Y4
.Ap 6/2
L 521
979/PT. 2
GOVERNMENT
Storage

1433
95th
Ap 6/2
L 52
1979
pt. 2

Senate Hearings

Before the Committee on Appropriations

RECEIVED
AUG 10 1978
THE LIBRARY
KANSAS STATE UNIVERSITY

Legislative Branch Appropriations

Fiscal Year 1979

95th CONGRESS, SECOND SESSION

KSU LIBRARIES
A11900 471487

PART 2

ARCHITECT OF THE CAPITOL
BOTANIC GARDEN
CONGRESSIONAL BUDGET OFFICE
COST-ACCOUNTING STANDARDS BOARD
GENERAL ACCOUNTING OFFICE
GOVERNMENT PRINTING OFFICE
JOINT ECONOMIC COMMITTEE
LIBRARY OF CONGRESS
NONDEPARTMENTAL WITNESSES
OFFICE OF TECHNOLOGY ASSESSMENT
OTHER JOINT ITEMS
SUPPLEMENTALS, FISCAL YEAR 1978
U.S. SENATE

AUTHENTICATED
U.S. GOVERNMENT
INFORMATION
GPO

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1979

HEARINGS

BEFORE A

SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS UNITED STATES SENATE

NINETY-FIFTH CONGRESS

SECOND SESSION

ARCHITECT OF THE CAPITOL
BOTANIC GARDEN
CONGRESSIONAL BUDGET OFFICE
COST-ACCOUNTING STANDARDS BOARD
GENERAL ACCOUNTING OFFICE
GOVERNMENT PRINTING OFFICE
JOINT ECONOMIC COMMITTEE
LIBRARY OF CONGRESS
NONDEPARTMENTAL WITNESSES
OFFICE OF TECHNOLOGY ASSESSMENT
OTHER JOINT ITEMS
SUPPLEMENTALS, FISCAL YEAR 1978
U.S. SENATE

Printed for the use of the Committee on Appropriations

U.S. GOVERNMENT PRINTING OFFICE
24-128 O WASHINGTON : 1978

COMMITTEE ON APPROPRIATIONS

SUBCOMMITTEE ON THE LEGISLATIVE BRANCH

JIM SASSER, Tennessee, *Chairman*

WALTER D. HUDDLESTON, Kentucky
DALE BUMPERS, Arkansas
WARREN G. MAGNUSON, Washington
ex officio

RICHARD S. SCHWEIKER, Pennsylvania
LOWELL P. WEICKER, JR., Connecticut
MILTON R. YOUNG, North Dakota *ex officio*

Professional Staff

TERRENCE E. SAUVAIN
NEILSON A. MCGOWN
JOEL E. BONNER, *Minority Clerk*

CONTENTS

FRIDAY, MARCH 3, 1978

	Page
Joint Economic Committee	1
Joint Committee on Printing	19
Office of the Secretary of the Senate:	
Financial Clerk	31, 69, 157
Secretary of the Senate	35
Office of the Sergeant at Arms and Doorkeeper	77

WEDNESDAY, MARCH 8, 1978

Congressional Budget Office	207
Architect of the Capitol	221
Library of Congress	261
Congressional Research Service	263
Copyright Royalty Tribunal	359

MONDAY, MARCH 20, 1978

Office of Technology Assessment	377
Government Printing Office	395
Cost Accounting Standards Board	413
General Accounting Office	427

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1979

FRIDAY, MARCH 3, 1978

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

The subcommittee met at 1:05 p.m., in room S–126, the Capitol, Hon. Jim Sasser (chairman) presiding.

Present: Senators Sasser and Schweiker.

JOINT ECONOMIC COMMITTEE

STATEMENTS OF:

HON. RICHARD BOLLING, U.S. REPRESENTATIVE FROM MISSOURI

HON. JACOB K. JAVITS, U.S. SENATOR FROM NEW YORK

ACCOMPANIED BY:

JOHN R. STARK, EXECUTIVE DIRECTOR

CHARLES S. SHELDON II, RESEARCH DIRECTOR, SPECIAL STUDY ON ECONOMIC CHANGE

LEGISLATIVE BRANCH

1978 APPROPRIATION AND SUPPLEMENTAL REQUEST

Senator SASSER. The subcommittee will come to order.

Today the subcommittee will commence hearings on the fiscal year 1979 budget request for the legislative branch. Several fiscal year 1978 supplemental budget requests will also be considered.

The total amount appropriated to date for the legislative branch is $990,067,800. This includes $653,395,600 for operation of the Congress and $336,672,200 for related agencies of the legislative branch.

In addition, the subcommittee has before it a proposed fiscal year 1978 pay increase supplemental in the amount of $36,780,236 which is required to fund the 7.05 percent pay raise for all Federal employees which was placed into effect October 1, 1977. Also before the subcommittee are several fiscal year 1978 program supplemental requests in the amount of $39,601,800.

If all of these items should be approved by the subcommittee, the total appropriation for fiscal year 1978 for the legislative branch would amount to $1,066,449,836.

1979 BUDGET REQUEST

The budget request for fiscal year 1979 is $1,152,517,100. This is an increase of $86,067,264 or 8 percent over the total amounts anticipated to be appropriated for fiscal year 1978.

The first item on the agenda today is the fiscal year 1979 budget request for the Joint Economic Committee.

JOINT ECONOMIC COMMITTEE

1979 BUDGET REQUEST

We are pleased to have with us our distinguished colleague from the House of Representatives, Congressman Richard Bolling, who is the chairman of the Joint Economic Committee, and the distinguished Senator from New York, Senator Javits.

The fiscal year 1979 budget request for the Joint Economic Committee is $1,800,000, which is the same amount as the comparable 1978 level. In addition, I understand that Congressman Bolling will be discussing the need for an additional $553,000 above and beyond the regular budget request.

Congressman Bolling, would you please proceed in whatever manner you see fit.

PREPARED STATEMENTS

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

We submitted a longer statement. I have a brief statement that I would like to read.

I am happy to have the opportunity to appear before you in connection with the budgetary requirements of the Joint Economic Committee. As I said, our written statement was submitted earlier.

SPECIAL STUDY

You have already covered the fact that our regular request for appropriation is the same as last year when you include the statutory pay increase, so I will confine myself to this special study.

Funds for the special study were provided for the second half of calendar year 1977 and for 1978 from the contingent fund of the Senate. It should be noted that this assignment came up after last year's appropriation was enacted, and this is the main reason for the special mode of financing it. It is the committee's view that for the future, that is the period beginning in January 1979, it should be included in our budget.

Our best estimate is that the study will cost $1.486 million above the amount presently available to us. Of this sum, $553,000 will be spent in fiscal year 1979, and it is this amount that we wish to add to our budget, as a separate line item.

I would expect the chairman of the Joint Economic Committee, who will be a Senator in the next Congress, to return a year from now to request funding for all of fiscal year 1980, and then 2 years from now for funding to cover the months from October to December 1980, as one quarter of fiscal year 1981.

EMERGING TRENDS AND PROBLEMS

In recent years it has become obvious that our economy is a rapidly changing one and that we in the Congress need to look ahead to emerging trends and problems and to develop solutions to meet them, or at least attempt to do so. This requires new insights and some original thinking.

That is what we are trying to develop, Mr. Chairman, and it is responsive to the interests expressed to us often in both Houses and from both sides of the aisle. I will try to be as brief as possible, but I will, of course, be glad to supply you with whatever additional information you wish.

MAJOR AREAS OF STUDY

Let me say that we have divided the study into nine major areas. These are as follows: Stagflation; human resources and demographic trends; public sector finance; pensions; materials and energy availability; research and innovation; international economic environment; major disasters or marked changes; and service-information developments and economic projects to 1990.

In each of these sectors, change and development will pose major policy decisions for the Congress in the next decade. To the extent that we can provide information and analysis in these subject areas, we will have served the purpose of the study.

I will be happy to respond to any questions that you may have, sir.

JUSTIFICATIONS

Senator SASSER. Thank you very much, Congressman Bolling.

[The justifications follow:]

LETTER FROM HON. RICHARD BOLLING, U.S. REPRESENTATIVE FROM MISSOURI

February 2, 1978

The Honorable Jim Sasser
Chairman
Legislative Branch Appropriations Subcommittee
Senate Appropriations Committee
Washington, D. C.

Dear Senator Sasser:

Attached is the appropriation request we have today submitted to the House Appropriations Committee for the Joint Economic Committee for fiscal year 1979.

I look forward to meeting personally with you in respect to the Committee's role in the Congress and our current operation.

Sincerely,

Richard Bolling
Chairman

Letter From Hon. Richard Bolling, U.S. Representative From Missouri

February 2, 1978

The Honorable George F. Shipley
Chairman
Subcommittee on Legislative Branch Appropriations
House of Representatives
Washington, D. C.

Dear George:

I am pleased to submit herewith the appropriations request of the Joint Economic Committee for fiscal year 1979, and I look forward to appearing before your subcommittee.

Our request for the permanent, continuing activities of the Joint Economic Committee is in the amount of $1,800,000, which is identical with our 1978 request, which was $1,697,000 plus the October 1, 1977, cost-of-living adjustment of $103,000. While it is our expectation that our regular workload will be somewhat heavier in the forthcoming year because of the number and complexity of economic policy issues facing the Congress, we are not asking for an increase in the upcoming fiscal year. It has always been the practice of the Joint Economic Committee to subject our budgetary needs to very careful appraisal and to avoid spending where optimum value could not be obtained. As in the past, we will continue the practice of using to the maximum the existing facilities available to us, such as the Library of Congress, the General Accounting Office, the Congressional Budget Office, and others, on a variety of economic issues.

Our request calls for continuation of the present permanent staff complement of 46. Of this total, 25 are professional and research staff, and 21 are administrative and secretarial. Other items are estimated on the basis of our current experience.

Special Study

In addition to its permanent statutory duties, the Joint Economic Committee is conducting a separate, temporary study program under the authority of the Employment Act as amended and H.Con.Res. 248 agreed to July 18, 1977, which directs the Committee to investigate certain past and prospective economic changes in the United States and world economies and the impact of such changes on the economies of the United States and other nations. H.Con.Res. 248 provided $900,000, financed from the Contingent Fund of the Senate, to be expended in the period ending December 31, 1978. A copy of the resolution is attached.

The Committee has initiated a series of in depth studies on such issues as stagflation, unemployment, capital investment, etc., and we are in the process of developing analytical papers.

It is our estimate that an additional two years and $1.486 million will be required for completion of the study beyond the December 31, 1978, termination of our present contingent funding. Also, we believe that this additional funding would be more appropriately processed as part of the Committee's appropriation. In this respect, it is similar to the earlier welfare study of the Joint Economic Committee, which was carried in our budget as a separate, identifiable Joint Economic Committee operation.

Accordingly, I am presenting a detailed explanation of the budget for the special study program as a part of this submission. Before so doing, however, I would like to take this opportunity to discuss briefly the role that the Joint Economic Committee is currently performing in the Congress.

The Joint Economic Committee was established by the Employment Act of 1946 and is charged with the responsibility for advising the Congress on matters of economic policy. The Committee is required to report to the Congress on the economic program of the President each year in March. In addition to this mandatory reporting requirement, the Committee maintains a continuing review of the President's program and its periodic changes, and reports to the Congress in midyear and at other times when deemed necessary.

Also, under the Budget Act, the Committee is required to submit reports to the Budget Committees prior to March 15 of each year setting forth our view of the economic outlook and providing our recommendations as to the appropriate fiscal measures and other relevant economic policies. Under the Budget Act, we are also required to supply to the Congress each year an economic evaluation of the President's Current Services Budget estimates.

The Committee does not have any legislative responsibility, but acts in a complementary role to the legislative committees; we are called upon more and more to respond to requests for information and advice dealing with a wide variety of economic policy issues arising from legislative proposals, such as energy, welfare, tax policy, and the like.

In addition to its responsibility to conduct hearings assessing the state of the economy and the efficacy of economic policy, the Committee in calendar 1977 released 28 reports and studies covering such areas as growth; international trade and finance; the Federal Reserve System; energy; State and local government financing; welfare; housing policies; unemployment, including youth and minority unemployment; and capital formation. During 1977, 150,000 copies of current and previous years' publications were distributed to Members of Congress and their staffs, to individuals, libraries, and organizations the world over. The Committee continues to make available to Congress and large numbers of public officials the JEC Newsletter -- 27 copies in 1977 -- which summarizes the major elements in testimony received by the Committee and in the Committee's reports and recommendations. Two examples of this newsletter are attached. Weekly, during congressional sessions, the Committee also distributes digests of economic news items extracted from numerous current periodicals and newspapers.

The Joint Economic Committee has continuing arrangements with Chase Econometrics, Data Resources, and Wharton Econometric Forecasting Associates for computer services dealing with the economic outlook and providing analytical capability for economic questions. These sources provide an important source of information for dealing with the many requests coming into the Committee.

Special Study Budget

Let me now turn to the special study.

A complete budget projection for this study from the period of its inception in the summer of 1977 through the proposed termination date of December 31, 1980, is attached. The Committee has funding from the Contingent Funds of the Senate in the amount of $900,000 to carry

the study through December 31, 1978. Additional funding in the amount of $1.486 million is needed for the years 1979 and 1980. A breakdown by years and by categories is included in the aforementioned estimate. So far as our 1979 appropriation request is concerned, our need for appropriated funds is $552,375 in addition to our regular budgetary total of $1.8 million. Thus, for the fiscal year 1979, our total request is $2,352,375. It is anticipated that special study requirements beyond fiscal year 1979 would be included pro rata in subsequent appropriation requests.

Mr. Chairman, I look forward with pleasure to discussing this matter with you and the Members of your committee. Let me say now that the Committee was supported in undertaking this extensive and challenging examination by the leadership in both Houses. I believe that it is a reflection of the Committee's very real value to the Congress. There is, as you know, mounting concern about the problems that lie ahead of us as legislators. Never before have we been burdened with such complicated and important issues in the field of energy, inflation, natural resources, international economic questions, to name a few. I think our study mandate reflects the interest of the Congress in developing advance perspective on the serious issues that we face in policymaking in the years immediately ahead.

Sincerely,

Richard Bolling
Chairman

JOINT ECONOMIC COMMITTEE

Expenditures: Actual FY 1977 and Estimated FY 1978 and FY 1979

	Fiscal 1977 Actual		Fiscal 1978 Estimate		Fiscal 1979 Estimate	
	Number	Total Salary	Number	Total Salary	Number	Total Salary
Executive Director	1	$ 45,396	1	$ 49,583	1	$49,583
General Counsel	1	43,837	1	47,614	1	47,614
Assistant Director	1	42,808	1	47,614	1	47,614
Senior Economists	3	104,616	2	94,154	2	94,154
Economists	7	212,176	6	246,662	6	246,662
Asst Counsel/Prof.Staff	1	13,471	1	39,738	1	39,738
Prof. Staff Members	3	78,471	3	121,362	3	121,362
Research Economists	2	42,603	1	46,540	1	46,540
Research Assistants	4	59,223	4	76,612	4	76,612
Minority Staff Members	5	157,987	5	202,986	5	202,986
Minority Secretaries	2	12,382	2	31,683	2	31,683
Staff Assistant	1	17,653	1	25,597	1	25,597
Administrative Asst.	1	18,397	1	25,955	1	25,955
Editorial Assistant	1	22,378	1	34,010	1	34,010
Financial Clerk	1	24,712	1	30,788	1	30,788
Publications Clerk	1	17,626	1	17,542	1	17,542
Executive Secretary	1	17,914	1	27,029	1	27,029
Secretaries	7	96,509	8	130,670	8	130,670
Receptionist	1	11,643	1	14,141	1	14,141
[illegible]rk	1	11,552	1	15,573	1	15,573
[illegible]st. Clerk	1	7,675	2	28,998	2	28,998
Messenger	1	4,251	1	10,561	1	10,561
Total full-time payroll	47	$1,063,280	46	$1,365,412	46	$1,365,412
Agency contributions		74,122		142,580		142,580
Reimbursable loans, WAE, contracts & temporary employees		73,624		110,000		110,000
TOTAL SALARIES		$1,211,026		$1,617,992		$1,617,992
Expenses for hearings		38,444		110,803		110,803
Miscellaneous Expenses		47,374		71,205		71,205
TOTAL		$1,296,844		$1,800,000		$1,800,000

Joint Economic Committee - Fiscal Year 1979 Budget

Total full-time payroll		$1,365,412
Administrative		
Agency contributions		142,580
Reimbursable payments to agencies, W.A.E., and contract employees	$ 90,000	
Temporary personnel	20,000	
Total		110,000
Hearings (reporters' fees, witness fees)		110,803
Travel	$ 23,480	
Stationery, office supplies	23,000	
Communications (telephone and telegraph)	16,100	
Newspapers, magazines, books, documents	6,325	
Petty cash	2,300	
Total		71,205
GRAND TOTAL		$1,800,000

JOINT ECONOMIC COMMITTEE
Fiscal Year 1979 Budget

	Number	Total Salary for Period of Budget (gross)
Executive Director	1	$ 49,583
General Counsel	1	47,614
Assistant Director	1	47,614
Senior Economist	1	47,614
do	1	46,540
Economist	1	46,540
do	1	46,540
do	1	39,738
do	1	39,738
do	1	39,738
do	1	34,368
Asst. Counsel/Prof. Staff Member	1	39,738
Professional Staff Member	1	46,540
do	1	39,738
do	1	35,084
Research Economist	1	46,540
Research Assistant	1	25,418
do	1	20,585
do	1	15,931
do	1	14,678
Minority Staff Member	1	46,540
do	1	46,540
do	1	39,738
do	1	39,738
do	1	30,430
Minority Secretary	1	17,542
do	1	14,141
Staff Assistant	1	25,597
Administrative Assistant	1	25,955
Editorial Assistant	1	34,010
Financial Clerk	1	30,788
Publications Clerk	1	17,542
Executive Secretary	1	27,029
Secretary	1	17,542
do	1	17,542
do	1	17,542
do	1	17,542
do	1	17,542
do	1	14,320
do	1	14,320
do	1	14,320
Receptionist	1	14,141
Clerk	1	15,573
Asst. Clerk	1	15,931
do	1	13,067
Messenger	1	10,561
Totals	46	$1,365,412

SPECIAL STUDY ON ECONOMIC CHANGE

FY 1979 Request

Total full-time payroll	$243,750	
Agency contributions	24,375	
Contracts, consultants	225,000	
Total payroll		$493,125
Hearings - Reporting and Witnesses		20,250
Travel		18,750
Telephone, telegraph		3,750
Equipment		6,000
Stationery, supplies		3,000
Miscellaneous		7,500
FY 1979 TOTAL		$552,375

SPECIAL STUDY ON ECONOMIC CHANGE

Budget -- by Calendar Year

	Actual Expenditures July-Dec 1977	Balance Approved Funding Jan-Dec 1978	Funded H.Con. Res.248 Total July 1977-Dec 1978	Estimated Jan thru Dec 1979	Estimated Jan thru Dec 1980	Total Additional Requested 1979-1980	Estimate Fiscal Year 1979
Total full-time payroll	$58,117	$436,884	$495,000	$357,500	$370,150	$727,650	$268,125
Contracts, Consultants	7,032	321,468	328,500	300,000	300,000	600,000	225,000
Hearings(Reporting/witness)	- - -	34,500	34,500	27,000	27,000	54,000	20,250
Travel	587	6,413	7,000	25,000	25,000	50,000	18,750
Stationery,supplies	705	5,794	6,500	4,000	4,000	8,000	3,000
Equipment	550	11,450	12,000	8,000	8,000	16,000	6,000
Telephone, telegraph	503	997	1,500	5,000	5,000	10,000	3,750
Miscellaneous/contingencies	16	14,984	15,000	10,000	10,000	20,000	7,500
	$67,510	$ 832,490	$ 900,000	$ 736,500	$ 749,150	$ 1,485,650	$ 552,375
			Staffing Details				
Research Director	$ 18,163	$ 47,500	$ 71,250	$49,500	$ 49,500	$ 99,000	$ 37,125
Senior Economist	20,365	47,500	71,250	47,500	47,500	95,000	35,625
do	---	47,500	71,250	46,500	46,500	93,000	34,875
do	---	47,500	71,250	46,500	46,500	93,000	34,875
Prof.Staff Member	3,179	32,000	42,000	35,000	38,000	73,000	26,250
do	1,644	22,000	42,000	24,000	27,500	51,500	18,000
do	---	16,000	---	18,000	20,000	38,000	13,500
Administrative staff	5,353	20,000	27,000	22,000	23,000	45,000	16,500
do	5,372	16,000	27,000	18,000	19,000	37,000	13,500
do	---	16,000	27,000	18,000	19,000	37,000	13,500
Unallocated staffing	---	93,684	---	---	---	---	---
Total full-time payroll	$54,076	$405,684	$450,000	$325,000	$336,500	$661,500	$243,750
Agency contributions	4,041	31,200	45,000	32,500	33,650	66,150	24,375
TOTAL PAYROLL	$58,117	$436, 884	$495,000	$357,500	$370,150	$727,650	$268,125

SPECIAL STUDY

Senator SASSER. With regard to the special study, you are requesting an appropriation that would provide a funding level of approximately $50,000 per month for fiscal year 1979. This is approximately the ongoing rate in fiscal year 1978 which is being financed out of the contingent fund of the Senate. Is that correct?

