, INC., A CITYWIDE DISTRICT OF COLUMBIA SMALL BUSINESS GROUP, ON THE FISCAL YEAR 1976 DISTRICT OF COLUMBIA BUDGET

Mr. Chairman and Members of the D.C. Appropriations Subcommittee: I am James J. Muscatello. I have been in business in the District for nearly 30 years, like other businessmen large and small we pay a great deal of taxes to the city. Congress should do more to keep businessmen from being displaced by federally-aided programs like urban renewal which have displaced hundreds of small businessmen from the city. The city is worse off as a result.

Senator Thomas Eagleton has pointed out that the District, like New York City, is facing a "financial time bomb" with pension liabilities exceeding $1 billion.

Mayor Walter Washington is trying to do a good job in very difficult conditions. On Monday he recommended to the D.C. City Council that it enact a pay bill for policemen and firemen that will cost the city $24,800,000 over 27 months.

Sentaor Eagleton said in a recent speech that "We just cannot continue to increase public pension benefits as we have done and still expect to enjoy rising standards of living in the future."

The District has many problems which it shares with other cities. The FBI reported last November that crime had risen nation-wide 18 percent, had taken 20,000 lives, and stolen $2,600,000,000 in 1974.

Fair is fair, and the Mayor has tried to tell Congress, as far back as 1972, that the city's congressionally-imposed retirement systems for teachers, firemen and police are fiscally unsound.

Recently, the newspapers and TV stations have been saying that Washington, D.C. has an excessive number of police per 1,000 residents.

The police and firemen serve the Federal Government, and the millions of visitors, and Congressman Ketchum on November 10, 1975 said "the Congress is willing to force the costs of providing police, fire, and sanitation services, as well as the maintenance of streets and highways in the Federal enclave, on the District government without additional payments from the Federal Government."

Congress is getting a bargain which it isn't paying for, and which most people don't know about.

Congressman Ketchum has long been interested in the District of Columbia, and I include part of his remarks from the Congressional Record, of November 10, 1975. Congress should pay the costs of all these services which serve the Federal Government, Congress, and the millions of visitors to this city beginning with this Bicentennial Year.

Why should District citizens pay the costs of these essential services to the Federal Government, which others don't pay?

[From Congressional Record, Nov. 10, 1975]

AMENDING SECTION 739 OF PUBLIC LAW 93-198—NATIONAL CAPITAL SERVICE AREA

Mr. DIGGS. Mr. Speaker, by direction of the Committe on the District of Columbia, I call up the bill (H.R. 10041) to amend section 739 of Public Law 93-198, and ask unanimous consent that the bill be considered in the House as in Committee of the Whole.

Mr. KETCHUM. Mr. Speaker, I submit that this legislation is untimely, unneeded, contradictory, controversial, not in the Federal interest, nor in the interest of all U.S. citizens and taxpayers.

I recommend that the bill do not pass without amendment.

If the Congress is willing to force the costs of providing police, fire, and sanitation services, as well as the maintenance of streets and highways in the Federal enclave, on the District government without additional payments from the Federal Government, it would seem reasonable to expect that the District government might hope to be reimbursed for those costs.

I am concerned that essential services would be denied the Federal enclave by striking local municipal employees. Do we not owe it to our constituents to see that such an event does not occur.

Why abolish the Federal enclave and leave the congressional enclave and the Supreme Court enclave?

What this bill abolishes is one of three enclaves included in the Home Rule Act. Embraced and included in that bill were the Federal enclave; the Capitol—or congressional—enclave, which includes the Library of Congress; and the Supreme Court enclave.

The bill abolishes the larger Federal enclave, but it leaves the Capitol and Supreme Court enclave intact.

Does this mean that we here on Capitol Hill feel the need for an enclave for ourselves and our employees, but we are ready to abandon the larger Federal enclave—where most of our constituents tour and visit—to the control of the local government?

In view of the multiplying problems facing the District of Columbia it behooves the Congress and your Subcommittee to go over the FY 1976 D.C. Budget with a fine tooth comb to see where economies can be made and where transfer of funds can take place to assure that essential services such as police and fire protection can continue.

Mayor Washington has pointed out that under Home Rule Congress cannot and money to the city budget, but that Congress can shift funds from one agency to another within the existing budget before you.

There seem to be three areas—there may be a number of others—where money can be shifted without damage to the city and with positive public benefits at this time, as follows:

1. Eliminate the controversial Lorton resource recovery facility costing $9,600,000 which is highly controversial, and which has been opposed by the *Washington Post* editorially.

2. The controversial Neighborhood Advisory Councils, which the *D.C. Gazette* pointed out, recently, had been opposed by city officials, Mayor Washington, the City Council, and D.C. Delegate Fauntroy who raised important and unanswered questions about them: Just, *perhaps*, these Councils should be left unfunded, or should be given a minimum of funds, like other beginning programs, to see how they work. They are scheduled to get $780,000 either in 1976 or 1977, and they were adopted without much study and could harm the newly elected Home Rule Government.

3. Almost $3,000,000 could be saved by eliminating the highly controversial Shapiro Tract—which Congress eliminated last year.

Here is what the *Washington Post* had to say about the Lorton resource recovery facility in its editorial of October 5, 1975—a short editorial which may help your Subcommittee—make the right decision.

[From the Washington Post, Oct. 5, 1975]

A City Plan To Gamble $9.6 Million

Throughout the nation today, the costs and methods of dealing with trash and garbage are undergoing review in a series of attempts to develop better waste management policies and systems. In this city, the problem is acute, since the system has been dependent on a rapidly diminishing landfill space and on incineration—a process that uses fuel, destroys potential energy and reusable materials and pollutes the air. The local attempt to develop a better system has taken the form of a budget request from Mayor Washington for $9.6 million in the current fiscal year, for construction of a 650-ton-a-day resource recovery facility.

The trouble with this plan is that it is at best a costly gamble. To begin with, the Environmental Protection Agency, in a report drafted at the request of city councilman Julius Hobson Sr., has warned that the capital costs of this project could be as much as 50 percent higher than estimates. Moreover, the EPA review of plans and studies developed by the National Center for Resource Recovery for the project, identifies several other serious shortcomings.

The plant, which would be located at the Lorton complex, would be designed to separate paper, ferrous meals, aluminum and glass from municipal trash, and turn the remainder into "refuse derived fuel" suitable for sale to power plants. EPA notes, however, that the technology needed to separate glass and aluminum

is still untested and highly experimental. For this reason, the revenue to be derived from any recovered materials is uncertain. Thus EPA, investment in such a system "would involve considerable risk at this time."

It is this element of risk that prompoted Mr. Hobson and City Council member Polly Shackleton to raise questions about the facility when the plan came before the council last spring. As a result, the council gave the project only temporary approval, subject to final action sometime in the near future. In view of the questions raised by EPA and other environmental affairs groups—all of whom support resource recovery as part of a comprehensive waste management plan—much more research and reevaluation is in order before the council approves such a large investment of city funds. Given the intense pressures on city revenues already, this is no time for a multi-million-dollar high-risk experiment.

---

The Environmental Protection Agency in a letter to the D.C. City Council dated October 17, 1975 said—I quote:

"The certainty of these technologies will not be established until a commercial scale facility, such as New Orleans, has operated for a meaningful period of time so that technical and economic evaluations can be made."

The *Washington Star* article of October 19, 1975 says:

"The facility, if built (at Lorton) will be able to handle 650 tons a day. This is only one-third to one-quarter of the District's daily needs. The plant is to be but a pilot, the basis for an eventual 4,000-ton-per-day plant which would serve the entire metropolitan area."

It seems to me that the *Post*, *Star*, and the Environmental Protection Agency are trying to tell you something—and I think it is worth your most serious consideration and study, and adoption, as sound guidelines to follow.

## Mayor Washington Worked in 1971–73 for Housing on Shapiro Tract

President Ford, in his State of the Union Message to Congress and the American people Monday night, January 19, called for funds to provide 500,000 housing units to provide housing for low-and-moderate income families.

In this connection, it is important to notice that Mayor Walter Washington worked for low-and-moderate-income housing on the Shapiro Tract for two years from 1971 through 1973. Perhaps HUD could resurrect that housing plan. Such use of this tract is shown by a letter, or memorandum, published in the printed Hearings, Part 2, pages 1213, 1214, 1215, 1216 of the House D.C. Appropriations Subcommittee Hearings on the FY 1975 Budget.

In view of this, it would appear that there is a real need in the Adams-Morgan area for housing, and jobs which exceeds that of the sole use of the Shapiro Tract for recreation, as proposed in the FY 1976 D.C. Budget.

It might be wise for the Congress, if it insists on acquiring this tract at the high price of nearly $3,000,000, to insist that it be used for housing, and jobs and recreation—not for recreation alone.

If it is to be used for recreation alone, you should consider the following points which suggest that such use of $3,000,000 is frivolous mis-use of tax funds.

1. The Adams-Morgan area is fortunate in having more recreation facilities than most other areas of the city, and Adams-Morgan is not an impacted area. It seems to have in fact, been losing population for the past 20 years, just as the entire city seems to have lost population, for some two decades. The Adams-Morgan area is a small section in a large and affluent part of Northwest Washington which is favored with the National Zoo, Rock Creek Park, Meridian Hill Park, Kalorama Park, and the new $10 million Morgan School, Community Center and Playground.

You must ask yourself, just how much recreation can or should Congress provide for the Adams-Morgan-Kalorama area?

2. The Adams-Morgan area in 1960–1965 was the site of a $26,000,000 urban renewal plan later rejected by the District Government, and this plan called for more than $26,000,000 in Federal urban renewal funds. Private construction of housing is now moving ahead in the Adams-Morgan-Kalorama area with citizen support.

The new $10,000,000 Morgan School and Playground and the new $3,000,000 Third District Police Station are to open soon and will stimulate further growth.

Thus the use of nearly $3,000,000 for acquisition of the Shapiro Tract appears

to many citizens of the area to be a frivolous use of public funds when what the area needs now, as it did in 1960–1965, is more housing and more jobs.

This is what the city needs everywhere and especially in the burned-out areas.

3. On page 845 of Part 2 of last year's public Hearings on the FY 1975 Budget by the House D.C. Appropriations Subcommittee we find this testimony by Sam Starobin, Mayor Washington's Director of the D.C. Department of General Services, I quote:

"In various areas that have been deteriorating for years, like this Adams-Morgan area, which at one time was a high-class area and then deteriorated, people are coming back and buying up properties and restoring them. It is becoming another Georgetown. Therefore the demand for a nice apartment development in that area would be considerable. Therefore, I would say it's (the Shapiro Tract) prime development land."

Is it wise to take "prime development land" out of the market?

4. Despite its recognition by the Mayor's Bureau Chief as "prime development land" the city is asking the Congress and your Subcommittee to appropriate $3,000,000 to acquire the Shapiro Tract for recreation. Why? Well, on page 842 of last year's House hearings, Part 2, Col. Starobin testified that:

"One of the things the community wants to forestall is the use of this land for more apartment development."

This doesn't seem to be a sound reason, and the community seems to be divided—and your Subcommittee should look at Part 2 of last year's hearings, particularly pages 1118, 1119, 1120, 1121, 1122, 1123 1124, 1213, 1214, 1215 and 1216.

Since $31,000,000 is involved, as well as a "prime development tract", your Subcommittee should give this matter very serious attention.

*Advisory Neighborhood Councils* are scheduled to get an automatic $780,000 which Congress may or may not get a chance to review.

Yet, according to a recent issue of the *D.C. Gazette*, a highly regarded local journal of opinion, very significant questions as to these new councils have been raised and have been ignored by the Congress.

According to the *D.C. Gazette* the D.C. City Council, Mayor Walter E. Washington, and D.C. Delegate in Congress Walter E. Fauntroy have raised questions as to these councils.

The *D.C. Gazette* quotes Mayor Washington as saying on October 31, 1975 that: from a letter Mayor Washington wrote to Congress—

"It is the District's concern that the creation of a separate, statutory structure outside the executive branch would cause confusion and overlapping with existing instrumentalities. It is our feeling that authority to create such councils should lodge with the Mayor and Council, but that the precise structure should be determined by them rather than as part of the home rule bill . . . There is particular concern about the automatic diversion of District revenue to these councils."

I include the *D.C. Gazette* article, and I ask if this is not a case where the Congress unwisely over-rode the elected city officials and perhaps constructed a political time bomb which will undermine the new elected City Government. Board of Trade and citizen advice and information is free.

I believe the $780,000 should not be diverted to the Advisory Neighborhood Councils, and I fully support the points made by Mayor Washington. *I urge you to work with Mayor Washington on this problem.*

I think Congress should take steps to stop this huge diversion of $780,000 a year to a second government, especially since it may be divisive and terribly complicate the problems of governing this city.

Thank you.

---

EXECUTIVE OFFICE OF THE PRESIDENT,
OFFICE OF MANAGEMENT AND BUDGET,
*Washington, D.C., Nov. 10, 1975.*

Mr. JAMES MUSCATELLO,
*Chairman, Businessmen Affected Severely by the Yearly Action Plans, Inc., 614 12th Street NW., Washington, D.C.*

DEAR MR. MUSCATELLO: Thank you very much for your letter of October 23, 1975, discussing your concerns over the level of resources for the police and fire departments in the District of Columbia's proposed fiscal 1976 budget.

We appreciated very much having your thoughts with regard to the priorities reflected in the D.C. budget. As you know, the 1976 D.C. budget represents the first budget prepared under Home Rule and reflects the results of a process which included participation by many District citizens.

I am sure, that your continued interest and discussion of the issues, as you see them, would be appreciated by the Congress as it takes up its review of the D.C. budget.

Sincerely yours,

DONALD A. DERMAN,
*Deputy Associate Director,*
*Community and Veterans Affairs.*

---

[From the Washington Post, Dec. 15, 1975]

CITY WARNED CONGRESS ON PENSION PLAN

(By Paul W. Valentine)

The District of Columbia government, currently under fire on Capitol Hill for mismanaging its finances, repeatedly warned Congress as far back as 1972 that the city's congressionally imposed retirement systems for teachers, firemen and police were fiscally unsound.

In at least a half-dozen formal reports and in testimony before the House District Subcommittee on Revenue and Financial Affairs, District officials complained years ago that the presently unfunded "pay-as-you-go" retirement systems were heading for trouble. The warnings went unheeded. Not until recent weeks, when New York City's fiscal crisis triggered sudden Capitol Hill interest in Washington's financial health, did things start to happen.

The Senate had voted to veto the District's proposed authorization to sell its first $50 million in municipal bonds, but the House last week refused to go along. By a 19 to 1 vote, the House District Committee defeated the veto resolution, but only after Mayor Walter E. Washington had pledged to consult with both houses of Congress before actually going to the commercial bond market.

Nevertheless, the District's attempt to sell bonds produced a flap over the city's finances, with Senate District Committee Chairman Thomas Eagleton (D.-Mo.), citing an estimated $1 billion in unfunded liabilities for city pension systems. He asked that the estimated deficit be examined and authorized an audit of the city's books.

Bitter government officials contend that they gave Eagleton and other Hill leaders ample warning about the pension schemes and say that the schemes were monsters created largely by Congress itself in pre-home rule years.

"We went to Eagleton several years ago, and told him these funds were in trouble and they should do something," said one former high-ranking District official intimately familiar with the pension plans who asked not to be named. "Now, they're taking it out on the District. I think the District's getting royally screwed."

A retirement program for city teachers, established by Congress in 1920, and a separate program for police and firemen started in 1916, have been gradually modified and liberalized over the years, officials say, with lobbyists going directly to Congress for assistance and leaving District financial managers largely helpless in controlling the programs.

Eagleton has acknowledged that Congress is responsible for some of the District's current financial woes. Asked why he had not reacted to the pension plan warnings sooner, an Eagleton aide said the senator was aware of the warnings but it has been only with the recent New York crisis that Washington's retirement systems have been seen as contributing to a much larger potential fiscal emergency requiring immediate attention.

"He saw it as a factor that could not be ignored," the aide said.

Official warnings that the pension plans were in trouble started at least as early as mid-1972, according to various reports released at that time and since.

"The present level of unfunded accrued liabilities is dangerously high," said an August, 1972, report of the Nelson Commission, established to study efficiency in the District government and headed by former Rep. Ancher Nelsen (R-Minn.) of the House District Committee.

"The desirability (of an unfunded, pay-as-you-go system) can be seriously questioned," says a District budget office report issued in November, 1972.

"The ghosts of Christmas are coming to haunt us unless we face up to our responsibility to address meaningfully and substantially the police and firemen's (retirement) issue or we face a very grave situation," testified D.C. budget director Comer Coppie before the House District Subcommittee on Revenue and Financial Affairs in April, 1974.

Two exhaustible evaluations by the U.S. Treasury Department's debt analysis office in 1973 examined the teachers and police-firemen's retirement plans and outlined three alternative ways of financing them.

The D.C. budget office reiterated the alternatives in an April, 1974, report specifically directed to the House and Senate District Committees and told the committees the city would like to consider the alternatives because of their "solid financial footing."

The alternative plans, like one included in a House bill that died quietly in committee last year, would establish specific retirement funds that would be fed by employee contributions, joint District-federal government payments to build up the fund over the next 25 to 30 years and interest earnings from fund investments.

The present police and firemen's system is completely unfunded except for a 7 percent employee salary contribution. All remaining retirement benefits are paid from the city's general appropriations. Benefit payouts have increased greatly recently, requiring a greater approriation each year.

The teachers have a modified pay-as-you-go system with a fund limited by Congress to $61.1 million. Even so, officials anticipate unfunded liabilities—meaning benefits that would have to be paid to all employees currently covered—of $409.4 million by 1980. The police and firemen's system is expected to accrue almost $1 billion in unfunded liabilities by 1980.

A bill introduced last year by Rep. Thomas M. Rees (D-Calif.) to establish a police and fire retirement fund never got out of the House District Committee. A Committee aide said Rees is considering introduction of similar legislation again in January.

---

[From the Washington Star, Jan. 16, 1976]

THE PENSION TIME BOMB

Senator Thomas Eagleton has raised a timely warning that government pension obligations are getting out of hand. They do indeed represent a "financial time bomb."

Figures cited by Mr. Eagleton in a speech the other day were enough to prickle the necks of taxpayers who will have to foot the bill unless something in done to check spiraling costs.

Part of New York City's financial woe can be laid to high pension costs. The city is spending $1.2 billion annually on retirement programs now and by 1985, according to Mr. Eagleton, will have at least $3 billion in unfunded pension obligations.

Closer to home, the District of Columbia already has unfunded pension liabilities exceeding $1 billion. The Civil Service retirement program, which affects a large portion of the Washington area population, has an unfunded liability of $100 billion; the military retirement system has unfunded obligations of $155 billion. Throughout the nation, pension obligations of state, city and county governments are increasing rapidly.

The "time bomb" that Senator Eagleton speaks of is the financial burden that these retirement programs are going to place on the taxpayers of tomorrow. Most of the programs are partially or wholly unfunded—that is, neither the governmental units nor the employes are setting aside the funds today that will be needed to pay the pensions for the growing number of retirees of tomorrow.

Mr. Eagleton estimates that the annual costs of federal retirement programs will quadruple in 25 years. The cost of New York City's retirement plans has tripled in the past 10 years.

"Cities, states and the federal government have set up a web of retirement obligations that could have negative consequences for our children's standard of living," the senator said. "We just cannot continue to increase public pension

benefits as we have done and still expect to enjoy rising standards of living in the future."

What has brought about this situation? Demands by workers for earlier retirement and greater benefits, and the propensity of politicians—from mayors and city councilmen to presidents and congressmen—to make lavish promises and hike benefits for political purposes. While Senator Eagleton's discourse dealt only with government pension plans, the Social Security System is headed for the same trouble for the same reasons.

As Mr. Eagleton pointed out, one of the worrisome aspects is that the number of retirees is growing at a faster rate than the number of workers. This means that workers of the future will have to assume an ever-increasing proportion of the financial burden of retirement plans.

Another disturbing aspect is that while many cities have growing financial obligations for pension programs, their tax bases are shrinking because of the movement of residents to suburbs and the deterioration of taxable properties.

What can be done? Senator Eagleton says that the public should be made aware of the "true costs and implication of the pension systems that are being put into place." He also suggests that "reasonable advance funding requirements" be imposed and that a new look be taken at benefit levels and retirement ages.

But the problem requires the American people to ask itself some serious questions about retirement expectations: Is the trend toward earlier retirement necessary or desirable? Should a person expect to live in retirement on a scale comparable, or nearly so, to that which he had as a worker?

Basically, it boils down to whether the present generation of workers wants to put the generations to follow into ever-deeper hock—or whether the workers of today are willing to pay now for the retirement benefits they expect tomorrow.

---

[From the D.C. Gazette, January 1976]

## Some ANC History

The antipathy of Sterling Tucker and a number of other city council members to the Advisory Neighborhood Commissions is clear enough. The council last month passed legislation granting powers to the commissions that limits the scope of the commissions, especially in running program and funding-raising, to a degree not intended by the enabling Congressional legislation. The bill, in fact, is the first case of the council passing a measure more restrictive than that approved by Congress.

Now it develops, from soon-to-be-published transcripts of congressional mark-up sessions on the legislation, that the council members are not the only local officials who have been quitely working in opposition to the commissions. Walter Fauntroy did not like the idea and supported a move in the House District Committee to delete the ANCs from the home rule bill. The transcript is revealing:

Mr. Fauntroy. So I hope you would consider not requiring that [ANCs] as an additional function of the council at this time, but perhaps a thorough study of that be done by day certain with a view of assuring Congress that the elected would have the benefit of a structured neighborhood advisory function.

Fauntroy saw the commissions as a patronage base for local politicians and at one point commented: "I would be happy to have a Neighborhood Advisory Council elected with the ability to staff their capacity to advise the delegate."

At a later point:

Mr. Senger. What kind of programs will they be conducting in the neighborhood, as opposed to the other city agencies?

Mr. Fauntroy. Ward precinct organization.

Donald Fraser, the congressman who introduced the ANC bill, then explained: "There has to be a public purpose; it cannot be a political or private purpose. It might be recreation programs of the kind that civic organizations would undertake."

Again:

Mr. Rees. Many people consider neighborhood councils to be anti-incumbent, and many incumbents might not like the neighborhood councils.

Mr. Fraser. I think you are right. An elected public official would not ordinarily vote for this.

It was, in fact, this probability that encouraged Fraser to press for inclusion of the ANCs in the home rule bill. The fear was that the elected city council would not want them. As it turns out, from the council's whittling of the ANCs power, the fear was justified.

Fauntroy raised the patronage potential once more, to the annoyance of Fraser, who responded:

Mr. FRASER. You talk about pork barrelling. I wonder what you are talking about. Your staff salary which you are allotted to hire people practically equals all the money here . . . Now you are worried about some local citizen non-paid participants at the neighborhood level being able to hire one person collectively or have a person . . . . I have to say that I am a little irritated with that concept. I am respectful of what the gentleman is doing. It escapes me as to what kind of rationale makes your operation purer than this pork barrel operation.

The mayor also responded to the issue on October 31, 1975. His comments, circuitous as always, added up to an expression of distaste for the ANCs. Although he starts out speaking of the idea's "thoroughly laudable purposes" he goes on to list existing advisory bodies in the city. Then he complains:

It is the District's concern that the creation of a separate, statutory structure outside the executive branch would cause confusion and overlapping with existing instrumentalities. It is our feeling that authority to create such councils should lodge with the Mayor and Council, but that the precise structure should be determined by them rather than as part of the home rule measure . . . There is particular concern about the automatic diversion of District revenue to these councils.

The ANCs might never have come to existence if his advice had been followed. Representative Fraser pushed ahead and, for a change, someone on the Hill did us a favor. In view of the attempted scuttling of the ANCs by the mayor, delegate and some city councilmembers, those involved with the commissions must pay close attention for signs of further mischief directed against one of the most important new concepts in urban government.

---

[From the Washington Star, Oct. 19, 1975]

BIG, COSTLY TECHNOLOGY MAY NOT BE THE ANSWER TO THE TRASH PROBLEM

(By Neil Seldman)

Garbage is making the front pages these days, and the reason is quite simple. Americans throw away billions of pounds of garbage each year. Traditional options for disposing of waste, such as burning it or dumping it into landfills, are rapidly disappearing: We are running out of space. In desperation Montgomery County last year contemplated rail-hauling its garbage to an unsuspecting town in Ohio, a deal which collapsed when the negotiations were made public. Incineration of waste causes air pollution, and the courts and D.C. City Council have ordered the District's incinerator shut down by January 1977.

As the disposal alternatives narrow, the cost of collection and disposal increases. Although it is hard to pinpoint precise data, it appears that the District pays from $27 million to $30 million for waste management each year, or from $50 to $65 per ton of garbage collected. That, incidentally is twice the national average for cities.

Everyone agrees that this trend must be stopped. Everyone also accepts that the new way to view garbage is as a resource. The idea is to recover as high a percentage of recyclable materials as possible. The root of the present controversy in D.C. is over how to accomplish this.

The Department of Environmental Services has proposed a $9.6 million resource recovery plant which would mechanically separate out valuable metals, aluminum and glass for sale. The city would sell the remaining garbage as a fuel supplement (called refuse-derived fuel, or RDF to those in the trade). This kind of plant was designed, and is being vigorously pushed by, the National Center for Resource Recovery, a nonprofit outfit funded and managed by the largest producers of wastes in the country: the bottlers, can manufacturers and packagers. NCRR has persuaded several cities around the country to accept this alternative.

Part of the controversy surrounding the proposed plant is its cost and technical feasibility. The facility, if built, will be able to handle 650 tons a day. This is only one-third to one-quarter of the District's daily needs. The plant is to be but a pilot, the basis for an eventual 4,000-ton-per-day plant which would serve the entire metropolitan area.

Last June the City Council temporarily rejected the Department of Environmental Services-NCRR proposal based on a technical evaluation by the Environmental Protection Agency which called the project "too risky," since no market commitments for the sale of RDF to a local energy producer was forthcoming. (The District is paying $800,000 this year to see if Pepco's boilers can handle the garbage-oil mixture adequately. Vepco has turned down offers for garbage-derived fuel.)

The EPA report pointed out that capital costs alone for the plant could run as much as 50 per cent higher than anticipated. Assuming an initial investment of $14 million, the plant would then ultimately cost city taxpayers about $35 million after a 20-year bond was paid off. Although the bonds would be issued by the District alone, the plant's processing facilities would be shared by surrounding jurisdictions. The plant therefore would actually handle only one-seventh of the District's garbage.

The price of this type of system has brought objections from many areas. City and state officials in Portland, Ore., have recently rejected a $21 million request for a similar plant. In Missouri and Connecticut independent state authorities have been created to raise enough capital, $80 million and $250 million respectively, to finance construction.

The technology of these plants, although theoretically quite feasible, is still unproved. Resource recovery plants in Baltimore, St. Louis and Nashville have all failed to meet air pollution standards. Designers now hope that electrostatic precipitators will solve the problem. These, however, are expensive, costing from $2 million to $6 million per plant. They have yet to be tested successfully.

Even the mechanical technology for glass and aluminum recovery is unproved.

---

[From The Washington Star, Oct. 19, 1975]

GARBAGE

Last month in Portland an EPA official stated that "EPA resource recovery plants are fraught with problems." Privately, federal and state solid waste specialists have expressed amazement that a full-scale analysis of evaluation of these plants is only now beginning, even though several cities are planning on expanding their plants dramatically.

Should these plants fail, taxpayers bear the burden. As New York City has now shown, a default on bonds can affect future borrowing efforts of local governments. In August of this year bondholders of Nashville's Thermal Transfer Corp. were told that their bonds, totaling $16 million, would be worthless unless an additional $8 million were raised. The Nashville plant was completed in January 1975, but its incinerators failed to meet pollution standards, and its boilers and refrigerators were also inadequate. Revenue and operating costs were underestimated. Law suits followed Thermal's decision to increase rates charged to its customers. As a final irony, the plant could not get enough garbage to burn.

The latter point leads us to another of the complaints people have about this highly capital-intensive, centralized resource recovery system: It is inflexible, depending on large amounts of garbage to justify it economically.

To insure that there is sufficient volume to justify construction of these large plants, cities such as New Orleans and Hempstead, Long Island, have been required to sign contracts which include financial penalties if garbage volume is reduced. Three states and several counties and cities already have so-called "bottle bills" and courts have upheld the right of communitites to ban products that inordinately add to solid waste management costs. Two other states have agencies that can bar new packaging deemed to have an adverse impact on the environment. Yet container legislation can effectively reduce tonnage by 8 to 10 percent and remove valuable glass and aluminum from the waste stream. It is little surprise that the NCRR is one of the organizations most vigorously arguing against legislation supporting returnable bottles and cans.

As recyclable materials prices rise, some EPA officials and state solid waste experts believe that the valuable materials will be taken before they reach the resource recovery plants. Some supermarkets, office buildings and local organizations are already extracting materials before the refuse is discarded because the materials are worth far more as recycled metals and fibers than as heat. Federal, state and local governments are encouraging further activity in the area of recycling. Accordingly, Bob McDonough president of the Solid Waste Recovery Co. in New Hampshire, warns that municipalities "will be struck with some pretty silly looking plants that will be laboring to get a BTU out of what's left over after recycling catches on."

There is one final argument of those who oppose these giant plants. They affect only the *disposal* of garbage. But 67 to 80 percent of the District's garbage expenditures come from *collection*.

In contrast to the NCRR's highly publicized plants are dozens of communities which believe in resource recovery, but feel that it can be done much more efficiently and inexpensively at the household and community level. These groups get little publicity. They are not supported by giant corporations and cannot get multi-million dollar plants funded through local political lobbying. Nor can they buy national media time to tell their story and to communicate among themselves. Yet in the last six months 25 communities in 21 cities have organized collection-recycling systems that earn money on garbage.

Such systems begin at the household, office and business level where garbage is grouped according to materials (glass, plastic, newsprint, paper stock, metal, aluminum). Materials are placed in compartmentalized bins which are hauled away to crushing facilities and then shipped to markets. Compaction trucks and mechanical separation plants are eliminated. A processing facility which cost the City of Alexandria $80,000 has the daily capacity of handling from 225 to 300 tons.

Such systems can be based on independent but federated neighborhood enterprises as is done in Portland. or by converting a municipal sanitation department. In most cases it has been found that people must be ordered to separate their wastes, even D.C. residents separated organic and inorganic garbage up until 1969. Citizens can trade off four minutes per person per week of labor for *millions* in tax savings and direct revenues to the communities. In Arlington 40 percent of labor costs, or $270,000 was saved by the mere practice of residents taking their garbage from the back yard to the curb. As one resident remarked: "If this is the way to save money, by everyone doing a little bit, that's fine." In other areas where there is a strong feeling of economic participation, interest in recycling does not diminish over time.

Because they think that giant recovery plants are too expensive, and have not yet had the bugs worked out of them, Council members Julius Hobson and Polly Shackleton have introduced a bill to disapprove the $9.6 million expenditure. Community efforts around the country have provided growing evidence that there are alternatives to technological behemoths in solving our garbage problems. In D.C., however, although groups in Mount Pleasant, West End and Shaw communities have expressed interest and allocated Neighborhood Planning Council funds to establish a pilot project which would use the underutilized Alexandria processing facility, Department of Environmental Service officials have publicly refused to talk with them.

American cities are faced with a crisis which is rapidly growing unmanageable. This is not the time to blindly throw tens of million of dollars into unproved systems while refusing to seed the kinds of projects that could not only aid in our waste problems, but build community cohesion and organization as well.

## STATEMENT OF MRS. MARY MORRIS, CHAIRMAN, ADVISORY BOARD TO VOLUNTEER SERVICES, DISTRICT OF COLUMBIA GENERAL HOSPITAL

Senator CHILES. Mrs. Mary Morris, advisory board, District of Columbia General Hospital. Good morning.

Mrs. MORRIS. Good morning. My name is Mary Morris. I testify here today as chairman of the advisory board to volunteer services at

District of Columbia General. There is another advisory board to the hospital as a whole. We are just the volunteer services.

Our board is composed of representatives of literally hundreds of individuals and organizations who support volunteer services at the hospital. This support includes in addition to a wide variety of direct services to patients, carrying out such diverse programs as welfare supplements, long-term ward adoptions or sponsorships, a number of special projects, and financial support of everything from recreational supplies and programs to holiday parties and personal gifts.

Except for a very small professional staff, all of these programs are carried out using unpaid volunteers and donated funds and supplies. All members of our board are volunteers.

Our plea today is very simple. Please be certain for the first time in any of our memories (and one member of the board has given 35 years of service to the hospital) that in fiscal 1976 the hospital will be adequately funded.

Over the past several months the hospital's administrative and budgetary problems have been well documented by the press. After a lengthy trial, the Honorable Judge Barrington Parker of the U.S. Court of the District of Columbia found on September 11, 1975 that the standard of care at the hospital was woefully inadequate and mandated that it be upgraded to a level comparable to that given in area private hospitals.

Admittedly, many of the problems cited by the judge and in December by the Joint Commission on Accreditation of Hospitals in its decision not to reaccredit District of Columbia General could be attributed to administrative inadequacies—notably the lack of an executive director since early 1975.

Still more of these problems, however, could be traced to a lack of funds. The hospital's budget, despite the pressures of record level inflation, had remained virtually unchanged at $26 to $28 million over a period of 5 years.

The budgetary problems have been further complicated by repeated city wide and departmental budget cuts and freezes. The results was that at the completion of fiscal 1975, funds were available only for about 80 percent of the hospital's authorized staff level.

Since the vast majority of the city's poor simply have no other place to turn for health care, the hospital was faced with a desperate dilemma; either turn away sick and injured people who had no where else to go for help, or to continue to accept all of those in need and lower the standards of care being offered. Even a Soloman would have been given pause by such choice. The events of recent months indicate the price the hospital has paid for continuing to attempt to treat all those in need.

Two other elements also contributed to the crisis at the hospital which ultimately led to the two actions cited above and to special hearings before the City Council in December:

One. The severe limitations placed on the authority of the hospital's executive director by the bureaucratic structure of the Department of Human Resources and the city government of which it is a part;

Two. The added burden placed upon the institution by up to 150 chronically ill, usually elderly, indigent patients on its wards at any

one time who do not belong in an acute care facility. These elderly patients cannot be transferred elsewhere because no other facilities are available, and after 90 days the hospital cannot even be reimbursed by medicare and medicaid for their care.

What can be done about these problems?

We believe the City Council is moving in the right direction by restudying the administrative structure of the hospital and its relationship to DHR. We have also been greatly relieved to see that, at long last, an executive director has been named and that he began work at the hospital early this week.

Given imagination and the freedom to work within realistic budgetary limitations free of unnecessary bureaucratic red tape, we think he can take the necessary steps toward solving the hospital's administrative problems.

Another vital step, however, would be for you in the Congress promptly to approve the pending budget request of $34.5 million for the hospital plus that in the supplemental request which will soon be before you.

The supplemental request would bring the total request up to approximately $36 million, still more than $2 million short of what the hospital administration concluded (as the result of the zero budget process conducted there in the fall of 1974) would be necessary to staff a quality 600 bed, 100 less than the current size of hospital's acute care facility.

Finally we urge that you do whatever is in your power to see that the hospital is exempted from any across the board budget cuts or freezes. The services provided by the hospital are not frills which can be drastically cut back or eliminated during a period of economic belt tightening.

There is an absolute necessity which the Capital City of the world's richest nation must provide for all of its citizens. Even the most poor. Thank you.

Senator CHILES. Thank you. We have been told by Mr. Yeldell Wednesday afternoon that they do have an amendment to the budget raising another conditional $2.4 million into the program. I think $14.1 million in capital improvements. That has not come through the Council yet.

Mrs. MORRIS. They are having hearings at the Council this week.

Senator CHILES. We will try to move on those things as fast as we can.

Our next witness will be Mrs. Barbara Rothkopf on behalf of the committee for John Eaton.

## COMMITTEE FOR JOHN EATON

### STATEMENT OF BARBARA ROTHKOPF

### ACCOMPANIED BY TRUDY O'TOOLE, VICE PRESIDENT, HOME AND SCHOOL ASSOCIATION, COMMITTEE FOR JOHN EATON

#### SCHOOL RENOVATION

Mrs. ROTHKOPF. I am accompanied by Trudy O'Toole, vice president of our Home and School Association at John Eaton. Mr. Chairman, I am pleased to appear on behalf of the committee for John

Eaton, in support of the project to renovate the John Eaton Elementary School, and bring it up to today's standards.

Our school was built in 1911 and expanded in 1923. It has had no significant upgrading since then. This project has been working its way through the 6-year capital budget process since 1970 with continuous and widespread community support and it is the No. 1 priority for new starts in the capital budget before you today.

The project has the endorsement of the school administration, the school board's capital projects committee and the school board itself. It has been reviewed by the city's Budget Office and the City Council and approved for first-priority status among new school projects in the fiscal 1976 capital budget.

We urge the committee to recognize this unanimous backing for necessary improvements in an excellent elementary school, whose student population has held steady and even increased in recent years. Bringing John Eaton up to modern standards will help assure continued strong support for its programs by those whom it serves.

Mr. Chairman, the Eaton School project was also the No. 1 priority in the 1975 capital budget. No new school starts were funded last year to our great disappointment. We recognize that the District's resources are not unlimited. Like other informed citizens, we are aware of the Congress' concern that the city not overextend itself financially and we applaud measures that sustain continued fiscal integrity.

But this does not mean that the city can cease to renew itself or not make expenditures necessary to educate its youth. So, Mr. Chairman, our request to the committee is that, if the capital budget be cut below the total requested, the cuts not all be made in the education area and that to the degree that cuts in the education capital budget may be deemed essential the priorities established in the local government's budget process be heeded.

In view of the committee's heavy calendar I will not go into detail on the physical aspects of the project which are amply presented in the budget justifications. I am ready to answer any questions that the committee may have.

Senator CHILES. Thank you very much for your statement. We will have that request for $3.983 million. We will be making a decision on that as we make our decision on the total capital request.

We will certainly bear your statement in mind.

Thank you.

Our next witness will be Mrs. Mary T. Scott, chairman of the Adult Foster Care Home Sponsor Association, Inc.

## ADULT FOSTER CARE HOME SPONSOR ASSOCIATION, INC.

### STATEMENT OF MARY T. SCOTT, CHAIRMAN, ADULT FOSTER CARE HOME SPONSOR ASSOCIATION, INC.

#### MEDICAID PROGRAM CUTS

Mrs. SCOTT. Mr. Chairman and members of the committee, we, the members of the Adult Foster Care Home Sponsor Association, Inc., are here today on behalf of the needy, ill, and aged in the District of Columbia.

We are very concerned about serious cuts in the medicaid program. The ill, needy, and aged need the very best medical care possible, not just what they can afford but what they need or deserve. There are many medications that have to be purchased across the counter, non-prescription in which medicaid will not pay.

What will happen to asthmatics alone, not to mention the elderly that barely have enough money to eat? Medicaid was their only answer. We hope there is a better way to solve this crisis.

We hope that the Department of Human Resources budget has necessary funds for adult foster care in which we have made our plight known to the Department of Human Resources officials, the Mayor, the City Council for over 16 months without any relief.

Adult foster care clients have not had an increase in their checks since July 1, 1971, and we have continued to provide the same services through times of fluctuating food prices and increasing cost of utilities. It is time for adult foster care to be spelled out in the budget, not just public assistance. It cost over $70 a day to keep one patient in the hospital. With clients in foster homes at $5 a day, we are saving the District over $60 a day. We only receive $150 a month for room, board, and 24-hour supervision.

We have been told we will receive a $30 a month increase retroactive to January 1, 1975, which is inadequate. We are tired of unfulfilled promises. We are asking that the Members of this Senate please do not deny the handicapped the right for survival.

New regulations are being written for our homes by members of the Council and interested parties. We are asking when the regulations are passed and sponsors have to make major changes or repairs that grants be made available to them.

Due to increases in the cost of living and limited funds we have received it has caused several operators to close their doors and return their clients to the hospital. We can no longer continue to operate in the red.

We ask that the District appropriate enough funds to give clients a $4 a day increase, so we can continue to provide the needed services. We are also asking that our clients be taken out of special living arrangements, so as when a cost-of-living increase comes about our clients will not be deprived, and also that Department of Human Resources not be allowed to decrease their part, but match the same amount.

We are asking that consideration be given to our request for an increase in fees for operating. However, we are also asking that the client/recipient who is now receiving a paltry $20 a month, which as you know is wholly unrealistic.

So in similarity, we are asking that you give serious consideration in providing an increase for client/recipient that would be of justice, and more in keeping with current inflationary cost of living, an inflationary quagmire in which we all find ourselves.

And therefore, Mr. Chairman, if you would permit us, we would suggest that this Senate grant to recipient/client an increase of no less than $10.

I ask that this budget be passed as soon as possible so as not to eliminate more homes for this vital program and which is so needed by over 2,000 mental patients alone in the District. Continuation of

this program depends on the cuts in the Department of Human Resources budget.

Senator CHILES. Mrs. Scott, I certainly agree with you that it costs a lot more to keep these people in the hospital. We have already heard testimony on that. People are in the general hospital that could be in a foster home rather than taking up a bed in the hospital. We will certainly bear your statement in mind. Thank you.

Our next witness is Gen. Charles S. Harris, acting president of the Capitol Hill Southeast Citizens Association.

CAPITOL HILL SOUTHEAST CITIZENS ASSOCIATION

**STATEMENT OF GEN. CHARLES S. HARRIS, ACTING PRESIDENT, CAPITOL HILL SOUTHEAST CITIZENS ASSOCIATION**

DISTRICT OF COLUMBIA BUDGET

General HARRIS. I am Charles Harris, representing the Capitol Hill Southeast Citizens Association and I have with me Mr. Leonard P. Ousley, president of that association. I am also representing Cathedral Heights, Cleveland Park Citizens Association.

You are well aware of the budget situation in the District to the extent that it has been increasing by leaps and bounds and that we are now well too far in debt, that a change in this is indicated.

May I refer to President Jefferson's policy on Government operations? In 1801 he declared his purpose to establish "a wise and frugal government, which shall restrain men from injuring one another, shall leave them otherwise free to regulate their own pursuits of industry and improvement and shall not take from the mouth of labor the bread it has earned. That is the sum of good government."

I quote Mr. Jefferson because I think it is very appropriate here. He lived up to his word. The situation was drastic in the District. But he did establish a wise and frugal government and avoided excessive debt. Not only that, but he set a pattern which our forefathers fell in line with, not only in the Federal Government but in the State and local government.

A wise and frugal government became the pattern. With some exceptions they lived with that streamlined and frugal government and our country grew strong. It is only recently in the 20th century that we have developed here and there this mania for big government big spending.

I want to show you—you know it already. I want to emphasize the fact that the District government ran economically here under the Commissioners. At the top of page 2 I have a table.

Senator CHILES. I am following your table.

General HARRIS. Good. In the fifties the District budget came up to less than $100 million and in the 1960's less than $200 million, with the Government contribution never exceeding $25 million. If you look at the lower part of that chart, you will see it has gone up. Our 1976 budget, the District's operating part of it, is over $1 billion.

The Federal contribution amounts to $642 million. The payment on the loans and debts has gone up even faster. It was negligible in 1960, less than $8 million for 1968 and over $65 million in 1976. That is out of line.

This record shows that the District government in those years under the Commissioners was economical. I lived here. I came back from the war in 1946. The government was good. The streets were cleaner.

They were safer. Law enforcement was far better. Schools were better. Taxes were lower. The number of government employees was under 20,000.

Mr. Donahue was the chief commissioner in the early fifties under Mr. Truman and I will assure you now that these $100 million appropriations were quite adequate to the situations then. He had a population of 800,000, instead of 730,000. He had a bigger school attendance.

Now we go to the form of government under the Mayor-Commissioner form. They moved in in 1967. Since then they were able to increase—get a big increase in the Federal contribution with the Model Cities program and the war on poverty.

From $70 million, this year they expect a contribution of $642 million. Despite that contribution, it has not helped to reduce the taxpayer's burden. 1969, the present administration increased the income taxes. Every year they ask for an increase in the rate on the real estate until 1973, when they stopped, because they found out they could get the same effect much more easily by increasing the assessments.

I assure you that they have increased the assessments. They doubled my personal assessments from $29,000 to over $70,000. My taxes have increased 3 fold since 1961. In 1970 they increased the taxes—25 increases in taxes across the board to renew your permit on a Ford Galaxie car it went up from $33.50 to $53.50. This year they tried to double it.

A driver's permit cost $3 under the Commissioners, and now it costs you $12 to renew it. So on along the line. You have better access to that perhaps than I have.

Now if I may, I would like to talk about the sources of the revenue for the District for this budget. I have a table on the top of page 3.

Senator CHILES. Yes, sir, I am following.

Geneal HARRIS. The revenue collection from the District amounts to $694 million. Then you go on down there with the Federal payment, the revenue sharing and the grants. You end up that the Federal Government is contributing over $600 million.

That brings you up to a budget of almost $1.4 million. Then you add the capital improvements putting it to $5½ million. You see there that a revenue collection from the District taxpayers is less than half the budget. The debt which I don't show there, but which you are quite familiar with, I know, is already over $1 billion.

Unfunded pension liability is over $1 billion. We have a course of operations which is leading to still another billion dollars in increasing debt.

It is more than we can stand. The District does not have any commerce or industry to support that.

Senator CHILES. I think you raised some very good points. Maybe New York has opened a lot of our eyes. We have got to start looking at these unfunded pensions, which are sort of hidden debt. We are trying to do that, General.

General HARRIS. I know you are and I am glad you are.

Senator CHILES. Senator Eagleton is trying to do that in his authorizing committee. We are going to try to be a little more frugal in our role which is only a partial role now, but it is a role.

We appreciate your bringing this to our attention.

General HARRIS. May I add you have got to decrease the number of employees and you have got to decrease the cost. They have 369 people in here who draw over $37,800 a year when they get up to 10 years' service.

It is more than we can take. Thank you.

Senator CHILES. Thank you both for your attendance.

[The statement follows:]

STATEMENT ON THE DISTRICT OF COLUMBIA BUDGET FOR FISCAL YEAR 1976 FOR CONGRESSIONAL SUBCOMMITTEES ON APPROPRIATIONS, BY CHARLES S. HARRIS

I am Charles S. Harris, representing Mr. Leonard P. Ousley, President of the Capitol Hill Southeast Citizens Association. We appreciate this opportunity to present our views on the FY 1976 Budget for the District of Columbia.

As we review this first Home Rule Annual Budget for the District of Columbia, we note that it follows the same pattern as the preceding eight annual budgets for the support of the District under the Mayor-Council form of government. Each annual budget exceeds the preceding budget by from $50 million to $105 million. The proposed FY 1976 Budget totals $1.5 billion, over seven times the $199.8 million budget for FY 1960. It involves a Federal contribution of over $600 million and requires a substantial increase in local taxation. The District debt already exceeds a billion dollars, over eight times the debt in 1967 and is still increasing rapidly, with no sign of a let up. Evidently, some change in fiscal policies is indicated.

As this Home Rule budget is presented under the banner of the Democratic Party, it is appropriate to cite the policies of President Thomas Jefferson. In his first inaugural here in the District in 1801, Jefferson declared his purpose to establish:

"A wise and frugal government, which shall refrain men from injuring one another, shall leave them otherwise free to regulate their own pursuits of industry and improvement, and shall not take from the mouth of labor the bread it has earned. That is the sum of good government."

I cite this because Jefferson lived up to his word. He did not complain about finding a run down plant. They had no plant. But he did establish and maintain a wise and frugal government for the new republic without incurring insuperable debt. And other leaders among our forefathers in Federal, state and local governments joined him in maintaining wise, streamlined and frugal governments, under which our country grew strong. We did not develop the mania for big government and big spending until recently in the 20th century.

I think the record will show that the government of the District of Columbia operated on a wise and frugal basis for years and grew strong on that basis. The Financial Report FY 1975 for D. C. shows a year by year record of the District appropriations and the Federal payments. We extract data from that report and other Budget reports in the table below to show the trend of the District fiscal operations and a comparison in the operations between the Commission form of government in the District and the Mayor-Council form of government.

OPERATING BUDGET HISTORY OF DISTRICT APPROPRIATIONS AND THE FEDERAL CONTRIBUTIONS

[In millions of dollars]

| Fiscal year | Operating budget appropriations | Federal payment | Revenue sharing | Federal and other grants | Total Federal contribution | Payment loans and interest |
|---|---|---|---|---|---|---|
| 1930 | $40.7 | $9.0 | | | $9.0 | |
| 1940 | 41.8 | 6.0 | | | 6.0 | |
| 1950 | 98.3 | 11.0 | | | 11.0 | |
| 1960 | 199.8 | 25.0 | | | 25.0 | $0.7 |
| 1968 | 371.3 | 70.0 | | $92.4 | 162.4 | 7.8 |
| 1970 | 529.0 | 116.2 | | 126.0 | 242.2 | 10.9 |
| 1972 | 641.5 | 153.0 | | 200.0 | 353.0 | 23.5 |
| 1974 | 777.8 | 187.4 | $45.7 | 260.5 | 493.6 | 39.6 |
| 1976 | 1,025.2 | 254.0 | 30.8 | 357.3 | 642.1 | 65.4 |

The record shows that the commissioners operated an economical government for the District, with the budget in the $40 million range in the nineteen thirties and the early forties, just under $100 million in 1950, and still under $200 million in 1960. Actually, the government was also efficient and free of graft, with splendid services rendered to the residents. The streets were cleaner than now and much safer; law and order, better; schools, better; taxes, far lower; government debt, under $100 million. F. Joseph Donohue, Chief Commissioner of the District in the early 'fifties and still an active citizen of the District, will affirm that the appropriated funds for the District were quite adequate and that they were not supplemented by the liberal grants and revenue sharing now available. The District population was then about 75,000 greater than now, and the number of District Government employees was under 20,000.

In the 1960's, wite push to get the country going and with a more liberal administration and Congress, the District budget began climbing. After President Johnson failed to get the Congress to grant Home Rule in 1965, he established by Presidential order the Mayor-Council form of government to commence in 1967. Then, with the Model Cities program and the War on Poverty in swing, the budget began to soar. Walter Washington took office and began to reorganize and expand the government and the various fields of social services, increasing the number of District employees as rapidly as funds permitted. He was able to get a rapid rise in the Federal payment from $70 million in 1968 to $230 million in 1975, along with liberal Federal grants and Revenue Sharing, as shown in the table above. Federal contributions in the amount of $642 million are expected in FY 1976. These Federal increases, however, have not reduced the burden on District taxpayers. Instead, the Mayor has hammered away at increasing taxes.

In 1969 District income taxes were increased from a maximum of 6 percent to 10 percent. Real estate taxes were increased in increments from $2.70 per $100 in 1967 to $3.32 per $100 in 1973. Then the Mayor ceased to ask the Council for increased rates, having found that he could achieve the same results by increasing property assessments. Home taxes in our area are now about three times what they were in 1961.

In 1970 the administration increased taxes on 25 items across the board. Examples: (1) Increased registration fee on standard Ford car from $33.50 to $53.50 and similarly on all motor vehicles; (2) Driver's permit from $3 to $12; (3) Learner's permit from $5 to $10; and more. The Mayor requested but did not get approval for a reciprocal income tax on commuters. Nor did he get requested permission to include professionals in the Unincorporated Business Franchise tax.

This year taxes have been incrased on motor vehicles, gasoline, cigarettes, deed recordation, banks, building associations, utilities, corporations and unincorporated businesses (with a tax on the income of professionals) and a sales tax of 8 percent levied on auto parking. These taxes are expected to yield about $50 million annually.

It appears that the anticipated sources of revenue to support the total District FY 1976 Budget are about as follows:

| | |
|---|---|
| District of Columbia revenue collections | $694,838,000 |
| Federal payment | 254,000,000 |
| Revenue sharing | 30,849,000 |
| Accounts payable (closing) | 45,517,000 |
| District operating funds | 1,025,204,000 |
| Federal grants | 340,614,000 |
| Other grants | 16,690,000 |
| Total operating funds | 1,382,508,000 |
| Capital improvement program | 142,595,000 |
| Total District of Columbia fiscal year 1976 budget | 1,525,103,000 |

Actually, the Accounts Payable entry above represents the excess of closing accounts over the opening accounts in FY 1976. The total closing accounts payable, evidently about $145 million, will have to be budgeted in the FY 1977 Budget. And to that extent the budget is not balanced.

It should be noted that the anticipated D.C. Revenue collections of $694.8 million are less than half of the total budget and that the proposed budget requires a Federal support of $642.1 million. In the Multi-Year Financial Plan for FY 1976–80, the Mayor advises that additional D.C. revenue in the amount of $125 million will be required to balance the FY 1977 Budget, and they hope to get that amount by a reciprocal income tax on commuters. Also, a comparable additional increase in revenue will be required each year thru FY 1980. The District debt is now over $1 billion and increasing by about $200 million each year. At the present rate our public debt will exceed two billion dollars by 1981.