Mr. BOLLING. That is correct.

Senator SASSER. So this request should not increase the overall Senate budget over last year then?

Mr. BOLLING. Not taking everything overall.

IMPACT OF THE COMMITTEE

Senator SASSER. Since the Joint Economic Committee is not a legislative committee, how do you get the results of your work or the work of this committee into the legislative process?

Mr. BOLLING. The Joint Economic Committee was established in 1946 by the Employment Act of that year, and it is, in effect, the opposite number of the President's Council of Economic Advisers.

We have never had legislative authority. We like to think that over the years we have had a useful, educational, and, on occasion, leading-the-way impact to new approaches.

GROWING ECONOMY

When I first served on the committee, there was great controversy, and this was back in the fifties, as to whether or not we could have an economy that consistently grew over a period of years. And if we did have such an economy, would it not be very beneficial to meet the kinds of problems that the society has.

We had a very serious conflict over the notion, whether we could or could not have a growing economy in the fifties and the sixties. We, I think, led the way within the Congress in selling the notion that that would work.

In like fashion today, the situation has dramatically changed. We think that the Employment Act was very useful and very effective for at least the first 20 years of its time. We think in the last 5 years new difficulties have developed in the Nation and in the international economy which require this kind of study.

TEMPORARY NATIONAL ECONOMIC COMMITTEE

Not very many people remember this, but the information that the Congress used in the forties, in the fifties, and to a degree still in the sixties, was the information developed by something called the TNEC, the Temporary National Economic Committee, which was chaired by a very distinguished man who was later a U.S. Senator and also the Chairman of the Joint Economic Committee, Joe O'Mahoney of Wyoming.

NONLEGISLATIVE AUTHORITY OR RESPONSIBILITY OF THE COMMITTEE

What we do, not having any legislative authority or responsibility, is we try to be on the edge of the reasonable. We try to be looking at the changes that have taken place. We try to be both scholarly and realistic. And we try to look ahead.

24-128 O - 78 -- 2

We have done this, I think, with considerable success. We felt that now that the economies had changed so remarkably and we were having so many new difficulties—for example, just one, very high unemployment with very high inflation—that we ought to take a good, hard look at some of what had happened in the past and perhaps come up with some new insights as to what the prospects for the future were.

Senator SASSER. Thank you very much, Congressman Bolling.

STATEMENT OF SENATOR JAVITS

Do you wish to make a statement, Senator Javits?

Senator JAVITS. Yes, I do, Mr. Chairman.

[The statement follows:]

STATEMENT OF HON. JACOB K. JAVITS, U.S. SENATOR FROM NEW YORK

As Ranking Minority Member, I appear before you today to strongly support the request of the Chairman of the Joint Economic Committee, Congressman Bolling, for the Joint Economic Committee's budget request for fiscal year 1979.

First, Chairman Bolling should be commended for his efforts to keep the Minority well informed and for encouraging our active participation in obtaining balanced witness lists in hearings before our Committee. In addition, we are developing the content of several studies with the Majority instead of merely signing off on a study already completed. One example is a study being developed on the economies of Germany and Japan, a subject in which Senator Roth and I are greatly interested. Naturally, there still remain some problems of communication, but on the whole I am satisfied with the progress that has been made.

Secondly, as a parenthetical note, I would like to point out that the Joint Economic Committee is doing its part to hold the line on inflation. As the Chairman pointed out, our fiscal 1979 request is the same as fiscal 1978. There are probably not too many governmental units that can claim no increase in their budgets.

I should like to devote the remainder of my testimony to the long-term economic studies program. This study program concerning long-term economic issues and their implications for the United States and the rest of the world has aroused great expectations in the Congress and in our Committee members.

There is no basic disagreement betweeen the Majority and the Minority that these types of problems are acute and pervasive.

We intend to insure, and the Majority has indicated its complete cooperation, that the study will be factual, objective, and dispassionate with the use of qualified professionals working as a unified team. I understand that with one exception the professional staffing has now been completed, and the ten major sections of the

study have been assigned either to members of the permanent staff of the special studies program or to outside consultants.

I must confess to a certain amount of impatience, in that there has yet been no concrete output from the study's program. However, the system of conferences, wherein outside experts are brought in to comment upon the progress of various sections, creates a lengthy process of inquiry. It would be much easier to have a series of hearings and the hasty publishing of papers. However, we hope that this intensive process of discussions with experts at the beginning will hone the quality of the final product.

It is my understanding that the target date for completing the first drafts of all the individual studies is the end of this year. We also plan to start holding hearings the latter half of 1978. Next year will be taken up with final revisions and placing the studies in a format that will be most useful to Members of Congress.

I would remind the members of the Appropriations Committee of the highly successful Welfare Study conducted by Martha Griffiths. Despite the rather long lead time at the beginning of the work, the Joint Economic Committee produced a tremendous Study whose findings are still being used today.

As my colleagues well know, I have been deeply concerned about the future ramifications of international economic policy. I cannot help but feel that if the Joint Economic Committee had looked at these issues before they had reached such a climactic state, we would now have some concrete strategies as well as the forewarning for dealing with these problems. I would urge this Committee to keep a close watch on our project, and I would hope that these series of studies will constitute one of the landmark achievements of our Committee. However, the study will be important only if it receives continued support and input from Members of Congress as it will be the only major Congressional initiative that examines the long-term implications of economic changes that affect us.

SUPPORT FOR THE BUDGET REQUESTS

Senator JAVITS. I am the ranking minority member of the committee. The practice of the committee is when the chairman is a House Member, the ranking minority member is a Senator, and vice versa.

First, I would like to support the request of the Joint Economic Committee for its normal appropriation. I think it is excellent that the committee has stayed within the limitations imposed by its previous request of the 1978 fiscal year.

SUPPORT FOR SPECIAL STUDY

Now as to the special study, I wish to adopt the position taken by Congressman Bolling and to support it and to add the following points.

It is absolutely extraordinary, Mr. Chairman, how the world has changed. The world change up to the TNEC study in the fifties, to which Congressman Bolling has properly referred, and the change from the fifties to now is in the order of magnitude of probably 3 or 4 to 1 in terms of significance. Let us look at a few of the things.

RISE IN OIL PRICES

Of course, we all know the tremendous world implications of the rise in crude oil prices. It is an uneconomic price for an absolutely indispensable commodity "skimming off," as they say in Las Vegas, $45 billion a year from the United States in terms of the output from our productive machines and probably $75 or $80 billion in terms of the world.

PROTECTIONISM

We find a resurgence of a position we have not seen in this country for years, and that is the feeling of protectionism. We are, ourselves, in terms of productivity of this country, one of the 10 leading industrial nations in the world. We find a resurgence of protectionism; whereas previously, it had been a matter of pride that we have been the leading open trading advocate in the world, and that this attitude of free trade has been responsible for the recovery of the world since World War II.

We find an enormous revolution—I think that is a proper word—in the developing countries in that they refuse to starve anymore. They intend to do things about it to protect themselves, such as not letting us have the natural resources we need to operate our industrial machines, unless we give them some kind of a break.

FLUCTUATION OF EXCHANGE RATES

Bretton Woods is over. The basic exchange rate system is gone. We find now an enormously difficult financial and monetary situation with its tremendous fluctuation in exchange rates. The Europeans perceive this situation as a single mortal threat which can bring on a great depression in the world.

If that isn't enough, Mr. Chairman, we have the falling dollar; as well as the fact that the world's developed countries need to ac-

quire bigger markets. They are now taking the ability to consume from each other's pockets, for all practical purposes.

DOMESTIC ISSUES

As for domestic issues we have the whole issue of whether the antitrust laws have been sound or unsound policies since 1880. This includes the whole regulatory commission structure, and what it is doing to competition and the life of this country. And, finally, what is the motivation for the American worker? Does he still have his competitive spirit, or is he losing his marbles? And these are only some of the major issues which the committee is going to examine.

I think, Mr. Chairman, it is indispensable to have this kind of review periodically. It has been 40 years since we have had that.

IMPACT OF THE COMMITTEE

Finally, Mr. Chairman, you asked a very intelligent question: How do these findings get piped into the Congress? They get piped in two ways.

First, it stirs up an enormous amount of interest and activity in the country, especially in the intellectual and publication services. That involves all of us in Congress because we feel the impact from our constituents and from all of the universities and organizations.

Second, the work of the JEC is a bible to the committees charged with this kind of business. We can't make these in-depth studies in the Committees of Ways and Means, Human Resources, or Finance. This is the basis for an enormous amount of our labor.

So considering a $2 trillion operation which is called the United States of America, in economic terms, I think this type of study is essential. I think we have overstayed our time, if anything, in not having done it sooner.

I strongly support the chairman of the Joint Economic Committee in his request, as I did before when we put through the original resolution. Thank you, Mr. Chairman.

Senator SASSER. Thank you, Senator Javits, for that very eloquent statement. We appreciate both of you distinguished gentlemen being here.

Mr. BOLLING. Thank you very much.

I can't leave without telling you I got a bachelor's and a master's degree from Sewanee. [Laughter.]

Senator SASSER. Well, you seem to have survived that very well. [Laughter.]

Mr. BOLLING. Thank you very much, Senator.

Senator JAVITS. Thank you, Senator.

JOINT COMMITTEE ON PRINTING

STATEMENT OF HON. FRANK THOMPSON, JR., U.S. REPRESENTATIVE FROM NEW JERSEY

ACCOMPANIED BY:

DENVER DICKERSON, STAFF DIRECTOR
FAYE PADGETT, DEPUTY STAFF DIRECTOR
JOSEPH GARGANO, SPECIAL ASSISTANT

1979 BUDGET REQUEST AND 1978 APPROPRIATION

Senator SASSER. The next item on the agenda today is the fiscal year 1979 budget request for the Joint Committee on Printing.

We are pleased to have with us our distinguished colleague from the House of Representatives, Congressman Frank Thompson, Jr., Vice Chairman.

The fiscal year 1979 budget request for the Joint Committee on Printing is $621,000, which is a reduction of $496,000 below the 1978 level.

In addition, I understand that Congressman Thompson will be discussing the need for an additional $35,000 above and beyond the regular budget request.

Congressman Thompson, would you just proceed in the manner that you see fit.

Mr. THOMPSON. Thank you very much, Senator. It is a pleasure to be here.

Our budget estimate, as amended by our letter of February 23, 1978, is for $656,000 to cover normal operations and activities of the Joint Committee on Printing for fiscal year 1979.

GPO MANAGEMENT STUDY

For fiscal year 1978 the appropriation included an amount of $500,000 specifically to fund a management study of the Government Printing Office.

This study, a major project of the Joint Committee on Printing this year, will be an objective review, analysis, and evaluation of the GPO as authorized by Public Law 95–94 of August 1977.

It is to be conducted by a large, qualified consulting organization with offices in Washington, D.C., under the supervision of the Joint Committee on Printing. They are one of the 10 firms submitting proposals for the study, and the ultimate cost will be well under the $500,000 appropriated.

EQUIPMENT MODERNIZATION PROGRAM AT THE GOVERNMENT PRINTING OFFICE

We should like to note that the equipment modernization program at the GPO, which the Joint Committee on Printing has encouraged and approved on a continuing basis in recent years,

particularly under our distinguished former chairman, Senator Cannon, is beginning to pay off handsomely in terms of cost savings and improved efficiency.

COMPOSITION SAVINGS AT THE GOVERNMENT PRINTING OFFICE

Just this year—in January, Mr. Chairman—the Federal Register was converted from the conventional composition process to electronic text processing and photocomposition methods. The savings are expected to be $1,031,000 per year.

The annual savings on similar conversion of the Code of Federal Regulations, which is a companion publication of the daily Federal Register, is expected to be even greater—approximately $1,513,000 annually.

The GPO's expanded electronic text processing and photocomposition facilities are also being used more and more for congressional documents and other Government work. In fact, the Public Printer, in a report to the Joint Committee on Printing on January 26, 1978, stated:

> The total savings in production costs to be realized each year from conversion of the Federal Register, the Code of Federal Regulations, the United States Code and applicable congressional work is estimated at $5,982,893, after deducting the amortization and maintenance costs for the new equipment.

JOINT COMMITTEE ON PRINTING ACTIVITIES OUTLINED

During fiscal year 1977, the Joint Committee on Printing performed its duties in an active manner. In undertaking its wide range of responsibilities, the Joint Committee on Printing established an Advisory Committee on Automation and Standardization of Congressional Publications to upgrade, improve and reduce the cost of congressional documents; compiled an updated code of Government Printing and Binding Regulations; monitored compliance with those regulations throughout the Government; initiated a microform program for the nationwide network of depository libraries; saw to the preparation and distribution of many congressional publications, including the Congressional Record and Congressional Directory; compiled a major revision of Government paper specification standards; monitored the Federal printing procurement program through which commercial printers nationwide supplied nearly 63.4 percent or about $259 million of the Government's printing requirements; oversaw the activities of the Government Printing Office and its field plants; resolved a serious labor-management dispute at the Government Printing Office; and a number of other things.

During fiscal year 1978 the Joint Committee on Printing has functioned, and will continue to function in fiscal year 1978 and fiscal year 1979, much like it did in fiscal year 1977.

In addition to its other responsibilities in fiscal year 1978, it will monitor the comprehensive study of the Government Printing Office. In fiscal year 1979 it will see to the implementation of changes and improvements in GPO operations that are expected to be recommended by that study.

LEGAL COUNSEL

I respectfully ask your approval of this request and, in particular, the money for legal counsel. You will note, Mr. Chairman, that there is and has been a slot for legal counsel for a number of years, but we haven't had one.

As a lawyer and the vice chairman and, in the next Congress, my people being kind enough to me, I hope to be back as chairman, I am terrified of overseeing a $600 million-a-year operation without good legal counsel onboard.

Thank you, sir.

JUSTIFICATIONS

Senator SASSER. Thank you very much, Congressman Thompson.

[The justifications follow:]

LETTERS FROM HON. FRANK THOMPSON, JR., U.S. REPRESENTATIVE FROM NEW JERSEY

February 23, 1978

Honorable Jim Sasser
Chairman
Subcommittee on Legislative Branch Appropriations
Committee on Appropriations
United States Senate
Washington, D. C.

Dear Senator Sasser:

During my appearance at the hearings conducted on February 16 by the House Subcommittee on Legislative Branch Appropriations, concerning the FY 1979 budget for the Joint Committee on Printing, I communicated to Congressman George E. Shipley, the Chairman of the House Subcommittee, our need to add $35,000 to our budget request for FY 1979, covering the addition of a lawyer to the staff of the JCP. This would provide greatly needed legal inputs and assistance which have not been available to the JCP since 1975.

Congressman Shipley stated his agreement with our need and suggested that I request such an amendment.

Accordingly, I request that your committee give favorable consideration to an amendment which will provide for an increase of $35,000, thereby increasing the totals for FY 1979 to 16 persons and $656,000.

With kindest regards.

Cordially,

Frank

Frank Thompson, Jr.
Acting Chairman

February 10, 1978

Honorable Walter D. Huddleston
Chairman
Subcommittee on Legislative
Branch Appropriations
Committee on Appropriations
U.S. Senate
Washington, D.C.

Dear Mr. Chairman:

Enclosed is a copy of my letter (and enclosure) addressed to the Honorable George E. Shipley regarding the budget estimate for Fiscal Year 1979 for the Joint Committee on Printing. I know you will need these for your information.

With kind regards.

Cordially,

Frank Thompson, Jr.

February 10, 1978

Honorable George E. Shipley
Chairman
Subcommittee on Legislative
Branch Appropriations
Committee on Appropriations
U.S. House of Representatives
Washington, D.C.

Dear Mr. Chairman:

Our budget estimate for $621,000, to cover the normal operations and activities of the Joint Committee on Printing for the fiscal year 1979, is attached. This exceeds by $4,000 the estimated budget of $617,000 covering the Committee's normal operations and activities for fiscal year 1978.

It should be noted that in addition to the $617,000 referred to above the appropriation for FY 1978 also provided an amount of $500,000 appropriated for the specific purpose of obtaining a study of the Government Printing Office during FY 1978. This study, a major project of the Joint Committee on Printing for fiscal year 1978, will be an objective review, analysis and evaluation of the Government Printing Office, authorized by Public Law 95-94, August 5, 1977. It is being supervised by the JCP staff and will be conducted by qualified outside consultants.

All the required advertising for proposals, receipt of proposals, negotiations and selection of a contractor to conduct the study have been undertaken. Actual award of the contract, to one of the ten companies which submitted proposals, awaits only the final approval of appropriate committees of Congress.

It is expected the study will begin about the end of February, 1978. Reports and recommendations will be submitted by the contractor, as the study progresses. The study must be completed by September 30, 1978. The cost is expected to be well under the $500,000 appropriated for the purpose.

The contractor's activities will be monitored under the direction of the JCP staff director.

We are pleased to report progress in various programs initiated by the JCP to achieve substantial savings and improve efficiency in government printing.

For instance, in January, 1978, production of the Federal Register was converted from the conventional text composition process. The entire text content of that daily publication now is being processed for printing by the use of electronic text processing and photocomposition methods. Based on a detailed comparison of the cost of each individual production step, the cost saving is expected to be approximately $1,031,000 per year.

And that is only a beginning.

The Code of Federal Regulations (CFR), which is a companion publication of the Federal Register, is also suited to electronic text processing because of its data base and file maintenance characteristics. (In text processing, file maintenance is the repetitive updating and revising of a master data base that is reprinted periodically).

Since the CFR is the permanent compilation of the government rules and regulations that are first printed in the Federal Register, the master text base of the CFR must be continuously updated with rules and changes that were first keyboarded and printed in the Federal Register. The CFR totals about 75,000 pages of text, and about one-fourth of it is reprinted every three months, so that the entire CFR is updated and reissued once each year.