The proposed authorizations to subordinate units are outlined in the Budget bluebook, and they are certainly not frugal. Reductions can be made to keep the District solvent, and they can well begin right in the city headquarters. The Mayor is authorized 35 persons in his immediate office; the Council, 101; and the Auditor, 10. In addition we have the Executive Office, which includes the offices of Secretariat, Public Affairs, Budget and Management, Planning, Personnel, Human Rights, etc., with a total of 571 persons under D.C. funds and 684 under grants, total, 1,255. Budget and Management has a total of 851 persons; Municipal Planning, 136; Human Rights, 68.

The City headquarters (listed under the heading, "General Operating Expenses") also includes the independent agencies, such as the Department of Finance and Revenue, Economic Development, Corporation Counsel, General Services, Library, Insurance Department, Minimum Wage, the new Department of Housing and Community Development, etc. The Budget authorizes for the City headquarters the sum of $274.9 million. The big offices for Budget and Management and Municipal Planning indicates that control of all city activities is to be highly centralized in the Executive Office. The subordinate departments in the District also have large planning units. For example, the Department of Human Resources has 1,353 persons in their Executive Direction and Support unit.

The Department of Human Resources is the biggest user of District funds, with a budget authorization of $394.5 million. It handles welfare and medicare. The number of patrons, growing rapidly, is reported to be about 180,000. If so, it is costing the government $2,200 per patron per year. And we are demoralizing a big segment of our population with the idea that the government owes them a living. Evidently, we need to reduce the payments and take other action to create incentive to get out and work, but instead, we have been increasing the rewards and payments.

The Budget for Education shows that it now costs for education:

| | *Per pupil per year* |
|---|---|
| In the public schools | $1,830 |
| In Washington Technical Institute | 4,000 |
| In D.C. Teachers College | 2,460 |
| In Federal City College | 3,619 |

The Budget also shows that it costs $10,000 per year to maintain our prisoners in the D.C. jail, Lorton prison, or halfway houses.

Throughout the District Government there is a tendency to tax the productive, the industrious, the thrifty, the foresighted and to reward the non-productive, the indigent, the wasteful. And that is not the best procedure to develop a prosperous city.

With our public debt already over a billion dollars and growing rapidly, the District is approaching the danger zone. We have no great commerce, industry or wealth to support a big debt. We are dependent upon the United States Government. It is not going to be easy to balance our budget and start paying off our debt, but it will be disastrous if the present trend continues until the District faces the New York City situation.

**STATEMENT OF MS. BERTHA ATKIN, PRESIDENT, THE FRIENDS OF FOREST HAVEN**

Senator CHILES. Our next witness will be Bertha Atkin, president of the Friends of Forest Haven.

Ms. ATKIN. Thank you, Mr. Chairman.

Senator CHILES. Ms. Atkin, have you received a copy of the letter from Mr. Yeldell of January 21?

Ms. ATKIN. Yes. I received it yesterday afternoon. Thank you for bringing this matter to his attention.

Senator CHILES. I am still concerned about the delay and the time that it took on this. but we did bring this up to Mr. Yeldell when he testified before the committee the day before yesterday. We specifically asked him about it. I am glad that you now have the letter.

I had my copy so I wanted to make sure you received your copy.

Ms. ATKIN. I received it last night when I came home. Thank you so much for your interest.

Mr. Chairman, members of the committee, I am Ms. Bertha Atkin, president, the Friends of Forest Haven. Who will give us the answers? Who will hear our prayers? Who is kind enough to care? Why is Forest Haven so critically understaffed?

Why are our children neglected? Why are our children mistreated? Why do our children have to sleep without sheets on their beds? Where are the excellent programs our children are supposed to be enrolled in?

When will the snake pit that is called Forest Haven be turned back into the qualified institution for the mentally retarded it should be? Where is the money that was appropriated to hire more staff at Forest Haven? Who is neglecting whose job and therefore neglecting our children? Who is to blame for our unending grief?

When will our children get the proper care? When will the educational programs be instituted? When will there be enough staff at Forest Haven, so our children will get the proper care? Who will give us the answers? Who will hear our prayers? Who is kind enough to care?

Are the notices that appeared in the Washington Post and Star for your own information? The Friends of Forest Haven is a group of parents, relatives and friends of the residents of Forest Haven, the District of Columbia institution for the retarded.

Although we try hard to bring about better living conditions there we are a small and inffective group. Occasionally we have been misled into thinking that we are effective because the administration at For-

est Haven or the Mayor or someone on Capitol Hill promises us that things will be better.

For several years now promises are all that have been given but we are still trying. We hope that you will not only listen and promise but will do something.

In 1971 a Washington Post editorial was entitled, "Forest Haven: Almost Too Painful To Think About." An October 1973 article in the Star had the headline, "Ignored by Officials, Forest Haven Is a Victim of Apathy", and "Sick Kids Go Untreated." A May 1974 Star article is headlined, "GAO Criticizes Forest Haven" with the lead paragraph quoting Senator Humphrey as saying that there are "unconscionable critical shortages of staff at all levels."

The latest newspaper story, one that we knew before it was printed and which brought pain and fear to all of us, was that of serious physical abuse to two of the residents. Will you listen to us now or will you wait until even more spectacular headlines in the future finally force you to act?

Medical and dental care are inadequate. Residents are drugged at night or restrained during the day so that one attendant can take care of a large unit; food facilities are unsanitary; speech and physical therapy are virtually nonexistent; educational programs are limited; recreation is dependent on volunteers; laundry facilities are so inadequate that at one time parents were asked to take diapers home to launder and many beds went without sheets.

We also know of food service and housekeeping personnel being used as ward attendants for the severely retarded and of 17 boys in the upper level of Poplar Cottage who are without winter coats. But to detail all the specifics would take much more than our allotted 5 minutes.

Would you want your children to be treated this way?

We are not asking for frills, not even for optimum conditions, but simply for decent safe and sanitary living conditions with enough staff to provide basic welfare. What we have is a scandalous disgrace beyond comprehension. Human lives are in your hands. Will you give us more empty promises or will you do something about it?

If the budget process is to be meaningful it must be more than printed figures on a piece of paper. We have seen a steady progression of 5-year plans and 7-year plans but they vanish into thin air and numbers and words about staff positions rarely materialize into flesh and blood people.

If you do the right things with the printed numbers will you care enough to follow through and make sure that the symbols become realities? The mentally retarded cannot defend themselves against the kinds of neglect they experience at Forest Haven and if you do not help them there is no hope.

Thank you so much.

Senator CHILES. Thank you very much. We appreciate your statement. Our next witness will be Mr. Vincent C. Gray, executive director of the District of Columbia Association of Retarded Children.

## STATEMENT OF VINCENT C. GRAY, EXECUTIVE DIRECTOR, DISTRICT OF COLUMBIA ASSOCIATION OF RETARDED CITIZENS

### CUMBERSOME BUDGETARY PROCESS

Mr. Gray. Perhaps it is fortuitous that Ms. Atkin preceded me as we certainly share some of the same concerns that she has. I would like to address these this morning in my statement.

I am Vincent C. Gray, executive director of the District of Columbia Association for Retarded Citizens. We appreciate the opportunity to appear today in order to present our views but must admit to a good deal of weariness because of the necessity for having to concurrently deal with the fiscal year 1976 budget here and the fiscal year 1977 budget in hearings before the Council of the District of Columbia.

The past several days have been particularly difficult because of an inability to obtain printed fiscal year 1977 budget justifications and an accompanying difficulty in obtaining intelligible information in order to make an intelligent, well-analyzed presentation concerning the fiscal year 1977 budget.

As citizens vitally interested in the welfare, growth and development of the District of Columbia in general and the mentally retarded in particular, we can only hope and fervently urge that in the future this cumbersome budgetary process be averted to the extent possible and above all that we not once again find ourselves in the position of simultaneously deliberating budgets for two different fiscal years.

The fiscal year 1976 budget, to be sure, holds certain disappointments for us and for mentally retarded citizens of this community. Our principal disappointments focus on the Forest Haven Children's Center which is the District of Columbia institution for the mentally retarded.

As an association, we were encouraged when the fiscal year 1976 budget submitted by the Mayor to the City Council last March contained requests for approximately $1.2 million and 72 new positions at Forest Haven in order to increase direct-care services, establish community-based day treatment facilities, develop a community-based sheltered workshop, establish additional community-based residences, and increase employee training.

The community was told that this would allow for implementation of the second year of the 8-year plan which was originally formulated not only for the purpose of improving institutional conditions and programs, but also in order to move forward with a systematic, expeditious means of deinstitutionalizing those retarded citizens who do not need this kind of placement.

In November, the Mayor requested that all of the 72 positions and the accompanying funding of $1.2 million be deleted from the fiscal year 1976 budget and deferred until fiscal year 1977.

We are appalled and gravely disappointed that this has occurred. Although the positions have again been inserted in the fiscal year 1977

59-211 O - 76 - 61

proposed budget, fiscal year 1977 represents the third straight year that the community has been told that the second year of the 8-year plan will be implemented.

Budgetary and fiscal constraints notwithstanding, these unconscionable delays and deferrals simply cannot be tolerated any longer.

We continually hear that 400 to 500 current Forest Haven residents could be returned to the community if sufficient community resources existed.

At the same time, the existence of these resources would assume a major role in preventing institutionalization, thereby saving tax dollars since it is substantially less expensive to sustain an individual in the community and certainly more humane and habilitative.

Concomitant gains of deinstitutionalization would include the opportunity to bring about significant and much needed improvements in direct-care services for those who require institutional placement.

This comes at a time when the Department of Health Employment Welfare has promulgated very specific Federal regulations governing standards and conditions in intermediate care facilities such as Forest Haven.

As an intermediate care facility, Forest Haven must demonstrate substantial compliance or good faith efforts towards compliance by March 1977, or run the risk of loss or suspension of medicaid funding as well as other grants which together total a sum in excess of $2.5 million.

At this juncture, Forest Haven is substantially out of compliance in many areas. We strongly urge your interest in and attention to this matter since there is no doubt that appropriate budgetary requests must precede substantive change in institutional conditions and programs and the development of a strong deinstitutionalization effort.

We urge full support for public educational programs for handicapped citizens although there is little in the budget request in order to increase special education services.

Although an increase of $800,000 is requested, more than 60 percent of this total is directed at meeting mandatory costs such as annualization of pay increases.

If we can be allowed to peek into fiscal year 1977 briefly, we are encouraged that a capital outlay of $300,000 has been requested to initiate planning for a new prevocational and vocational center for handicapped students which will replace three antiquated, totally inadequate facilities currently in use.

The need is dire and we urge your support for this request at such time that it comes before this committee. There is no doubt that this new center will decidedly increase the District school system's capability for transforming handicapped students into wage earning, taxpaying citizens.

Thank you for the opportunity to appear and present our views.

Senator CHILES. Thank you very much, Mr. Gray, for your statement. We are going to try to look at Forest Haven very closely to see whether it is being allowed to slide or not.

Next we have Mr. George W. Brady, chairman of the Fiscal Relations and Taxation Committee.

**STATEMENT OF GEORGE W. BRADY, CHAIRMAN, FISCAL RELATIONS AND TAXATION COMMITTEE, FEDERATION OF CITIZENS ASSOCIATION OF THE DISTRICT OF COLUMBIA**

**ACCOMPANIED BY SHEPHEN A. KOCZAK, PRESIDENT**

Mr. BRADY. Mr. Chairman, I am George Brady. I would like our president of the District of Columbia Federation of Citizens Associations to make a few introductory remarks.

Mr. KOCZAK. This statement was reviewed by the general assembly and each of the items and recommendations was submitted to individual votes. There are some individual recommendations here which may surprise people, but I did want to stress that they do collectively represent the very considered and, I would say, global understanding of the federation as it is assembled together through the delegation.

Obviously, there will be different interpretations placed upon some of these recommendations. They can be incorrectly interpreted. But, I think in light of the budgetary aspect, they should be seen as a whole.

Also, it should be emphasized that this statement is not merely the statement of the officers or the executive board, but has been reviewed by the assembled delegates.

May I present Mr. Brady?

Senator CHILES. Thank you, sir.

Mr. BRADY. I would like to hand to you, first, a copy of our current directory. We have approximately 25 neighborhood associations in the District of Columbia. We have been testifying before the City Council; previously, the Commissioners and the concerned congressional committees for a number of years.

Our statement here is moderately long and it would take longer than approximately 5 minutes to read it. I would like to read the first part, touch briefly on several of the intermediate points and give you our final suggestions.

As we said in our City Council testimony, we believe that Mayor Washington and budget chief Coppie are to be complimented for a thorough and conscientious job in preparing and documenting the proposed fiscal year 1976 budget.

Over the past few years the federation has been impressed with the degree of professionalism that Mr. Coppie and his staff have exhibited in this difficult job. Also we compliment Chairman Tucker and the other members of the City Council for their painstaking examination of the budget and their efforts to keep it in balance with anticipated revenues.

At the same time we must reiterate our comments expressed over the past few years in our testimony to the appointed Mayor and Council and to the concerned congressional committees that our city expenses have increased excessively, the number of city employees has burgeoned, our taxes have increased exorbitantly, many city services have deteriorated, and our city's financial policy has resulted in creating more and more debt for this and future generations to repay.

We therefore wish to emphasize to this subcommittee—and this is the main thrust of our testimony today—that we believe it is time to face the serious problem that exists and lay out a program so that the District of Columbia will, within a short period, hopefully not more than 3 years, achieve a pay-as-we-go financial status, including financing of existing built-in liabilities already created by past decisions.

This will require belt tightening on the expenditure side and probably some increase in taxes and the Federal payment on the revenue side.

If a sound plan to achieve a truly balanced budget can be established, we feel sure that a majority of residents of Washington—although they might gripe—would eventually accept a reasonable tax increase.

But we also believe that the imposition of more and higher taxes without the prospect of achieving pay-as-we-go would result in howls of protest and great resentment against our elected Mayor and City Council.

We have a brief paragraph on congressional concern in which we endorse the proposed audit. We also have a paragraph on the bonds. A $400,000 saving is possible, but that is on the assumption that the bond market would support a 6-percent coupon. One of our neighbors who is involved with the bond market indicated that it would be nearly 7.6 percent today, so that there would be essentially no saving in that.

There is a deficit of approximately $50 million or $60 million for fiscal year 1976. This federation first pointed this out to the City Council last spring, that there was between $57 million and $61 million deficit due to a bookkeeping adjustment.

We were unable to get any consideration of this in the city budget or with the Council. I wrote to Mrs. Shackelton and she said she would refer it to the proper committee. I never heard any more from that source.

Finally last summer, I wrote to President Ford and pointed this out. I have a letter from Mr. Coppie dated August 5 which I would like to submit for the record which indicates that it is normal bookkepping procedure to carry over sums of that sort. We do not agree with that.

Last fall, about the time of the Eagleton hearings, it was pointed out that this was a deficit that had been hidden somehow in the District of Columbia fiscal year 1976 budget. May I submit this for the record?

Senator CHILES. You certainly may, Mr. Brady. It will be included in the record.

[The correspondence follows:]

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
EXECUTIVE OFFICE,
*Washington, D.C., August 5, 1975.*

Mr. GEORGE W. BRADY,
*3023 44th Street NW.,*
*Washington, D.C.*

DEAR MR. BRADY: Your letter of June 20, 1975, to the President of the United States has been referred to my office for response.

In your letter, you expressed your concern over a possible hidden deficit in the proposed Fiscal Year 1976 financial plan for the District of Columbia. The District balances its budget on a cash basis; that is, the budget is considered to be in balance when the estimated available receipts for the year equal or exceed the estimated cash outlays during the year.

That approach recognizes the fact that not all funds obligated during the year will be disbursed by the end of the year. For example, obligations for payroll costs for the last several days of the fiscal year will not result in disbursements until the first payday in the new fiscal year. Similarly, funds obligated for supplies and material ordered will in some cases not be paid until the goods are received in the next fiscal year.

On a cash basis, therefore, the 1976 financial plan initially proposed by the Mayor was in balance. Available funds were estimated at $1,024,042,000 and estimated cash outlays were $1,020,436.

As you undoubtedly know the 1976 budget request for the District was revised as a result of Council action on the Mayor's spending and revenue proposals. We are now preparing the adjusted 1976 budget justification for submission to the President and, subsequently, to the Congress.

Thank you for your continuing concern and interest in the District Government. Please let me know if you have further questions.

Sincerely yours,

COMER S. COPPIE,
*Special Assistant to the Mayor.*

UNBALANCED BUDGET

Mr. BRADY. Our 1976 budget is not balanced at the present time. There is a $23 or $24 million supplement which is being asked for to cover additional expenditures. We have not had time to analyze that thoroughly, so all I can say is actually the deficit is more, unless new taxes are enacted and put into effect between now and June 30 as indicated in our statement.

The outlook for 1977, in a document just issued by the city government, indicates that a gap between revenue and expenditures of about $100 million for 1977 is expected, increasing to $500 million by fiscal year 1980.

We do not know how that is to be handled. I think it is a matter that should be very carefully considered in your subcommittee hearings.

We have a brief comment on capital expenditures which I will not comment on except that for a family of four, the deficit of about $2 billion by 1980 means that a family of four would represent a debt of about $10,000.

We think the city has gone a little too fast in the capital improvement program. Finally, we list corrective actions. Some of them I am sure are controversial and difficult to put into effect. But by and large, we think that consideration of some of these will make it possible to achieve a truly balanced budget within the next few years.

I will read most of these in this list.

One. Defer indefinitely some of the major capital projects such as the FCC campus and stretch out others.

Two. Reduce the number of District of Columbia employees from the present 49,000, which figure includes those paid from Federal grant funds, by at least 15 percent.

Three. Increase bus fares to reduce the Metrobus deficit.

Four. Reduce the size of the police department by 10 percent. This would still leave it 39 percent larger than in 1969.

Five. Reduce salaries of all District of Columbia employees by 10 percent until the city is on a pay-as-we-go basis. I heard Mr. Borman on one of the news programs in the last couple of days and he said that Eastern had to cut salaries and that this had been accepted in a period of financial stringency.

Six. Renegotiate costs of pensions for police and firemen to a level comparable to private industry. For example, most industry plans do not provide retirement benefits until age 60 or 75, regardless of length of service. Also eliminate the overgenerous administration of retirements with disability.

Seven. Increase tuition at Federal City College and Washington Technical Institute and simultaneously institute a self-liquidating student loan plan for truly needy students.

Eight. Institute economies in the District of Columbia public school system by a return to the basics of education and a reduction in the number of costs of special programs. The school budget has increased 100 percent since 1969 even though the school population has decreased 14 percent; hence a saving of the order of 5 to 10 percent should be achievable.

Nine. Review the necessity for a number of the programs such as legal fees for indigents, $3 million; ANC's, $2 million to $4 million; and some other of the 40-odd commissions, advisory groups, and so forth in the District government.

Ten. Review present rules for public assistance programs and also the administration of these programs to make sure that such aid is supplied only to the truly needy and that it is administered efficiently, with the objective of reducing administrative costs of these programs by at least 10 percent.

Eleven. Reduce debt service charges, presently estimated to increase from $65 million in fiscal year 1976 to $144 million in 1980 by applying savings in operating expenses to the capital investment program.

Twelve. Establish a payroll tax on income earned in the District by nonresidents. The form and rate for such a tax should consider the question, as we said in our City Council testimony last spring, as to "whether it is fair for a suburbanite to be required to pay for District schools and welfare, which do not benefit him, as opposed to the manifest justice of expecting him to pay for District services from which he does benefit, such as roads, traffic control, police, fire, and sanitation.

Thirteen. Review the Federal payment to assure that it properly compensates the District for loss in revenue due to tax exemptions and for additional expenses consequent to Washington being the Nation's Capital.

Fourteen. Increases in local taxes must undoubtedly also be studied. As taxpayers we are aggrieved to hear the Mayor say that taxes have not gone up when what he means is that the tax rate has not increased. With inflation affecting both property values and incomes, the city is receiving an automatic tax increase every year even though the tax rates are the same. In considering possible tax increases, it is important that the factor of comparability with surrounding jurisdictions be taken into account. All of us have experienced property tax increases of three and a half times since I came to Washington in 1958.

Fifteen. At the present time the mechanism of public hearings on increasing the District's debt is inadequate. A more effective means to permit citizen consideration of growing indebtedness is a referendum on proposed bond issues. We recommend that a change to the referendum method is made.

We recommend that the Mayor, City Council, and the Congress work together to place the finances of the District of Columbia on a pay-as-we-go basis. A target date to achieve this goal of 3 fiscal years and certainly not later than 1980 is recommended.

Senator CHILES. We appreciate your statement. It appears you have spent a lot of time putting that together. Thank you.

Our next witness is Mr. Stephen Klein, representing the Adams Morgan Organization. I understand you have a video tape presentation.

ADAMS MORGAN ORGANIZATION

**STATEMENT OF STEPHEN KLEIN, ADAMS MORGAN ORGANIZATION**

**ACCOMPANIED BY:**
**DAVID BAKER, LANIER HEIGHTS ORGANIZATION**
**WALTER C. PIERCE, ADAMS MORGAN ORGANIZATION AND LANIER HEIGHTS ORGANIZATION**

Mr. KLEIN. I am Stephen Klein, representing the Adams Morgan Organization. The Adams Morgan Organization is a participatory organization in the Adams Morgan area, 18th Street and Columbia Road.

It is essentially a model for the Advisory Neighborhood Commissions which the Congress passed in the Home Rule Act. It was a community-initiated effort to impact on our own environment, to try and bring the Government closer to the people. It is participatory rather than representative in its legislative structure.

With me also is David Baker who is with the Lanier Heights Association, the community organization directly adjacent to the Shapiro tract and also Walter Pierce, who, going on 12 years, has devoted his life to the youth in the community.

He has served essentialy with no pay and runs, I think, one of the best recreation programs in the city. He does it at Community Park West, where, although it is not a part of the city's system, it has been proposed for purchase.

We would like the city to purchase it, reserve it for recreation space which is inadequate. Rather than read the statement, I think what we would like to do is show you this videotape which was prepared by a video center headquartered in Adams Morgan at no charge because of their interest in our purchase of the park.

(Videotape presentation.)

Mr. KLEIN. We are scheduled to testify before the House committee. I do not know how to do this, but we heard some comments by Mr. Muscatello whom I have never met and who, based on his comments, obviously does not know much about Adams Morgan.

I do not know if he has ever been there or not. He said we had more recreation space than any other area in the city. I think this is in the record. He is wrong in terms of the documented statements by the Washington National Planning Commission which did an analysis of the park space in Adams Morgan and it is in the record in previous statements which we submitted to you.

Adams Morgan is supposed to have something like 55 acres of land. The present facilities are Kalorama Park, which is part of the Department of the Interior, which is really for younger people and older

people. There is no space for anything like swings. There is one basketball court.

The only other facility we have in the Adams Morgan area right now is Community Park West which is used extensively as a park. That is where the people play if they can.

We will obtain some additional space at Morgan School. But even if the city adds the Morgan School facilities and the Shapiro tract, you still have less than 10 acres, and all of that for 30,000 people.

We have a high proportion of youth in the area. I do not know where his facts come from. His facts were wrong on the estimated cost. I also suggested we put low and moderate housing on that area. I think we have heard some quite responsible testimony on the issues of the District of Columbia budget which we certainly share.

I certainly would not advocate putting housing on that tract because I think the numbers are not going to come out. We are in favor of housing very much. The problem is if you need land for a park, you have to get it.

The only other comment I would like to make is we were extremely pleased last year that the Senate did support the park in the budget. It did not survive conference because of the House view.

We certainly appreciate that view. I think Walter wants to make some personal comments.

Mr. PIERCE. In 1965 I moved into the Adams Morgan area and formed my own sports club. A lot of people that helped build that playground were youngsters who had one parent or lived with their grandparents or aunts.

A lot of the so-called rejected youth of the city helped. You would be surprised at this point how much self-confidence has been gained by a lot of the youth that would have been bound for prisons and reformatories.

We have just put a large amount of effort in trying to fulfill, more or less, a dream of Dr. Martin Luther King. I just do not believe in celebrating a birthday. Our group wanted to demonstrate to the Nation and Washington, D.C., that we could do something.

We utilized a lot of resources such as the National Zoo. They have loaned us their rakes, lawn mowers, and anything we needed. A lot of people told us we were crazy, that Congress would never buy that playground.

We needed a playground because every time we went into other areas, the children could not stand us, and we would fight. We said we would develop our own land. Nobody can beat our integrated programs.

I have a lot of youngsters who are now in college on football scholarships as a result of a homemade playground. We have a little quarterback now who will go to Ohio State. This has really been quite productive in producing worthwhile youth.

We have crime, but our crime problem is very low. We have a close relationship. It is like a big family. We are always happy to see each other on the street. Everybody is included because we all work together in trying to achieve something.

A lot of people in Washington do not know the problems of young people. I am just shocked at the District of Columbia for giving the

young people 1 percent. I would hate to be a Senator and have to leave Minnesota, Maine or anywhere else to come to Washington, D.C., with my children going to school here, knowing that this city only has 1 percent for young people.

This is most disgraceful for the Nation's Capital. When I testify tonight at the city council, I will tell them that 1 percent is unacceptable. We need more money in young people's programs so that crime can be down.

Our kids are so exhausted after they leave our program they go home and go to sleep so that they can make it through the next day.

We cannot get any help from the Government officials, but at the same time, we have no intention of stopping what we have started. If you are going to get anything these days, you have to go and get it. We believe in going and doing something.

We practice football on the roof in the inner city. We practice at the park and we put together what we think is a fairly good program, not to have any money. We have a business district that gives us everything we want.

It is just an idea that our young people want to do something for their neighborhood and we have been able to do that. It seems to me that is what the whole American dream is about, getting young people involved to the point where they can make decisions for themselves at an early age.

Thank you so much.

Senator CHILES. Thank you so much. I appreciate your being here today. You have given me a lift. We will try to help.

Ms. Schwartz, I understand you have come in a little late. Maybe we can fix it so you will not have to wait until I come back.

### STATEMENT OF CARLO SCHWARTZ, MEMBER, DISTRICT OF COLUMBIA BOARD OF EDUCATION

Ms. SCHWARTZ. Thank you for the belated opportunity to speak. I am here in support of education in the District of Columbia's budget in general and the Eaton modernization project in particular.

Eaton is a school which has been an asset to our community, has a pre-K through seven program, and is attracting many middle class back into the city.

At the same time, it is a very inadequate facility and this project has the support of the school board and of the city government. I do hope that you will also support it.

I am Carol Schwartz, a member of the District of Columbia Board of Education.

Thank you, Mr. Chairman.

Senator CHILES. We thank you very much for your appearance here this morning. We appreciate your statement, Ms. Schwartz.

### SUBCOMMITTEE RECESS

We will now recess our hearing subject to the call of the Chair. Thank you all for coming and presenting your excellent testimony.

We will now recess.

[Whereupon, at 12 noon, Friday, January 23, the subcommittee was recessed, to reconvene at the call of the Chair.]

# DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1976

THURSDAY, FEBRUARY 19, 1976

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

The subcommittee met at 10:05 a.m., in room 1318, Everett McKinley Dirksen Office Building, Hon. Lawton Chiles (chairman) presiding.

Present: Senator Chiles.

## DISTRICT OF COLUMBIA

### DEPARTMENT OF ENVIRONMENTAL SERVICES

#### OPENING REMARKS OF SENATOR CHILES

Senator CHILES. The subcommittee will come to order.

The subcommittee had anticipated taking testimony this morning from Mr. James M. Leak, an employee of the Department of Environmental Services, regarding testimony given at the subcommittee hearing on January 22, 1976.

By letter of February 18, 1976, Mr. Leak informed me that since the subcommittee has all of the pertinent documents regarding this matter, he no longer felt that his testimony would serve any useful purpose.

Mr. Leak also expressed his feeling that Mayor Washington would take appropriate action in this matter.

The subcommittee will, of course, abide by Mr. Leak's wishes, but we will not tolerate any pressure being placed on any public-spirited employee such as embodied in Mr. McKinney's letter of January 30, to Mr. Leak. This committee better never find any pressure being placed on any public-spirited employee to prevent them testifying before this committee.

In order to complete the record, I will insert in the hearing record the correspondence between Mr. Leak and myself and the pertinent documents or exhibits referred to in Mr. Leak's letter of February 18, as well as a report that I received from the Mayor dated January 23, 1976.

Included in the Mayor's report was a statement by Mr. William C. McKinney, the Director of the Department of Environmental Services. Mr. McKinney acknowledged that there had been an administrative error on his part in not making sure that the two union officials in question were only allowed full-time representation of union employees instead of full-time administrative leave that they enjoyed.

The distinction between the two terms escapes me as it has apparently every other observer in this matter.

As a case in point, I note exhibit No. 14, Mr. McKinney's memorandum of January 21, 1976, in which he states:

> There apparently still exists some confusion, misinterpretation and misunderstanding surrounding the question of Departmental policy regarding the duty status of union officials, particularly union presidents.

Mr. Herbert L. Tucker, the Director of the solid waste management program replied on January 26, 1976:

> There does not and has not existed in my mind any confusion, misinterpretation and misunderstanding regarding Departmental policy as to the duty status of union officials, particularly union officials.

Mr. Tucker goes on to say that Mr. McKinney, as his predecessor, must have been aware that past presidents of local 2091, enjoyed full-time administrative leave.

He specifically recalls that when Mr. Bernard Ross was elected president of local 2091, in March 1975, that he and Mr. William B. Johnson suggested to Mr. McKinney to change the policy of full-time administrative leave for Mr. Ross.

Mr. Tucker states that this recommendation was not accepted by Mr. McKinney.

Mr. McKinney reads the record his way. Unfortunately, I like most others, come to an entirely different conclusion. The two union presidents are now back on the job and this record is available to the Mayor.

We will not take any more of the committee's time with this, except to say that the credibility of the testimony that we heard on January 22, regarding the Department of Environmental Services is still very much in question.

I want to make it abundantly clear, I gave Mr. McKinney the benefit of any doubt when he came before the committee before, even though I thought at that time, his trying to put an interpretation, or make a difference between full-time administrative leave and full-time representation was very far fetched.

After looking at the documents and after hearing what the other people that know something about this have had to say, I want it to be abundantly clear that as far as I am concerned, this was no misunderstanding.

I think when Mr. McKinney came before this committee he refused or did not tell the truth before this committee. I do not think he leveled with the committee. I think he knew exactly what was going on at every instance in regard to this question.

I do not think he was man enough to say he knew what was going on and that was a mistake and they should have changed that policy.

Now the Mayor can handle this as he sees fit, but Mr. McKinney, if he ever comes before this committee again, will certainly be under oath, and I would just as soon that he did not come before this committee again. As far as I am concerned, if someone cannot tell the truth, or if someone cannot finally, when they are confronted with an error in something they do, cannot acknowledge that, then I would personally wonder about the leadership role that individual can play.

The information will be inserted at this point.

[The information follows:]

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF ENVIRONMENTAL SERVICES
WASHINGTON, D. C. 20004

February 18, 1976

Honorable Lawton Chiles
U.S. Senate Subcommittee on Appropriations
Dirkson Office Building
First and Constitution Avenue, N.E.
Washington, D.C. 20025

Dear Senator Chiles:

This will confirm my conversations with Mr. Warren Kane in which I indicated that while I appreciate the opportunity to testify before your committee, I nevertheless feel that since all of the pertinent documents are in the possession of the committee, my testimony at this time would serve no useful purpose.

As I indicated to Mr. Kane, during the many years I have known Mayor Washington I have never felt the need to question his judgement or integrity. It is my feeling that this matter will be appropriately handled by the Mayor.

Very truly yours,

James M. Leak, Special Assistant for
Labor Management Relations

February 5, 1976

Mr. James M. Leak
Special Assistant for
Labor Management Relations
Department of Environmental Services
415 - 12th Street, Northwest
Washington, D.C. 20004

Dear Mr. Leak:

This is in response to your letter of January 30, 1976 requesting the opportunity to give sworn testimony regarding the testimony of Mr. William C. McKinney at the Subcommittee's hearing on January 22, 1976.

I have scheduled a hearing on February 19, 1976 at 10:00 AM in Room 1318 of the Dirksen Office Building for the Subcommittee to hear your testimony. The Committee would appreciate having a copy of your prepared statement and any exhibits you plan to offer not later than the close of business, February 17, 1976.

Sincerely yours,

Lawton Chiles, Chairman
District of Columbia Subcommittee

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF ENVIRONMENTAL SERVICES
WASHINGTON, D. C. 20004

January 30, 1976

Honorable Lawton Chiles, Chairman
U.S. Senate Subcommittee on Appropriations
Dirkson Office Building
First and Constitution Avenue, N.E.
Washington, D.C. 20025

Dear Senator Chiles:

This is with reference to a hearing before your committee on Thursday, January 22, 1976, relative to the appropriation for the Department of Environmental Services, District of Columbia Government.

Since the testimony of Mr. William C. McKinney makes speific reference to me and the role I played in Mr. McKinney's official act in approving full-time administrative leave and/or full-time representation, I am requesting an opportunity to appear before your committee and give testimony under oath of all the relevant facts in this matter.

I am enclosing for your information a copy of a memorandum to me from Mr. McKinney and my reply to same.

Very truly yours,

James M. Leak
Special Assistant for Labor
Management Relations

# *Memorandum* • Government of the District of Columbia

TO: Mr. William C. McKinney, Director
Department of Environmental Services

Department, Agency, Office: Environmental Services
Office of the Director

FROM: James M. Leak, Special Assistant for Labor-Management Relations

Date: January 30, 1976

SUBJECT: Office Location and Schedule of Activities

I am in receipt of your memorandum, dated January 29, 1976, same subject, which I consider to be your first official act of harassment following the series of events which occurred from Tuesday, January 20, 1976 through Friday, January 23, 1976 relative to the truth or falsity of your statements made to the news media, and a committee of the United States Senate. Since a considerable amount of your testimony before Senator Chiles subcommittee referred to me, I have requested an opportunity to appear before that committee and give my version of the facts under oath.

As to paragraph 1 of your memorandum directing me to relocate my office, you are advised that four (4) working days to relocate an office is "harassment". Normally at least two (2) weeks is customary. I strongly suggest that you have the appropriate officials of this Department to research applicable Civil Service Decisions on this subject.

With regard to paragraph 2 of your memorandum concerning a weekly report by me on schedule of activities, you are advised that you have required of me duties that you have not required of any other senior staff person, and I consider your action to be discriminatory.

Lastly, you should know that I have made the following statement to appropriate officials of the District of Columbia Government:

"I will not lie for Bill McKinney or any other official. Nor will I support Bill McKinney or any other official in covering up a lie. If I have to be the sacrificial lamb to see that some honesty and integrity is restored to the District of Columbia Government, then I accept that fate."

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF ENVIRONMENTAL SERVICES
WASHINGTON, D. C. 20004

January 29, 1976

MEMORANDUM TO: James Leak
Special Assistant for Labor
Management Relations

SUBJECT: Office Location and Schedule of Activities

Consistent with Departmental Order No. 10-12-00 (Rev.) dated January 23, 1976 and with my intent to place similar functions in close proximity to each other you are directed to relocate your office to the third floor in Room 309. You will occupy the office formerly occupied by the Executive Assistant to the Director. This move should be accomplished by COB Wednesday, February 4, 1976.

In addition you are to provide me on Monday of each week a schedule of each week's activities to be followed on each Friday with a report on that week's activities. This report should outline conditions, situations, circumstances and problems identified by you. Solutions and/or recommendations for solutions pertaining to your activities are to accompany the report.

I am to be advised by you of any changes in your established and presented schedule in advance.

In most cases all of your assignments, following the first report, will be given by me.

William C. McKinney
Director

59-211 O - 76 - 62

Exhibit 1

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF ENVIRONMENTAL SERVICES
WASHINGTON, D. C. 20004

JUN 9 1975

MEMORANDUM TO: Jim Leak, Special Assistant for
Labor-Management Relations

SUBJECT: Union Activities

From time to time questions have been raised with me concerning how much time is appropriate for an employee who is a union official to spend on union business while on government time. There appears to be only an informal pattern followed. For some union officials the department has allowed great flexibility. This is particularly true for presidents of locals. It would be helpful to know just what union activities are undertaken by union officials on government time, and how much time is devoted to those activities. Please undertake a survey of this matter and give me a report of your findings, together with your recommendations. This report will assist the department in issuing a policy and guidelines concerning this function.

William C. McKinney
Director

Exhibit 2

American Federation of Government Employees

AFFILIATED WITH THE AFL-CIO

CLYDE M. WEBBER
NATIONAL PRESIDENT

DENNIS GARRISON
EXECUTIVE VICE PRESIDENT

NICHOLAS J. NOLAN
NATIONAL SEC.-TREAS.

WASHINGTON, D. C.

MAJOR H. TRAVIS
NATIONAL VICE PRESIDENT
8020 NEW HAMPSHIRE AVENUE
LANGLEY PARK, MD. 20783
TELEPHONE:
434-1000

June 16, 1975

REFER TO FILE:

Mr. William McKinney
Director
Department of Environmental Services
District of Columbia Government
415 12th Street, N.W.
Washington, D. C.

Dear Mr. McKinney:

It has been my desire to accord the first opportuned moments of having a sitting with you to personally discuss an Agenda of Work Situations of which surely, we both hold very high priority interest. However, with both of our schedules extremely tight, such arrangements remain yet unfulfilled.

Nevertheless, there is one item that was to have been among others for possible discussion which deals with Local 631 which has two very large exclusively recognized units - namely, Water Pollution Control and Mt. Olivet Garage - in need of full time representation. These two units alone comprise hundreds of AFGE-represented employees.

Mr. Herbert Massie is the President of Local 631, for whom I hereby request be granted full time representation for Local 631.

Several other factors are influential in prompting my submission of this request. If you deem that further discussion is of necessity in this respect, I will avail myself at your disposal for such arranged discussion.

With expectation of a favorable, expeditious response, I remain

Sincerely,

Major H. Travis
National Vice-President
14th District - AFGE

Exhibit 3

***Memorandum*** ● **Government of the District of Columbia**

TO: James Leak
Special Asst for
Labor Managment Relations

Department, Agency, Office: Environmental Services BSWC

FROM: William B. Johnson
Chief, BSWC

Date: 26 June 1975

SUBJECT: Bernard Ross, President, Local 2091

Reference your inquiry concerning the amount of time, subject employee actually spends approximately 10% of each work week.

This expenditure of time includes but limited to the following:

A. Morning visits to the Service Areas.

B. Conferences with me in my office.

C. Daily telephone conversations.

D. Meetings with him and employee(s) to resolve potential grievances.

Office space has been provided for the President of Local 2091 at 20 "L" Street, S. W., since February, 1973.

J.C - 44
May 1967

Exhibit 4

***Memorandum*** ● **Government of the District of Columbia**

TO: James Leake, Special Assistant for Labor Management Relations
Department, Agency, Office: Environmental Services Executive Management

FROM: James Smith, Jr.
Acting Chief, MEMD

Date: June 23, 1975

SUBJECT: Union Activities

The following responds to Mr. McKinney's memorandum of June 9, 1975, subject: Union Activities.

During FY-75 AFGE 631 representatives devoted approximately the following amount of government time to union activities, per month:

It is impossible to provide information for Local 631's President, Mr. Herbert Massie. During the past year he has devoted less than 20% of government time to his assigned functions, as an Equipment Specialist. Most of the time he does not coordinate with his supervisor or any other Division official. He goes and comes at his own discretion, rarely telling anyone where he can be reached. He states that Mr. McKinney has authorized this latitude. You will have to ask Mr. Massie, where he goes and what he does? Management does not have the information.

Local 631's Vice President, Mr. Marcel Langley devotes approximately twenty (20) hours of government time a month to union activities. Although meetings are sometimes held, most of this time is devoted to resolving the problems of his members.

Mr. Cleophas Lee, Chief Shop Steward devotes approximately fifteen (15) hours of government time a month to union activities. As is the case with Mr. Langley, most of this time is spent resolving problems.

Local 631 Shop Stewards (Richard Ferguson, Russell Smith, Walter Jones, Edward Harbough, Harold Smith and James Harris) devotes approximately four (4) hours of government time a month to union activities. Almost all of this time is devoted to resolving members' problems.

The above time does not include special projects, such as the Mobile Equipment Task Force. In this instance considerably more time was devoted.

Exhibit 5

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF ENVIRONMENTAL SERVICES
WASHINGTON, D. C. 20004

Mr. Major H. Travis
National Vice President
14th District, AFGE, AFL-CIO
8020 New Hampshire Avenue
Langley Park, Maryland 20783

Dear Mr. Travis:

This is in reply to your letter of June 16, 1975 in which you request that Mr. Herbert Massie, President of Local 631 be granted full-time representation for Local 631. In essence, you are requesting that I authorize full-time administrative leave for Mr. Massie to conduct union business.

The Comptroller General of the United States in a letter dated July 12, 1966 issued an advisory opinion which reads in part:

> "Also, it has been agreed that an agency properly may grant administrative leave only for such short periods of time - ordinarily not to exceed eight hours - that are reasonable under the circumstances. We believe that statutory authority would be necessary to enable agencies to grant administrative leave for extended periods ---"

Since there is no statutory or other legal authority for authorization of full-time administrative leave for this purpose, I regret that I am unable to grant your request.

Sincerely yours,

William C. McKinney
Director

Submitted to McKinney
6-30-75

Exhibit 6

7.1.75

JIM-
THIS RESPONSE IS UNACCEPTABLE - I AM SUPPORTIVE OF THE REQUEST- WORK SOMETHING OUT —

Exhibit 7

JUL 8 1975

Mr. Major H. Travis
National Vice President
14th District, AFGE, AFL-CIO
8020 New Hampshire Avenue
Langley Park, Maryland 20783

Dear Mr. Travis:

This is in reply to your letter of June 16, 1975 concerning your desire to personally discuss with me an Agenda of Work Situations. You also indicate that one of the items for discussion concerns the two (2) exclusive units represented by AFGE, Local 631, and because of the number of employees involved, full-time representation is needed. In addition, you request that Mr. Herbert Massie, President, Local 631, be granted full-time representation for that Local.

Because of the complexity of the day to day problems arising out of administering the union contract; the processing of grievances; the large geographical area of the units; and the requirement that Mr. Massie attend regular union-management meetings at the various work sites, I am supportive of your request. In addition, I believe that the benefits derived by management from effective union representation constitute sufficient justification for your request.

I am therefore approving your request to grant Mr. Herbert Massie full-time representation for Local 631 effective as of the date of this letter.

Sincerely yours,

William C. McKinney
Director

Exhibit 8

***Memorandum*** ● **Government of the District of Columbia**

TO: Mr. William C. McKinney
Director, DES

Department, Agency, Office: Environmental Director's Office

FROM: James M. Leak
Special Assistant for Labor-Management Relations

Date: 17 JUL 1975

SUBJECT: Union Activities

This is in response to your memorandum, dated June 9, 1975, directing me to make a survey on what union activities are undertaken; how much time is devoted; how much time is appropriate for employee union officials to spend on union business while on government time; and to submit a report of my findings and recommendations.

As of this date there are two (2) employee union officials on full-time administrative leave; Herbert L. Massie, President, Local 631, American Federation of Government Employees, and Bernard Ross, President, Local 2091, American Federation of State, County and Municipal Employees. The Department has not allowed such flexibility for any other local union president.

WHAT UNION ACTIVITIES ARE UNDERTAKEN

In the case of Mr. Herbert L. Massie, President, Local 631, AFGE, I have been unable to ascertain what union activities he undertakes on a day to day basis. I do have personal knowledge of his attendance at Hearings for several days at the D.C. Labor Relations Board; one (1) written grievance concerning a Watchman's tour of duty at the N.E. Garage; and four (4) instances in which he participated in the resolution of grievances during the last year at the Blue Plains Facility. By memorandum to me dated June 23, 1975, Mr. James Smith, Jr., Acting Chief, Mobile Equipment Management Division stated the following: "It is impossible to provide information for Local 631's President, Mr. Herbert Massie. During the past year he has devoted less than 20 percent of government time to his assigned functions, as an Equipment Specialist. Most of the time he does not coordinate with his supervisor or any other Division official. He goes and comes at his own discretion, rarely telling anyone where he can be reached. He states that Mr. McKinney has authorized this lattitude. You will have to ask Mr. Massie, where he goes and what he does? Management does not have the information."

Local 631 has two (2) exclusive units; Shop and Office Personnel at the Northeast Garage which includes 96 wage-grade blue collar and 8 general schedule; Wat[illegible] Pollution Control consisting of 118 wage-grade employees for a combined total of 222 employees. (Total figure represents number of employees in bargaining units and is not intended to reflect actual number of employees on dues check-off.)

In the case of Mr. Bernard Ross, President, Local 2091, AFSCME, William B. Johnson, Chief, Bureau of Solid Waste Collection advised me by memorandum dated June 26, 1975 as follows:

"Reference your inquiry concerning the amount of time, subject employee actually spends 10 percent of each work week.

This expenditure of time includes but limited to the following:

A. Morning visits to the Service Areas

B. Conferences with me in my office

C. Daily telephone conversations

D. Meetings with him and employee(s) to resolve potential grievances

Office space has been provided for the President of Local 2091 at 20 L Street, S.W., since February 1973."

Mr. Ross advised me that his daily activities begin at approximately 6:00 o'clock A.M. when he is required to be at one of the Service Areas. He states that following this he generally has meetings with Service Area Chiefs or some other official in the Bureau of Solid Waste Collection. Further, he states that almost daily he has meetings at 20 L Street, S.W. where he reports daily. He also states that because of his accessibility to the workers, he is in position to "put the fires out before they get out of hand."

FINDINGS

1. Article 8, Section d of the Department's current agreement with Local 631, AFGE, provides, "In no case shall official time be allowed for conduct of Internal Union Business." Article 27, Section 12 of the current agreement with Local 2091, AFSCME, provides, "The Union President, or in his absence the Vice President, shall be authorized to conduct labor-management business, which is common to the bargaining units, without loss of pay provided prior approval is obtained from Department officials.

2. Budgetary cost to the Department annually for the two (2) Local Union Presidents on full-time administrative leave is as follows:

Herbert L. Massie, GS-9, $14,12500

Bernard Ross, WG-8, $12,792.00

Total $26,917.00

3. No other D.C. Agency has granted full-time administrative leave to a Local Union President.

4. The International Personnel Management Association advised me informally that they have no knowledge of any State, County of Municipal Government which permits Local Union Presidents to carry out their functions on the employer's time. It is the opinion of that Association that such a practice amounts to subsidizing the Union.

5. I have been unable to find any agency of the Federal Government which allows full-time administrative leave for Local Union Presidents.

6. All other activities of union officials within the Department are controlled and appear to be well within the guidelines of Chapter 25, District of Columbia Personnel Manual.

RECOMMENDATIONS

1. It is recommended that an inquiry be submitted to the Corporation Counsel to ascertain whether or not there is any statutory or other legal authority under which a D.C. Agency can authorize full-time administrative leave for employee union officials to conduct union business.

2. It is further recommended that pending receipt of an opinion from the Corporation Counsel, the current informal practice be curtailed and employee union officials be required to report to their respective work locations on a daily basis.

Exhibit 9

***Memorandum*** ● **Government of the District of Columbia**

TO: Mr. William C. McKinney
Director, DES

Department, Agency, Office: Environmental Services
Office of the Director

FROM: James M. Leak
Special Assistant for Labor-Management Relations

Date: JUL 9 1975

SUBJECT: Union Activities

This supplement to my memo of July 7, 1975 is to clarify a statement quoted from William B. John's memo appearing on page 2, paragraph 3,

> "Reference your inquiry concerning the amount of time, subject employee actually spends 10 percent of each work week."

Mr. Johnson advised me today that Ross spends 10 hours of each week with him. He also stated that he has no knowledge of what Ross does with the other 30 hours.

Local 2091 has three (3) exclusive units; Solid Waste, Construction and Repair, Sewer Maintenance with a total of approximately 1558 employees in the combined units.

Exhibit 10

Mr. Lovell L. Cyrus, Council Director
Council 20, AFSCME, AFL-CIO
1571 Alabama Avenue, S.E.
Washington, D.C. 20032

Dear Mr. Cyrus:

Article XXVII, Section 12, of the current Agreement between Council 20, Local 2091 and the Department of Environmental Services provides, "the Union President, or in his absence, the Vice President, shall be authorized to conduct labor-management business which is common to the bargaining units, without loss of pay provided prior approval is obtained from Department officials." Under this provision, the Department has previously maintained a liberal policy in approving administrative leave for the President of Local 2091.

As you know, this Department budget for Fiscal Year 1976 was substantially reduced by the City Council. Our resources are so low that we cannot afford to sustain salaries for non-working employees. In addition, serious questions have been raised regarding the legality of granting full-time administrative leave to employee union officials.

I have directed that an inquiry be submitted to the Corporation Counsel for clarification of this matter. Until such time as I receive a response from that office, all prior approval of administrative leave for employee union officials is cancelled as of this date. All affected employees will be required to report to their respective work locations on a daily basis.

Very truly yours,

William C. McKinney
Director

10-8-75

10/8/75

10/8

cc: Bernard Ross
Herbert L. Tucker
Frank Borris
Jean Levesque
Edward Halley
Mary Redmiles

Submitted 10-8-75

Exhibit 11
Returned 10-10-75

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF ENVIRONMENTAL SERVICES
WASHINGTON, D. C. 20004

Mr. Lovell L. Cyrus, Council Director
Council 20, AFSCME, AFL-CIO
1571 Alabama Avenue, S.E.
Washington, D.C. 20032

Dear Mr. Cyrus:

Article XXVII, Section 12, of the current Agreement between Council 20, Local 2091 and the Department of Environmental Services provides, "the Union President, or in his absence, the Vice President, shall be authorized to conduct labor-management business which is common to the bargaining units, without loss of pay provided prior approval is obtained from Department officials." Under this provision, the Department has previously maintained a liberal policy in approving administrative leave for the President of Local 2091.

As you know, this Department budget for Fiscal Year 1976 was substantially reduced by the City Council. Our resources are so low that we cannot afford to sustain salaries for non-working employees. In addition, serious questions have been raised regarding the legality of granting full-time administrative leave to employee union officials.

I have directed that an inquiry be submitted to the Corporation Counsel for clarification of this matter. ~~Until such time as I receive a response from that office, all prior approval of administrative leave for employee union officials is cancelled as of this date. All affected employees will be required to report to their respective work locations on a daily basis.~~

Very truly yours,

William C. McKinney
Director

THE DEPARTMENT WILL CONTINUE WITH ITS CURRENT POLICY UNTIL ONE OF TWO THINGS HAPPEN (1) BUDGET CONDITIONS PREVENT ME FROM CONTINUING, (2) AN UNFAVORABLE OPINION FROM CORPORATION COUNSEL.

Exhibit 12

OCT 10 1975

MEMORANDUM TO: Mr. C. Francis Murphy
Corporation Counsel

SUBJECT: Administrative Leave for Employee Union Officials

Article XXVII, Section 12, of the current Labor-Management Agreement between the Department of Environmental Services and Council 20, Local 2091, AFSCME, AFL-CIO, provides "the Union President, or in his absence, the Vice President, shall be authorized to conduct labor-management business which is common to the bargaining units, without loss of pay provided prior approval is obtained from Department officials." Pursuant to this provision, the Department has attempted to maintain a liberal policy is approving administrative leave for the President of Local 2091.

The Department also has agreements with several local unions of AFGE whose elected employee union officials are making request for full-time administrative leave to conduct labor-management business which is common to their respective bargaining units.

I am requesting an opinion as to whether or not there is any legal or statutory authority under which the Department may grant full or part time administrative leave to employee union officials to conduct labor-management business which is common to the bargaining units.

W. C. McKinney

William C. McKinney
Director

Exhibit 13

LEAK

14 OCT 1975

Mr. Major H. Travis
National Vice President
14th District AFGE, AFL-CIO
6020 New Hampshire Avenue
Langley Park, Maryland 20783

Dear Mr. Travis:

This is with further reference to my letter of July 3, 1975, concerning your request to grant Mr. Herbert Massie full-time representation for Local 251.

As you know, this Department's budget for Fiscal Year 1976 was substantially reduced by the City Council. Our resources are so low that we cannot afford to sustain salaries for non-working employees. In addition, serious questions have been raised regarding the legality of granting full-time administrative leave to employee union officials.

I have directed that an inquiry be submitted to the Corporation Counsel for clarification of this matter. The Department will continue with its current policy until one of two things happen, (1) budget conditions prevent me from continuing, (2) an unfavorable opinion from Corporation Counsel.

Very truly yours,

William C. McKinney
Director

cc: Herbert Tucker
Herbert Massie
Frank Morris
Edward Malley
Jean Levesque
Mary Rodailes

Exhibit 14

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF ENVIRONMENTAL SERVICES
WASHINGTON, D. C. 20004

January 21,1976

MEMORANDUM TO: Herbert L. Tucker
Director, Solid Waste Management Admin.

Frank Borris
Director, Office of Executive Management

SUBJECT: Assignment of Union Officials

As recently as Tuesday, January 20, 1976 there apparently still exists some confusion, misinterpretation and misunderstanding surrounding the question of Departmental policy regarding the duty status of union officials, particularly union presidents.

This memorandum will serve to clarify the Department's position with regards to duty stations, assignments and the conduction of union related business during normal duty hours.