Thus the annual savings by electronic production of the CFR is expected to be even greater than that on the Federal Register -- or approximately $1,513,000 annually.

In fact, the production modernization program at the GPO, which the JCP has encouraged and approved over recent years, will be paying considerably larger dividends in the immediate future than those cited above. Processing the U.S. Code (30,000 pages) is one example. The expanded electronic text processing and photocomposition facilities are also being increasingly used to produce Congressional hearings, bills, resolutions, reports and amendments.

In a report on the subject to the JCP, January 26, 1978, the Public Printer stated:

"The total savings in production costs to be realized each year from conversion of the Federal Register, the Code of Federal Regulations, the US Code and applicable Congressional work is estimated at $5,982,893, after deducting the amortization and maintenance costs for the new equipment."

Another dramatic cost saving program has to do with microfilm. An example of the savings in that modernization process (which the JCP has urged all federal departments and agencies to explore and undertake) is that of recent Postal Service rate hearings. Almost $400,000 was saved by reducing the last two rate hearing proceedings to microfiche rather than using the customary print methods. The records of the two previous rate and classification cases, using the orthodox print procedure, ran to 15 volumes of about 1,300 pages each, and cost $398,000 to print. For the recent hearings published on microfiche the total cost was approximately $6,000.

In fiscal 1977 the JCP established an Advisory Committee on Automation and Standardization of Congressional Publications to upgrade, improve the usefulness and reduce the cost of Congressional documents. This committee, chaired by the JCP staff director and comprised of key staff representatives of the Senate, House, GPO, Library of Congress, Congressional Research Service and JCP, coordinates and promotes the printing, computer and related activities of the two Houses of Congress on a continuing basis. This advisory committee recently completed studies on alternate methods for converting the Congressional Record to photocomposition. Among the Committee's other undertakings are pilot programs in the House and the Senate on automating bill processing.

In performance of its wide range of responsibilities during the past fiscal year, the JCP did the following, among other things:

Compiled and distributed an updated book of Government Printing and Binding Regulations. These regulations, prepared and promulgated by the JCP to keep pace with technological advances, implement Title 44 US Code and cover all facets of government printing and binding - from printing and duplicating

equipment to the end product, and apply to practically every segment of the federal government.

Monitored compliance with the Government Printing and Binding Regulations throughout the federal establishment, including the military departments.

Initiated a microform program for the 1,200-plus congressional designated depository libraries.

Resolved a serious labor-management dispute at the GPO.

Issued an energy saving directive relating to the government's printing and binding activities.

Saw to the preparation and distribution of numerous Congressional publications, including the Congressional Record and Congressional Directory.

Promulgated and compiled a revised set of Government Paper Specification Standards. It was the eighth major revision of government paper specifications since the JCP created a broadly based government committee of technical and policy paper experts to set the standards for all paper used by the federal government.

Conducted periodic paper bid openings, under its jurisdiction, over virtually all paper purchases for the government.

Continued to oversee the conduct of its previously initiated Federal Printing Procurement Program through which commercial printers nationwide supplied nearly 63.4 percent of the government's printing requirements; the 63.4 percent amounted to about $259,000,000. It also monitored the activities of the GPO and its field plants in New York, Chicago, Denver, San Francisco, Seattle and Washington, 14 GPO Regional Printing Procurement offices throughout the country, plus 26 GPO bookstores throughout the country, and warehouses and documents and depository library distribution centers in Washington, Virginia, Maryland and Colorado.

During fiscal 1978 and 1979 the activities of the JCP will be much like those of fiscal 1977. A principal addition in FY 1978 is the comprehensive review, analysis and evaluation of the Government Printing Office, the first study of such magnitude ever undertaken.

With kind regards.

Cordially,

Frank Thompson

Frank Thompson, Jr.

	JOINT COMMITTEE ON PRINTING	BUDGET ESTIMATE FOR FY-1979	
	FY-1977 Actual	FY-1978 Estimate	FY-1979 Estimate
Appropriation, or Estimate	$478,325. (1)	$1,081,000. (3)	$ 621,000.
Supplemental Appropriation, or Estimate	33,000. (2)	36,000.	
Additional Appropriation	40,400. (3)		
TOTAL	$551,725.	$1,117,000.	$ 621,000.

POSITIONS	No.	Amount	No.	Amount	No.	Amount
Staff Director	1	$ 40,664.43	1	$ 46,898.00	1	$ 46,898.00
Deputy Staff Director	-	---------	1	34,368.00	1	34,368.00
Assistant Staff Director	2	72,644.98	1	32,220.00	1	32,220.00
Publications Director	1	33,650.49	1	37,948.00	1	37,948.00
Executive Secretary	1	21,793.50	1	24,165.00	1	24,165.00
Professional Staff Member	1	33,650.49	1	37,948.00	1	37,948.00
Professional Staff Member	1	33,650.49	1	37,948.00	1	37,948.00
Legal Consultant - Special Assistant	1	28,014.22	-	---------	-	---------
Special Assistant	-	---------	1	32,220.00	1	32,220.00
Special Assistant	1	32,231.42	1	36,158.00	1	36,158.00
Special Library Assistant	1	23,630.46	1	26,134.00	1	26,134.00
Clerk-Stenographer	1	20,457.42	1	22,733.00	1	22,733.00
Clerk-Stenographer	1	18,536.94	1	20,943.00	1	20,943.00
Assistant Compiler	1	28,690.96	1	32,578.00	1	32,578.00
Secretary-Researcher	1	15,164.73	-	---------	-	---------
Researcher	-	---------	1	17,184.00	1	17,184.00
Inspector of Paper & Materials	1	30,969.45	1	35,084.00	1	35,084.00
Total Salaries	15	$433,749.98 (4)	15	$474,529.00 (5)	15	$474,529.00
Agency Contributions		38,883.23		50,514.00		50,514.00
Total	15	$472,633.21 (4)	15	$525,043.00 (5)	15	$525,043.00
Reserve for prospective staff changes, salary adjustments and related agency contributions		---------		73,667.00		77,667.00
Total	15	$472,633.21	15	$598,710.00	15	$602,710.00
Non-salary items: Travel		2,399.18		16,000.00		16,000.00
Office Supplies				1,900.00		1,900.00
Telephone		1,156.00		250.00		250.00
Miscellaneous				140.00		140.00
Total	15	$476,188.39	15	$617,000.00	15	$621,000.00
Funds for study of the Government Printing Office		----------		500,000.000		----------
GRAND TOTAL		$476,188.39		$1,117,000.00		$621,000.00

(1) Per Public Law 94-440 (H.R. 14238) Oct. 1, 1976
(2) Per Public Law 95-26 (H.R. 4877) May 4, 1977
(3) Per Public Law 95-94 (H.R. 7932) Aug. 5, 1977
(4) Includes cost-of-living adjustment effective Oct. 1, 1976
(5) Includes cost-of-living adjustment effective Oct. 1, 1977

GOVERNMENT PRINTING OFFICE MANAGEMENT STUDY

Senator SASSER. Do you expect substantial savings in printing costs to result from the study that you were discussing?

Mr. THOMPSON. I do, indeed. The paramount goal of the study is to obtain recommendations for changes in policies, procedures and other areas, including statutory requirements which, when properly implemented, should result in an increased efficiency, reduced waste and cost savings.

I am not in a position, Mr. Chairman, to give you a dollar amount, but I can assure you that it will be very substantial.

QUESTIONS AND ANSWERS

Senator SASSER. Congressman Thompson, you have covered most of the questions that I had intended to ask with your opening statement. In view of that, we might have one or two more questions that we would like to submit to you for the record a little later on.

Mr. THOMPSON. I would be pleased to respond, Senator.

Senator SASSER. We are pleased to have you here today. Thank you for appearing.

Mr. THOMPSON. Thank you very much.

[The following questions were not asked at the hearing, but were submitted to the Joint Committee on Printing for response subsequent to the hearing:]

LIMITED PUBLICATION OF CONGRESSIONAL DIRECTORY

Question. The fiscal year 1978 Legislative Branch Appropriation Act included a provision to limit the publication of the Congressional Directory to once per Congress, with a supplement to appear for the second session in lieu of reprinting the entire directory. How is this progressing?

Answer. The Congressional Directory Supplement went to press yesterday, March 2, 1978. The closing date to be carried on the title page is March 1, 1978, and I anticipate its distribution on March 15, 1978.

The format for the supplement was approved by the appropriate Joint Committee on Printing members and the Legislative Branch subcommittees of the Committee on Appropriations.

The delay in the supplement's publication was caused by the recent deaths of three Senators, requiring changes in the Chairmanships of three standing committees. Even as we go to press, we do not have subcommittee chairmanship changes on the Committees on Commerce, Science, and Transportation; Judiciary; and Government Affairs.

The Joint Committee on Printing plans to measure the reaction of the Members of Congress and other users of the Congressional Directory on the adequency of the Supplement. As you know we had to drastically reduce the information in order to keep the Supplement small. For example, we limited the Committee listings to only three staff people and, in addition, the following sections have been eliminated in the 2d Session Congressional Directory Supplement:

Biographies (except for the eight new Members of Congress; Terms of Service; Joint Committees, Commissions, and Boards; Statistical Section; Departments, with the exception of the Executive Office and the new Department of Energy; Independent Agencies; Judiciary, i.e., the Courts; District of Columbia; International Organizations; Foreign and U.S. Diplomatic Offices; Press, i.e., Press Galleries, Press Photographers' Gallery, White House News Photographers Association, Radio and Television Correspondents' Galleries, and Periodical Press Galleries; and Maps of the Congressional Districts.

CONGRESSIONAL RECORD DISTRIBUTION

Question. The fiscal year 1978 Legislative Branch Appropriation Act included a provision to reduce the number of free Congressional Records available for distribu-

tion by Members. The House allocation was reduced from 68 to 34 per Member and the Senate allocation was reduced from 100 to 50 per Member.

Distribution was limited to public agencies and institutions such as tax supported institutions and educational institutions of all kinds. The Government Printing Office estimated that this would result in savings of approximately $1.7 million per year.

How is this progressing? Do you believe some further limitation would be appropriate?

Answer. Public Law 95-94 reduced the number of copies authorized each Member by 50 percent. This reduced the number of printed copies by 10,200. Government Printing Office estimated a savings of $1.7 million for fiscal year 1978 which was broken down as follows:

Senate—2,924 fewer copies

	Savings
Printing and binding	$275,000
SuDocs handling	225,000
Total	500,000

House—7,276 fewer copies

	Savings
Printing and binding	$650,000
SuDocs handling	550,000
Total	1,200,000
Grand total	1,700,000

The Joint Committee on Printing now anticipates a fiscal year 1978 savings of $2.6 million predicated on a further reduction of printed copies to a total of 15,000 copies. This has been achieved by (1) Congressional members reducing their distribution list to fewer copies than authorized by law, updating their distribution lists, and purging lists and (2) Committees voluntarily reducing their allotments as requested by the Joint Committee on Printing.

Every effort is being made to decrease the number of printed copies beyond 15,000. During the first 5 months of fiscal year 1978, Government Printing Office estimates a savings of $1 million. If the 15,000 fewer copies remains stable, we expect to achieve a savings of $2.6 million.

Reduction in Printing Costs

Question: What do you suggest can be done to cut back further on unnecessary printing? For example, the Congressional Directory contains a section on the Executive Branch. I believe this section is largely duplicated by the publication entitled "Government Manual." What are your views in this matter? Is this duplication and overlap? What can be done to eliminate it?

Answer. To reduce unecessary printing, the Joint Committee on Printing has established an Advisory Committee on Automation and Standardization of Congressional Publications. A Task Force has been appointed by the Advisory Committee to study alternatives for automating the Congressional Record. We expect considerable savings to accrue through automation but it will be some time before an anticipated monetary savings can be forecast.

Another Task Force of the Advisory Committee is studying automation of bill processing. Again, it is impossible to assess a monetary savings in this area at the time.

I do have a recommendation concerning Committee hearings and prints. Committee hearings and committee prints are paid for from the general printing and binding appropriations. Although Government Printing Office provides each Committee with a breakdown of its printing expenditures, no Committee has to present and defend a budget for its printing. Committees simply dip into the general fund. Each Committee should be required to defend its own printing expenditures during its annual presentation to the Committees on House Administration of the House and the Committee on Rules and Administration of the Senate.

At present, the law provides mechanisms for ordering specific quantities of Congressional documents, i.e. hearings, reports, etc. and also provides for additional

copies via the simple and concurrent resolution routes. We believe that a new system should be devised to create a greater awareness of the cost and consequences of printing orders larger than necessary to fulfill legitimate distribution requirements.

If each Committee had to defend its request for printing and binding funds, and those funds were included as a line item in its annual budget request, both the Committees on House Administration of the House and the Committee on Rules and Administration of the Senate and the individual Committees concerned would be in a better position to control the use of funds and guard against excess printing.

The Congressional Directory contains listings and information, for the specific use and convenience of Congressional members and their staffs, which are *not* in the Government Manual. The Directory is issued, at the beginning of each Congress, well before the issuance of the Governmental Manual. The Government Manual contains detailed information, identifying the functions and responsibilities of each Executive department or agency, which is for general and public use and is *not* included in the Congressional Directory. There is not a significant duplication or overlap.

24-128 O - 78 -- 3

U.S. SENATE

Office of the Secretary of the Senate

STATEMENT OF ROBERT A. MALSTROM, FINANCIAL CLERK OF THE U.S. SENATE

ACCOMPANIED BY BEN H. CRUMP, ASSISTANT FINANCIAL CLERK

PAYMENTS TO WIDOWS AND HEIRS OF DECEASED MEMBERS OF CONGRESS

Senator Sasser. The next witness is Mr. Robert A. Malstrom, Financial Clerk of the U.S. Senate. This is Mr. Malstrom's first appearance as the principal witness for the Senate. Of course, he has appeared many times before in support of Mr. William Ridgely, the recently retired Financial Clerk of the Senate.

Welcome, Mr. Malstrom. I understand you have a short statement which has already been printed in volume 1 of the hearing record. Let us proceed directly to the consideration of the Senate budget request.

I note the first item is payments to widows and heirs of deceased Members of Congress. Here the budget request for the fiscal year 1978 supplemental is in the amount of $180,000.

This includes, as I understand it, $57,500 for the late Senator Metcalf, $57,500 for the late Senator McClellan, and $65,000 for the late Senator Humphrey.

These gratuities are based upon 1 year's salary for those deceased Members. The amount for Senator Humphrey is based upon his annual salary as Deputy President pro tempore of the Senate.

Do you have anything you wish to add to that, Mr. Malstrom?

Mr. Malstrom. Mr. Chairman, this is an appropriation item that is included in the next appropriation bill following the death of any Member of Congress. The budget sheet that I have on the estimate shows only $57,500, but the deaths of the two other pillars of the Senate has increased the request to $180,000.

The item for gratuities to each of the widows of those distinguished Senators is based on the salaries of the deceased Senators and is equal to the salary for 1 year but paid in a lump sum.

COMPENSATION AND MILEAGE OF THE VICE PRESIDENT AND SENATORS

Senator Sasser. The next item is compensation and mileage of the Vice President and Senators. The budget request for fiscal year 1979 is $6,480,000.

This appropriation provides funds for the salaries of the Vice President and Senators, agency contributions for retirement, life and health insurance, and the statutory mileage allowance for the

President of the Senate and Senators for traveling to and returning from each regular session of Congress.

Would you please explain the increase of $5,700 over fiscal year 1978?

Mr. MALSTROM. Mr. Chairman, the $5,700 is a result of an increase in the Government's share of the health insurance from $53.27 per month to $57.82 per month per Senator. That is the only increase in that appropriation, sir.

Senator SASSER. Last year the committee indicated concern that there be no duplication of payments for transportation expenses of Members between this program and the travel expenses funded by Members' official office expense account under the heading "Contingent Expenses of the Senate."

What do you have to report on this matter?

Mr. MALSTROM. Mr. Chairman, we made an increased effort to make certain that no vouchers will be submitted and paid which duplicate the statutory mileage payment.

When we transmitted the statutory mileage check to each Senator this year, we included a letter cautioning the Senators to instruct their staff members not to prepare any vouchers for trips to get the Senator to Washington, D.C., or to get him home at the end of the session. A copy of that letter is submitted for the Record.

Senator SASSER. The letter will be inserted in the record at this point.

JANUARY 20, 1978.

Hon. ————————,
U.S. Senate.

DEAR SENATOR: Attached is a check covering the statutory mileage for traveling to and returning from this regular session of the Congress. This statutory mileage is authorized under 2 U.S.C. 43, is paid at the rate of 20 cents per mile, and is not a charge against your official office expense account. You are, in effect, being paid for the round trip immediately, without any further action on your part, from funds appropriated specifically for this purpose.

The Committee on Appropriations is concerned that there be no duplication of payments for travel and has directed that my office closely monitor all accounts to assure that no duplicate payments are made.

Therefore, I would suggest that your staff members charged with the duty of preparing and submitting vouchers for your travel should not submit travel reimbursement vouchers for you that will conflict with the statutory mileage payment. The object is that no voucher be submitted for payment for any transportation that has brought you to Washington to attend the session; also, that no voucher be presented for any payment that will return you to your home city and State at the end of the session.

If you have any questions on the above, please call me at 4-3205.

Respectfully,

ROBERT A. MALSTROM,
Financial Clerk, U.S. Senate.

VOUCHERS

Mr. MALSTROM. We have run into a number of instances where it may otherwise have been possible that vouchers for trips may have been duplications, but we have been able to eliminate that portion, entirely, I believe.

Senator SCHWEIKER. One point. It couldn't have been duplicated more than once because there is only one allowance a year, right?

Mr. MALSTROM. That is correct, Senator.

Senator SCHWEIKER. When you say a number of instances——

Mr. MALSTROM. I mean instances of vouchers coming into our office.

Senator SCHWEIKER. It is only one round trip a year, which for Pennsylvania is $50.

Mr. MALSTROM. Yes, sir.

EXPENSE ALLOWANCES OF THE VICE PRESIDENT, LEADERS, AND WHIPS

Senator SASSER. The next item relates to the expense allowances of the Vice President, the majority and minority leaders, and majority and minority whips.

Here the budget request for fiscal year 1979 is $25,000, the same amount as in 1978. Do you have any comment on that, Mr. Malstrom?

Mr. MALSTROM. No, sir. This is an allowance which stands by prior appropriation acts.

OFFICE OF THE VICE PRESIDENT

Senator SASSER. Next is the Office of the Vice President.

The fiscal year 1979 budget request is $723,000, the same amount as the comparable 1978 level. This appropriation includes funds for the salaries and administrative staff of the Office of the Vice President.

Any comment on that?

Mr. MALSTROM. Nothing, sir.

OFFICE OF THE PRESIDENT PRO TEMPORE

Senator SASSER. The next item is the budget request of $116,000 for the Office of the President pro tempore. This appropriation includes funds for three statutory positions for the Office which was authorized by section 5 of Senate Resolution 17, agreed to on January 10, 1977.

Any comment on that?

Mr. MALSTROM. Nothing on that, sir.

OFFICE OF THE DEPUTY PRESIDENT PRO TEMPORE

Senator SASSER. Next is the fiscal year 1979 budget request for $116,000 for the Office of the Deputy President pro tempore, a position, until recently, held by our dearly departed colleague, Senator Hubert Humphrey.

Mr. Malstrom, could we delete this request as well as the request for a fiscal year 1978 pay raise supplemental?

Mr. MALSTROM. Yes, Mr. Chairman. The subcommittee can delete the entire $116,000. It is no longer necessary in fiscal year 1979.

You can also delete the 1978 pay cost supplemental because it will not be necessary to fund the account any further, either.

Senator SASSER. Good.

OFFICES OF THE MAJORITY AND MINORITY LEADERS

The next item is a fiscal year 1979 budget request in the amount of $411,000 for the offices of the majority and minority leaders, the same amount as the comparable fiscal year 1978 level.

This appropriation includes funds for the salaries of the administrative and clerical staff of the leaders. The offices were first authorized and funded by Public Law 91-145, effective November 1, 1969. The fiscal year allowance for each office is $205,500.

Any comment on that?

Mr. MALSTROM. No, sir, nothing on that.

FLOOR ASSISTANTS TO THE MAJORITY AND MINORITY LEADERS

Senator SASSER. Next is the fiscal year 1979 request of $103,000 for floor assistants to the majority and minority leaders, the same amount as the comparable fiscal year 1978 level.

Any comment on that?

Mr. MALSTROM. No, Mr. Chairman; nothing on that.

OFFICES OF THE MAJORITY AND MINORITY WHIPS

Senator SASSER. The fiscal year 1979 budget request for the offices of the majority and minority whips is $239,000, the same as the comparable fiscal year 1978 level. This appropriation includes funds for the salaries of the administrative and clerical staff of the whips. These offices were first authorized and funded by Public Law 84-242, effective July 1, 1955.

Any comment on that, sir?

Mr. MALSTROM. No, sir.

OFFICES OF THE SECRETARIES OF THE CONFERENCES OF THE MAJORITY AND THE MINORITY

Senator SASSER. Next is the budget request of $132,000, the same amount as the previous year, for the offices of the secretaries of the conference of the majority and the conference of the minority. These offices were created by section 6 of Senate Resolution 17, agreed to January 10, 1977.

Any comment?

Mr. MALSTROM. No, sir, no further action on that.

OFFICE OF THE CHAPLAIN

Senator SASSER. Next is a budget request in the amount of $40,000, the same amount as the previous year, for the Office of the Chaplain.

Any comment on that?

Mr. MALSTROM. Nothing, sir.

Senator SCHWEIKER. I don't think I have sat through a hearing where there weren't any increases before.

Senator SASSER. Well, we are going to get to that later. [Laughter.]

Senator SCHWEIKER. It was going to be a new record for me.

OFFICE OF THE SECRETARY OF THE SENATE

STATEMENT OF J. STANLEY KIMMITT, SECRETARY OF THE SENATE

ACCOMPANIED BY:

ROBERT A. MALSTROM, FINANCIAL CLERK
WILLIAM A. RIDGELY, SPECIAL ASSISTANT
GEORGE MURPHY, DIRECTOR, OFFICE OF CLASSIFIED NATIONAL SECURITY INFORMATION

BUDGET REQUEST

Senator SASSER. Mr. Malstrom, we are going to take up Mr. Kimmitt at this juncture, and then we will return to you later.

Mr. MALSTROM. Thank you, sir.

Senator SASSER. The next item is a budget request in the amount of $4,116,000 for the Office of the Secretary of the Senate. This is an increase of $690,000 over the comparable appropriation for fiscal year 1978.

Mr. Stan Kimmitt, the Secretary of the Senate, is with us and will explain this budget request in some detail.

As I understand the situation, Mr. Kimmitt, your requested increase for fiscal year 1979 is considerably more modest than the $690,000 year-to-year increase in new budget authority. Some $500,000 of that increase stems from the fact that in fiscal year 1978 there was a $500,000 carryover from the previous year.

A similar carryover will not be available in fiscal year 1979 and, therefore, the first $500,000 of the requested increase is required to maintain the current operating level.

Would you please proceed with your explanation.

Mr. KIMMITT. Certainly, Mr. Chairman, Senator Schweiker.

You have already received a comprehensive statement of our fiscal year 1979 budget which has been printed in volume 1 of the hearing record.

I have a relatively short statement at this time which, in the interest of time, I could make, or submit for the record and go directly to questions, whichever is the pleasure of the committee. It would probably take me 6 or 8 minutes to read this statement, if you would like.

Senator SASSER. Why don't you just go ahead and read it.

1979 BUDGET REQUEST AND 1978 APPROPRIATION

Mr. KIMMITT. The budget request for the appropriation "Salaries, Office of the Secretary" for fiscal year 1979 is $4,116,000, which is an increase of $690,000 over the anticipated appropriation for fiscal year 1978.

This anticipated appropriation for 1978 includes a proposed pay increase supplemental in the amount of $220,800 for the Government-wide 7 percent comparability pay increase of last October 1.

As you mentioned, the increase of $690,000 is more apparent than real. Of this increase, an amount of $500,000 is required to maintain the same program level in 1979 as in 1978.

Senator SCHWEIKER. What do you mean by that? How is that needed to maintain the same level? I am not quite clear on that. Is that an inflation factor? Has cost of services gone up? I am not disputing you. I just don't understand it.

Mr. KIMMITT. It has come about, as a result of the one-time carryover of $500,000 from the previous year. Inasmuch as we are not expecting a similar carryover into fiscal year 1979, it will be necessary to request the $500,000 in 1979 merely to maintain the same level of funding as the previous year.

SALARY AND TITLE RECLASSIFICATION

The remainder of this year's increase consists of $180,000 for 6 new positions and $10,000 related to salary increases for 14 positions and salary decreases for 10 positions. This net program increase of $190,000 amounts to less than 5 percent of the anticipated current year funding.

Over the last year, I have embarked upon an effort to reclassify and retitle certain positions. This is in response to the continuing concern of your committee that position titles and descriptions reflect the functions and activities that are carried out by the employees filling the positions.

In some cases this examination has resulted in recommendations to increase or decrease the "not to exceed" salary rates to resolve certain inequities. All of this is discussed at some length in my comprehensive statement which was presented to your committee earlier.

SALARY AND TITLE CHANGES IN 1978 SECOND SUPPLEMENTAL REQUEST

I would like to submit for the record at this point an exhibit that lists the 15 recommended salary and title changes to be included as a general provision in the fiscal year 1978 second supplemental request. This recommendation will not require any additional funds since the salary increases are offset by decreases in other positions.

[The information follows:]

OFFICE OF THE SECRETARY

Administrative Provision - 2nd Supplemental - Fiscal Year 1978

Payroll No.	Current Position		New Position	
	Title	Rate	Title	Rate
003005	Assistant	$14,678	Assistant, Document Room	$12,530
003006	Assistant	14,678	Senior Assistant, Document Room	14,678
003008	Assistant	14,678	Assistant, Document Room	12,530
003009	Assistant	14,678	Assistant, Document Room	12,530
003010	Assistant	14,678	Senior Assistant, Document Room	14,678
003011	Assistant	13,246	Senior Assistant, Document Room	14,678
003012	Assistant	12,530	Senior Assistant, Document Room	14,678
003013	Assistant	12,172	Senior Assistant, Document Room	14,678
003014	Assistant	12,172	Senior Assistant, Document Room	14,678
003110*	Reference Assistant	14,678	Assistant, Document Room	12,530
003113	Chief Messenger	13,246	Chief Messenger, Library	13,962
003114	Messenger	13,962	Messenger, Library	13,246
003206	Clerk	14,678	Counter Clerk, Stationery Room	14,678
003208	Clerk	14,678	Counter Clerk, Stationery Room	14,678
003209	Clerk	14,678	Counter Clerk, Stationery Room	14,678
		$209,430		$209,430

*To be renumbered to 003018

OFFICE OF CLASSIFIED NATIONAL SECURITY INFORMATION

Mr. KIMMITT. The Office of Classified National Security Information—created by S. Res. 252 on August 5, 1977—has been in operation since September 20, 1977, and the salaries are being paid through the contingent fund. The office is under the policy direction of the majority and minority leaders and the chairman of the Committee on Rules and Administration, but the office is under the administrative direction and supervision of the Secretary.

At this time, I am seeking to transfer these five positions—$159,310—total salary authorization to the Secretary's payroll. The increase is actually a shift of funding in the Senate budget rather than a request to fund a new activity.

Based upon the record of current and proposed activities, I am asking this committee to extend the original termination date of this office from March 31, 1979, to the close of the 96th Congress.

In addition, I am recommending an evaluation by the Leadership of the functions and termination date for this office prior to the close of the 96th Congress.

Our current budget also contains a request for $2,711 to cover the maintenance cost for the alarm system installed in the Office of Classified National Security Information.

SENATE LIBRARY

Due to an increase in the volume of requests and general activities of the Senate Library over the last year, the one additional new position is a technical services specialist in the Library. The budget request for this year also includes moneys for online services and additional publications on microforms for the Library.

PERSONNEL CHANGES

We have shifted current personnel as a result of retirements, and this has given our employees an opportunity for promotion within the organization. The previous Assistant Journal Clerk is now the Journal clerk, with the Second Assistant Parliamentarian moved to the Assistant Journal Clerk's position.

This change has necessitated a salary increase for the Assistant Journal Clerk's position which over the years has not progressed as it should and will now assure a fair and equitable career path.

Moreover, by taking an experienced individual from another department, the amount of time expended learning Senate procedures and the format and content of the Journal has been minimized. Similarly, the new Bill Clerk, formerly the Second Assistant Legislative Clerk, serves in his new capacity as well as assisting the Legislative Clerk when needed.

IMPROVED SERVICE

During the last year we held a series of informal meetings with administrative assistants and office managers. Our purpose was to obtain their recommendations regarding improved services from the Secretary's Office. As a result, we have prepared and distributed a number of documents: a description of the functions of the departments of the Secretary's office; a list of the procedures to be

followed upon the death of an incumbent Senator; a publication showing the procedural flow through the legislative process; a listing of various reporting dates based upon the Campaign Act, Rules of the Senate, et cetera, for Senators and their offices; a modification to the envelopes from the Document Room to expedite and explain when a request cannot be filled immediately in that area and a new Senate Library brochure.

The document describing the legislative process has been well received and was cited in a letter to all Republican Senators by the Aassistant Minority Leader, Senator Stevens. We will undertake other improvements as they are brought to our attention.

In addition, we are continuing to work closely with the Sergeant at Arms, Rules Committee, and others to develop a series of seminars for staff and a better orientation program for Senators-elect and their staff. The first seminars—"Managing the Reception Desk" and "Hiring and Managing Personnel"—were developed in conjunction with the Sergeant at Arms, and are already underway.

STATIONERY ROOM

Regarding the requests for this year, I am seeking a new authority for one element of the Secretary's office—the Stationery Room. The Stationery Room, which operates as a small business under this new authority, would be able to set titles and per annum rates as required.

Our purpose is to conduct an experiment to demonstrate that such flexibility will result in better management. If this effort should succeed, and I believe it will, our future budgets would seek to extend this authority to other appropriate activities in the Secretary's office. This committee would still retain ultimate control by setting the sum which would be authorized and setting the number of employees as you see fit.

One of the major problems confronting the Stationery Room is the lack of sufficient and contiguous space. It is a constant source of irritation to the Senators and staffs that we are not immediately responsive to their demands. We don't have adequate stock on hand. And we get many, many complaints that orders can't be filled as quickly as your offices would like them.

The storerooms are not large enough to enable the Stationery Room to buy merchandise in larger quantities at lower costs. It is my hope that the space problem will be resolved with the completion of the Hart Senate Office Building.

At that time, space in one of the existing buildings could be renovated to provide a sales area, office space, and adequate storage rooms. The end result will be better customer service and dollar savings through bulk purchasing. We are working closely with the Architect of the Capitol and the Rules Committee in trying to come up with a plan for this.

LONGEVITY PROGRAM

The Sergeant at Arms and I have submitted for the committee's consideration in the second supplemental a change in the longevity program. We reviewed the existing program and compared it with

the executive branch GS schedule and found the following differences:

One: The Senate longevity program relates solely to long and faithful service while the General Schedule in-grade increases relates to merit and service since an employee in the executive branch must be given a satisfactory performance rating before an ingrade increase can be earned.

The Senate program is especially designed as an incentive and reward for our lower level employees who perform long and faithful service but whose salaries are constrained by law.

Two: A Senate employee must wait 5 years before being eligible to receive a longevity increase, while an executive branch employee has, at the end of the first 5 years, received four increases.

Stated another way, an executive branch employee would, during the first 6 years of service, have more dollars in his pocket sooner and longer than a Senate employee with the same service and salary.

Three: The longevity increment for Senate employees is a fixed dollar amount, regardless of the annual salary, while the ingrade increment for executive branch employees is a graduated annual increment.

It is recommended that the Senate longevity program be modified to enable eligible employees to earn their longevity dollars sooner than at the beginning of the 6th year, thereby assuring new and younger employees of higher earnings during the earlier years of service as their experience and knowledge increases.

Although a Senate employee will earn more longevity compensation under the proposed modification, it should be noted that an executive branch employee appointed as a GS-10-1—$16,617—will have earned an additional $4,096 per annum as of the beginning of the 19th year of service.

While a Senate employee would not equal or surpass this additional annual amount until the beginning of the 24th year of service, this proposal enhances the longevity entitlement for newer and younger employees to a greater degree than for older employees, but does not have a negative effect on older employees.

MERIT INCREASE PROGRAM

In addition, the Sergeant at Arms and I are offering a proposal for a merit increase program which is detailed in my comprehensive statement on the fiscal year 1979 budget request.

The major benefits of this approach would be to limit the numerous requests to this committee for changes in the not-to-exceed rates and enable us to reward employees who have been performing outstanding work.

Merit compensation would be limited to an amount which may not exceed 10 percent of the maximum annual salary of the position rounded to the next highest payroll multiple and when added to the employees' gross annual compensation—including longevity compensation—may not exceed the maximum annual salary which may be paid to Senate employees. The Secretary of the Senate would not authorize the merit increase for more than eight employees during any fiscal year.

The Secretary of the Senate would be required, within 30 days following the end of each fiscal year, to file a report with the Committee on Appropriations detailing the use and implementation of the merit compensation authority, including the names of all employees receiving merit compensation as of the end of the fiscal year, the position occupied by each such employee and the date when each employee began receiving the merit compensation.

This would not affect or change the not-to-exceed rate for any position. Furthermore, if an employee who has been authorized the merit compensation terminates his service in the position, the salary rate for the position automatically reverts to the not-to-exceed salary established by law, and the successor employee must qualify for the merit compensation in his or her own right.

Mr. Chairman, this concludes my opening statement on the appropriation "Salaries, Office of the Secretary." This office also expends funds for stationery supplies, microforms, books, documents, postage, and so forth, for which moneys are made available through the contingent fund and other appropriation accounts.

BUDGET FOR OFFICE OF THE SECRETARY

At this time, I submit for the record a table which shows the complete budget for the Secretary's office.

[The table follows:]

OFFICE OF THE SECRETARY

	FISCAL YEAR 1978	FISCAL YEAR 1979	INCREASE/DECREASE
SALARIES, OFFICE OF THE SECRETARY:			
Fiscal Year 1978 Obligations	$3,705,290		
Add anticipated supplementals: October 1, 1977, increased pay cost	220,800		
Total obligations for fiscal year 1978	$3,926,000		
Fiscal Year 1979 base program		$3,925,904	
Requested position changes:			
(1) 24 position NTE Rate changes		9,845	$+ 9,845
(2) 6 new statutory positions		179,716	+ 179,716
Total obligations, salaries, Office of the Secretary	$3,926,000	$4,115,465	$+ 189,561
Financing:			
Less: Unobligated balance, start of period	- 500,000	-0-	+ 500,000
Appropriation	$3,426,000	$4,116,000**	$+ 690,000**
EXPENSES, OFFICE OF THE SECRETARY			
Miscellaneous Items:			
Document Room: Study of Facilities	$ 3,000	$ -0-	$- 3,000
Historical Office: Books and Documents	2,000	2,000	-0-
Photographic Supplies	3,600	3,600	-0-
Conference on Senate History	5,000	-0-	- 5,000
Library: New York Times Information Bank on-line services and microforms	14,000	25,000	+ 11,000
Congressional Information Service, Microform Library Files for 1977	5,000	-0-	- 5,000
Congressional Information Service, Microform Library Files for 1978 continuing subscription	5,000	6,000	-0-
Microform Publications	21,000	8,000	- 13,000
Congressional Information Service on-line services	12,000	12,000	-0-
Bills and Resolutions on microfile 1789-1930	-0-	20,000	+ 20,000
Office of Classified National Security Information: Maintenance contract for alarm system	-0-	2,711	+ 2,711
Stationery Room: Automated inventory and accounting system	100,000	-0-	- 100,000
Travel (Public Law 94-59)	5,500	6,300	+ 800
Emergency Reporting (Public Law 89-90)	10,000	10,000	-0-
Federal Election Campaign Act (Public Law 92-342)	25,000	25,000	-0-
Consultants (not more than two) (Public Law 95-26)	-0-	51,000	+ 51,000
Legal Reference Volumes (Senators Offices Public Law 92-51)	-0-	35,000	+ 35,000
Contractual Legal Services	-0-	75,000	+ 75,000
Total Obligations, Miscellaneous Items	$ 212,100	$ 281,611	$+ 69,511
Financing:			
Less: Unobligated balance, start of period	- 25,000	-0-	+ 25,000
Appropriation	$ 187,100	$ 282,000**	$+ 95,000**
SUMMARY OF APPROPRIATIONS REQUESTED			
Salaries (salaries, officers, and employees)	$3,926,000	$4,116,000	$+ 190,000
Expenses (miscellaneous items)	212,100	282,000	+ 69,900
Postage	3,125	3,925	+ 800
Stationery	17,400	18,450	+ 1,050
Total Obligations	$4,158,625	$4,420,375	$+ 261,750
Total Financing:			
Less: Unobligated balance, start of period	- 525,000	-0-	+ 525,000
TOTAL APPROPRIATION	$3,633,675	$4,420,625**	$+ 787,000**

**Items do not add because of rounding

SALARY DECREASES

Mr. KIMMITT. I would be pleased to answer any questions you may have.

Senator SASSER. Mr. Kimmitt, thank you for reading that statement.

You are proposing some salary decreases. When would these reductions go into effect? What effect do you think these reductions will have on the morale of your office?

Mr. KIMMITT. As to the effective date, Mr. Chairman, if approved, they would go into effect in fiscal year 1979.

As to the effect on the morale, let me emphasize that it would in no way affect an incumbent in a position. In other words, as long as that person holds that position, there is no decrease effected.

As to the morale factor, I presume that the morale of those in the office who are going to receive increases under this legislation, if approved, will be considerably higher than those people whose positions eventually will be decreased.

But I feel very strongly there has been a significant inequity between the higher level employees—and they do fine work—and some of their subordinates. We have cases where the first and second and sometimes third assistant to one clerk would receive more compensation than the first assistant to another clerk, for example, the area of bill clerk as compared with the Journal Clerk.

We made a very serious study of this situation, and, frankly, I believe that as the employees understand it and look to the future, morale will be enhanced rather than diminished, particularly since there is a grandfather clause for anybody who is now in these positions.

MERIT COMPENSATION

Senator SASSER. How will the new merit promotion system save money for the Senate?

Mr. KIMMITT. Mr. Ridgely is here. I will ask him to go into the specifics.

Mr. RIDGELY. Mr. Chairman, first of all, the merit compensation system would save money for the Senate because, under the system that we are operating now, the Secretary, in order to increase a position to give an administrative increase, must come to your committee and have the maximum salary rate increased. This is a permanent increase.