It is now and has always been the position of this Department to provide the maximum flexibility to union officials to conduct union business that directly relates to the more efficient and effective operation of this Department. This is to be done within the established guidelines and directives contained in the District Personnel Manual and Department of Environmental Services orders issued to further amplify or clarify sections of the DPM.

Your attention is directed to Chapter 25A-17, Section 10: District Personnel Manual. Specific attention is to be paid to Section 10: (c), (d), (e), (g), (i), (j), (k), and (l).

It is the responsibility of all supervisors to be knowledgeable of the DPM and those sections that have specific reference to union officials and union activities.

59-211 O - 76 - 63

The Department has benefited by having good working relationships with the unions represented within the Department. It is my hope that this will continue.

On the issues aired on Tuesday, January 20, 1976 concerning the work assignments of Herbert Massie (Local 631 AFGE) and Bernard Ross (Local 2091 AFSCME) please provide me with a schedule of duties performed covering the last eight months. The present work activities for both men should also be included. This report is to be into my office by COB Monday, January 26, 1976.

Let me once again emphasize your responsibility for the employees assigned to your Administration or Office.

If for whatever reason practices now in effect disagree with the directives contained in the DPM they are to be discontinued immediately. Questions concerning specific sections of the DPM are to be directed to Mary Redmiles, Chief, Personnel Division.

William C. McKinney
Director

cc: John Ingram
Mary Redmiles
Major H. Travis
Lovell L. Cyrus
Bernard Ross
Herbert Massie

Exhibit 15

Environmental Services
Solid Waste Management
Administration

Mr. William C. McKinney, Director
Department of Environmental Services

Herbert L. Tucker, Director

January 26, 1976

Assignment of Union Officials

Reference your memorandum, dated January 21, 1976, subject same as above.

There does not and has not existed in my mind any confusion, misinterpretation and misunderstanding regarding Departmental policy as to the duty status of union officials, particularly union presidents.

The Departmental policy on duty assignment for union officials was established prior to my assuming my current position. As my predecessor, I am sure you were aware that past presidents of Local #2091 enjoyed the privilege of full-time administrative leave with one serving during your tenure as Director of Solid Waste Management Administration.

However, I do recall in March 1975 after Mr. Bernard Ross' election as President of Local #2091, Mr. William B. Johnson, Chief of the Bureau of Solid Waste Collection, Solid Waste Management Administration and I suggested to you that this would be an opportune time to change the policy of full-time administrative leave for Mr. Ross. It was recommended that he be required to report for regular duty on Mondays and Tuesdays, Wednesdays be granted as a day of administrative leave to conduct union business, Thursdays and Fridays as required and requested. The recommendation was not accepted by you.

I regret that I cannot furnish you a schedule of duties performed by Mr. Ross for the last eight (8) months. You will recall the report furnished (copy attached) by Mr. William B. Johnson indicates that he could only account for ten per cent (10%) of Mr. Ross' time. Local #2091 membership also includes personnel assigned to Sewer Maintenance and Construction and Repair. It is possible that he spent the remaining hours in support of those two (2) units, which are not a part of Solid Waste Management Administration.

Please be advised that on Wednesday, January 21, 1976, I personally instructed Mr. Ross to report to his duty station (Service Area III) as a Crew Chief, Thursday A.M.) January 22, 1976. I am informed that Mr. Ross complied with these instructions.

Exhibit 16

# *Memorandum* o Government of the District of Columbia

TO: William C. McKinney
Director, DES

Department, Agency, Office: Environmental Services
Executive Management

FROM: Frank S. Borris, Director
Office of Executive Management

Date: January 27, 1976

SUBJECT: Assignment of Union Officials; Your Memo of January 21, 1976

I support the concept of cooperation with unions including the provision of maximum flexibility to union officials enabling them to conduct union business within the parameters of the District Personnel Manual, Civil Service Commission regulations, Comptroller General, judicial and other applicable rulings.

I have been guided, however, in dealing with Mr. Herbert Massie, President, Local 631, AFGE, by your letter of July 3, 1975 to Mr. Major H. Travis, National Vice-President, 14th District, AFGE and your October 14, 1975 letter to Mr. Travis, copies of which were supplied me and which are attached. In the context of these communications, I had no reason to interpret these directives other than as approval of full-time administrative leave for Mr. Massie, since he was already the elected certified representative of the officially recognized collective bargaining agent, Local 631, AFGE, representing the Mobile Equipment Management Division. I understood this as simply an extension of a long established practice in the Solid Waste Management Administration involving the Presidents of Local 2091, going back several years.

For the record, Mr. James Smith, Jr., was Acting Chief, MEMD, from 2-15-75 through 7-16-75. Mr. Smith has subsequently been transferred to the Water Resources Management Administration. His report of Mr. Massie's activities in a memo of 6-23-75 to James Leak, Special Assistant for Labor Management Relations, is attached. Mr. Irvin Brown was temporarily promoted to Chief during the period 7-6-75 through 8-3-75. Mr. Brown is no longer employed in the Department and cannot be reached for comment at this time. Mr. Welty Lohr was detailed to the Chief, MEMD, from 8-3-75 through 10-2-75 and appointed Chief on 12-21-75, a position in which he has served until the present time. Mr. Lohr has relied on the July 3, 1975 memo, in addition to understandings passed on by previous managers.

Mr. Massie, for practical purposes, has assumed no work duties since July 3, 1975, citing as his authority the July 3, 1975 memo.

Until the recent flap on NBC News and the Senate hearings, I had no reason to question the arrangement, since it appeared to be sanctioned by the Director.

I have instructions to Mr. Lohr and Mr. Massie that he (Mr. Massie) was to report to his duty station and assume the duties of his position on Friday, January 23, 1976. They were instructed to be guided by the provisions of Chapter 25A-17 of the District Personnel Manual, regarding labor-management relations and leave requirements. I hope we have resolved this problem.

Exhibit 17

# Government of the District of Columbia

OFFICE OF THE CORPORATION COUNSEL
DISTRICT BUILDING
WASHINGTON, D. C. 20004

LPR:fm

February 5, 1976

Mr. Warren W. Kane, Staff Assistant
Senate Subcommittee on Appropriations
for the District of Columbia
Room S-128, United States Capitol
Washington, D. C.

Dear Warren:

Pusurant to our telephone conversation there is transmitted herewith a copy of our Opinion on "Administrative Leave for Employee Union Officials."

Sincerely yours,

Lou Robbins

LOUIS P. ROBBINS
Acting Corporation Counsel, D. C.

Special Assignments Division
Corporation Counsel, D.C.

William McKinney, Director
Department of Environmental Services

Louis P. Robbins /s/
Acting Corporation Counsel, D.C.

21 JAN 1976

Administrative Leave for Employee Union Officials

You requested "an opinion as to whether or not there is any legal or statutory authority under which the Department may grant full or part time administrative leave to employee union officials to conduct labor-management business which is common to the bargaining units".

The issue of granting administrative leave to union officials is governed by Chapter 12B, District Personnel Manual, and subchapter 11-5(e) of Chapter 630 of the Federal Personnel Manual and Title 5, Chapter 63 of the United States Code.

The above-cited references when read in their entirety are indicative of a limited administrative leave policy for representatives of employee organizations. The Comptroller General has issued a ruling dated July 12, 1966 (see B.T.N. No. 711-11) in regard to this issue wherein he has stated that leave may be granted to employee representatives to deal with matters such as "***statutory or regulatory provisions relating to pay, working conditions, work schedules, employee grievance procedure, performance ratings, adverse action appeals, as well as agency policy and negotiated agreements pertaining thereto. Our mutually agreed upon conclusion in this area is predicated upon there being an advantage to the agency as well as to the employee organization concerned that employee representatives be knowledgeable in matters concerning the basic statutes, regulations and agency policy and negotiated agreements affecting employee rights, appeal procedure, etc.***"

The ruling also notes that "*** it has been agreed that an agency properly may grant administrative leave only for such short periods of time--ordinarily not to exceed 8 hours--that are reasonable under the circumstances***".
[Emphasis supplied]

Therefore, it is my opinion that administrative leave may only be granted in conformity with the above ruling and any blanket approval of future full-time administrative leave to union officials would not be in compliance with the aforementioned statute rules and regulations.

# GENERAL ACCOUNTING OFFICE

## STATEMENT OF WILLIAM J. ANDERSON, DEPUTY DIRECTOR, GENERAL GOVERNMENT DIVISION

### FINANCIAL MANAGEMENT PROBLEMS

Senator CHILES. The subcommittee has postponed hearing the 1976 budget request for the Office of Youth Opportunity Services in order that we could hear at the same time a report from the General Accounting Office regarding financial management problems in the Office of Youth Opportunity Services.

GAO's review of the Office of Youth Opportunity Services was undertaken at the request of Senator Bayh and it is my understanding that GAO discovered a number of financial management problems.

The subcommittee will now hear from Mr. William J. Anderson, Deputy Director of the General Government Division of the General Accounting Office.

Mr. Anderson, do you have a prepared statement for us this morning, sir?

Mr. ANDERSON. Yes; I do.

### INTRODUCTION OF ASSOCIATES

Good morning, Mr. Chairman. I would like to introduce the gentlemen here with me. Mr. Frank Medico, on my left is the Assistant Director in charge of all of our work at the District of Columbia audit site and at my right is Mr. Calvin Cookfair, the man in charge of this particular assignment.

We are pleased to meet with you today to present our findings concerning financial management problems in the Office of Youth Opportunity Services.

The deficiencies we identified evidence severe weaknesses in the financial controls maintained by the office. Problems of this nature are not unique to the Office of Youth Opportunity Services.

On December 8, 1975, the Comptroller General testified to the House Committee on the District of Columbia regarding a proposed audit of the District's financial condition. In his statement, Mr. Staats observed that the General Accounting Office has found the weaknesses in the District's internal control and the inadequacies in its record-keeping to be widespread and severe.

While the Office's managers bear immediate responsibility for the conditions we found, the underlying cause of the problems was the District government's failure to have in place an effective system of financial management controls, although given the flagrant and knowing deviations from policy and procedure by the Office's management, even an effective financial management system might not have averted problems.

As the Comptroller General pointed out, there is an urgent need for the District to improve its procedures and systems. The affairs of the Office of Youth Opportunity Services emphasize how real this need is. Regarding the summer employment program, we noted that:

Ineligible youths were knowingly accepted into the program.

Thousands of unclaimed paychecks were being held for extended periods without being returned for cancellation.

The state of the files was such that we could not verify the propriety of the payments made to 74 of the 272 youths included in our sample.

A number of youths were paid for hours in excess of those actually worked, and, the Office neglected to withhold FICA taxes from more than 2,000 paychecks, making the District liable for $23,000.

In addition, we observed that the Office overobligated various funds during each of fiscal years 1973 and 1974, and, in addition, to not effectively controlling the use of grant funds received from HEW and the Department of Labor, the Office applied part of the funds from each to unauthorized purposes, and, had 48 permanent positions filled, although only authorized 28.

Mr. Chairman, to us this situation demonstrates a real need for the Office of Youth Opportunity Services to improve its financial management. If that Office does not continue to have responsibility for these programs, care should be taken by any successor group or groups to avoid deficiencies of the type we found.

The Office of Youth Opportunity Services was established in 1970 and organizationally reports to the Office of the Mayor. Its primary responsibility is to assist the Mayor in planning and coordinating District government and private agency programs conducted for youths as a means of reducing and preventing juvenile delinquency in the District.

The Congress has appropriated about $2 million each year over the past several years for conducting the affairs of the Office, and in addition, we were able to identify grants to it from various Federal agencies totaling about $7 million and about $9 million in fiscal years 1974 and 1975, respectively.

Under the Office's sponsorship, or direct operation, District youths were offered, free of charge, a wide range of diversified services and activities, including medical, dental, legal, and counseling services, recreational activities, and schooling.

The Department of Labor granted the District $6 to $8 million in each of the past several years for a program giving short-term employment to disadvantaged youths during the summer months in government and private agencies.

The 1973 program was authorized by the Economic Opportunity Act of 1964 and the Emergency Employment Act of 1971.

Subsequent programs in 1974 and 1975 were authorized by the Comprehensive Employment and Training Act of 1973, CETA.

About 15,000 youths were in the program each year and the Office was the District agency responsible for administering the grant funds. Our observations on its administration follow.

First, the 1974 program required participating youths to be economically disadvantaged as defined by Department of Labor statutory regulations published under CETA.

The Office requested Labor to waive the eligibility requirements to permit 20 percent of the enrollees to be nondisadvantaged but Labor denied the request because, as it rightly stated, it had no authority to waive the statutory requirement.

Nevertheless, the Office deliberately enrolled about 3,000 ineligible youths in the program and charged the $1.3 million expenditure for these nondisadvantaged youths to the grant funds.

In our opinion, the Office's director violated the statutory regulations by knowingly enrolling ineligible youths in the summer employment program. By so doing, the director may also have violated the criminal provisions of CETA, prohibiting the willful misapplication of CETA funds.

As you know, the Department of Justice has chosen not to pursue the matter.

DOL later extricated the District from the difficulties created by this misapplication of funds by agreeing to allow the District to charge the $1.3 million to another DOL grant which had unspent funds available for employment of unemployed or underemployed people.

Second, thousands of payroll checks amounting to several hundred thousand dollars were prepared but unclaimed or undeliverable to the youth payees. These checks were held at the worksites and at the Office for many months before being returned to central accounting for voiding.

The Office, for example, sent $480,000 of unclaimed checks back to central accounting between August 1973, and June 1974, which it had held for as long as 9 months.

One of the work sites we visited in September 1974, had 59 checks on hand amounting to $4,000 which were dated a year earlier.

We were unable to get a satisfactory explanation as to why so many checks went unclaimed, and we cannot understand why such a large number of needy youths would fail to pick up their paychecks.

This situation evidences serious management problems in the summer employment programs. The Office was negligent in its handling of government funds by not having the checks promptly voided when payees could not be located.

The problem persisted through the most recent 1975 program when there were 862 checks amounting to $82,000 unclaimed by the payees.

Third, the Office was responsible for keeping records on the youths they had certified as eligible for the program. Our review of payments to 272 selected youths showed that payments to 83 youths, 31 percent, who were paid a total of $16,770, were not supported by the necessary eligibility certification forms.

Further, because the District's central accounting office, which processed the payroll, did not retain proper files of supporting documents such as time and attendance reports and personnel action forms, we could not verify the propriety of any of the payments to 74 of the 272 youths in our sample.

Payments were made to youths for hours not worked. For example, the time and attendance records sent in by two agency supervisors were altered by the Office without the supervisors' knowledge, increasing the number of hours worked and resultant payments to 74 youths by $1,075.77.

We noted eight other instances where youths were paid a total of $184 more than what they should have been, based on the number of hours the youths signed for on their time and attendance reports.

Employees' share of FICA taxes were not always withheld from youths' pay, as required by law.

Special vouchers prepared by the Office, covering more than 2,000 paychecks totaling over $198,000, did not withhold about $12,000 of employees' FICA taxes.

Because the employees' FICA taxes were not withheld, the District is liable for both the employees' and employers' share of the taxes—over $23,000.

In addition to the financial management deficiencies I just recited, in the administration of the summer employment programs, we observed the following financial irregularities in other activities of the Office.

First, in fiscal year 1974, the Office overobligated its available funds by $132,000 because of faulty procedures for recording and monitoring obligations incurred against the funds.

It charged certain obligations totaling at least $400,000 to a special account for matching funds required for Federal grants and then at the end of the year transferred the charges to its appropriations.

However, by that time there were insufficient appropriated funds left to cover all of the charges—the result: overobligation. Such a procedure is obviously a poor way to control funds.

Second, a similar overobligation of funds occured in fiscal year 1973 amounting to $30,000.

Third, the Office received a grant of $225,000 from the Department of Health, Education, and Welfare for the operation of a youth assistance center and by August 31, 1974, when the grant period expired, a total of $276,000 had been charged to the grant account—$51,000 in excess of available grant funds.

Further, the conditions of the grant specified that the moneys were to be used only for the personnel and consultant services to find a center, recruit and hire staff, and operate the center.

We identified about $67,000 charged to the grant account that would not be allowable for items such as, transportation, supplies, equipment, and premature personnel costs.

Four, similarly, a Department of Labor grant of $234,500 to the Office to help finance operating costs of the District of Columbia Street Academy during fiscal years 1973 and 1974 was charged with $46,000 in excess of the grant amount.

The District of Columbia Street Academy is a school operated by the Office which is intended to provide education opportunities to disadvantaged school dropouts to enable them to attain a high school diploma.

The Office cleared the overexpenditures from the grant account by transferring them to other accounts and grants, including a switch of $20,450, to a Department of Labor grant for recreation support. This charge appears improper since the District of Columbia Street Academy is not a recreational activity.

In fiscal year 1974, the Office exceeded the Federal Office of Management and Budget personnel ceiling incorporated in its congressionally approved budget by 20 employees.

The approved budget authorized 28 permanent positions and 61 temporary positions.

We found that 20 of the positions carried as temporary were actually filled for a year or more and therefore should have been classified as permanent positions.

Since the permanent slots were already fully occupied during the year, the Office exceeded its ceiling by these 20 positions.

That concludes my statement, Mr. Chairman. We will be happy to answer any questions that you may have.

Senator CHILES. Thank you, Mr. Anderson.

Regarding hiring nondisadvantaged youths—what are the penalties for violating CETA statutory regulations?

Mr. ANDERSON. For the amounts involved in this case, Mr. Chairman, the statutes provide for fines not to exceed $10,000, and imprisonment not to exceed 2 years.

Senator CHILES. What are the penalties for violating the criminal provisions of 18 United States Code 665, of CETA?

Mr. ANDERSON. The same.

Senator CHILES. Same.

Mr. ANDERSON. Yes, sir.

Senator CHILES. To your knowledge, has the Department of Labor pursued prosecution?

Mr. ANDERSON. They have not, sir. We have spoken to the Solicitor at the Department of Labor. He informs us that they intend to take no further action on the matter. Essentially, as they explain it, since ultimately funds were charged properly, after the fact, but on that basis they decided not to pursue it.

Senator CHILES. It seems that this is a matter for the Labor-HEW subcommittee and I intend to refer the matter to them for appropriate followup.

Did you cross-check the names on the unclaimed checks against the names of those persons actually enrolled in the program?

Mr. ANDERSON. We made a real attempt to do that, sir, and were unsuccessful because of the state of the records.

I might mention, on a limited basis, we were able to test some 60 and in those cases, in fact, the people were on the payroll.

Senator CHILES. What explanation or what conclusion did you draw from your discovery that large numbers of checks were unclaimed?

Mr. ANDERSON. I think from a financial standpoint, the thing that concerns us most is that we will never know in fact if all the checks were finally accounted for that were unclaimed.

We do know a certain number of them were returned. There might have been more. We will never know. It is impossible to recreate it from the records.

Senator CHILES. With regard to youths being paid for hours not worked, did you conclude that this was a willful and planned misapplication of funds?

Mr. ANDERSON. It was done purposely, sir. I do not know if I would go with that strong a language, but it was definitely done with foreknowledge of what was being accomplished.

### GAO GENERAL COUNSEL'S OPINION

Senator CHILES. I would appreciate it if you would supply for the record, a copy of the GAO General Counsel's opinion, which I understand was rendered on January 14, 1976, regarding this investigation.

Mr. ANDERSON. I shall do that.
Senator CHILES. Thank you.
Mr. ANDERSON. Thank you.
[The information follows:]

OPINION OF THE GENERAL COUNSEL, U.S. GENERAL ACCOUNTING OFFICE DIRECTOR TO THE GENERAL GOVERNMENT DIVISION, U.S. GENERAL ACCOUNTING OFFICE

Returned. Assistant Director Frank Medico has posed three questions concerning the actions of the District of Columbia (the District) and the Department of Labor (DOL) in connection with a grant to the District under title III of the Comprehensive Employment and Training Act of 1973 (CETA), 29 U.S.C. §§ 871 *et seq.* (Supp. III, 1973), for a summer employment program for economically disadvantaged youth. Our answers follow:

The first and second questions both deal with the propriety of actions of the District in administering the grant. We conclude that, by knowingly enrolling in the title III summer employment program individuals who were not "economically disadvantaged" as that term is defined in CETA regulations (which have the force and effect of law), and who were therefore not eligible for participation in the program, the District violated such regulations. The District also may have violated section 611(a) of the Comprehensive Employment and Training Act of 1973, 18 U.S.C. § 665(a) (Supp. III, 1973), making it a criminal offense for an officer of an agency receiving financial assistance under the act to willfully misapply any of the money, funds, assets, or property which are the subject of a grant pursuant to the act.

With respect to the latter possibility, *i.e.* that a violation of the criminal code occurred, you may wish to refer the matter to the Department of Justice, which is charged with the responsibility for investigating and prosecuting crimes, in accordance with the procedure set forth in GAO Order No. 1130.1. However, while there is sufficient basis for referring the matter to the Justice Department, DOL, the agency responsible for administering the programs, has, as you point out, transferred CETA title I funds to the District so that the expenditures for noneconomically disadvantaged recipients have been transferred, in effect, from title III to title I, which allows payments to the noneconomically disadvantaged. This action by DOL was evidently intended to extricate the District from the difficulties which its misapplication of the title III funds had created. Considering that DOL has cooperated in actions with the net effect that the costs ineligible for title III funding were covered by title I funding, we have some doubt whether the Attorney General will choose to prosecute.

We do not believe that the actions of District officials can be characterized as having been in violation of the Antideficiency Act. That act provides in pertinent part that:

"(a) No officer or employee of the United States shall make or authorize an expenditure from or create or authorize an obligation under any appropriation or fund in excess of the amount available therein; nor shall any such officer or employee involve the Government in any contract or other obligation, for the payment of money for any purpose, unless such contract or obligation is authorized by law."

The purpose of section (a) of 31 U.S.C. § 665 is to prevent overobligation of appropriations, or to prevent obligation when no appropriation exists. In this case, the obligation against the appropriation for title III grants for the fiscal year in question was created when the grant was approved. 31 U.S.C. § 200(a)(5) (1970). It is at that time that the determination would be made under the Antideficiency Act whether the amount obligated was in excess of the amount available in the appropriation for purposes of such grants. Subsequent actions by the grantee in applying the funds granted for various purposes, whether authorized or not, would not be either obligations under, or expenditures from, the original appropriation, within the meaning of 31 U.S.C. § 665(a).

In sum, the District, in allowing the use of the title III grant for noneconomically disadvantaged youths, acted in contravention of regulations which were promulgated under the authority of section 602 of CETA, 29 U.S.C. § 982(a) (Supp. III, 1973), and hence are statutory regulations, having—as indicated above—the force and effect of law. And the District may have acted illegally if its actions constituted a violation of section 611(a) of CETA, *supra*, but that can only be determined in the course of a criminal prosecution.

Whatever may be the treatment of the matter by the Department of Justice, it would be correct to describe the action of the District, in your report, as a violation of the regulations. Since the District was on notice that a waiver would not be granted by DOL to use the title III funds for noneconomically disadvantaged recipients, it would be correct also to say that the regulations were knowingly violated.

With respect to the third question, DOL approved a title I grant to the District on September 26, 1974. On May 9, 1975, the title I grant was modified (apparently following prescribed modification procedures) to include additional funds sufficient to pay for the employment of noneconomically disadvantaged youths during a period prior to September 26, 1974, the original date of the title I grant.

With respect to the title I grant which was modified to accommodate noneconomically disadvantaged participants, participation in title I programs is limited to persons who are "economically disadvantaged, unemployed, or underemployed." 29 CFR § 95.32. The individuals in question, to be eligible for participation under the title I program, must therefore have been either unemployed or underemployed, within the definitions of those terms in DOL regulations, since they were not "economically disadvantaged," under title I criteria either. (DOL defines the term "economically disadvantaged" with reference to the poverty level standard for purposes of all the titles of the Act.) This is in effect acknowledged in the grant modification agreement, which recites that the summer title I component shall be operated in accordance with the program and specification contained in the title III grant—

"except that participant eligibility requirements will be those specified in Part 95–32 of the CETA regulations of June 4, 1974."

We note that the definition in the regulations then applicable of "underemployed person" does contain an income limitation: those who are working full-time can be considered underemployed only if their wages are below the poverty level. 29 C.F.R. § 94.4 (vv), 39 Fed. Reg. 19891, June 4, 1974.

The submission from Mr. Medico does not indicate whether DOL made any attempt to determine whether the participants in the title III grant program also met the title I requirements for eligibility. Assuming, however, that these participants were eligible under title I, it appears that DOL acted within its authority in taking the action described.

First, no violation of the Antideficiency Act occurred because at the time the modification of the title I grant was made, sufficient title I funds were available for the increased title I obligation. Moreover, the title I appropriation had been available for obligation during the period, July and August 1974, to which the retroactive modification was made. See 31 Comp. Gen. 308 (1952).

The modification was retroactive, in that it resulted in funding a portion of a program which at the time of modification had already been completed. That program had been conducted, at least nominally, and as a title III program, as discussed above. DOL apparently agreed to the grant modification based on an administrative determination that the modification was consistent with the purposes of title I. Under the circumstances, we cannot say that it was without authority to do so.

The fact that the retroactive title I grant also had the effect of relieving the District of potential accountability for the amount it had expended in violation of the title III grant terms does not make the action of DOL in approving the title I grant illegal. It is certainly proper, however, to criticize DOL for its actions in administering the grant.

# DISTRICT OF COLUMBIA

## Office of Youth Opportunity Services

**STATEMENT OF DR. JAMES L. JONES, DIRECTOR**

**ACCOMPANIED BY:**
**REV. JESSE ANDERSON, DEPUTY DIRECTOR**
**CHARLES HOWARD, BUDGET OFFICER**
**PATRICIA SMITH**

### BUDGET REQUEST

Senator Chiles. The subcommittee will now consider the budget estimate of the Office of Youth Opportunity Services.

The 1976 budget request is in the amount of $2,347,800 and provides for a total of 28 positions. This compares with the $2,209,700 appropriated last year.

### POLICY STATEMENT AND BUDGET SUMMARY

The opening policy statement and budget summary will be placed in the record.

[The statement and summary follow:]

The Office of Youth Opportunity Services was established in 1968 as the Youth Programs Unit. Since its inception it has carried out its mandate and responsibilities through the implementation of a variety of programs and systems.

An overview of this Office's programs is provided in this policy statement including, but not limited to, such program thrusts as: the Role of Youth Advocate; Neighborhood Planning Council Elections; and the Coordination Role through such activities as the Youth Strategy Room, Workshops, technical assistance, surveys and evaluations, Advisory Boards, and the Management Information System.