If the Secretary has a position that is at, let's say, $14,000 and wanted to increase that position by 10 percent because the employee is doing an outstanding job he must come and ask your committee to increase that position to $15,400 or whatever the figure is.

The merit compensation program, on the other hand, would permit the Secretary to give a merit increase, which would be considered an administrative increase for outstanding service in a position. It would be a temporary increase since it would be paid only so long as that particular employee held the position. When this employee terminated his employment with the Senate, the position would automatically go back to the NTE rate of $14,000.

The Secretary, in employing someone to succeed in that position, can fix the salary at any rate below $14,000 and administratively raise it up to $14,000, the maximum. Subsequently, if the successor-

employee proves to be an outstanding staff member, the Secretary may also give that employee a merit increase.

Senator SASSER. Perhaps the President should have gotten you and Mr. Kimmitt to write his new civil service bill. [Laughter.]

Mr. KIMMITT. I think I can assure you that there will be a saving, because we do not start everybody—as a matter of fact, very few—at the not-to-exceed rate. If a position is authorized $13,700 and some odd dollars, it has been our policy to give them a starting salary around $10,500.

I think the savings accrued in this manner for the newer employees will compensate for the cost of that merit system in the long run. I don't see any greater expenditure of funds. As a matter of fact, I would hope less.

LONGEVITY COMPENSATION

Senator SASSER. Will the longevity pay changes be more costly than the existing system? What is the purpose of the longevity pay program?

Mr. RIDGELY. On the longevity modification proposal, Mr. Chairman, there will be a slightly higher cost because the major effect—I guess this is what it would be—would relate to those employees who have less than 5 years of service and to those employees who have more than 20 years of service. This is so because under our current program, an employee must have 5 years of service in a covered position before he is entitled to longevity. It is at the beginning of the 6th year that he earns this. An employee may not earn more than four such increases, which means the fourth increase would be earned at the beginning of the 21st year.

I should add that the current increase for each 5-year period is $1,074 per year.

Under this proposal, it would be changed to authorize an increase of $358 a year for each of the first 5 years, I believe it is—if I may refer to a chart I have here. Yes, it would give them an increase of $358 for each of the first 5 years and then an increase of $358 every other year until they reach their 25th year of service.

This proposal will put longevity dollars in the pockets of the employees sooner than it does under the current program.

I might point out to you that under the present 20-year program, at the beginning of the 21st year, an employee's annual salary will have increased $4,296.

Under the new program, which is a 25-year program, at the beginning of the 21st year, the salary of the employee would have increased by the same amount, $4,296. He would still be making the same additional annual amount, but the dollars would have been in his pocket sooner.

EXAMINATION OF WAGE SYSTEM

Senator SASSER. Senator Schweiker, do you have any questions?

Senator SCHWEIKER. Just a couple, Mr. Chairman.

I think we should examine the wage system.

The only basic question I have is would it make sense to consider either going to a wholly merit system and not longevity, or vice versa?

I am not arguing one against the other. Obviously we are not up to par in terms of the executive branch. I think that is a serious flaw in our system.

On the other hand, we just read that the Administration is thinking of a merit system and not using longevity.

My question is, since we are considering an overall look at the system, whether it would make sense to go to one or the other as opposed to a combination of the two.

I don't know. I am just raising the issue. I think there is merit in the merit system. I just wonder whether we should consider going one way or the other as opposed to continuing both systems.

Mr. KIMMITT. Frankly, I am not sure myself, Senator. In my opinion, I think the current longevity system is necessary for those employees who are with us over a long period of time.

For example, the committees and the Senate offices don't have the same limitations on statutory positions that we have.

The longevity program is the one way lower-income employees of long and faithful service can be rewarded.

If there is a very good, solid, faithful employee who has been with us for 12, 15, 18 years and, yet, isn't of sufficient caliber to receive an outstanding merit increase, the longevity system is designed to take care of that situation. That long-term employee is limited by law to a not-to-exceed rate. Being in competition with the rest of his peers, he would probably not be selected for that 5 percent or eight positions a year as described in the proposed merit program. It does provide him with an incentive to stay with us over a period of time.

We would be happy to look at the point you raise to see whether one or the other is preferable or whether both should be continued.

Senator SCHWEIKER. I don't know myself.

EXPENSES OF MEMBERS OF SERVICE ACADEMY MERIT SELECTION BOARDS AND FEDERAL JUDICIAL NOMINATING COMMISSIONS

The second question I would like to ask Mr. Malstrom, and I would like him to bear with me for a minute because I want to put a statement basically in the record on a point that does bear on him.

I am interested in the expenses presently incurred by members of a service academy merit selection board and Federal judicial nominating commissions established by Senators to screen and recommend on a merit basis people to the service academies or the Federal bench.

I know that many Senators have followed the suggestion of the Attorney General and set up panels to recommend nominees to the U.S. district courts. In addition, some have, on a merit basis, recommended young men and women to service academies.

SERVICE ACADEMY SELECTION BOARD

Since I am most familiar with my own experience, I would like to outline it as an example. When I first entered the House of Representatives in 1961, I set up a service academy selection board of 21 people made up of retired military personnel, clergymen, educators, throughout Pennsylvania. The board meets twice each

year and selects qualified applicants for each academy opening. These names are submitted to each academy, and the academy makes the final decision.

PANEL TO RECOMMEND CANDIDATES FOR JUDGESHIPS

Senator Heinz and I last year set up a 14-member bipartisan panel to recommend to the President candidates for judgeships in Pennsylvania. Each Senator appoints six members and the deans of Pennsylvania's law schools appoint two. No more than three of the Senators' selections can be lawyers. The commission evaluates all candidates for all Federal judgeships and designates from three to five persons it considers best qualified for each vacancy.

Senator Heinz and I are bound to forward the commission's recommendations to the President without prejudice. I am very pleased to say he has selected for the first few judicial system candidates that were nominated through this process today.

For the record, I might add no more than 7 of the 14 commission members can be of the same political party, and no member can be an officer of any political party or political action committee.

Obviously Senator Heinz and I have tried to make this commission as nonpolitical and diverse as possible.

REQUIREMENT FOR TRAVEL

However, in doing so we have had to look for volunteers who very often do not have financial resources to travel across a State like mine without suffering significant financial hardship.

Therefore, I am seeking your advice to see how we can change the office expense account of Senators to reimburse the travel expenses incurred by academy selection board member who does not have the financial resources to participate on his own.

I am particularly interested in reimbursing this from the Senator's present expense account appropriation. I do not want to create a new fund or make a new appropriation to support this effort. If you are not prepared to answer that question, sir—it is a rather new concept and departs from past precedent—would you supply later at your convenience a response or maybe you care to respond now. Do whatever you would like.

OFFICIAL OFFICE EXPENSE ACCOUNT

Mr. MALSTROM. I can respond to that question right now, Senator.

In the Official office expense account, there is a provision that provides transportation and per diem for Senators and staff members to travel to the home State or anywhere in the United States, provided it is not within a 60-day period before an election in which the Senator is a candidate.

Now in that same account, in that same provision, we could add language that would include individuals who are selected to serve on boards, commissions, or panels for that purpose. As a matter of fact, I have taken the liberty to ask the Legislative Counsel to draft some legislation possible for that purpose. If you prefer, I would be glad to supply it to you.

Senator SCHWEIKER. Would you submit it for the record? We would sure like to have it.

Mr. MALSTROM. Yes, Senator.

[The information follows:]

ADMINISTRATIVE PROVISION

Sec. —. (a) Section 506 (e) of the Supplemental Appropriations Act, 1973 (2 U.S.C. 58 (e)), is amended by inserting "(1)" after "(e)" and by adding at the end thereof the following new paragraph:

"(2) For purposes of this subsection and subsection (a) (8), and individual who is selected by a Senator to serve on a panel or other body to make recommendations for nominees to one or more Federal judgeships or to one or more service academies shall be considered to be an employee in the office of that Senator with respect to travel incurred in performing duties as a member of such panel or other body, and shall be reimbursed for actual transportation expenses and per diem expenses (but not exceeding actual travel expenses) incurred while traveling in performing such duties within the Senator's home State or between that State and Washington, District of Columbia. The total amount of expenses incurred for which reimbursement may be made under this paragraph to individuals so selected by the Senator shall not exceed $3,000 each calendar year.".

(b) The amendment made by subsection (a) shall take effect on January 1, 1978.

UTILIZATION OF PER DIEM ALLOWANCE AND VOUCHER SYSTEM

Senator SCHWEIKER. In other words, we could utilize the existing per diem allowance of the Senator's account, which means there would be no additional money spent except out of his own account chargeable to him under the present system.

Would you use that for the same setup as well?

Mr. MALSTROM. Yes, sir. It would be exactly the same system. Vouchers would have to be signed by the Senator, and the person who would be reimbursed for the trip. This would be after the fact. The transportation would be reimbursed as well as per diem. Of course, it would be necessary for a Senator to officially notify my office that the panel would be formed, who would serve on it, where it would be held, and what period of time would it cover.

Senator SCHWEIKER. Well, I appreciate that. I think that is a very constructive suggestion. I ran into it because in trying to get a truly heterogeneous board, with different economic sections represented, frankly, particularly for judicial selections and even educators for service academies, you really impose a hardship on people who might live in Philadelphia and might have to fly to Pittsburgh three or four times a year.

So I think we do have an obligation if we are going to enlarge our merit concept for academies. Of course, I used that for 17 years. But the Federal Judicial Nominating Commission concept is relatively new.

I know there are a lot of my colleagues who have done the same thing. We appreciate your suggestion. We will certainly consider it.

Mr. MALSTROM. Thank you, Senator.

Senator SCHWEIKER. Thank you, Mr. Chairman.

Senator SASSER. Thank you, Senator Schweiker. I am glad you brought that up because I was appointed to the judicial selection commission myself. I found we couldn't finance a box of rubber bands for me.

Senator SCHWEIKER. That is right.

EXPRESSIONS OF APPRECIATION

Senator SASSER. Mr. Kimmitt, on behalf of this subcommittee, I want to thank you for your very fine efforts over the past year. I believe the service to the members and the general responsiveness of the Office of the Secretary has increased markedly this last year. You and your staff are to be commended.

I am also advised that the Senate budget process has undergone a complete overhaul this last year, and for this the subcommittee extends its thanks to you and your staff associates—Mr. Malstrom, Mr. Ridgely, and Mrs. Courtot. You are indeed doing an excellent job. We appreciate it.

Senator SCHWEIKER. I want to second that motion. In working on these problems over the last few years, I certainly see a keener cooperative spirit on everyone's part. We are not hearing the number of complaints we used to hear, not necessarily in your department, but throughout the Senate structure. I think there is a real effort here on the part of everybody to correct these problems sooner and refine our techniques.

I think you have done a good job.

Mr. KIMMITT. Thank you very much. Since April 1, 1977 we have worked in concert with the Sergeant at Arms, Committee on Rules and Administration, Architect and this committee. In these efforts toward achieving the common goals of good service to the Senate, I wish to express my appreciation for the cooperation of F. Nordy Hoffmann, Sergeant at Arms, George White, Architect and William Cochrane, staff director of the Rules Committee and the members and fine staff of the Appropriations Committee.

Senator SASSER. Thank you.

QUESTIONS AND ANSWERS FOR THE RECORD

Let me say, Mr. Kimmitt, we have a number of other questions which we will submit for the record and ask you to answer in the usual prompt fashion.

[The following questions were not asked at the hearing, but were submitted to the Secretary of the Senate for responses subsequent to the hearing:]

OFFICE OF CLASSIFIED NATIONAL SECURITY INFORMATION

Question: Mr. Kimmitt, your testimony indicates that over 80 percent of the year-to-year increase in program level relates to the transfer of funding for five positions and $159,310 from the Senate Contingent Fund to the budget for the Secretary of the Senate.

Is it correct that the transfer of this function from one funding source to another within the Senate budget will result in no year-to-year increase in the Senate budget?

Answer: That is correct, there will be no year-to-year increase in the Senate budget.

Question: Mr. Malstrom, has the 1979 appropriation request for the Senate Contingent Fund been reduced by an identical $159,310? If not, why not?

Answer: The Contingent Fund has not been reduced because no funds for that specific office have been included in any appropriation act so far.

The Office of Classified National Security Information was authorized by S. Res. 252 on August 5, 1977, just 4 days before the President signed the fiscal year 1978 Legislative Branch Appropriation bill. No personnel were assigned to the Office until the Joint Committee on Atomic Energy was abolished on September 19, 1977.

The Office, therefore, began operating on September 20, 1977, and its costs have been paid from the appropriation labeled Miscellaneous Items. No funds have yet been specifically appropriated for that particular purpose, and its current costs are being absorbed within the appropriation.

Question: Mr. Kimmitt, please give me an example of some of the activities conducted by the Office of Classified National Security?

Answer: Primary responsibility for sanitizing the transcript of the closed session of the Senate on the Panama Canal Treaties was assigned to this office. This entailed working with representatives of the White House, National Security Agency, Central Intelligence Agency, etc., to resolve conflicts of interpretation of matters discussed during this closed session. The staff presented recommendations to an Ad Hoc group of Senators who represented the Senate to work out issues raised during the closed session.

Question: Who are the recipients of their efforts?

Answer: The Office has provided assistance to the Committee on Foreign Relations, Committee on Armed Services, Committee on Energy and Natural Resources, Select Committee on Ethics, Select Committee on Intelligence and the Temporary Committee to Study the Senate Committee System.

This Office is responsible for providing classified information to the Leadership and to Committees of the Senate as requested. For example, the Director of this Office participated in hearings and briefings relating to the U.S.-U.S.S.R. strategic arms limitation talks.

This Office also has the responsibility for accepting assignments from the Leadership to obtain highly classified information on sensitive matters affecting national security. An example of this was a classified briefing received by the Director of this Office regarding the malfunctioning of a Soviet satellite which subsequently crashed in Canada.

This Office has established procedures for the protection and control of classified information which comes to the President of the Senate from the Executive Branch and maintains a secure vault facility for the use of the Leadership and Senate committees. Also, the Office controls a classified hearing room for the Leadership and Senate committees.

Question: Are these efforts worth $159,310?

Answer: The Office of Classified National Security Information has a staff of five Top Secret-cleared employees with an annual budget of $159,310. However, the Office expends approximately $130,000 since employees are not paid at their full NTE rate.

In my opinion and based upon the record of activities of this Office, these efforts are worth the amount budgeted. Since I am not a direct recipient of the services of this Office, I have recommended a review by the Leadership if the termination date for this Office is modified.

STATIONERY ROOM - NEW AUTHORITY

Question: Mr. Kimmitt, you are asking that the committee abolish not-to-exceed salary ceilings for the staff of one element of the Secretary's Office -- the Stationery Room.

I am sure you are aware of the long time opposition of the committee to such a change. The committee's concern has been that the abolition of salary ceilings would lead to creeping escalation of salaries of Senate employees.

In the absence of a personnel system similar to that which exists in the Executive Branch and which establishes a specific title and salary to be associated with a specific job, there exists very little control over Senate salaries except for the not-to-exceed salary ceilings established in the Legislative Branch Appropriation Act.

Why do you think the committee should change its long-standing practice in this matter?

Answer: The proposal will minimize requests to this committee to change NTE rates and position titles. Further, I believe that this new authority will provide better overall

fiscal and administrative management and eliminate the need to juggle personnel which results in confusing or misplaced job titles.

Question: If the budget of the Stationery Room should be changed as you recommend, what safeguards will the committee have to assure that salaries would not escalate because of political pressures placed upon you by Members?

Answer: To insure that salaries could not and would not escalate, your committee could prohibit the Secretary from reducing the number of personnel below the current 17 positions without the approval of the Committee on Appropriations.

Question: You assert that salaries would be subject to indirect control by the committee because a lump sum limit could be imposed for the Stationery Room by the committee. However, if some salary escalation should take place over the years, and if, as a result, the Stationery Room employed fewer but higher paid workers, and service deteriorated as a consequence, wouldn't the committee almost be forced to raise the lump sum ceiling for the Stationery Room? Aren't we opening a Pandora's Box?

Answer: I consider this to be a fiscal and management experiment which, I believe is a workable solution to constant changes to Statutory position titles and NTE rates within a limited office. I recognize that if this proposal does not prove to be workable, the committee can terminate the lump sum authority and return the office to the current procedures.

PERSONNEL AND SALARY REVIEW

Question: The Senate report accompanying the FY 1977 Supplemental appropriations bill included the following passages in the Legislative Branch Chapter: "It is also recommended that a study be made of the positions in the Office of the Secretary of the Senate and the Sergeant at Arms to provide a classification system for the equitable establishment and adjustment of rates of compensation for and the efficient utilization of personnel in certain positions under the Senate. The study should be under the supervision of a panel consisting of representation from the Office of the Secretary of the Senate, the Sergeant at Arms, the Financial Clerk of the Senate and the Appropriations Committee."

How do your proposals for staff salary reductions, merit increase changes and overhaul of the longevity pay increase system relate to this mandate?

Answer: These proposals for staff reductions, adoption of a merit program and a revamping of the longevity program are in direct response to the committee's concern regarding numerous requests for title changes and NTE changes. These items are presented as possible reforms and explained in detail in my full testimony.

Question: Have you kept the representatives of the

Appropriations Committee and the other membership of the panel advised of your proposals?

Answer: Yes, the Staff Director of the Committee on Appropriations was a participant as well as the past and present Financial Clerks, Assistant Secretary, Administrative Director, etc.

ADMINISTRATIVE ROLL

Question: What is the Administrative Roll and how does it work?

Answer: In 1946 the Secretary of the Senate and Clerk of the House were authorized to employ such administrative assistance as may be necessary . . . (page 255, Senate Manual). The Administrative Roll is funded at $180,153. The money is used to cover contingencies which cannot wait for the passage of an appropriation measure.

For example, when the Federal Election Campaign Act of 1971 called for the Secretary to perform duties related to provisions in the Act, personnel were hired and placed on the Administrative Roll.

Another example is the recent retirement of the Journal Clerk. The Assistant Journal Clerk was promoted to Journal Clerk and the retiring Journal Clerk was transferred to the Administrative Roll for two months to provide a smooth transition.

The Administrative Roll has also been used to support our summer employee program. It gives young students exposure to the legislative branch and provides extra help during vacation periods.

FUNDING FOR THE DISBURSING OFFICE

Question: How does the financing of the Office of the Financial Clerk of the Senate differ from the funding of the other offices under the Secretary's jurisdiction?

Answer: The Disbursing Office has its own lump sum allowance for administrative and clerical personnel. The Financial Clerk, subject to the approval of the Secretary, can set salary rates and titles as required. The allowance for the office is $627,037 exclusive of the compensation of the Financial Clerk. Our successful experience with this office is one of the main reasons why I feel confident about this same authority for the Stationery Room.

LIVING EXPENSE DEDUCTION FOR MEMBERS OF CONGRESS

Question: Mr. Ridgely, you have been working with the subcommittee staff on a report developed by the Senate Committee on Finance in response to Section 3202 of Senate Resolution 110 which established a Code of Official Conduct.

This report was referred to this subcommittee by the

committee chairman. Subsequently, the report was circulated to all members of the committee to solicit any questions or objections.

When Senators Proxmire and Young indicated reservations about the report, you were asked to provide an analysis. What have you found out?

Answer: Section 302(a) of Senate Resolution 110 (relating to the subject of the tax status of funds expended by a political committee to defray ordinary and necessary expenses of Members) and section 302(b) of Senate Resolution 110 (relating to the subject of the amounts deductible for Senatorial expenses incurred while living away from home) requires the Committee on Appropriations and the Committee on Finance, in consultation with each other, to review the provisions of law applicable to these subject matters and to report the results of their reviews.

The only relationship that can be established between the two subjects and the Committee on Appropriations is that the subject of the tax deduction for living expenses for Members while away from home originated in the Legislative Branch Appropriations Act, 1953. There appears to be no established relationship between the Committee on Appropriations and the subject of funds expended by a political committee.

Notwithstanding the requirements of Senate Resolution 110 and the origin of the living expense tax deduction for Members, both subjects are Internal Revenue Code matters and, therefore, both are under the jurisdiction of the Committee on Finance.

For the record, I submit the following background information and observations on the subject of the living expense deduction of Members of Congress.

Living Expense Deduction for Members of Congress
For Income Tax Purposes
(2 U.S.C. 31c)

CURRENT LAW

Authorizes Members of Congress to deduct as a business expense, not to exceed $3,000 during any calendar year, on their income tax returns, the costs for living expenses in Washington, D.C. This deductible expense is limited to the Member only and is not applicable to a spouse, children or other members of his family.

This provision was enacted as a part of the Legislative Branch Appropriation Act, 1953 (P. L. 82-471, approved July 9, 1952) under the heading "House of Representatives", "Salaries, Mileage, and Expenses of Members" as follows:

> "* * * * *: Provided, That for the two taxable years beginning after December 31, 1952, the place of residence of a Member of Congress (including any Delegate and Resident Commissioner) within the State, congressional district, Territory, or possession which he re-

> presents in Congress shall be considered to be his home for the purposes of section 23 (a)(1)(A) of the Internal Revenue Code, but amounts expended by such Member within each taxable year for living expenses shall not be deductible for income tax purposes in excess of $3,000."

Public Law 178, 83rd Congress, approved August 1, 1953, contained an amendment which substituted the phrase "In the case of taxable years beginning after December 31, 1953" for the phrase "For the two taxable years beginning after December 31, 1952" at the beginning of the section immediately following the word "Provided". This amendment made the provision permanent rather than limit the deduction to calendar years 1953 and 1954 as provided in the original legislation.

RECOMMENDATION OF THE COMMITTEE ON FINANCE

> "The Committee recommends that the present $3,000 limitation for living expenses be modified to reflect the increased cost-of-living and to more generally accord with the limitation imposed upon business employees generally. The existing limitation (section 162(a) of the Code) should be increased to an amount equal to $44 per day multiplied by the number of days the Member was away from his home (i.e., his district) on legislative business." (Underscoring supplied)

The above recommendation recognizes the increase in the Consumer Price Index since the enactment of the original authority in 1952 but unless the above underlined phrase "multiplied by the number of days the Member was away from his home (i.e., district) on legislative business" is clearly defined, the new limitation could range up to $16,104 per year depending on the number of days used and multiplied by $44. Otherwise, without a definition, there could be considerable confusion as to the correct number of days that should be used.

For instance, if the definition were to mean the number of days that the Senate or House was actually in session, the new limitation would then be based on a documented fact and would be the same for all Members of the Senate and all Members of the House in accordance with the number of days the respective body was actually in session during each calendar year.

If the actual number of days in session were to be the yardstick for determining the new limitation, a research of the number of days that the Senate actually met during both sessions of the 93rd and 94th Congresses and the 1st session of the 95th Congress reveals that the following amounts would have been the limitation for the respective calendar year as applied to the daily factor of $44:

1 Congress & Session	2 Date Convened	3 Date Adjourned	4 Total Calendar Days	5 Actual Days In Session	6 Amount (Col. 5 X $44)
93-1	1-3-73	12-22-73	354	184	$ 8,096
93-2	1-21-74	12-20-74	334	168	$ 7,392
94-1	1-14-75	12-19-75	340	178	$ 7,832
94-2	1-19-76	10-1-76	257	142	$ 6,248
95-1	1-4-77	12-15-77	346	178	$ 7,832

LIVING EXPENSE DEDUCTION LIMITATION
(Based on Actual Days Senate was in Session)

BUSINESS EMPLOYEES GENERALLY

Generally speaking, an employee in the business sector is not required to report (on his income tax return) amounts received as a reimbursement or amounts incurred for travel expenses on behalf of the employer if the following accountability criteria is complied with -

> "An employee is deemed to have made an accounting to his employer for traveling and transportation expenses when he is reimbursed or receives a per diem allowance to be paid in the locality by the Federal Government, if greater) * * *." (Source: Commerce Clearing House 1978 U. S. Master Tax Guide)

The allowance of $44 per day to employees in the business sector is the daily rate recommended by the Committee on Finance. It might be noted that there are 22 localities in the continental United States in which a per diem of $39 to $50 per diem is authorized for Federal employees. However, the daily rate of per diem for Federal employees, except for the high cost localities, is $35.

STATE LEGISLATORS

In applying the general "principal place of business" rule, the Court of Appeals for the Sixth Circuit and the Tax Court found that a State legislator's principal place of business was the State capital because his official duties required him to remain at the capital most of the year but that he could deduct meals and lodging incurred as travel expenses while at his residence in his home district during the periods when he was living at the capital.

The Tax Reform Act of 1976 (P.L. 94-455) and the Tax Reduction and Simplification Act of 1977 (P.L. 95-30) amended the Internal Revenue Code as follows:

PUBLIC LAW 94–455
94TH CONGRESS
TAX REFORM ACT OF 1976

SEC. 604. STATE LEGISLATORS' TRAVEL EXPENSES AWAY FROM HOME.

(a) IN GENERAL.—For purposes of section 162(a) of the Internal Revenue Code of 1954, in the case of any individual who was a State legislator at any time during any taxable year beginning before January 1, 1976, and who elects the application of this section, for any period during such a taxable year in which he was a State legislator—

(1) the place of residence of such individual within the legislative district which he represented shall be considered his home, and

(2) he shall be deemed to have expended for living expenses (in connection with his trade or business as a legislator) an amount equal to the sum of the amounts determined by multiplying each legislative day of such individual during the taxable year by the amount generally allowable with respect to such day to employees of the executive branch of the Federal Government for per diem while away from home but serving in the United States.

(b) LEGISLATIVE DAYS.—For purposes of subsection (a), a legislative day during any taxable year for any individual shall be any

day during such year on which (1) the legislature was in session (including any day in which the legislature was not in session for a period of 4 consecutive days or less), or (2) the legislature was not in session but the physical presence of the individual was formally recorded at a meeting of a committee of such legislature.

(c) LIMITATION.—The amount taken into account as living expenses attributable to a trade or business as a State legislator for any taxable year under an election made under this section shall not exceed the amount claimed for such purpose under a return (or amended return) filed before May 21, 1976.

(d) MAKING AND EFFECT OF ELECTION.—An election under this section shall be made at such time and in such manner as the Secretary of the Treasury or his delegate shall by regulations prescribe. Any such election shall apply to all taxable years beginning before January 1, 1976, for which the period for assessing or collecting a deficiency has not expired before the date of the enactment of this Act.

TAX REFORM ACT OF 1976

THE COMMITTEE OF CONFERENCE SUBMITTED THE FOLLOWING CONFERENCE REPORT

604. Deduction for Legislators' Travel Expenses Away From Home

House bill.—Under present law, the place of residence of a Member of Congress within the Congressional district he represents in Congress is considered his tax home. However, amounts expended by the Member within the tax year for living expenses away from home are not deductible in excess of $3,000. The House bill modifies the $3,000 limitation presently allowed to Members of Congress to provide that deductions by a Member of Congress would be limited to an amount determined by the IRS. The IRS is to establish an annual amount taking into account the number of days that the Members are away from home, the cost of living in Washington, D.C., and the amount normally allowed businessmen in similar circumstances.

The rule under present law (as described above) for determining the tax home of a Member of Congress does not apply in the case of a State legislator. The tax home of a State legislator is determined by taking into account a number of factors, such as: (a) the total time ordinarily spent by the taxpayer at each location, (b) the degree of business activity at each location, (c) the amount of income ordinarily spent by the taxpayer at each location, etc. The House bill provides that the tax home of a State legislator is his place of residence within the legislative district he represents. The allowable deduction for living expenses is limited to an amount determined by the IRS. The IRS is to determine a daily amount taking into account the cost of living at the place where the State legislature meets and the amounts normally allowed businessmen under similar circumstances. A State legislator is allowed to deduct up to this daily amount multiplied by the number of days of his legislative participation during the calendar year.

This provision generally applies for taxable years beginning after December 31, 1974. For taxable years beginning before December 31, 1974, a State legislator can elect to have the above rules apply. If an election is made, the legislator is to be treated as having expended for living expenses an amount equal to the daily per diem allowed U.S. Government employees of the Executive branch multiplied by the number of days the State legislature was in session. However, the total amount of deductions allowable cannot exceed the amount already claimed on the State legislator's tax return for the year in question.

Senate amendment.—The Senate amendment deletes the provision in the House bill relating to Members of Congress; thus, the present $3,000 limitation is retained.

In the case of State legislators, the Senate amendment is the same as the House bill except that it (1) provides that the Secretary of Labor (rather than the IRS) is to establish the daily amount allowable as a deduction for State legislators, and (2) modifies the defini-

tion of a legislative day for taxable years beginning on or before January 1, 1976, to include any day in which the State legislature was not in session for a period of 4 consecutive days or less.

Conference agreement.—The conference agreement follows the Senate amendment in the case of Members of Congress. In the case of State legislators, the conference agreement follows the Senate amendment but only for taxable years beginning before January 1, 1976.

TAX REDUCTION AND SIMPLIFICATION ACT OF 1977

SEC. 307. STATE LEGISLATORS' TRAVEL EXPENSES AWAY FROM HOME.

Subsections (a) and (d) of section 604 of the Tax Reform Act of 1976 are each amended by striking out "January 1, 1976," and inserting in lieu thereof "January 1, 1977,". Subsection (c) of such section is amended by inserting "beginning before January 1, 1976," after "any taxable year".

TAX REDUCTION AND SIMPLIFICATION ACT OF 1977

REPORT

OF THE

COMMITTEE ON FINANCE

UNITED STATES SENATE

ON

H.R. 3477

2. Legislators Travel Expenses Away From Home (sec. 407 of the bill and sec. 162 of the Code)

Present law

Under present law, an individual is allowed a deduction for traveling expenses (including amounts expended for meals and lodging) while away from home in the pursuit of a trade or business (sec. 162 (a)). These expenses are deductible only if they are reasonable and necessary in the taxpayer's business and directly attributable to it. "Lavish or extravagant" expenses are not allowable deductions. In addition, no deductions are allowed for personal, living, and family expenses except as expressly allowed under the code (sec. 262).

Generally, under section 262, expenses and losses attributable to dwelling unit which is occupied by a taxpayer as his personal residence are not deductible. However, deductions for interest, certain taxes, and casualty losses attributable to a personal residence are expressly allowed under other provisions of the tax laws (secs. 163, 164, and 165).

A taxpayer's "home" for purposes of the deduction of traveling expenses generally means his principal place of business or employment. Where a taxpayer has more than one trade or business, or a single trade or business which requires him to spend a substantial amount of time at two or more localities, his "home" is held to be at his principal place of business. A taxpayer's principal place of business is determined on an objective basis taking into account the facts and circumstances in each case. The more important factors to be considered in determining the taxpayer's principal place of business (or tax home) are: (1) the total time ordinarily spent by the taxpayer at each of his business posts, (2) the degree of business activity at each location, (3) the amount of income derived from each location, and (4) other significant contacts of the taxpayer at each location. No one factor is determinative.

In 1952, a provision was adopted with respect to the living expenses paid or incurred by a Member of Congress (including a Delegate or

Resident Commissioner). Under these rules, the place of residence of a Member of Congress within the congressional district which he represents in Congress is considered his tax home. However, amounts expended by the Member within each taxable year for living expenses are not deductible in excess of $3,000. Therefore, a Member of Congress (who does not commute on a daily basis from his congressional district) can deduct no more than $3,000 of his expenses of living in the Washington, D.C. area. Prior to the Tax Reform Act of 1976, no rule similar to the special rules for ascertaining the place of residence for a Member of Congress applied in the case of a State legislator. As a result, the tax home of a State legislator was determined in accordance with the general rule described above.

The Tax Reform Act of 1976 provided an election for the tax treatment of State legislators for taxable years beginning before January 1, 1976. Under this election, a State legislator may, for any such taxable year, treat his place of residence within his legislative district as his tax home for purposes of computing the deduction for living expenses. If this election is made, the legislator is treated as having expended for living expenses an amount equal to the sum of the daily amount of per diem generally allowed to employees of the U.S. government for traveling away from home, multiplied by the number of days during that year that the State legislature was in session, including any day in which the legislature was in recess for a period of four or less consecutive days. In addition, if the State legislature was in recess for more than four consecutive days, a State legislator may count each day in which his physical presence was formally recorded at a meeting of a committee of the State legislature. For this purpose, the rate of per diem to be used is to be the rate that was in effect during the period for which the deduction was claimed. In addition, the total amount of deductions allowable pursuant to this election is not to exceed the amount already claimed under a Federal income tax return filed by a State legislator before May 21, 1976. For this purpose, amounts shall be considered claimed under a return even though the taxpayer treated his living expenses as an offset against any reimbursement of per diem he received from the State legislature and, therefore, did not actually set forth these expenses as a deduction on his income tax return. The election is to be made at such time and in such manner as provided under Treasury regulations.

These limitations apply only with respect to living expenses incurred in connection with the trade or business of being a legislator. The 1976 Act did not impose a limitation on living expenses incurred by a legislator in connection with a trade or business other than that of being a legislator. As to other trade or businesses, the ordinary and necessary test of prior law will continue to apply.

Reasons for change

The provisions which allow a State legislator to treat his place of residence within his legislative district as his tax home for purposes of computing the deduction for living expenses only apply to taxable years beginning on or before December 31, 1975. The committee believes this provision should be extended for a one-year period during which time the problem can be given further consideration and a permanent rule can be developed.

Explanation of provision

The committee amendment extends the provision adopted by the Tax Reform Act of 1976 for one year, or to taxable years beginning before January 1, 1977.

Effective date

This amendment would apply to taxable years beginning before January 1, 1977.

MERIT INCREASE - EMPLOYEE SELECTION

Question: Mr. Kimmitt, how do you plan to select the employees who would qualify for a merit increase?

Answer: The supervisors of each department in the Secretary's Office will recommend the employees who will be considered for merit increases. The recommendations will be in writing. Each recommendation will be reviewed by the Secretary, Assistant Secretary and other individuals authorized to handle personnel matters and the employees who have made outstanding contributions to the operation of the office will be given merit increases. A recommendation for a merit increase can be made at any time and does not have to coincide with the schedule for performance appraisals.

STATIONERY ROOM - AUTOMATION

Question: Why haven't you spent the funds allocated last year to automate the bookkeeping and inventory system in the Stationery Room?

Answer: Regarding automation, I recently received a letter from the Comptroller General which stated that automation is not advisable at the present time. However, after adopting some of the recommendations proposed in the GAO study, and with a clear definition of our plans for the next five years, we will again consider automation to assist the Stationery Room.

STATIONERY ROOM - DELIVERY PROBLEM

Question: You mentioned the lack of space as one of the major problems in the Stationery Room. Are there any other problems this committee should be aware of?

Answer: There are several major problems concerning the Stationery Room, one of which is the lack of space that you have mentioned. Another problem relates to the delivery of merchandise, particularly to the exterior buildings. These deliveries cannot be made during inclement weather because the Stationery Room does not have any covered and mechanized delivery vehicles.

SENATE LIBRARY - ON-LINE SERVICES

Question: What has your experience been with the on-line services (New York Times and Congressional Information Service) in the Senate Library?

Answer: Use of the New York Times Information Bank has increased substantially. Since January 1977, we have handled 442 requests, an average of 49 per month. Compared to last year's average of 28 requests per month, we have had a 75 percent increase. Our budget contains additional funds for this service to accommodate those committees which no longer have individual subscriptions. Unfortunately, I cannot report on the Congressional Information Service, since the Committee on Rules and Administration did not authorize this service until February 23, 1978. We hope to give you an evaluation next year after we have obtained experience with the system.

CONFERENCE ON SENATE HISTORY

Question: What is the progress on the conference on Senate history?

Answer: We have scheduled the conference for September 14-15, 1978. It is being designed to address a problem of immediate interest to senators, historians and archivists, namely "What is the historical research value of senators' personal papers and office files?" We plan to bring together nationally prominent historians and archivists, experienced in the use and organization of congressional papers, to develop guidelines that will aid senators in planning for the disposition of their old papers. Although there is general agreement among archivists and historians as to the value of properly culled and organized collections of senators' papers, they have significant differences on priorities and procedures. We hope this conference will clarify the questions, suggest some answers and be a major step toward providing future generations a full and accessible historical record.

DOCUMENT ROOM - MODERNIZATION AND RELOCATION

Question: What progress has been made regarding the modernization and relocation of the Senate Document Room?

Answer: In recent months a study has been undertaken by this Office to determine if the installation of an automated filing system would improve the services of the Senate Document Room.

Due to the Senate's increasing workload the Senate Document Room has reached its limit for storing printed material. During the past two years, the Document Room found it necessary to reduce its store of material from prior Congresses in order to make room for documents for upcoming Congresses. (It should be noted that this material is available upon request from the Senate Library.) In conjunction with the storage problems, requests from the Senate and public for copies of the printed material have also increased substantially. In March 1977, the Document Room processed 16,600 documents in response to mail requests; 114,800 documents were delivered to offices in the Russell and Dirksen Buildings; and 49,700 documents were requested over the counter.

It is anticipated that the acquisition of automated storage facilities and the possible relocation of the Senate Document Room into a Senate office building could alleviate these problems and also provide faster, more efficient, and therefore, more economical service vis-a-vis a more centralized location (80 percent of official requests for material stem from the Senate office buildings). Based upon the present location of the Document Room, vendors have submitted proposals ranging from $150,000 to $450,000 for any one type of equipment. It is evident that a combination of equipment will be necessary to fulfill the present and future requirements of the Document Room, with no combination exceeding $500,000.

We will be unable to make a final recommendation as to the combination of equipment until it is determined where the

Document Room will be located. The potential relocation is an important part of the decision for two reasons: (1) the Senate office buildings would provide larger and more consolidated office space for the Document Room; and (2) it has been demonstrated that the uniformity of the rooms in the office buildings could conceivably lower the overall cost of equipment. Finally, I might point out that by relocating the Document Room, 8,800 square feet of office space in the Capitol could be reassigned for other purposes. We are working closely with the Architect on this planning.

DISBURSING OFFICE AND LIBRARY RELOCATION

Question: What plans, if any, have been made for relocating the Senate Disbursing Office and Senate Library?

Answer: We anticipate a possible move by fiscal year 1980 for the Disbursing Office and perhaps the Senate Library. I cannot give you any real estimates as to the costs involved but I have been meeting with the Architect periodically. Our primary concern is for early planning to insure that whatever space is assigned to these departments be designed to suit our needs and not be less functional than that which we currently occupy. We shall keep the committee informed of any developments in this regard.

ADDITIONAL POSITIONS - SENATE LIBRARY

Question: Last year this committee provided two additional Library positions which you indicated would be abolished if no longer needed. What has your experience been to date and do you see a continued need for these employees?

Answer: The Library storage areas have been weeded, reorganized and inventoried. Work has not been completed since moving the material was not planned until the summer of 1978. The workload in the Library has increased greatly. Reference inquiries have gone from 2,250 in 1976 to 7,737 in 1977, while the bill status inquiries have grown from 32,564 calls to 45,521. Assuming the trend continues, I feel justified in requesting the retention of these positions.