Juvenile Delinquency Prevention and Control Programs are also significant charges of this office accomplished through the Twenty-four Hour Youth Assistance Centers, the Youth Courtesy Patrols, the Street Academy and the Crowd Control Task Force.

A major focus of responsibility for the Office of Youth Opportunity Services is youth employment.

Community-based programs serve as the core of this agency's operation, and are conducted by the Neighborhood Planning Councils. These projects offer skill development in a wide range of professions and vocations.

Other major programs supported by this office include: (1) The Hot Lunch Program; (2) Transportation to the Suburbs; (3) Cultural Trips; (4) City-wide Youth Newspaper, the Curbstone; (5) Summer Camp; (6) Youth Games; (7) Spanish Youth Center; and (8) Chinese Youth Center.

The Office of Youth Opportunity Services as created by Commissioner's Order 70-93 was designed to serve as the advocate agency for children and youth of the District of Columbia. As the representative office for children of this City, this agency is insuring that the unique needs and special problems of youth are met in all types of youth-directed programs.

As developed through the Office of Youth Opportunity Services the role of youth advocate has had a profound impact in improving various services to Washington's young people. Prior to the advent of this agency, youth programs were barely recognized as significant areas in which special attention was necessary; and this attitude was reflected in the City's fragmentation and total lack of coordination of youth activities. In this field, the Office of Youth Opportunity Services has been an essential catalyst and a moving force. Through its youth supporter-defender function, this office has placed youth programs in their proper perspective among other programs in the District.

PROGRAM THRUST - I
YOUTH PARTICIPATION IN GOVERNMENT AND THE DEMOCRATIC PROCESS

Neighborhood Planning Council

One of the major means designed to carry out the responsibilities of the Office of Youth Opportunity Services is the Neighborhood Planning Council. Established to meet intensified demands of young people in Washington, D. C., to participate in programs affecting them, and to gain some insight

into the political process, the Neighborhood Planning Council provided the opportunity for young people to elect youth and adults to public office in their communities.

During the six (6) years that the Neighborhood Planning Councils have held annual elections and conducted meetings, approximately 27,000 citizens (thirteen years and older) have been involved in the process. The experience gained in electing officers, attending and conducting meetings, and implementing policies have afforded the educational opportunity that supported Home Rule and the democratic process.

The Neighborhood Planning Council also furnished another unique opportunity to the young people of this City to develop programs. This is one of the few, if not the only city in the United States, where young people have secured a proficiency in writing proposals for youth programs, staffing the centers with adults and youth, and operating and evaluating their operation. During the six years this office has been in operation, over 3,500 proposals have been generated from citizens and groups, and approximately 1,500 programs have been produced and put into effect. As a result of this process, young people have developed leadership skills and directly brought unique services to individual communities based on their own ideas which complement existing programs.

Principally youngsters between the ages of 13 and 21 years are provided with the occasion to engage in meaningful employment, training and education. These programs serve a two-fold purpose: They provide the older youth with meaningful employment and opportunities for training in programs such as skill workshops in carpentry, painting, electrical repair, typing, clerical skills, commercial sewing, business, landscaping, community renovation, and on-the-job training as recreational and educational aides in their neighborhoods in order to improve the environment and delivery of services.

These NPC programs are the core of activity and means for implementing this agency's responsibility as the advocate for children of the District. Because our philosophy is based upon the principle that for any program to be substantial, it is essential that the people for whom these programs are designed be bound in the program process from beginning to end.

Through the Neighborhood Planning Councils the Citizens of Washington, D. C. have benefited directly by being able to participate in the development and operation of the various programs.

PROGRAM THRUST - II
PROGRAM COORDINATION

Coordination Role

The Office of Youth Opportunity Services has provided in the past leadership and coordination with heavy concentration in juvenile delinquency prevention and control. This office has a Juvenile Delinquency Prevention and Control Unit which has the primary responsibility of coordinating and planning programs impacting on juvenile delinquency. To assist in this area of coordination, the Juvenile Delinquency Unit has established the following vehicles which facilitate meeting these responsibilities: It operates the Youth Strategy Room, where public and private youth agencies meet to discuss the impact and problems of their programs; con-

ducts surveys and evaluations of youth programs; provides technical assistance to the community in general and more specifically to juvenile delinquency programs; serves as the administrative arm of the Youth Advisory Board of the District of Columbia; and is responsible for that part of the Management Information System pertaining to Juvenile delinquency programs. The Director of the unit serves as the representative of the Office of Youth Opportunity Services on such boards as: the Criminal Justice Coordinating Board, Service Area Committees, and Neighborhood Planning Councils.

The automated Management Information System provides top level management with basic data to assist in overall coordination. The MIS has three elements, referred to as "sub-systems." Sub-system I generates progress reports of individual programs that can help evaluate effectiveness, utilization and activities; sub-system II develops status reports indicating youth problems, such as robbery, narcotics, health, etc., summarized by geographic areas; and Sub-system III formulates automated reports on characteristics of participants in the program, and a referral/disposition report indicating sources of referrals and referred programs.

A "Youth Program Information and Referral Manual" which incorporated 300 youth programs in the District was compiled as a result of surveys and numerous workshops. This manual provides general information on each agency's operation. The manual is now in its second edition.

To disseminate information that is pertinent to youth in general, this office publishes a bi-weekly youth-run newspaper, the Curbstone. This publication is an educational organ designed to impart information to the youth and general population of this City. Approximately 30,000 issues are distributed per publication.

All of these aforementioned activities provide the type of coordination which is essential in maximizing the impact of programs affecting youth of the City.

PROGRAM THRUST - III
JUVENILE DELINQUENCY PREVENTION AND CONTROL

Among the outstanding programs developed by the Office of Youth Opportunity Services is the Twenty-Four Hour Youth Assistance Service System. As part of the comprehensive Youth Service System, the 24-Hour Center concept was designed to provide complete diagnostic and treatment service for youngsters living within the service area of the facility. Two such centers have been funded by grants and are presently operating; one is in far northeast and another in Anacostia.

These centers, after one year of operation, have demonstrated their ability to reduce and prevent juvenile delinquency. Center #1, located in far Northeast Washington, has reduced youth delinquency during its first full year of operation by approximately nineteen percent (19%), according to Court and police statistics. This concept, when fully implemented, could have the same effect throughout the entire City. Because they are grant funded and, therefore, limited to one or two years, there is a great possibility that these centers upon expiration of the grants will cease to operate. It is important at this point and time in the history of Washington that such a concept be continued through to its fruition in order to determine whether or not, on a city-wide basis, delinquency can be reduced and prevented by these efforts.

59-211 O - 76 - 64

Presently, each center is operating on a marginal budget of approximately $225,000, in addition to some cost sharing services provided by other agencies. These cost sharing services amount to approximately $275,000, which would mean that $500,000 is required from appropriated or other sources to operate the centers efficiently and independent of other agencies. In order to continue to operate the two existing centers, OYOS is requesting an increase of $178,600 in FY 1976. In addition, this office will redirect funds in the amount of $163,700 for this program. The total Youth Assistance Service System calls for four (4) such centers to be operated--one in each of the four (4) quadrants of the City--so that their services may be available to all District youngsters. If all four (4) centers were fully operational, then the Service System's impact on juvenile delinquency would be immediately visible. The cost of this total system, including four (4) centers, would be two million dollars, as opposed to the tremendous cost to the community that is required to process, handle, and house a youngster after he has entered the Juvenile Justice System. Through this concept and these centers, the City could prevent youngsters from entering the system and save many millions of dollars.

Another important program is the Youth Courtesy Patrol. These patrols are composed of young adults between the ages of 14 and 21 whose primary responsibility is to prevent juvenile crime by being visible in the community with orange jackets and radios, serving as sentinels and employing needy youth. These Courtesy Patrols reduce delinquency, yet these patrols are also funded on a grant which may or may not be available each year. Because of the uncertainty of this grant, the Office of Youth Opportunity Services is redirecting $44,600 for the operation of approximately ten (10) Courtesy Patrols. These patrols are to be located throughout the city in communities which have high incidence of juvenile delinquency and crime. It is generally believed that the highest crime areas are located in the inner city and in the predominately black communities. However, there is also a need for patrols in stable communities that are not considered high crime areas but have pockets where juvenile delinquents' behavior is on the rise,and hopefully placing the Courtesy Patrols in these selected areas will reduce and also eliminate such behavior. Generally, Courtesy Patrols are located in public housing complexes, shopping centers, and some schools and recreation centers. The $44,600 redirected in FY 1976 will allow the Office of Youth Opportunity Services to employ youth regardless of their economic or social status, and also complement and supplement Courtesy Patrols which are staffed by DOL, WYC and OEO poverty funds which have poverty criteria not only for employment of youngsters but location of patrols.

The patrol members are employed on the Neighborhood Youth Corps-type program, now known as the Washington Youth Corps Program, both in the summer and the winter. The size of these patrols fluctuate with the number of slots allocated each summer and winter from various grants.

During the summer the number of participants in the Courtesy Patrols increase with the staff becoming smaller when the school year resumes in September. This particular concept has proven to be very fruitful, not only in reducing juvenile delinquency, but also in developing the leadership potential of young people within their community. Moreover, it has provided a vehicle not only to shape behavior in a positive direction, but also to improve attitudes with regard to respect in the community, respect for one's self, and respect for property.

The Street Academy is sponsored by the Office of Youth Opportunity Services and its role in reducing juvenile delinquency is concerned mainly with providing an educational setting which will better facilitate those youngsters with delinquent-type problems. It is another alternative for young people which has provided significant impetus in reducing juvenile delinquency through efforts in locating, training, motivating and placing young adults in an environment unlike the traditional school, and has been instrumental in diverting many young people from entering the Juvenile Justice System. In addition, upon receiving their General Education Degrees, many of the Street Academy's graduates have gone on to college, entered specialized training schools, or have received respectable employment. These graduates are now living full and productive lives in their respective communities. The Street Academy's operation has been totally dependent upon grants, placing them in a precarious financial position at the end of each year.

In order to continue operation of the D. C. Street Academy, the Office of Youth Opportunity Services is redirecting $125,000 in FY 1976 as its initial appropriated base budget. The D. C. Street Academy, during its time of operation, has assisted over 1100 youngsters to continue their education, obtain high school diplomas and enter college. Notwithstanding the fact that the amount requested is less than half the required amount, with assistance from other agencies and other sources of funds the Academy continues to operate its program successfully.

During the past decade, there have been frequent disturbances when young people have attended events. The Office of Youth Opportunity Services spearheaded efforts for all agencies designed to fight juvenile delinquency to work together to reduce the likelihood of civil disorders in the District. These forces (thirteen agencies, both public and private) have proven to be successful in controlling large numbers of young people, particularly at rock concerts, festivals, and activities at the Carter Barron and other concert halls.

## PROGRAM THRUST - IV
## YOUTH EMPLOYMENT AND COMMUNITY-BASED PROGRAMS

### Youth Employment

A major responsibility of the Office of Youth Opportunity Services is to seek ways to provide youth employment, and related to this role is the mandate to develop new and innovative youth programs that not only would assist in combatting juvenile delinquency, but would also be of worth to the general youth population of the City.

Youth employment is one of the most important funtions of the office. Its mandate is to coordinate on a city-wide basis all efforts to provide jobs for the youth of the City. This goal is achieved through the combined efforts of both public and private agencies working toward a common goal of youth employment.

There are approximately 55,000 young people seeking employment during the summer and a lesser amount seeking jobs on a year-round basis. Working together in the past we have been able to provide approximately half the number of positions needed.

Our principal means of youth employment in this agency has been through an OEO grant, utilized to fund the Neighborhood Planning Councils. This particular OEO program, however, provides a very small percentage of the required jobs. Most of the jobs for youth of the City are funded through the NYC project or some other special summer youth employment program in which the funds are often late and insufficient to satisfy the demand for jobs. Various governmental agencies also provide some employment, but each summer the number of positions varies depending upon the amount of money each agency can squeeze from its budget. The private and business community conduct their annual summer pledging program, but too often the pledges do not materialize into actual jobs. Presently, there are no funds appropriated specifically for youth employment in the District. It is imperative that the District Government consider a permanent source of funds for youth employment and not totally rely on grants, such as those coming from federal agencies. The District Government must appropriate approximately six million dollars to insure that there is a reservoir of funds available each summer and on a year-round basis to facilitate this urgent need for jobs by the young people of the District of Columbia.

If a sound resource base could be established with a degree of permanency, then a universal system for job identification, job placement and other controlling aspects could be developed and institutionalized to the extent that administrative costs would be kept at or below the five percent level. This office for the past several years has requested five to six million dollars annually to fund just such an effort. Without such a funding possibility, the City will be in a posture of hoping for some resources to become available through the dwindling Federal grant program, or some last minute executive action that at best is cosmetic in nature and whose impact will be fleeting.

Community-Based Youth Program

In addition to operating the Washington Youth Corps Program, which in the past has employed approximately 15,000 to 16,000 youth in the summer, the Office of Youth Opportunity Services through its Youth Unit Division is also responsible for providing technical assistance and administrative support to the community-based youth programs operated by the Neighborhood Planning Councils. The twenty (20) Neighborhood Planning Councils serve as the basis for youth programs which are planned, staffed, operated and evaluated by the community. These programs supplement other youth activities and provide a wide range of services to the youth of their communities. The underlying principle upon which the Councils are

based is the democratic process whereby both youth and adults are elected to office to serve as leaders in their communities in developing unique and meaningful programs for their youngsters.

These programs provide the youth, mainly between the ages of 13 and 21, with the opportunity to engage in meaningful employment, and to also obtain training and education for a wide variety of occupations. These job opportunities cover a wide spectrum:

(1) Skill Workshops: Training is provided in such myriad skills as carpentry, painting, electrical repair, landscaping, rodent and pest control, typing and other clerical sciences, commercial sewing, and community renovation. As part of the skill workshops, the on-the-job training component allows the youth to work in their communities to improve the environment and services.

(2) Employment Centers: This component operates to locate additional odd jobs, full and part-time employment within the private and residential business sectors of the community.

(3) Spanish Youth Center: This program services most of the Latin-American community youth (approximately 1,500) living in the Adams Morgan area of the City.

(4) Chinese Youth Center: Located in the area of the City known as "Chinatown." This project serves as the cultural, educational and recreational facility for more than one hundred (100) Asian-American youngsters in the District.

(5) Economic Development Projects: These provide additional training and employment in such fields as commercial sewing, co-op markets, rug and upholstery cleaning, building maintenance and repair etc.

These community-based programs for the past six years have proven to be very effective in providing activity for the young people of this City. It is of the utmost importance that such a program be continued and improved because many consider it a most vital vehicle for developing our young people into productive persons. Several of these programs have been able during the past two years to become self-supporting.

City-Wide Youth Programs

The Neighborhood Planning Councils' community-based youth programs are the basic structure which insure a full complement of youth programs; nevertheless, the Office of Youth Opportunity Services provides city-wide, a wide range of direct support programs. These programs are termed "city-wide" because it is more efficient and economical to offer these specific programs to youngsters throughout the District rather than on a local community basis.

These programs consist of the following:

Hot Lunch Program - In the past years this program has fed an average of 40,000 young people every summer. Approximately 2,000,000 meals were served in ninety-six (96) feeding sites in 1974.

Transportation to the Suburbs - This program has provided transportation annually for approximately 1,000 youth since 1969 who were employed in the suburbs during the summer.

Cultural Trips - This program provided 500 trips to parks, festivals, beaches, tours and out-of-town trips for approximately 7,000 youth who participated in these cultural experiences.

Summer Camp - The camp has been in operation for four (4) summers and is presently extending its program beyond the normal summer months into fall. The camp has served approximately 6,000 youth since it opened; and during the summer of 1974, it served 1,500 youth. The camp was established in 1970 and is presently being operated by the Department of Recreation with some funding from this office.

Other important city-wide programs in which the Office of Youth Opportunity Services was involved were: the United Cerebral Palsy Telethon, Mayor's Special Easter Program, Grand Opening-Mayor's Summer Youth Program, Mayor Washington's Midsummer Invitational Boxing Tournament, the District of Columbia 1974 National AAU Junior Olympic Boys Basketball Team, Mayor's Athletic Clinics, Youth Symphony Orchestra, Tennis Day Camp, High School All-Star Football Game, City-Wide Boxing Program, Summer Hut Program, Washington Youth Gardens, Cornelius Green Day (Mr. Rose Bowl - 1974), Carter Barron Project (live entertainment).

Summary of 1976 Budget Estimates

APPROPRIATION: General Operating Expenses

Office: Office of Youth Opportunity Services

| 1974 Obligations | | 1975 Allotment | | 1976 Estimate | | 1976 Change | |
|---|---|---|---|---|---|---|---|
| Pos. | Amount | Pos. | Amount | Pos. | Amount | Pos. | Amount |
| 28 | $2,021.1 | 28 | $2,209.7 | 28 | $2,347.8 | ... | +$138.1 |

Analysis of 1976 Change:

| | | |
|---|---|---|
| Base adjustments: | | |
| 1. Non-recurring pay raise supplemental ..... | ... | -13.4 |
| 2. Base reductions ..... | ... | -44.9 |
| Total, base adjustments ..... | ... | -58.3 |
| Program increases: | | |
| 1. Pay raise annualization ..... | ... | +17.8 |
| 2. New Program: | | |
| 24-Hour Youth Assistance Centers ..... | ... | +178.6 |
| Total, program increases ..... | ... | +196.4 |

FUNCTION OF OFFICE

Senator CHILES. Dr. Jones, please proceed.

Mr. JONES. Basically the Office of Youth Opportunity was designed to coordinate the youth programs and operate the programs, also to supervise the neighborhood planning councils. To accomplish that mission it was necessary to have funds. We have requested the amount of $2,347,800. This will fund a variety of programs, mainly through the neighborhood planning council on a citywide basis.

At this point I would like to deviate from the statement and make available to the committee, some brochures that will illustrate the type of programs that we are engaged in.

There has been some controversy as to whether we are recreation or whether we are employment. These folders will illustrate rather graphically the type of programs that we are involved in.

SUMMER EMPLOYMENT PROGRAM

One of the programs we operate is the summer employment program which GAO has referred to. We have a task of employing 16,000 youngsters in a 90-day period and paying 16,000 checks in five pay periods, with a temporary staff.

I say that in rebuttal to the GAO report. It is difficult to hear those charges which are not true and slanted and not presented in a proper light.

I would beg the indulgence of the chairman, for a few minutes, to just say something about that report. It appeared as though I flagrantly violated statutes of the U.S. Government, which is not true.

Explanations were given to GAO concerning the $1.3 million spent on near poverty youth. We discussed this possibility with Labor 3 months prior to execution. There was a general agreement that the near poverty youth could be hired. With this general agreement OYOS proceeded with its program. At the time of the agreement, the Labor Department was under the impression the funds that were to be appropriated by Congress would be in the same act as last year; and, as such, near poverty youth could again be hired. Congress appropriated the money in another act which restricted the use of the funds to poverty youth only. As a result the Labor Department changed its position on the funding guidelines. We were so far into the program, we could not change it and as a result we went forward with the program.

Senator CHILES. Now is this giving money to the nondisadvantaged youths?

Mr. JONES. This is the nondisadvantaged youths.

Senator CHILES. You went forward with a program contrary to the law?

Mr. JONES. No. No. At the time the preliminary negotiations indicated we could do it.

Senator CHILES. Yes, sir.

Mr. JONES. We even inserted this in the contract which was forwarded to Philadelphia just as we had the previous year. We included the near poverty youth, because it was not restricted to poverty youth the previous year.

Now this is a very important issue and I think it will help a lot of people understand what it is about. We had youngsters in previous programs lying and cheating on the certification form to get a summer job because all the jobs were restricted to poverty youth only. In order not to turn our young people into criminals, it was incumbent upon the District of Columbia government to try to make out an equitable youth employment plan where most youth could get a shot at a job without having to falsify their applications.

After Labor indicated we could not hire the near poverty youth out of that particular pot of money, we began to negotiate immediately to look for other sources of funds to insure that the youth would not have to be terminated. After considerable negotiations, the Labor Department provided the necessary funds from the proper act to pay the near poverty youth enrolled in the program.

There was no blatant disregard for Labor guides in the program. We were simply following a procedure that was approved and used the prevoius year. It would have been difficult to turn off 3,000 youngsters who already registered and were ready to roll.

EMPLOYMENT OF NEAR-POVERTY YOUTH

Senator CHILES. Well, you received a letter on June 20, 1974, from Labor, in which they said there are no provisions within this legislation or the regulations to waive the eligibility requirements.

Mr. JONES. June 20, we had already registered. We start registering in May, in April, so the youngsters were already there, plus the hiring of near poverty youth was stipulated in the contract that Labor signed. I just sent for it.

Senator CHILES. When was that contract signed?

Mr. JONES. That contract was prior to the summer program. GAO has a copy of this contract. I can't understand for the life of me why they did not bring it to your attention. At the end of the contract we were authorized to modify the contract to take into account the hiring of 3,000 near poverty youths by the Department of Labor.

Senator CHILES. What I am still trying to understand, Mr. Jones, though, is that before the fact you registered the kids—sure. I see that brings all kinds of problems if you signed up on one kind of basis, but the law is still the law. If the law said that you could not fund this program, that you did not have the right to do it, I do not see how you could break the law.

I think that is knowingly breaking the law. If you get this letter on June 20, and they tell you that they have no ability to waive it.

Mr. JONES. But, they indicated that they did, in our preliminary discussions.

Senator CHILES. In this letter?

Mr. JONES. You see we relied on it—the fact that initially we could hire near poverty youth and Labor changed its position.

Senator CHILES. Now just a minute now. Where did they indicate to you that they did have the right to do it?

Mr. JONES. We had discussions in my office with Labor people from the regional office to layout the summer program well before the pro-

gram began and Labor at that time indicated that we could hire the near poverty youth.

Based on last year's program where we hired 20 percent, near poverty youth, we indicated to Labor that we would again like to do this.

Senator CHILES. Now this is before June 20.

Mr. JONES. That's right.

Senator CHILES. Now after the June 20 letter or when you received that letter, you still have not explained to me, or I do not understand why you went forward with the program when you knew then that it violated the law.

Mr. JONES. We went forward with the program due to the fact the youngsters were on board and working. Labor had made an agreement with us. Now they changed their position after we had relied on that position to our detriment.

You know as a lawyer that is estoppel procedure.

Senator CHILES. I know as a lawyer when a statute is passed, regardless of what Labor was relying on or anything else, that the law changed and then Mr. Jones, you put yourself above the law. You decided that you were going to go on with the program.

Now you may have had the best kind of reasons in the world, but when you did that you violated the law.

BACK-UP SYSTEM OF PAYING NEAR-POVERTY YOUTHS

Mr. JONES. Well, as a back-up system, because funds could come from other sources, and Labor could disallow it, it would be incumbent upon the District government to pay it from some source for those youngsters who worked.

We thought this through when Labor changed their position and we started exploring such possibilities, for example, we explored if there were any funds lapsing from permanent positions in other departments that we could use.

So, we were looking at the same time trying to negotiate with Labor, because everybody was doing this in good faith and we felt the welfare of the youngsters at this point in time was very important.

So, it was incumbent upon the District government to see that this program moved forward in good faith and that was the rationale behind it.

Senator CHILES. I do not quite understand that. You are saying that regardless of the fact that these people were ineligible under the CETA program, that you were going to get the funds from other District funds from somewhere else if you had to.

Mr. JONES. What we are saying is there is no regulation that says young people who are not poverty cannot work for the District government.

Senator CHILES. That is right.

Mr. JONES. So what we are saying is that if Labor did not allow that group of youth to be paid from the CETA grant, we would have to look elsewhere.

Senator CHILES. You didn't employ them under some other program. You employed them under this program where you were told that there was no ability to waive the eligibility requirement.

Mr. JONES. In a reimbursement process, where if we did not have that money in the kitty and Labor disallowed that cost we would be

using District money that would not be reimbursed by Labor, thus, not in violation of any statute.

Senator CHILES. Where would that have come from and who approved the use of that District money.

Mr. JONES. Well, fortunately we did not have to go that route.

Senator CHILES. Did you get approval for somebody in the District government to do that?

Mr. JONES. No; we were exploring alternatives.

Senator CHILES. Mr. Jones, you just went ahead with the program and you said, "I don't care what the law is or anything else, we are just going forward."

Mr. JONES. That is not true.

Senator CHILES. Well, who in the District gave you authority to go ahead and to use District funds if you were going to have to use them?

Mr. JONES. We did not have the funds. I had been discussing this with the financial people saying if we cannot work out an agreement with Labor, what would be the possibilities of the District government picking up this tab in the event Labor does not.

Senator CHILES. We are not talking about a discussion. We are talking about the spending of $1.3 million.

Now, you spent it. You did not discuss it. You spent the money.

Mr. JONES. At the same time this program could have been operated without Labor funds had we gone to the other process. We have hired people in the past with District of Columbia government funds and this was a possibility for this situation.

Senator CHILES. Yes, sir, I am just trying to decide—then I think the answer is, that you took this entirely on yourself that you were going to go forward with the program regardless of the letter of June 20, and regardless of discussions or what you then had found out that the law was not going to allow you to use CETA funds.

You took it on yourself that you were going forward. You did that without any approval from anyone in higher authority from the city.

Mr. JONES. Everyone in the District government was aware of the hiring of nonpoverty youngsters.

Senator CHILES. Did someone give you prior approval?

Mr. JONES. We did not get prior approval. Everyone was aware of the situation.

Senator CHILES. So then you did not get prior approval from anyone else?

Mr. JONES. There was no prior approval envisioned and the general consensus was to go ahead with the program.

Senator CHILES. I think this is one of the problems that has put the District in the financial shape that it is in today. Apparently people working in the District government decide they are going to do something, and with no prior approval, they just go forward with it and decide that the money will come from somewhere or it will get straightened out.

### VERIFICATION OF WORKING HOURS OF SUMMER YOUTH

We have been told by Mr. Anderson that youths were paid for hours not worked and that the time and attendance records reported by the

first line supervisors were altered by OYOS permitting the youths to be paid for more hours than were worked.

What is your explanation for that?

Mr. JONES. There are two lines of supervision. I explained this to the GAO people. The people who are on the site who are volunteers working for private agencies, and also, technical assistance. The way the system operates is we have 40 college students who are in effect time and attendance officers for me.

Whenever there is a discrepancy between a youth and his on-site supervisor they have authority to make adjustment. The reason this occurs is that sometimes the on-site supervisors take out their personality clashes on the youth, and they will penalize the youngster even if he works.

We have had parents come down and say, "I know my son was there but the supervisor does not like him." What happens is we make a pay adjustment. The pay adjustment is made by a staff of 40 college students whose sole job is to go out and check on the supervisors. All the supervisors were not flying under the colors of the greatest integrity.