SALARY STRUCTURE

Question: What has been done to correct the imbalance in the salary structure within your office?

Answer: Since April, 1977, we have undertaken a review of all the positions and functions assigned to the Secretary's office. As a result, we have submitted a list of changes to the title and/or not-to-exceed salary of fifteen (15) statutory positions for consideration in the FY 78 supplemental. These changes will help to realign certain positions in the Document Room, Library and Stationery Room and will not require any additional funds.

In addition, we have attempted to provide symmetry among the salaries of the Journal Clerks, Legislative Clerks, Library

and Stationery Room by decreasing NTE rates for the higher paid positions and increasing the lower paid positions. The total amount involved in realigning these 24 positions is $9,845 which represents a total increase of less than one-fourth of 1 percent. It is not my intention to reduce the NTE rates of any incumbents, but as a result of retirement or reassignment, the new NTE rates will become effective.

For those positions where an NTE rate has been raised, I do not intend to give automatic increases to the new NTE levels, but rather raise the salaries in one or more steps based upon merit.

Question: What action, if any, should this committee take to assist in this undertaking?

Answer: We need your support for the proposed NTE rate and title changes detailed in my full testimony and in the FY 78 supplemental request. The Secretary must always come before this committee to request changes in NTE rates and position title changes. In order to minimize requests of this nature, I have proposed, jointly with the Sergeant at Arms, for inclusion in the Second Supplemental (FY 78), a change in the longevity program. In addition, I am submitting in conjunction with the Sergeant at Arms a proposal for merit increases effective with FY 1979.

A new authority is also requested for the Stationery Room. These proposals, if approved, will (1) provide better overall fiscal and administrative management, (2) minimize requests to your committee, and (3) eliminate the need to juggle personnel which ends up with confusing or misplaced job titles. The current procedure has the effect of continually escalating the total payroll, when, in fact, unused amounts from existing funds could be used to achieve the same end.

FOREIGN TRAVEL

Question: What has your experience been in implementing the provisions of S. Res. 179 relating to foreign travel by Senators and staff?

Answer: There have been and there are still a number of areas in which difficulties have been experienced in administering the provisions of Senate Resolution 179 which authorizes the payment of foreign travel from the contingent fund of the Senate.

Working under procedures which have had no definite clarity, we have experienced a lack of communications that has resulted in problems relating to the payment of transportation to the air lines and an unreasonable delay in the billing of the per diem costs from the Department of State via the Treasury Department.

To cite an example, upon written authorization from a committee chairman or other authorized official in the Senate, the Department of State procures transportation for travelers and authorizes their overseas stations to advance the required

per diem to travelers upon arrival in a foreign country. However, no verification is made by the State Department with any office of the Senate to determine if all individuals, named in the letter of authorization, are officially connected with the Senate nor does the State Deparment verify the itinerary or dates of any trip with any office of the Senate. For instance, one such authorization letter contained the names of two individuals, who traveled with a group, who were not officially connected with the Senate. As a matter of fact, they were not even Federal employees. Consequently, the Senate cannot pay the transportation or per diem expenses of the two individuals.

In an attempt to clear up the problem areas previously experienced and those that might be anticipated, I have instructed my staff to undertake a review of the whole concept of foreign travel as it relates to the needs of the Senate and to furnish me with an analysis and recommendations of what procedures should be established so that there will be no communications breakdown and all committees and offices of the Senate will be well informed about the subject of foreign travel.

As soon as the review is completed, I will furnish your committee with a copy of the analysis and recommendations and the steps that will be necessary to initiate new procedures and guidelines covering foreign travel for the Members and staff of the Senate.

OFFICE RENOVATION

Question: Have the modifications to your office been satisfactory and what further plans, if any, do you have for other space under your jurisdiction?

Answer: The modifications to our offices have been very satisfactory and the new furniture and lighting have aided in the functional operation of the office. We are continuing to improve and renovate the basement rooms which were primarily used for storage. Our current plans include moving a section of the Disbursing Office to the basement area and modifications to the Executive Clerk's office. Both of these changes should result in more effective utilization of the space and a better working environment for the staff.

LEGIS

Question: Have you had any problems incorporating the computer systems, within the operation of your office, specifically Legis?

Answer: The Legis system has been under development for several years and probably won't be complete for another year or two. Our office is somewhat unique in that we both supply much of the information for the Legis system and use this same information to answer inquiries and eventually to create our official records.

There are conflicting interests between the users and

developers of the Legis system. For example, we cannot yet obtain from the automated system a printed replacement for our official bill ledgers. Therefore, our staff is required to perform double duty - manually entering the bill status information in the ledgers and then entering the same information at a terminal for Legis. As users one of our primary concerns is that the system be easy to use and designed for the staff. If this requires more effort and resources on the part of the programmers and analysts, that should be weighed against the fact that the users will be living with the system. All efforts would be wasted if staff members do not find the system more beneficial than current methods.

Undoubtedly most problems will be resolved over the next year, but the job could be smoother if there were clear specifications developed by the users and data processing personnel. These specifications would be reviewed, agreement reached and a schedule prepared. The users need to be informed of progress to plan for training, testing and the incorporation of new procedures in the operation of the office. Without detailed written schedules and specific dates, there is no recourse if a target date is not met.

PERSONNEL AND LEAVE POLICY CHANGES

Question: Have there been any major changes to the personnel or leave policies in your office?

Answer: There have not been any major changes to the personnel or leave policies. We have revised the leave policy so that employees are now entitled to 30 calendar days (includes weekends) and generally may take leave at any time during the year. The personnel policy is under revision to explain the procedures to be followed in the event of an employee's death or an on-the-job related injury.

SEMINAR AND ORIENTATION PROGRAMS

Question: You have mentioned seminars and orientation programs for staff and Senators-elect. What has been accomplished to date and what seminars are planned during the rest of this year?

Answer: We have been working closely with the Sergeant at Arms in establishing seminars and orientation programs for Senators-elect and staff. Thus far two advisory groups have been formed, one consisting of office managers and the other of administrative assistants. The first seminar "Managing the Reception Desk" was well received with sixty seven participants in the first session. Seminars which have been planned will cover subjects such as the hiring and managing of personnel, office accounting procedures, and the legislative process.

In addition, we will review and revise the entire orientation program for Senators-elect and their staff.

USE OF CONSULTANTS

Question: Have you made use of the authority to hire

consultants as specified under PL 95-26 and what have your experiences been?

Answer: This authority to hire consultants has been used to retain on an intermittent basis the services of the former Financial Clerk. He has provided assistance to this office, the Committee on Rules and Administration, Appropriations Committee, Sergeant at Arms and individual Senators. The merit program, a review of the existing longevity program, foreign travel (S. Res. 179), code of conduct for the Senate and reviews of the personnel and salary structures for the Secretary and Sergeant at Arms were some of the projects undertaken by the consultant.

CONTRACTUAL LEGAL SERVICES

Question: Your budget includes a request for $75,000 for contractual legal services. Would you explain how the funds will be used?

Answer: Over the last few years, there have been an increasing number of lawsuits naming the Secretary as defendant. At this time, there are four pending. The Rules Committee has authorized the use of outside counsel to handle these matters, and the costs are paid from the contingent fund. I estimate that our costs for fiscal year 1979 could be $75,000, which is based upon the charges for the previous year. This item has been included as a line item in our budget for the first time, again, to more accurately reflect funds we are authorized to spend.

IMPROVED SERVICES

Question: What actions have you taken to improve the services of the Secretary's Office?

Answer: In November and December 1977, we held a series of informal meetings with Administrative Assistants and Office Managers. Our purpose was to obtain their recommendations regarding improved services from the Secretary's Office. As a result, we have distributed a document describing the functions of our departments, a publication showing the procedural flow through the legislative process, a listing of various reporting dates based upon the Campaign Act, Rules of the Senate, etc., and modified the envelopes from the Document Room to explain when a request cannot be filled. We will undertake other improvements as they are brought to our attention and continue to work closely with the Sergeant at Arms, Rules Committee, and others to develop a series of seminars for staff and a better orientation program for Senators-elect and their staff.

RECOMMENDATIONS ON FOREIGN TRAVEL

Question: Referring back to the item on foreign travel, if you have had an opportunity to review any of the staff analysis, would you submit your recommendations for the consideration of the committee?

Answer: My recommendations are as follows:

1. Authorize the establishment of a foreign transportation desk and the creation of one new position under the jurisdiction of the Office of the Secretary of the Senate. This desk and position will not only absorb the additional administrative work connected with foreign travel but it will also facilitate the coordination of arrangements and accommodations between Senate offices and the State Department.

2. Require that all letters of authorization for foreign travel be transmitted only to the foreign transportation desk. This procedure will eliminate a serious communications gap and advice to the State Department will originate from the foreign transportation desk. This will insure that the Office of the Secretary of the Senate will receive all foreign travel authorizations first and therefore will be in a position to control and account for all authorized foreign travel.

3. Require the foreign transportation desk, before initiating any accommodations for any foreign travel, to verify the official status of all individuals named in foreign travel authorizations. This procedure will insure that individuals named are entitled to be reimbursed for travel expenses or to have the same paid by the Senate in accordance with Senate regulations and procedures.

4. Authorize the foreign transportation desk to utilize Government Transportation Requests (Standard Form 1169), if feasible, to procure the necessary transportation for foreign travelers.

5. Require that all foreign travelers turn in all unused per diem funds, prior to leaving a foreign country, to embassies or other State Department overseas offices to facilitate the billings by these offices for reimbursement by the Senate. Foreign travelers will be required to obtain a receipt both for per diem funds issued and for unused funds turned in at the foreign offices.

6. Require that the accountability and finalization of all foreign travel expenses with the foreign transportation desk be the sole responsibility of each traveler or group representative and be done at the earliest practicable time following the termination of a trip.

7. Initiation of a series of seminars to familiarize Members and Senate staff personnel of the procedures and guidelines relating to foreign travel.

8. If a chairman submits an open end foreign travel authorization to the foreign transportation desk, a follow-up letter must be submitted by the chairman or his designee setting forth the details of each trip.

9. The Secretary of the Senate shall maintain files on all authorized foreign travel in order that the Leadership of the Senate and all others concerned may be advised of the status of all traveling Members and employees, should the occasion arise for such information.

OFFICE OF THE SECRETARY OF THE SENATE

STATEMENT OF ROBERT A. MALSTROM, FINANCIAL CLERK OF THE U.S. SENATE—Resumed

COMMITTEE EMPLOYEES

Senator SASSER. Mr. Malstrom, we want to return to you now.

The next item is a budget request of $10,528,000 for committee employees. This is an increase of $1 million over the amount anticipated to be appropriated for fiscal year 1978.

The entire increase relates to the fact that there was available in fiscal year 1978 a $1 million carryover from the previous year. This carryover will not be available in fiscal year 1979 and, therefore, an additional $1 million in new budget authority is required to maintain the same level in 1979 as in 1978.

Do you have anything you wish to say, Mr. Malstrom, or to add to that?

Mr. MALSTROM. Not at this particular point, sir.

INQUIRIES AND INVESTIGATIONS

Senator SASSER. Would you compare and contrast this appropriation with the "Inquiries and Investigations" activity funded under the Contingent Fund of the Senate?

Mr. MALSTROM. Primarily, Mr. Chairman, this appropriation is considered to be for the permanent or core staff in the committee system. There are approximately 225 staff members, plus the appropriations staff.

The Inquiries and Investigations appropriations have been for the investigative or temporary staff which are actually supplements or extensions of the standing committees in most cases.

Currently there are approximately 950 employees covered and paid under authorizations under Inquiries and Investigations. But primarily I would say that the standing committees are the permanent or core staff. The Inquiries and Investigations appropriation covers the investigative and research staff.

CONFERENCE COMMITTEES

Senator SASSER. The next item is a budget request for $750,000 for conference committees. This appropriation is for the salaries of the professional, administrative, and clerical staffs of the conference of the majority and the conference of the minority. The funds are split equally between the two conferences.

Any comment on that?

Mr. MALSTROM. No comment on that, Mr. Chairman.

ADMINISTRATIVE AND CLERICAL ASSISTANTS TO SENATORS

Senator SASSER. The next item is a budget request of $70,881,000 for administrative and clerical assistants to Senators. This is an increase of $18,216,000 over the previous year.

This appropriation contains funds for the salaries of the administrative and clerical staffs of Senators. This allowance is based on the population of States beginning with States with a population of less than 2 million and going up to States with populations of 21 million.

For fiscal year 1979 the budget request reflects the fact that during fiscal year 1978 the category of "Legislative Assistance to Senators" was merged into this account. In fiscal year 1978 the amount of $8 million was appropriated for legislative assistance. Consequently, some $8 million of the $18 million increase is reflective of this merger.

In addition, an amount of $4 million is required in fiscal year 1979 to maintain the same level of effort as in fiscal year 1978. The reason is that in fiscal year 1978 there was a one-time carryover balance from the previous year.

It seems like there are a lot of carryovers in fiscal year 1978.

Such a carryover balance is not anticipated in fiscal year 1979. These two account for $12 million of the $18,216,000 year-to-year increase.

FULL FUNDING

In addition, the category "Legislative Assistance to Senators," in addition to being merged into this account, is being fully funded in fiscal year 1979 for the first time.

This full funding is consistent with the way that the account "Administrative and Clerical Assistants to Senators" has been budgeted over the years.

Mr. Malstrom, could you give us some of the details on this item, please?

Mr. MALSTROM. Yes, sir. In the past and currently, each Senator's administrative and clerical assistants allowance has been based the on population of his State. The appropriation is fully funded, meaning that if each Senator used all of his authorization, we would exhaust the entire appropriation. And we must assume that each Senator may exhaust his allowance.

Therefore, we fully fund that appropriation.

The Legislative Assistance was merged into the Administrative and Clerical last October. And as a result of that, we are finding that more and more of this allowance is being used, primarily because there is no necessity to transfer people from the Legislative Assistance allowance to the Administrative and Clerical allowance as happened in the 2 preceding years.

Now it can be used for Administrative, Clerical, and Legislative, rather than just one item. But, as a result we have had to fully fund the legislative assistance portion, meaning we have to take into account that each Senator could also exhaust that allowance.

That is the basis for our funding the entire allowance in this manner and asking for the $18,216,000.

Senator SCHWEIKER. What percent was funded last year or utilized last year from that fund?

Mr. MALSTROM. Senator, I would have to go back into last year's record to check on that. But I would say we didn't have more than 50 percent funding on that last year. From the previous year and the year before that I believe we had about 30 percent funding. We had to increase that to the approximately 50 percent. I will include for the record a summary of the Authorization and Expenditures for Legislative Assistance to Senators for fiscal year 1977, in order to show the last full year usage.

[The information follows:]

Legislative assistance to Senators—fiscal year 1977

Authorization	$12,842,283
Less reductions for:	
Chairmen	−1,383,401
Ranking minority members	−1,383,401
Total authorization	10,075,481
Total appropriation (based on anticipated usage)	6,600,000
Total expenditure	5,643,502
Balance unused	965,498

Now as a result of it being merged under the other appropriation, we find that more and more is being used. Whether it is being used for Legislative Assistance or the other is immaterial at this point. You can use it to your discretion.

Senator SCHWEIKER. I suppose a lot more will be utilized under the more flexible system.

CLERK HIRE AND LEGISLATIVE ASSISTANCE ALLOWANCES

Senator SASSER. Mr. Malstrom, I have a letter from Senators Chiles and Stone with which I think you are familiar. Would you and Mr. Ridgely look over the problem they raise and propose a solution?

I will ask that the letter from Senator Chiles and Senator Stone be placed in the record.

Mr. MALSTROM. Yes, sir, we will submit a recommendation for the record.

Senator SASSER. Mr. Malstrom, thank you very much. We will come back to you a little later.

[The letters follow:]

Letter From Senators Chiles and Stone

October 19, 1977

Senator Walter Huddleston
Chairman
Legislative Appropriations
Sub-Committee
3327 Dirksen Senate Office Building
Washington, D. C. 22015

Dear Mr. Chairman:

In recent months we have found it increasingly difficult to operate our staffs within the clerk hire limitations imposed by the present clerk hire and legislative assistance allowances. (We realize these allowances will be combined effective October 1, 1977.)

After reviewing the allocations made to Senators for staff, we feel there is good reason to increase the allocation for clerk hire which Florida now receives. We call your attention to "staff allowances" (page 20) and Appendix A (page 156) of the Congressional Handbook which outlines each state's allowance according to its population category. As you will notice, most of the categories span a 1,000,000 population range (with the exception of those states at the extreme ends of the scale). Florida, on the other hand, has been included in the only 2,000,000 category in the middle range.

We realize this "rule of thumb" will always be a less than perfect device for measuring the clerk hire allowance but, as this is the method, it seems equitable to make application as consistent as possible. Since the special considerations of the very small and the very large states do not apply to Florida, we feel it is only fair that its funds be increased in accordance with an 8-9,000,000 population figure, giving it the same distinction afforded to those states surrounding it on the scale.

We might add that we've tried various methods in our offices to alleviate these conditions, but none have proved completely successful.

> . . .During the past year we have both moved our automatic typing operations to the state in an effort not only to alleviate overcrowding, but also to add additional staff. We can hire 1 1/2 staffers in Florida for the cost of one in Washington.
>
> . . .We have both made more extensive use of interns to handle routine, necessary jobs in the office--a move we regret as it has worked to the detriment of our intern program.
>
> . . .Our staffs have been required to put in extra hours each day, with skeleton crews on Saturdays, to keep up with the backlog of mail and legislative activity.

Our office clerk hire situation was manageable until recent months when the volume of mail in both offices reached record highs and it became necessary to add new staffers to respond to it. With Florida's large retirement community, diverse political views, and the high visibility of issues, our offices have each been

receiving approximately 1200 letters a day - with daily totals occasionally reaching 3,000. A telephone check with each Senator from New York and Michigan (states larger in population and clerk hire allowance than Florida) revealed that our mail equalled or exceeded that of these larger states, in every case.

As you can see, our need is critical, but we believe that the more important consideration is not what is needed, but what is fair. We are confident that once you've fully reviewed the circumstances, you will agree that an increase is in order.

Thank you in advance for your attention to this request. We anxiously await your response.

Sincerely,

LAWTON CHILES

RICHARD (DICK) STONE

Letter From Robert A. Malstrom

March 22, 1978

Honorable Jim Sasser, Chairman
Subcommittee on Legislative Appropriations
Committee on Appropriations
United States Senate

Dear Mr. Chairman:

Reference is made to the letter from Senators Chiles and Stone, dated October 19, 1977, regarding allocations for clerk-hire, and your instructions to us on March 3, 1978, at the Hearings of your Subcommittee.

Currently, the State of Florida is in the population category of "7 million but less than 9 million," which authorizes each Senator from that State an allowance of $644,937 for the administrative and clerical assistance allowance. According to the most recent provisional estimate of the Bureau of the Census, the population of Florida is 8,452,000. There is currently no category which is for "8 million but less than 9 million."

Our recommendation is to create a new category of "8 million but less than 9 million" with an allowance of $664,627 which is approximately half of the difference between the "7 million but less than 9 million" category ($644,937) and the "9 million but less than 10 million" category ($685,391).

The category for "7 million but less than 8 million," therefore, would remain at $644,937; the category for "8 million but less than 9 million" would become $664,627 per fiscal year and the increase in the administrative and clerical assistance allowance for the State of Florida would amount to $19,690 per fiscal year.