These were adjustments made by the staff, based on a conversation with the youth, the parent, and other onsite witnesses.

Senator CHILES. I understand that your records reflect about 5 hours were added to the time cards of all of the youths in the month of August. Did all of those youths have bad supervisors who docked them? Is that why you added 5 hours?

Mr. JONES. We always look at the allocated funds and at any point in the program determine if any of the money will lapse. If this is the case, we will authorize an additional 5 hours to be worked during the final week of the program. We sent out a memo to supervisors of the various programs to the effect that the youngsters could now work more than the original number of hours authorized. In fact, throughout the summer, youths had in many cases worked as many as 8 hours; but what happened was that supervisors didn't put the hours on the time sheets, and the youths did not get paid for it. And, if the youngsters did not get the money on their checks, they would raise cain when they had worked and didn't get paid for it.

Senator CHILES. So what you are saying is that some money was getting ready to lapse, so you just added 5 hours to everybody in August.

Mr. JONES. No; what we said was in order to make sure the money went the furtherest, we cut hours down initially in the program and then near the end of the program, we said we could give the youngsters more hours and get more service out of the program.

### OVEROBLIGATION OF FUNDS

Senator CHILES. Mr. Anderson has provided the committee with several examples of overobligation of funds. What steps have you taken to assure that this does not happen in the future?

Mr. JONES. We are the ones who will make sure the accounting and monitoring of the funds is so close that they will not overrun.

Senator CHILES. Have the necessary reports as required by the Anti-Deficiency Act regarding this overobligation of funds been forwarded to the Congress?

Mr. JONES. We have not submitted any antideficiency report. Sir, could I just add a comment here. I just received this report, and I'm going through it for the first time. For instance the GAO made a statement that "we were unable to get a satisfactory explanation as to why so many checks went unclaimed."

FINDINGS OF GAO REPORT

Senator CHILES. Didn't you have an opportunity to discuss these findings with Mr. Medico? Didn't he come to your office and discuss them?

Mr. Jones. He raised five questions with me which we answered. This document I laid eyes on for the first time when I walked in here. I indicated I would prepare a minority report on this document, and this is the first time I have seen it. I guess that's why my emotions are a little high, because there are a lot of things in here that the preparation of a minority report will give you and the Congress a different picture.

For example, we had one period where youngsters could not get to work. With regard to checks that were returned, what we did, because we knew the youngsters who were on the payroll were scheduled to work 20 hours, was to cut the checks, hold them, and when the time sheets were submitted, give the youth their checks. The delivery of the check makes it valid and that is why we did it. Youngsters complained they could not get to work without money.

So we tried a new system and what happened when the youngsters would show up for work with the proper time sheet was that they could be paid immediately. We did not have to wait 1 week or 3 days to cut a check. We went and pulled it out and matched it with his time sheet, and gave it to him.

When we found that all of the youngsters did not work, we simply canceled the checks. That was a one time system of trying to obviate the hardship of getting to work.

GAO did not tell you that in their report. That is a logical rationale. We did not just issue checks indiscriminately and give them out. We issued them systematically and issued them when the time sheets came in. We held the checks in abeyance and in a safe. Why GAO didn't tell you these reasons in order to give you the proper picture, I don't understand.

I say this in all sincerity, this GAO report has indications of what the Government is undergoing with the CIA, the FBI, and other Government agencies. Their credibility and integrity are being questioned by the public, and it is GAO's time now. Black administrators should not have to undergo this.

If a report is to reflect the truth and the truth is the issue, we should sit down and have a question and answer period, and then write the results of that session. Nothing in this report reflects any of the reason or rationale. It is just that—a negative report.

With regard to the 20 positions that were supposedly overrun, that is an administrative thing we have no control over. Congress has a position like this, designated as permanent, but, then the D.C. personnel regulations say if you keep someone in a position over a year, he is permanent.

If we have a project that means we have to fire the staff every 12 months, or 11 months and bring them back on payroll or get someone new, and destroy the continuity of the program.

This was explained. It looks as if I just went and hired 20 people and made them permanent, contrary to Congress' wishes. In this context it is untrue.

During the summer we pay youngsters for a 90-day period of work and spend $9 million, employing 16,000 youngsters and we are talking about a total of less than a $200,000 discrepancy out of $8 million. So, I am trying to say that this report does not give you the correct picture.

It puts the administration in a defensive position. I can't possibly defend this under any circumstances. Their word is law. People fear GAO. At the present time all Government agencies are suspect. I think the document is self-serving because they failed to portray the truth and reflected a totally negative picture of the OYOS.

MINORITY REPORT

I am going to submit to you a minority report so you can have my record and, hopefully, as such an accurate picture, then you can make the judgment.

[The information follows:]

GOVERNMENT OF THE DISTRICT OF COLUMBIA
EXECUTIVE OFFICE

OFFICE OF THE SPECIAL ASSISTANT
TO THE MAYOR FOR YOUTH OPPORTUNITY SERVICES

February 23, 1976

The Honorable Lawton M. Chiles
United States Senator
Senate Sub-Committee on Appropriations
for the District of Columbia
NSOB, Room 6622
Washington, D. C.

Dear Senator Chiles:

Re: Response to GAO Report Concerning the Office of Youth Opportunity Services

Attached please find the response of the Office of Youth Opportunity Services to the charges contained in a Government Accounting Office Report submitted to your committee by William J. Anderson, Deputy Director, General Government Division.

Should you desire any additional information on any of this material, please feel free to have a member of your staff contact me at 629-5267 or 629-3551.

Sincerely yours,

James L. Jones

James L. Jones, Ed.D.
Special Assistant to the Mayor
for Youth Opportunity Services

ISSUE I

G.A.O. alleges that ineligible youths were knowingly accepted into the summer employment program.

ANSWER:

This is not true. The youths that G.A.O. claims were ineligible were 3,000 youths who were classified as near poverty, just above the the poverty line, $5,050 for a family of four. This particular class of youths was authorized to be hired in the 1973 program. Preliminary discussions with the Labor Department indicated that non-poverty youth could also be hired again in 1974. At the time this agreement was made, it was anticipated that the money would be coming from the section of the Comprehensive Employment and Training Act. Title I of that Act authorizes the hiring of non-poverty youths.

Congress subsequently appropriated the money under another title which indicated that only poverty youths could be hired. The Labor Department then informed the D.C. Government of the fund restrictions. But by that time 3,000 youths had already been enrolled, promised jobs, were ready to go to work, and in some cases, already working. It was decided that in the best interest of the youth and of the city that these needy young people should not be terminated because of this technicality. It then became incumbent upon the District of Columbia Government to use all of its resources to insure that these young people would not have to be severed from the payroll. Negotiations began immediately to identify available funds both within the D.C. Government and outside that would pay the estimated $1.3 million for the near poverty youth.

The Department of Labor examined the various acts and found that there were sufficient funds authorized under the Act which would allow their employment and not violate any law. This joint effort on the part of the

Federal and District Government illustrated how government can serve young people when there is a will. There was no violation of any statute. However, the G.A.O. itself would lead the general public to believe that there were gross violations.

ISSUE II

G.A.O. alleges that thousands of unclaimed checks were being held for extended periods without being returned for cancellation.

ANSWER:

This is not true. In 1973 the Office of Youth Opportunity Services experimented with a new pay procedure which was designed to alleviate the problem of younsters having to wait 4-6 weeks for their first check and to provide them with a small amount of money at the end of their first 2-week work period.

As you know, working for the Federal Government, it would take somewhere between 3-4 weeks before an employee receives his first check.

There was great concern by the youth of the city that they could not wait this long for their first check and they needed money for transportation and for lunch and other expenses in order to get back and forth to work.

In order to solve this problem, the Office of Youth Opportunity Service would register a youngster and once on that register, would pre-cut a $20.00 check. This $20.00 check would be held until the youth's first time sheet was submitted. Once the youth's time sheet was submitted, it was matched up with the pre-cut check and issued to the youths rather than having to wait 3-4 weeks. This pre-cut check which amounted to approximately $20.00 would provide them with sufficient money for transportation and other expenses until the full check was received. So, in fact this enabled the office for the first pay period to solve the problem of the 3 week wait.

Some of the youths who registered for jobs and who were put on payroll, however, did not report for work, but a check was pre-cut for them just in case they did. In instances where they did not work, they were not issued a check; the check was held and eventually cancelled.

The majority of checks not issued in the summer of "73" that were returned between August 1973, and June 1974 were pre-cut. These pre-cut checks were not out in the field, they were properly secured in the Office of Youth Opportunity Services' safe.

G.A.O. states in its report that approximately 59 checks were being held at a worksite.

This office issued guidelines about returned checks. These checks may have been held longer than anticipated but they were turned in and the records were rectified. The explanation given to us by the worksite supervisor for holding the checks was that the youths had to have ample time to pick them up.

G.A.O. was given a satisfactory explanation - the one stated above--and all checks were properly issued.

G.A.O. indicated also that the Office of Youth Opportunity Services was negligent in handling of government funds by not having the checks promptly voided when payees could not be located. G.A.O. thoroughly does not understand the nature of the summer program for if it did, it would not have made this statement.

Checks often were held a reasonable length of time to insure that there was ample opportunity to locate the worker, after the summer program was over and also during the summer and particularly with inner city youths, there is a tendency to move, and leave the city for various reasons. If the cancelled checks were returned and a youth showed up, it would take 6-8 weeks to get a check redone. It was felt in the best interest of the youth and

59-211 O - 76 - 65

since the checks were safeguarded, held by Youth Opportunity Services, there was no danger to the government in losing this money.

It should be noted that checks are distributed by a special 40 man Office of Youth Opportunity Services staff and they distribute to the site supervisor on over 150 sites and these site supervisors issue the checks to the youth worker.

ISSUE III

G.A.O. alleges that the state of the files was such that they could not verify the propriety of payments made to 74 of 272 youths included in their sample.

ANSWER:

The Office of Youth Opportunity Services' responsibility in the area of maintaining records included the processing of the various forms and forwarding them to the central accounting system. Central accounting processed the payroll and maintained all records. The Office of Youth Opportunity Services was not required to maintain the same records as central accounting. It has not yet been determined whether the records were not actually at the Central Accounting Office or whether G.A.O. failed to look diligently to see if they were there.

ISSUE IV

G.A.O. alleges that a number of youths were paid for hours they did not work.

ANSWER:

Actually, particular care was taken to assure that no youngsters were paid for hours not worked. All timesheets were verified at two levels of supervision, the site supervisor and the OYOS monitor supervisor.

G.A.O. cites as an example, that time and attendance records were altered by the office without the supervisor's knowledge increasing the number of hours worked and resulted in payments to seventy-four (74) youths by $1,075.77. The alterations were both appropriate and proper, following established procedures to resolve disputes between the field supervisor's recordation of work hours and the youth worker's. The monitor supervisors of OYOS staff were authorized to investigate the dispute and where necessary make the proper adjustments on the timesheet. In many instances, the field site supervisors who are for the most part volunteers working in private agencies oftimes error in recording time. There had to be some mechanism for adjustments and to safeguard the right of the youth employed, so some forty (40) college students are utilized for this purpose during the summer program and were frequently required to make these adjustments.

G.A.O. also indicates that they noted eight (8) other instances where youths were paid a total of $184.00, more than what they should have been based on the number of hours the youths signed for on their time and attendance reports. To emphasize again, how this report is slanted and biased, one can see if you were to divide 8 into 184 each youngster would have received an overpayment of approximately $23.00. It is a well established fact that human error may in some instances cause an overpayment to employees. Where this error is discovered, there are several options open to rectifying it:

1) The employer may have the amount of dollars deducted from his next check

2) He could be required to return the money.

3) He could be allowed to work this off in additional hours.

It should be noted that G.A.O. located 8 overpayments out of some 16,000 checks being issued in one pay period, which is .0005%, and to further project, this would be 8 checks out of 64,000 checks issued over one summer.

ISSUE V

G.A.O. alleges that the office was negligent in failing to withhold FICA taxes from more than 2,000 paychecks, making the District liable for $23,000.

ANSWER:

The Office of Youth Opportunity Services has neither the responsibility nor the duty of cutting checks or withholding FICA taxes. This is the exclusive function of the Central Accounting Office. However, the report would in essence have one to believe that this was mismanagement on the part of the Office of Youth Opportunity Services, when in fact it was not.

The Central Accounting Office indicated that G.A.O. had been informed that the FICA withholding from the 2,000 paychecks had been taken out on the following pay period.

ISSUE VI

G.A.O. alleges that the office over obligated various funds during each of fiscal years, 1973, and 1974. In addition, to not effectively controlling the use of grant funds received from HEW and the Department of Labor, G.A.O. alleges that the office applied part of the funds from each to unauthorized purposes.

ANSWER:

Any funds that were overobligated have been rectified or negotiations were presently underway to bring these accounts into balance.

It is a well established fact that in providing services and programs unforeseen costs would be incurred and it would be necessary to make adjustments and to increase the funding base of programs. This is generally done through the modification of contracts, and through the use of appropriated monies including the matching portion of the grant to absorb such costs not covered by the grant.

G.A.O. also indicated that the conditions of the HEW grant specified that the monies were to be used only for personnel and consultant services to find a center, recruit and hire staff and operate the center.

It should be noted that there are always start-up costs for new programs. Such start-up costs, as supplies, and equipment, renovation and personnel were required prior to actual operation. This cost was necessary in order to use HEW money.

The non-personnel costs related to the HEW grant were chargeable to the matching portion of the grant and to the Ford Foundation funds allocated to OYOS through the Mayor's Office. HEW performed an intensive audit of this particular grant and, while no official report has ever been submitted to me, I have not been informed by HEW of any irregularities in connection with this grant.

The report also stated that the Department of Labor grant of $234,000 to the office to help finance operating costs of the D.C. Street Academy during fiscal years 1973 and 1974 was charged with $46,000 in excess of the grant amount. The D.C. Street Academy is a school operated by the office which is intended to provide education opportunities to disadvantaged school dropouts to enable them to obtain high school diplomas.

The office cleared the over expenditures from the grant account by transferring them to other accounts and grants, including a switch of $20,450 to a Department of Labor grant for recreation support. G.A.O. states that this charge appears improper since the D.C. Street Academy is not a recreational activity.

Here again illustrates the lack of understanding on G.A.O.'s part of the functions of the program as it is a well established fact that recreational programs are an integral part of educational programs and almost all schools have some sort of recreational program. The D.C. Street

Academy, during the period stated provided approximately $20,000 worth of recreational activity in its facility to include plays, skits, and other learning activity, bringing in smaller children from the community, as such the $20,000 was properly charged to the RSP grant, because the D.C. Street Academy did in fact provide recreational activities which qualified under the grant.

ISSUE VII

G.A.O. alleges that the Office of Youth Opportunity Services hired 20 permanent positions over the authorized amount by Congress. Here again G.A.O. misrepresents the fact.

ANSWER:

Congress approved 28 positions by their definitions as permanent. The 20 other positions that G.A.O. alleges were permanent were actually temporary. However, their occupants arrived at a permanent status because they served for more than a year. This is in accord with city-wide and Federal personnel practices. To keep the occupants of these temporary positions from acquiring permanent status, we would have had to fire each of these 20 persons at the end of a year and hire new people, adversely affecting the efficiency of the program and unfairly treating the employees.

The Office of Youth Opportunity Services normally receives an amount of appropriated funds allocated for grant matching purposes which is used to hire a staff supportive to all its programs. This amount of money is earmarked for "funds approved by Congress without positions" in the District's accounting system. These positions do not fall in the same category as "permanent full-time operating positions approved by Congress". Therefore, the Office of Youth Opportunity Services has not over-filled the number of permanent full-time operating positions approved by Congress.

In conclusion, I hope that this report will enlighten you as to the true management of this office. This office during its 8 years of existence has but one objective - to serve the people of this city particularly its young people in the proper and fitting manner. It has attempted to do this through the development of programs such as the Courtesy Patrols, the 24-Hour Centers, D.C. Street Academy, the Curbstone (the Youth Newspaper), the revival of the high school All-Star Football Game in the RFK Stadium and sponsorship of other needed activities.

In addition, it has served as a focal point for youth problems and solving youth problems and solving youth problems.

There has been no mismanagement of funds, no misappropriation of funds, and all monies issued for the youth of this city have truly been spent on them.

EVALUATION REPORT

Senator CHILES. It is my understanding that in last year's report that the same time GAO was asked to make an evaluation, your department was also asked to make an evaluation. We have never received that report, on the youth opportunity program.

Mr. JONES. We did one report. We were supposed to make a survey of youth programs in the city. Unless I am mistaken, we have that report here. I will have to check that, sir.

Senator CHILES. I understand the committee has never been furnished any answer to their request for a report.

Mr. JONES. I will check. I think this is the report of a survey of approximately 100 programs and one of our mandates is to try to evaluate the programs and services in the city. I will make a duplicate of this and make it available for you. We do have this.

QUESTIONS SUBMITTED BY SENATOR CHILES

Senator CHILES. I have some other questions regarding some comments that we have received and questions that we have been asked by people. I will submit those questions to you in writing and let you answer them for the record.

Mr. JONES. Thank you.

Senator CHILES. Thank you.

[The questions and answers follow:]

YOUTH OPPORTUNITY SERVICES OVERTIME

*Question.* Dr. Jones, as my predecessors have often indicated to you, this Committee receives from time to time letters about the operation of the Office of Youth Opportunity Services. In order to clear the air, I think that it would be good look into some of the allegations in these letters.

On page DA–8 of the justification book I note that the Office budgeted $2,700 for over-time and holiday pay for both the last fiscal year and the current fiscal year. At the Committee's request Mr. Coppie provided information on the over-time paid to a small sample of the office employees. We have added up the amounts received by these employees and they come to more than $5,000 just for the first 6 months alone, or nearly twice as much as budgeted for the full fiscal year.

What is the need for this over-time?

Answer. The overtime paid to the employees of the Office of Youth Opportunity Services is essential to the operation of this office. In order to place in some perspective how overtime is utilized, it will be necessary to outline how this office functions in comparison to how regular agencies operate.

The Office of Youth Opportunity Services is in direct contact with the community through the Neighborhood Planning Councils which involve serving thousands of citizens in approximately 100 programs. This service provided by OYOS is on a daily basis, to include working on many weekends. In addition to the weekend work, the office generally operates late into the evening up to seven o'clock at night. This coverage is essential because many of the programs operate late in the evening and in order for OYOS to properly support these programs, it is necessary to operate after 4:45 p.m.

Because the office works on a project or task force type system in carrying out various assignments, it is necessary that employees work at a wide range of duties in order to complete the particular programs or task. The following is an example of why overtime is required.

The office is usually open until seven or eight o'clock on week days and it is generally the policy to have at least two people covering the office. This coverage does not require merely someone to answer the phone and take messages. The staff members on duty must have the necessary knowledge to assist callers with

not only information on programs but also to provide solutions to the caller. The employees referred to in your questions have the necessary qualifications to perform overtime duties. It can easily be seen that if the office is open in an additional two hours that these additional hours over a two week period would amount to the sum total of 20 hours of overtime.

In addition, there are certain weekend assignments that are required mainly in the area of Neighborhood Planning Councils formal and informal meetings, program participation by staff members, and monitoring safety measures. Because many of the programs operate on the weekends, it is essential to have staff coverage for these programs and, as such, as many as three to four hours on any Saturday or Sunday may be required by staff people.

Also this office receives special requests for reports to satisfy requirements from other agencies and in some cases research and typing is required. It can easily be seen that during the budgetary process, which is on a very, very short time schedule, there are requirements for a voluminous amount of work, particularly formulating justifications and typing the budget itself thereby necessitating overtime during this period. Two of the individuals referred to in the Committee's questions received overtime for high typing skills. The budget can only be typed after it has been formulated, which oft times require late evening and weekend work. The Budget Office itself had to spend a great deal of overtime in formulating the 1976 Budget. Special research for formulating justifications of the budget was also required. Other staff members participated in this. If I recall correctly, the twenty hours for the individuals mentioned between November 9 and November 22 reflected work on the budget and office coverage for two hours in the evenings.

*Question.* I can appreciate the need for overtime during the summer months when your program is in full swing, but what, for instance, could Carolyn Wright, Ruben Lewis and Vicey Frazier be required to put in 20 hours over-time during the pay period November 9 to November 22?

Answer. The employees referred to in Question 2 worked on the budget in an overtime capacity during the pay period starting November 9 and ending November 22, mainly typing the budget and developing final pieces of information. In addition, these individuals provided the after hours service for two hours.

*Question.* The Committee has been advised that Carolyn Wright and Vicey Frazier are full-time students at local colleges. Of course we know of your own ability to manage this office and obtain a law degree at the same time Dr. Jones, but it is difficult to understand how these employees can be working full-time, pursuing a full-time academic course and concurrently racking-up all this overtime.

Answer. The employees are attending school and at the same time putting in the required number of hours and in some instances overtime. Notwithstanding the fact that the two individuals are attending school, their dedication and service when on the job supersedes any compensation they have received. These individuals are available almost on 24-hours call and have such experience and skill that they can fill a variety of tasks stemming from filling in as guards at rock concerts on Saturdays and Sundays to attending NPC meetings, to typing special reports on short notice. The Committee can be assured that because there are such a few of these individuals engaged in this work that there is no chance of them not earning this overtime.

*Question.* What assurance can you give the Committee that you are personally aware that these employees are putting in a full 40 hours a week and are actually working the over-time reported?

Answer. That can best be answered by inserting the following letter in the record.

[The letter follows:]

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
OFFICE OF YOUTH OPPORTUNITY SERVICES,
*February 24, 1975.*

Memorandum from: James L. Jones, Special Assistant to the Mayor.
To: Mr. Comer S. Coppie, Special Assistant to the Mayor.
Subject: Senate Appropriations Committee request for information on OYOS overtime payments.

In response to the Senate Appropriations Committee's questions concerning OYOS overtime payments, I can assure you that those individuals cited in their question, and all other individuals working overtime, have duly earned the over-

time. This overtime in many instances was on short notice and required individuals who could respond rapidly to the situation.

Overtime work included such events as monitoring night "Boogie-Down" type shows, coverage of the boxing matches at the D.C. Armory, coverage of the Children's Festival, Human Kindness Day and the many other national demonstrations taking place in the District. Overtime work also included data collection and research where typing of necessary instructions and reports were required on short notice.

Due to the nature and spontaneity of these activities, it was sometimes difficult to get prior approval of the overtime.

If you feel that additional information is required on this subject, please let me know.

---

APPROVED OVERTIME SUBSEQUENT TO PERFORMANCE

*Question.* Section 11 of the District Personnel Manual requires the following: "Each instance of over-time must be ordered or approved in writing by an authorized official who shall be responsible for ensuring that obligations for over-time work do not exceed available funds. Over-time work shall be approved prior to its performance except in cases of emergency."

The Committee has secured copies of the time and attendance cards of the sample employees. In reviewing these time and attendance records, we note repeated instances where the over-time was approved subsequent to its performance or contrary to the D.C. regulations. Once again, Dr. Jones, I can appreciate the problems you encounter in the summer program, but why for instance were the 20 hours that Carolyn Wright worked for the pay period November 9 to November 22 not approved until November 24, 1975?

We have a similar situation with regard to over-time for that period with Vicey Frazier, Ruben Lewis and James Woodward.

Answer. In your question concerning why two employees were paid overtime for the pay period November 9 to November 22 and not approved until November 24, often an employee will work and as an oversight the overtime does not get recorded immediately for that period. When this oversight is discovered, an adjustment is made on the following pay period to compensate an employee for their work. During this period the two individuals were covering the office for the two hours after the normal work day and at the same time researching and typing reports for the budget and G.A.O. responses. In addition, senior staff members with research capabilities were required to peruse budget documents for substantive errors and omissions, research any overlooked programs and draft the appropriate responses to special requests. Here again, during the month of November overtime activities centered around the budget process and particularly writing justifications and evaluations as required by the budget.

LIST OF OVERTIME REQUIREMENTS

*Question.* Dr. Jones, kindly supply for the record a complete listing of the employees of the Youth Opportunity Services who received over-time during the pay period starting November 9, 1975 and ending November 22, 1975 and for each such payment, indicate the reason for the payment for premium pay.

Answer. A list of persons receiving overtime and premium pay during the pay period starting November 9 and ending November 22, 1975 is attached. The premium pay was for the purpose of manning the 24-Hour Youth Assistance Centers.

[The list follows:]

STAFF

| NAMES | OVERTIME AMOUNT | OVERTIME HOURS | SUNDAY PREMIUM AMOUNT | SUNDAY PREMIUM HOURS | NIGHT DIFFERENTIAL AMOUNT | NIGHT DIFFERENTIAL HOURS |
|---|---|---|---|---|---|---|
| Lewis, Rueben | $214.00 | 20 | | | | |
| Woodward, A. James | 214.00 | 20 | | | | |
| Wright, Carolyn I. | 214.00 | 20 | | | | |
| Taylor, Curtis M. | 214.00 | 20 | | | | |
| Frazier, Vicey G. | 194.40 | 20 | | | | |
| **C E T A** | | | | | | |
| Murphy, Calvin M. | | | | | $ 6.80 | 20 |
| Seriours, Lewis R. | | | | | 10.20 | 30 |
| Gould, Michael | | | | | 15.20 | 40 |
| Smith, Eric R. | | | | | 9.00 | 30 |
| Mayfield, Lloyd E. | | | | | 12.00 | 40 |
| **Y A C #1** | | | | | | |
| Hawkins, Norman | | | | | 25.80 | 60 |
| Bethea, Ronald K. | | | $19.20 | 16 | | |
| Ross, Rose M. | | | 13.60 | 16 | 6.80 | 20 |
| Smith, Donald W. | | | 13.60 | 16 | 20.40 | 60 |
| Copeland, William T. | | | 10.72 | 16 | 16.20 | 60 |
| Glover, Vernon E. | | | 12.16 | 16 | 18.00 | 60 |
| Nelson, Donnell R. | | | | | 16.20 | 60 |
| Proctor Jr, Howard | | | | | 10.80 | 40 |
| Washington, Ruby | | | 7.68 | 8 | | |
| Stokes Jr, George O. | | | 19.20 | 16 | 14.40 | 30 |
| Barr, Sharon E. | | | 17.12 | 16 | | |
| Bembery, Sharon | | | 19.20 | 16 | 23.04 | 48 |
| Hankins, Doxey D. | | | | | 30.40 | 80 |
| Henson, Clarence S. | | | 10.64 | 8 | | |
| Hinnant, Samuel E. | | | 6.08 | 16 | | |
| Hood, Arthur W. | | | | | 11.40 | 30 |
| McCraney, Dorothy A. | | | | | 25.80 | 60 |
| McNair, James A. | | | 18.24 | 16 | 27.60 | 60 |
| Milburn, Mary F. | | | 15.36 | 16 | 6.08 | 16 |
| Saunders, Dorothy L. | | | 15.36 | 16 | 22.80 | 60 |
| Saunders, Robert | | | 15.36 | 16 | 22.80 | 60 |
| Smith, Harold J. | | | 8.56 | 8 | | |
| Smith, Herbert L. | | | 18.24 | 16 | | |
| Cheek, Garland R. | | | 15.36 | 16 | 22.80 | 60 |
| Timberlake, Ortiz | | | 15.36 | 16 | 22.80 | 60 |
| Carter, Carla A. | | | | | 8.60 | 20 |
| Hunter, Lucille | | | 7.68 | 8 | | |

YAC 02

| NAMES | OVERTIME AMOUNT | OVERTIME HOURS | SUNDAY PREMIUM AMOUNT | SUNDAY PREMIUM HOURS | NIGHT DIFFERENTIAL AMOUNT | NIGHT DIFFERENTIAL HOURS |
|---|---|---|---|---|---|---|
| Bell, Barrington B. | | | $ 9.60 | 8 | | |
| Bishop Sr, Eric N. | $ 20.64 | 8 | 19.20 | 16 | $14.40 | 30 |
| Turner, Gregory C. | 18.40 | 8 | 17.12 | 16 | 12.90 | 30 |
| Void, Leonard | 14.72 | 8 | 13.60 | 16 | 10.20 | 30 |
| Henry, Nathaniel | 19.92 | 8 | 9.60 | 8 | | |
| Spells Jr, Robert L. | | | 15.36 | 16 | | |
| Douglas, Cornelius O. | | | 34.24 | 32 | 25.80 | 60 |
| Clayton, Karolyn G. | | | | | 8.60 | 20 |
| Dargan, Andrea C. | | | | | 22.80 | 60 |
| Johnson, Jerome E. | | | | | 22.80 | 60 |
| Warrick, Mary L. | 94.72 | 16 | 15.36 | 16 | 22.80 | 60 |
| Wood Jr, William | | | | | 20.40 | 60 |
| O'Bryant, Joseph J. | 131.20 | 16 | | | 16.20 | 30 |
| Johnson, Lee | 21.36 | 8 | 19.20 | 16 | 28.80 | 60 |
| Bowman, Jerry S. | | | 31.68 | 32 | 24.00 | 60 |
| Taylor, Betty M. | 13.12 | 8 | 12.16 | 16 | 9.00 | 30 |
| Whiting, Geogia J. | | | | | 14.40 | 30 |
| Bishop, John A. | | | | | 22.80 | 60 |
| Chambers, James M. | | | | | 31.80 | 60 |
| Duncan, Toney | 94.72 | 16 | 15.36 | 16 | 22.80 | 60 |
| Vanbeverhoudt, Cynthia | | | | | 22.80 | 60 |

EXPIRATION OF GRANT FUNDING OF YOUTH CENTERS

*Question.* What is the city doing to assure the costs of the 24-hour youth centers when the grant funding expires? The amounts redirected to the youth centers total $342,300; where will the balance come from to meet the $450,000 needed to continue the centers?

Answer. The City took the following steps to assume the cost of the 24-Hour Youth Centers when the grant funding expired:

(1) Slots were requested from the Comprehensive Employment Training Act, (CETA). A total of forty (40) slots were approved for the two 24-Hour Youth Centers. These slots total $271,400.

(2) A requirement was made of all staff members working in these programs to increase their workloads in an effort to decrease operating costs with a minimum reduction in services.

(3) A freeze was placed on the filling of vacant positions which resulted in a total savings of $28,896.

| | |
|---|---|
| Two 24-Hour Centers | |
| Appropriated | $342,300 |
| Other: | |
| CETA | 271,400 |
| In-kind | 275,000 |

It should be noted that through the cooperation of other D.C. Government agencies in-kind support services are provided. These services include, but are not limited to, medical and dental services provided by the Department of Human Resources; follow-up services by the Roving Leaders of the Department of Recreation; and space contributed by the National Capital Housing Authority and D.C. Public Schools. The estimated cost of these in-kind services is $275,000.

MARGINAL OPERATING BUDGET

*Question.* Please detail the $225,000 "marginal" operating budget of a youth center. What makes up the $275,000 in cost sharing services?

Answer. The $225,000 "marginal" operating budget of the two (2) 24-Hour Centers includes:

| | |
|---|---|
| Staff | $202,615 |
| Equipment | 4,000 |
| Supplies | 13,085 |
| Maintenance | 4,000 |
| Transportation | 500 |
| Special Programs | 800 |
| Total | 225,000 |

The makeup of $275,000 in cost-sharing services provided by other agencies is:

| | |
|---|---|
| Medical and dental staff, Department of Human Resources | $36,389 |
| Medical, dental supplies, and equipment, Department of Human Resources | 95,000 |
| Space costs, National Capital Housing Authority | 8,100 |
| Space costs | 135,511 |
| Total | 275,000 |

It should be noted that cost sharing fluctuates to some degree, depending on the providing agency's ability to contribute services. Another very important consideration to be taken in analyzing this question is, that each of the two (2) 24-Hour Youth Centers, when properly staffed and fully operational, will require a budget of approximately $500,000 per Center ($1,000,000). Both Centers are presently operating on marginal budgets with the support of in-kind services and positions being supplied from other sources.

If the FY 1976 Budget request of $171,200 per Center, as the sole source of funding, is granted, the Centers will operate at a fifty percent (50%) operational capacity only. With this fifty percent (50%) reduction in funding per Center, it is reasonable to conclude that some of the services of the Centers will be reduced. However, a continuous effort is being made by this Office to seek other means of maintaining the highest possible level of service.

### Human Kindness Day Preparation

*Question.* Was the Office of Youth Opportunity Services involved in the planning of this year's Human Kindness Day? Congress has denied funding to the National Park Service for future Human Kindness days; does D.C. expect to go it alone for Human Kindness Day, 1976?

Answer. The Office of Youth Opportunity Services did participate in the planning of last year's Human Kindness Day. This Office served somewhat of a coordination point for the District of Columbia Government Agencies' resources. Its major role was one of support, providing such support services as monitors, volunteers, safety and sanitation services and others. In the event that the sponsors of Human Kindness Day approach the D.C. Government for assistance and support for Human Kindness Day during 1976, such requests will be forwarded to the Task Force on Special Events. This Task Force will recommend to the Mayor action on the request.

### Youth Employment

*Question.* How much of the $6 million permanent source of funds for youth employment is included in the city budget for 1976?

Answer. The District of Columbia Budget does not include any funding of the $6 million requested annually by OYOS for youth employment.

*Question.* Please supply a table displaying the various types of jobs in the youth employment program and the percentage that each type represents of the total number. What was the highest amount actually earned by any one person in one of these jobs during the summer of 1975?

Answer. The table follows:

| Occupational title: | *Percentage of jobs* |
|---|---|
| Recreational aide | 25.0 |
| Library aide | 2.0 |
| Clerical and office aide | 31.0 |
| Maintenance aide | 2.0 |
| Gardner's aide | 2.0 |
| Duplicating aide | .4 |
| Photographer's aide | .5 |
| Hospital aide | 2.0 |
| Painter's aide | 2.0 |
| Truck driver's aide | .4 |
| Electrician's aide | .4 |
| Plumber's aide | .4 |
| Mechanics aide | .4 |
| Laundry aide | .5 |
| Draftsman's aide | .6 |
| Surveyor's aide | 2.0 |
| Laboratory aide | 3.0 |
| NCHA aide | 5.0 |
| National Capital park aide | 4.0 |
| Junior lifeguard and pool aide | 3.0 |
| RLA aide | 1.0 |
| Environmental aides | 13.0 |

The total number of Youth hired through CETA funds in Summer '75 were 17,135.

The average youth age 16 and over could work a total of 280 hours at a wage of $2.25 with a total salary earned of $630.00 prior to the withholding of FICA.

The average youth age 14 and 15 could work a total of 196 hours at a wage of $2.25 with a total wage of $441.00.

In view of the present economic state of the nation, certified college students were permitted to work a regular forty (40) hour shift, amounting to an hourly composite of 432 hours with a wage of $972.00 for the period June 16–August 30, 1975. This group may have approximated 5% of the total employment program.

*Question.* Please supply the total costs, the Federal grant funds, and the city funds obligated in fiscal 1975 and budgeted for 1976 for the city-wide youth programs enumerated on pages DA–4 and DA–5 of the justifications?

Answer. The following table is submitted in response.

| Program | Participants | Workload | Federal, District of Columbia 1975 total | Federal, District of Columbia 1976 total |
|---|---|---|---|---|
| Summer hot lunch program | 40,000 | 2,000,000 | 314,000 | 314,000 |
| Transportation to suburbs | 1,000 | | 12,000 | 12,000 |
| Cultural trips | 7,000 | [1] 500 | 25,000 | 25,000 |
| Summer camp | 1,500 | | 5,000 | 5,000 |
| Other programs | Citywide | | 8,400 | 8,400 |

[1] Trips.

*Question.* Provide a distribution by age of the 30,000 youth between 18 and 21 who participated in the NPC program. How effective is this program if after 20,000 citizens, primarily youth, were registered: only 11,000 voted in the April 1975 election?

Answer. The following table is submitted in response:

*Age distribution of participants involved in neighborhood planning council programs—1975*

| | |
|---|---|
| 13 years of age | 4,207 |
| 14 years of age | 7,303 |
| 15 years of age | 5,010 |
| Total 13–15 years of age | 16,520 |
| 16 years of age | 4,366 |
| 17 years of age | 3,122 |
| 18 years of age | 1,798 |
| 19 years of age | 1,523 |
| 20 years of age | 1,784 |
| 21 years of age | 1,510 |
| Total 16–21 years of age | 14,104 |

The primary purpose of the city-wide NPC Elections is to acquaint the youth of the District of Columbia with the electoral processes used within our democratic society. The procedure as instituted by this office introduces the youth to both the formal nominating process as well as the elections themselves. This is particularly important in a city that is still learning about the electoral process and remains relatively unsophisticated in its practice.

In reviewing the overall voting figures throughout the nation, excluding the naitonal election for President, the percentage of persons voting out of the total registered voters is better than average, and thus should not be viewed as a lack of program effectiveness. Conversely, inasmuch as this was an increase of 3–4,000 votes over the previous year it shows a growing awareness of the voting process and its importance. This increase also occurred at a point when the funding amounts have been decreasing for the programs, year after year.

*Question.* Provide a distribution by activity of the 28,000 youth engaged in recreational and cultural enrichment activities?

Answer. The following table is submitted in response:

*Distribution by activity of the 28,000 youth engaged in recreational and cultural enrichment activities through the office of Youth Opportunity Services—1975*

| | |
|---|---|
| Cultural enrichment | 14,318 |
| Youth center | 8,458 |
| Teen center | 4,666 |
| Pre-school | 838 |
| Block camp | 624 |

*Question.* Provide the actual obligations for fiscal 1975 for each program identified on pages DA–20 thru DA–28.

Answer. The following table is submitted in response:

| | |
|---|---|
| I. Community Action program grant (OEO/CSA) | $1,399,804 |
| (Types of community-based youth projects funded by CSA money include, among others, skill workshops, employment centers, economic development projects) | |

| | |
|---|---|
| II. Of the unique programs designed to meet specific ethnic needs are the following: | |
| (a) Latin American Youth Center | 12,000 |
| (b) Chinese Youth Center | 10,400 |
| III. Recreation Support Programs: | |
| Mayor's youth games | 15,000 |
| Cultural trips | 4,000 |
| Tennis day camp | 7,883 |
| Athletic clinic | 10,000 |
| Summer camps | 6,000 |
| Mobile recreation | 19,117 |
| Recreation supplies and equipment | 19,218 |
| Washington youth gardens | 5,000 |
| Sky Anchor Camp | 12,000 |
| High school all-star football game | 14,000 |
| Drum and bugle corps | 0 |
| Citywide boxing | 0 |
| Discover graphics | 0 |
| Summer hut | 0 |
| Kiddieland amusement | 5,000 |
| MTC junior development project | 5,000 |
| YMCA day camps | 0 |
| African Art Museum | 7,000 |
| Northeast Cultural Workshop | 7,000 |
| IV. Other citywide programs | 8,400 |
| V. Special programs: | |
| Hot lunch program | 314,000 |
| Summer transportation to the suburbs | 12,000 |
| Youth Conservation Corps | 12,500 |

SUBCOMMITTEE RECESS

Senator CHILES. That completes the testimony for today. The subcommittee will now recess, subject to the call of the Chair.

[Whereupon, at 11 a.m., Thursday, February 19, the subcommittee was recessed, to reconvene at the call of the Chair.]

# CHRONOLOGICAL LIST


| | Page |
|---|---|
| Wednesday, December 10, 1975: | |
| General Statement: | |
| Mayor | 2 |
| Special Assistant to the Mayor for Budget and Management Systems | 7 |
| Chairman of the City Council | 16 |
| Monday, December 15, 1975: | |
| Office of the Mayor | 117 |
| Office of the Secretariat | 131 |
| District of Columbia Council | 135 |
| District of Columbia Auditor | 147 |
| Office of Public Affairs | 159 |
| Office of Budget and Management Systems | 161 |
| Thursday, December 18, 1975: | |
| Corporation Counsel | 117 |
| Department of Recreation | 186 |
| Municipal Planning Office | 216 |
| Office for Legislation | 227 |
| Monday, January 19, 1976: | |
| Finance and revenue | 231 |
| Personnel office | 257 |
| Office of Civil Defense | 273 |
| Office of Consumer Affairs | 280 |
| Bicentennial programs | 287 |
| Department of General Services | 297 |
| Office of Human Rights | 309 |
| Department of Economic Development | 324 |
| Public library | 334 |
| Department of Manpower | 351 |
| Department of Housing and Community Development | 359 |
| District of Columbia Parole Board | 384 |
| Minimum Wage and Industrial Safety Board | 393 |
| Recorder of Deeds | 401 |
| Public Service Commission | 404 |
| People's Counsel | 408 |
| Board of Appeals and Review | 411 |
| Tuesday, January 20, 1976: | |
| Department of Insurance | 417 |
| Board of Elections and Ethics | 429 |
| Office of the Surveyor | 438 |
| Commission on Status of Women | 443 |
| Board of Labor Relations | 453 |
| Judicial Nomination Commission | 458 |
| Law Revision Commission | 462 |
| Metropolitan Washington Council of Governments | 469 |
| Washington Convention and Visitors Bureau | 473 |
| District of Columbia Chamber of Commerce | 479 |
| Metropolitan Police Department | 483 |
| Fire Department | 532 |
| District of Columbia Superior Court | 543 |
| District of Columbia Court of Appeals | 556 |
| District of Columbia court system | 564 |
| Public Defender Service | 571 |
| District of Columbia Bail Agency | 578 |
| District of Columbia National Guard | 587 |

| | Page |
|---|---|
| Wednesday, January 21, 1976: | |
| Department of Corrections | 597 |
| Public Schools | 616 |
| Board of Higher Education | 660 |
| Federal City College: D.C. Teachers College | 670 |
| Washington Technical Institute | 682 |
| Teacher's Retirement and Annuity Fund | 697 |
| Department of Human Resources | 700 |
| Thursday, January 22, 1976: | |
| Department of Environmental Services | 765 |
| Washington Aqueduct | 873 |
| District of Columbia Armory Board | 879 |
| Department of Transportation | 883 |
| Metro bus-operated subsidy | 904 |
| Washington Metropolitan Area Transit Commission | 925 |
| Repayment of loans and interest | 930 |
| Friday, January 23, 1976: | |
| Nondepartmental witnesses: | |
| James J. Muscatello, chairman, Businessmen Affected Severely by the Yearly Action Plan, Inc | 935 |
| Mrs. Mary Morris, chairman, Advisory Board to Volunteer Services, District of Columbia General Hospital | 947 |
| Barbara Rothkopf, accompanied by Trudy O'Toole, vice president, Home and School Association, Committee for John Eaton | 949 |
| Mary T. Scott, chairman, Adult Foster Care Home Sponsor Association, Inc | 950 |
| Gen. Charles S. Harris, acting president, Capitol Hill Southeast Citizens Association | 952 |
| Ms. Bertha Atkin, president, The Friends of Forest Haven | 957 |
| Vincent C. Gray, executive director, District of Columbia Association of Retarded Citizens | 959 |
| George W. Brady, chairman, Fiscal Relations and Taxation Committee, Federation of Citizens Association of the District of Columbia, accompanied by Stephen A. Koczak, president | 961 |
| Stephen Klein, David Baker, Walter C. Pierce, Adams Morgan Organization | 965 |
| Carol Schwartz, Member District of Columbia Board of Education | 967 |
| Friday, January 23, 1976: Outside witnesses | 935 |
| Thursday, February 19, 1976: | |
| Department of Environmental Services | 969 |
| General Accounting Office | 997 |
| Office of Youth Opportunity Services | 1004 |

# LIST OF WITNESSES


| | Page |
|---|---|
| Anderson, William J | 997–1003 |
| Atkin, Ms. Bertha | 957 |
| Back, Kenneth | 237–256 |
| Baldwin, James W | 316–323 |
| Bohannan, James H | 415 |
| Brady, George W | 961 |
| Clark, Teresa | 283–286 |
| Cole, Joseph | 186–215 |
| Cook, Billy | 246–250 |
| Coppie, Comer S | 7, 8, 16, 28, 31, 32, 34, 35, 40, 44, 49–53, 128, 129, 140, 145, 152, 154, 160–176, 699, 817, 904–909, 929–934 |
| Dennard, Dr. Cleveland | 682–695 |
| Drof, John | 159–160 |
| Felicas, Dr. Carmen-Lydia | 316–319 |
| Ferrell, Rev. H. Albion | 390–392 |
| Franklin, Dr. Hardy R | 339–350 |
| Gilbert, Ben | 216–226 |
| Graham, Jackson | 904–909, 911–924 |
| Gray, Vincent C | 959 |
| Greene, Charles T | 398–399 |
| Gregory, Dr. Francis | 339 |
| Hawkins-Nesbitt, Ruth | 408 |
| Harris, Gen. Charles S | 952 |
| Harrod, George R | 257–264, 269, 270, 272 |
| Ingram, John | 788, 791 |
| Jackson, Delbert C | 597–615 |
| Jacobs, Lorenzo W. Jr | 327–333, 378–383 |
| Johnson, Jacqueline | 714 |
| Jones, Dr. James, L | 1004–1037 |
| Kelly, Walter | 193–94 |
| Klein, Stephen | 965 |
| Krause, William | 168–169 |
| Mayor | 2, 21, 26, 31, 35, 52, 54, 119, 121, 123, 124, 128, 133 |
| McKinney, William | 765–872 |
| Millen, Al | 380–381 |
| Morris, Ms. Mary | 947 |
| Morris, Ms. Virginia | 627 |
| Murphy, C. Francis | 177–185 |
| Muscatello, James J | 935 |
| Reed, Vincent E | 616–627, 630–659 |
| Richardson, Rudolph | 269–271 |
| Ridley, Peter S | 402–403 |
| Rodericks, George | 279 |
| Robbins, Louis | 817–819 |
| Rogers, Judith | 227–229 |
| Rothkopf, Barbara | 949 |
| Russell, Dr. Wendell | 670–681 |
| Schaller, Martin K | 119–123, 131–134 |
| Schneider, Douglas | 883–903, 909–910 |
| Schwartz, Carol | 967 |
| Scott, Mary T | 950 |
| Seideman Richard R | 397–400 |

Page

Sigholtz, Robert H ..... 879–882
Stan'ey, Dr. A. Knighton ..... 292–296
Starobin, Sam D ..... 303–308
Strong, Henry ..... 660–669
Stratton, William R ..... 408, 410, 925–932
Tucker, Sterling ..... 16–22, 52, 124, 125, 135–146
Wagner, Mrs. Annice ..... 408–410
Watson, Matthew S ..... 147–151, 155–158
Ways, Harry C ..... 873–878
Wilkins, Thomas ..... 354–358
Winner, Edward G ..... 627–630
Yeldell, Joseph P ..... 700–764

# SUBJECT INDEX


Page

Annualization of pay increases ..... 28–31
Budget in general:
  Budget officer, statement of ..... 9–16
  Capital improvements program ..... 13, 14, 16
  District of Columbia Government, audit of ..... 149–151, 156
  Audit capability ..... 152–154, 175–176, 171
  Federal payment ..... 12, 32–37
  Financial plan ..... 22–27, 50
  Mayor, statement of ..... 2–8
  Senator Chiles, statement of ..... 1, 2
  Senator Mathias, statement of ..... 20, 21
Capitol improvements program:
  Debt service ..... 51–53
  Budget officer, statement of ..... 8–16
  Environmental Services, Department of ..... 779–784
  Federal City College ..... 676
  General Services, Department of ..... 307
  Human Resources ..... 735–736, 762–763
    Metropolitan hospital, acquisition of ..... 735–736
  Public libraries ..... 349
  Public schools ..... 639–659
  Recreation ..... 192–202
    Shapiro tract ..... 192–194
  Unobligated balances for capital projects ..... 25
  Washington aqueduct ..... 878
  Washington Metropolitan Area Transit Authority ..... 920
Citizens and organizations of the District of Columbia, testimony of:
  D.C. General Hospital ..... 947–949
  Neighborhood Advisory Council ..... 936, 944–945
  Trash removal ..... 945–947
  D.C. retirement systems ..... 942–944
  School renovation ..... 949–950, 967
  Medicaid program ..... 950–952
  Adams Morgan area ..... 965–967
  Shapiro tract ..... 936–941
  Budget in general ..... 952–957, 961–965
  Forest Haven ..... 957–960
  Claims and suits ..... 182–185
  Debt service ..... 51–53
District of Columbia obligations ..... 
Education:
  Higher Education, Board of ..... 660–669
  Merger of FCC and DCTC ..... 667–668
  Federal City College/D.C. Teachers College ..... 670–681
  Public schools ..... 616–659
    Career Development program ..... 55–59
    Contracts, Teachers' Union ..... 626–627
    Dropouts ..... 631–632, 634
    Retirement ..... 697–699
    Space utilization ..... 628–631
    Special education ..... 637, 641–642
  Washington Technical Institute ..... 682–695
    Agriculture Experiment Center ..... 687–692

Education—Continued Page
Environmental Services, Deport of 765–873
Employes Union Activities 804–814
Solid waste management 777–778, 815–818
Resource recovery 774–776, 786, 798, 801–803, 856–866
Water bill collection 787–795
General Accounting Office Audit 787
Washington Aqueduct 873–878
Federal payment 32–37
Financial plan 22–27, 50
General Operating Expenses:
City Council 16–20, 135–158
Mayor, office of the 117–130
Contribution to Metropolitan Area Agencies:
District of Columbia Chamber of Commerce 479–482
Metropolitan Washington Council of Government 469–472
Washington Metroloplitan Area Transit Commission 925–933
Washington Metropolitan Area Transit Authority 904–924
Corporation Counsel, Office of 177–185
D.C. Manpower Administration 351–358
Apprenticeship program 355–357
Economic Development, Department of 324–333
License revenue 329–330
Executive Office:
Bicentennial programs 287–296
Budget and Management Systems, Office of 161–176
Civil Defense, Office of 273–279
Consumer Affairs, Office of 280–286
Employees' Disability, Unemployment and Workmen's Compensation 269–272
Municipal Planning, Office of 216–226
Management improvement 74–79
Legislation, Office of 227–229
Personnel office 257–272
Public Affairs, Office of 159–160
Secretariat, Office of 131–134
Finance and Revenue, Department of 231–256
Nonresident tax 27–28
Real property 246–248
Tax collection 248–254
General Services, Department of 297–308
Leased office space 303, 304, 306, 307
Other independent offices and agencies:
Appeals and Review, Board of 411–415
Elections and Ethics, Board of 429–437
Campaign reform and conflict of interest 433–434
Housing and Community Development, Office of 359–383
14th Street corridor 379–382
Urban renewal projects 371–376
Human Rights, Office of 309–323
Insurance, Department of 417–428
Malpractice insurance legislation 426–427
Labor Relations, Board of 453–457
Minimum Wage and Industrial Safety Board 393–400
Parole, Board of 384–392
Public Service Commission 404–410
Recorder of Deeds 401–403
Surveyor, Office of the 438–442
Youth Opportunity Services 1004–1037
Women, Commission on the Status of 443–452
Miscellaneous contributions:
Judicial Nomination, Commission on 458–461
Law Revision, Commission on 462–468
Criminal code revision 466–468
Metrobus subsidy 904–911

Page

Miscellaneous contributions—Continued
Rental Accommodation, Office of ... 141–143, 378, 383
School transit subsidy ... 927–930
Washington Convention and Visitors Bureau ... 473–478
Public library ... 334–350
Transportation:
Transportation, Department of ... 883–905
Residential permit parking ... 890–895
Street lighting ... 895, 897, 898
Human Resources:
Human Resources, Department of ... 700–764
Arts and Humanities, Commission on ... 718–725
Child abuses at institution ... 731–733
Food stamp program ... 713–714
Forest Haven ... 733–734, 957–960
Medicaid payments to physicians ... 727–730
Travel funds ... 717–718, 737–740
Unpaid bills ... 716, 717, 737
Welfare reforms ... 750–752
Items of interest to the Congress ... 83–115
Loan authority under District of Columbia self-government ... 931
Public safety:
Corrections, Department of ... 597–615
Lorton, monitoring activities ... 611–612
New detention center ... 607
Security at Children's Center ... 65–67
Courts:
Court of appeals ... 556–563
Superior court ... 543–555
Bail agency ... 578–586
Rearrest trends ... 584–585
Public defender service ... 571–577
D.C. court system ... 564–570
Fire department ... 532–542
Emergency ambulance ... 533
Ladder heights ... 536–537
Retirement program ... 516–523
Station closings ... 542
Metropolitan Police Department ... 483–531
Crime data ... 516–503
Drug abuse ... 508–512
Police/population ratio ... 530–531
Retirement program ... 516–523
National Guard ... 587–596
Recreation:
Recreation, Department of ... 186–215
Repayment of loans and interest ... 51, 930–933
Revenue sharing ... 37–38
Statistical data and charts:
Capital improvements, estimated borrowing, fiscal year 1976–1981 ... 13–14
Cash management ... 167–169
Crime statistics ... 487–503
D.C. revenues ... 40, 48, 634, 635, 790
Fire statistics ... 538
List of Federal grants ... 39
Police and Firemen Pension ... 31–32, 265–269, 516–523, 639, 942–944
Revenue Act of 1975 ... 41–42
Table on Capital Improvement outlays ... 25
Table on employment levels ... 29–30
Tax delinquents ... 252

○