A draft of the administrative provision language for the appropriation bill is attached which includes a provision for the State of Georgia whose population has increased according to the Bureau of the Census.

A copy of the provisional estimate of the population of all 50 States as of July 1, 1977 from the Bureau of the Census is enclosed for the information of your Committee.

Respectfully,

Robert A. Malstrom
Financial Clerk, U. S. Senate

William A. Ridgely
Consultant to the Secretary
of the Senate

ADMINISTRATIVE PROVISION

Sec. . (a) Effective April 1, 1978, the clerk-hire allowance of each Senator from the State of Georgia is increased to that allowed Senators from States having a population of five million but less than seven million, the population of said State having exceeded five million inhabitants.

(b) Effective April 1, 1978, the table contained in section 105 (d) (1) of the Legislative Branch Appropriation Act, 1968, as amended and modified (2 U.S.C. 61-1 (d) (1)), is amended by striking out

"$644,937 if such population is 7,000,000 but less than 9,000,000;"

and inserting in lieu thereof

"$644,937 if such population is 7,000,000 but less than 8,000,000;

"$664,627 if such population is 8,000,000 but less than 9,000,000;".

FEB 7 1978

Mr. Robert A. Malstrom
Financial Clerk
Disbursing Office
United States Senate
Washington, D. C. 20510

Dear Mr. Malstrom:
The Bureau of the Census has just completed provisional 1977 population estimates for States. A review of these estimates against the population size categories specified in 2 U.S.C. 61-1(d)(1)(A) indicates that Georgia has moved into the category "5 million but less than 7 million." Copies of our letters to the Georgia Senators apprising them of this fact are enclosed.
The estimates have been issued in the enclosed press release. They will be formally published later in Current Population Reports, Series P-25. I am enclosing a table showing States by population rank size according to the estimates.
Sincerely,

MANUEL D. PLOTKIN
Director
Bureau of the Census

RANK OF STATES ACCORDING TO PROVISIONAL POPULATION ESTIMATES FOR JULY 1, 1977

(Population in thousands)

Rank	State	Pop.	Rank	State	Pop.
1	California	21,896	27	Oklahoma	2,811
2	New York	17,924	28	Colorado	2,619
3	Texas	12,830	29	Mississippi	2,389
4	Pennsylvania	11,785	30	Oregon	2,376
5	Illinois	11,245	31	Kansas	2,326
6	Ohio	10,701	32	Arizona	2,296
7	Michigan	9,129	33	Arkansas	2,144
8	Florida	8,452	34	West Virginia	1,859
9	New Jersey	7,329	35	Nebraska	1,561
10	Massachusetts	5,782	36	Utah	1,268
11	North Carolina	5,525	37	New Mexico	1,190
12	Indiana	5,330	38	Maine	1,085
13	Virginia	5,135	39	Rhode Island	935
14	Georgia	5,048	40	Hawaii	895
15	Missouri	4,801	41	Idaho	857
16	Wisconsin	4,651	42	New Hampshire	849
17	Tennessee	4,299	43	Montana	761
18	Maryland	4,139	~~44~~	~~District of Col.~~	~~690~~
19	Minnesota	3,975	45	South Dakota	689
20	Louisiana	3,921	46	North Dakota	653
21	Alabama	3,690	47	Nevada	633
22	Washington	3,658	48	Delaware	582
23	Kentucky	3,458	49	Vermont	483
24	Connecticut	3,108	50	Alaska	407
25	Iowa	2,879	51	Wyoming	406
26	South Carolina	2,876			

SERGEANT AT ARMS AND DOORKEEPER

STATEMENT OF F. NORDY HOFFMANN, SERGEANT AT ARMS ACCOMPANIED BY RONALD L. MARTINSON, ADMINISTRATIVE ASSISTANT

1979 BUDGET REQUEST AND 1978 APPROPRIATION

Senator SASSER. The next item for consideration is the budget request of $19,803,000 for the Office of the Sergeant at Arms and Doorkeeper.

This is an increase of $1,903,000 over the previous year. Some $500,000 of this increase is reflective of the fact that there was a 1977 carryover into 1978 in the amount of $500,000. Such a carryover into fiscal year 1979 is not anticipated and thus $500,000 in new budget authority must be requested to maintain the same operating level in 1979 as in 1978.

This leaves the remainder of the year-to-year increase of $1,404,000 to be explained by Mr. Nordy Hoffmann, Sergeant at Arms of the Senate, who is in reality the executive officer of the Senate.

PREPARED STATEMENT

Mr. Hoffmann, your comprehensive prepared statement has been included in volume 1 of the hearings for fiscal year 1979. At this time, I would appreciate it if you would summarize that statement and bring to the attention of the subcommittee the items that you think are most important.

If you would proceed, Mr. Hoffmann.

Mr. HOFFMANN. Thank you very much, Mr. Chairman, Senator Schweiker.

We appreciate the opportunity to appear before your committee today to discuss the budget recommendations for our office which cover both the remainder of fiscal year 1978 as well as fiscal year 1979.

This is the third time it has been my privilege to testify before this committee in my present capacity, and unlike my first appearance some 2 years ago at which time I felt somewhat uncertain and a bit apprehensive, by contrast I have been looking forward to this occasion today for two good reasons.

EXPRESSIONS OF CONGRATULATIONS TO CHAIRMAN

First, Mr. Chairman, my staff and I extend our congratulations to you as you assume your new position as chairman of this subcommittee.

Senator SASSER. Thank you.

Mr. HOFFMANN. We wish you great success, and at the outset we want to assure you of our full support and cooperation in our mutual efforts to serve the Senate.

24-128 O - 78 -- 6

PROGRESS IN PROVISION OF SERVICES TO SENATE

Second, at the risk of sounding like an optimist, I look back over the period of the last 2 years with a great deal of satisfaction, and it is my sincere belief we have made some tremendous progress in the services we are able to provide to the Senate and in the way we are operating our office. And even more important, we regard our achievements to be a base upon which we can continue building and improving in the future.

BUDGET AND ACCOUNTING SYSTEM

Of special interest to this committee, one of the most significant achievements during the past 2 years has been the development and implementation of a comprehensive budget and accounting system for the Office of the Sergeant at Arms. For the first time ever, we are now able to measure, track, and therefore control our expenditures.

What we have achieved has been equated to a zero-based budgeting system which requires the reexamination and justification of each activity and expenditure on a yearly basis. We are not taking anything for granted, but we are seeking ways to make better use of our resources and to eliminate those types of activities and expenditures which can no longer meet the test of timeliness or validity.

BUDGET REDUCTIONS

In following the new budget process we have outlined, we are pleased to be able to submit to the committee today a number of changes and refinements in the budget figures we initially included in the President's budget.

These changes have the net effect of reducing our overall projected expenditures for salaries and expenses in fiscal year 1979 by $614,000.

We have prepared two brief charts for the committee's consideration which outline these changes. We are submitting a few changes to be included as supplemental items in our fiscal year 1978 budget. However, we have concluded that these changes can be accommodated through reprograming within our existing resources and do not require the appropriation of additional funds.

For fiscal year 1979, we have adjusted where necessary those budget allowances to take into consideration certain factors which were not evident to us at the time our original budget recommendations were prepared last August.

BUDGET INCREASES

However, the few minor increases we are requesting are more than offset by the significant net cost reduction we have achieved in the fiscal year 1979 budget of our computer center as compared to our original request which was included in the President's budget.

COMPUTER CENTER

Basically, we have thoroughly reviewed the plans and commitments of the computer center for the forthcoming year, and together with the work of our own personnel and the excellent cooperation and assistance we have received from Mr. John Swearingen of the technical services staff of the Committee on Rules and Administration, we have been able to more clearly define our objectives and to adjust our request accordingly.

Therefore, along with the brief summary charts previously mentioned, we are submitting an updated and comprehensive budget package for the Senate Computer Center containing the details of the savings and revisions we have achieved. These documents are included at this point our statement.

Senator SASSER. The documents will be inserted in the record at this point.

[The documents follow:]

LATE CHANGES TO FY 1978 AND FY 1979 BUDGETS OF THE OFFICE OF THE SERGEANT AT ARMS

	Change Recommended to Become Effective in FY 78	Change Recommended to Become Effective in FY 79	Net Change Required in FY 1978	Net Change in FY 1979 Amounts Included in President's Budget
EXPENSES:				
	Increase WATS service allowance by $85,000		Cost to be absorbed	+$ 85,000
	Maintain Furniture Allowance limitation at $125,000		Cost to be absorbed	+$ 75,000
	Increase GSA State Office Rental Allowance by $30,000		Cost to be absorbed	+$ 30,000
	Increase GSA State Office Furniture, Furnishings, & Equipment Allowance by $20,000		Cost to be absorbed	+$ 20,000
	Increase State Office Commercial Office Rental Allowance by $55,000		Cost to be absorbed	+$ 55,000
		Net reduction in Computer Center expenses below President's Budget		-$494,900
NET CHANGE-EXPENSES:			-0-	-$229,900
TOTAL NET REDUCTION SALARIES & EXPENSES:				-$614,392.

LATE CHANGES TO FY 1978 AND FY 1979 BUDGETS OF THE OFFICE OF THE SERGEANT AT ARMS

	Change Recommended To Become Effective in FY 78	Change Recommended To Become Effective in FY 79	Net Change Required in FY 1978	Net Change in FY 1979 Amounts Included In President's Budget
SALARIES:				
	Establish position of Executive Assistant to Sergeant at Arms @$42,065		Cost to be absorbed	+$ 5,012
		Establish two positions of Teletype Operator @NTE $12,530 each for program of communication with deaf persons		+$ 25,060
		Upgrade position of Receptionist @NTE $13,067 to Secretary/Receptionist @NTE $15,394		+$ 2,327
		Establish two positions of Assistant Cabinetmaker @NTE $15,573 each		+$ 31,146
		Net reduction in salary recommendations for Senate Computer Center below President's Budget		-$448,037.
NET CHANGE-SALARIES:			-0-	-$384,492.

LETTERS FROM F. NORDY HOFFMANN, SERGEANT AT ARMS

February 23, 1978

Honorable Claiborne Pell
Chairman
Committee on Rules and Administration
United States Senate
Washington, D. C.

Dear Mr. Chairman:

Enclosed for the formal review of the Committee on Rules and Administration is the revised Senate Computer Center's Fiscal Year 1979 Budget request.

I am quite pleased that the Computer Center management, in conjunction with a series of informal meetings with your Committee's Technical Services staff, has reduced the original FY 79 budget request submitted to the President by 23 new statutory positions and close to one million dollars. In addition, as outlined in the enclosed budget transmittal memorandum to me, the Computer Center is projecting, for the first time, that the Computer Center workforce will be stabilizing at or near its requested FY 79 level.

As you will note in reviewing the budget submittal, virtually all Computer Center positions have been evaluated for the applicability of position titles and appropriateness of NTE levels. This management review has resulted in the inclusion of 122 requested position changes in the budget with the net effect being the establishment of clear professional career ladders within the Computer Center and increased flexibility in personnel management for Computer Center management. I am fully supportive of these changes and of the Computer Center's suggestion to seek assistance from the Civil Service Commission in formalizing descriptions for Computer Center positions.

I note that the CMS project is projecting that the full 80 office implementation will be accomplished during FY 79. We have laid the groundwork, through compatability of position titles and NTE levels, for the eventual consolidation of the separate User Support and CMS Support groups, and have identified several career paths available to members of these two groups should we find that the size of the consolidated User Training and Liaison group is greater than required.

My office is now proceeding to develop the budget testimony for the Appropriations hearing currently scheduled for Friday, March 3, 1978, at 1:00 P.M. I would appreciate receiving formal concurrence on the Computer Center budget submittal from the Committee on Rules and Administration so that it can be included in the formal transmittal to the Appropriations Committee.

With warmest regards,

Sincerely,

Nordy

March 2, 1978

The Honorable F. Nordy Hoffmann
Sergeant at Arms
S-321, Capitol
Washington, D.C. 20510

Dear Mr. Hoffmann:

Under the authority delegated to me by the Committee on Rules and Administration, I approve your budget request for the Senate Computer Center as submitted on February 23, 1978.

It is understood that $5,000,000 requested in the supplemental appropriation is for the purpose of purchasing certain computer equipment now on lease and which is included in your 1979 budget request. Recommendations from the task force assigned to evaluate these purchase options are expected in the next 50 to 60 days. If funding is approved and purchase authorized, there will be an appropriate reduction in actual expenditures in that category during fiscal 1979.

I take note of your statement that the Computer Center workforce will be stabilizing at or near its requested FY 79 level. That is very welcome information and I urge you to make every effort to see that it occurs.

The suggestion for a review of job descriptions by the Civil Service Commission is under consideration and I will notify you of my position on that in the near future.

The Computer Center has served the Senate well while managing a substantial growth during the past several years. Especially commendable was the relocation of staff and equipment to new facilities on schedule and within budget without disruption to service.

I look forward to continued improvement in service.

Warm Regards.

Ever sincerely,

Claiborne Pell
Chairman

Letter From William E. Poulin, Director, Senate Computer Center

February 21, 1978

Subject: Fiscal Year 1979 Budget Submittal
For The Senate Computer Center

Enclosed for your final review and approval is the Senate Computer Center's Fiscal Year 1979 Budget request. Careful scrutiny of our projected manpower, equipment, and support requirements, in conjunction with a review of FY79 workload and project assumptions with staff members of the Committee on Rules and Administration, has permitted;

(1) A 44% total reduction in requested new statutory positions with a corresponding 40% reduction in requested new salary appropriations for the Senate Computer Center (from 52 new positions requested in the August 1977 Presidential Budget, to the current request for 29 new positions);

(2) A 5% reduction in Computer Center expenses from that projected in the Presidential Budget submittal.

The Computer Center's new projected FY78-FY79 growth rates reflected in the enclosed budget request are as follows:

	Presidential Request	Current Request (2/21/78)
Statutory Positions	+ 33%	+ 19%
Salaries	+ 34%	+ 20%
Expenses	+ 37%	+ 30%
TOTAL	+ 36%	+ 27%

We recognize that the requested increases represent a continued escalation for the Computer Center's portion of the overall budget of the Office of the Sergeant at Arms. However, barring radical new and unanticipated demands for additional applications development, we project the leveling off of the Computer Center workforce at or near its requested FY79 level for several reasons:

1. Several organizational units of the Computer Center will reach a stabilization level at which little future growth rate is anticipated. Units in this category include:

   a) Managers
   b) Secretarial
   c) User Support*
   d) CMS Support*
   e) Systems Programming
   f) Standards/Training
   g) Applications Development**
   (Includes Administrative Systems; Disbursing Office Systems; Legislative Systems; and Text Processing.)

   * The potential consolidation of User Support and CMS Support in late FY79 or early FY80, in conjunction with the completion of the full 80 office implementation of CMS, would allow for a single, smaller User Training and Liaison group and reassignment of several personnel to Standards and Training, Applications Development, and Computer Operations groups.

   ** Applications Development, at the projected consolidated staffing level of 52, should stabilize due to the transition of major development projects into an operational/maintenance mode, thus freeing up resources

for reassignment to new development projects. Additionally, consolidation of User Support and CMS Support would allow Applications Development to acquire additional resources.

2. We anticipate that the implementation of the Computer Center project management system will result in a more effective utilization of our resources and provide for more planned and phased project development, i.e., better planning and control of our approved workload will enable us to be more responsive in absorbing and implementing new projects without seeking new resources.

3. We expect to acquire and implement during FY79 a combination text editor and remote job entry software package for use within the Computer Center. This type of software package will substantially enhance the productivity of our Applications Development staff by moving program development and testing out of its current punch card bound environment.

4. The establishment of career ladders and clearly identified professional growth potential within the Senate Computer Center (discussed in detail below) should assist in extending and maintaining a manageable employee attrition rate, thus obtaining maximum utilization from our professional staffs' skills and their knowledge of Senate Computer Center projects.

In cooperation with the various members of the Computer Center management team and as a result of our preliminary budget review meeting with you on February 7, 1978, Jim Preissner pursued the evaluation of virtually all Computer Center positions for applicability of position titles and appropriateness of NTE levels, with the goals of:

1. Establishing position titles and NTE levels reflective of each position's skill requirements and responsibilities.

2. Establishing the existence of clear career ladders and stratifications within position title to identify to the Computer Center staff the potential for professional growth and advancement within the organization.

3. Providing greater flexibility in personnel management while keeping within the constraints imposed by positions being statutory in nature.

4. Elimination of excessive NTE levels for positions permanently filled at significantly less than the NTE level.

Toward the above goals, we have included in our budget request a total of 122 position changes (40 position decreases; 49 position increases; 33 position title changes with no change in NTE), and have included the resultant FY79 Senate Computer Center personnel career ladders in our budget package. We are pleased to note that this large scale review and reclassification of Computer Center positions was accomplished with a net NTE change of only + $14,857 and that all positions having NTE changes have been carefully reviewed to assure merit raise growth potential for the incumbents.

As a follow-up to our development of these career ladders and stratifications within position titles, we plan to develop, prior to October 1, 1978, definitive position descriptions for all of the Computer Center positions. Assistance from the Civil Service Commission in developing these position descriptions would be quite helpful to us both in standardizing the descriptions and in expediting their development. We plan to discuss this matter with you separately in the near future.

We wish to point out that five Print Operator positions within CMS have been reallocated to Training Specialist and Office Systems Specialist positions. These positions were previously being used as a contingency for bringing CMS printing in-house. We concur in the reallocation of these positions for several reasons:

1. CMS training and support requirements have been greater than originally estimated, and members of the CMS support group have not been able to service the number of offices per person originally used for budget estimates; i.e., CMS support requirements are currently estimated to require use of five open positions plus the three new CMS positions requested in FY79 as CMS services are expanded to provide full service to eighty Senators' offices.

2. Reallocation of the positions is in keeping with the policy of having position titles represent functional responsibilities.

3. The Computer Center Operations staff can, we feel, absorb some of the additional workload in FY79 caused by the phasing in of CMS printing in-house. In-house CMS printing, if it occurs in FY79, is targeted toward the end of that period, at which time the Computer Center Operations staff will be at its full authorized level.

4. Implementation of our Computer Center project management system and subsequent networking of CMS implementation and phase-in activities should provide a minimum of six to eight months lead time for the preparation and submittal, if necessary, of a supplemental request to handle any excess CMS generated workload. John Swearingen has indicated his willingness to express Rules and Administration support in obtaining any additional required resources in the Committee's formal reply to our budget submittal.

In the area of Computer Center expenses, we have achieved as large a reduction, dollar-wise, in our projected expenses as we have in our projected salary budget. The percentage reduction, however, is not as great due to the larger expense base against which the reduction is applied.

The one million dollar increase in projected computer lease expense is a "worst case" estimate of how our need for increased machine resources would be met through lease upgrade of our current computers. The Computer Center Resource Requirements Task Force has recently begun its examination of computer CPU expansion requirements; this examination will include analysis of lease versus purchase options for our current equipment (on which we have accrued substantial purchase credits), as well as the cost and performance advantages of upgrading to more powerful IBM or IBM-plug compatible equipment. Definitive recommendations from the task force are expected prior to July 1978 in order to allow sufficient time to exercise equipment purchase contingencies from the anticipated FY78 supplemental and/or purchase credits accrued on our existing systems. In summary, we forsee the distinct probability of expending less than the 2.8 million dollars being allocated toward equipment lease, but cannot at this time see a reduction in this allocation as being prudent.

Jim Preissner can now begin the task of preparing your formal budget testimony for the Appropriations hearings; Jim plans to meet with you and Ron Martinson briefly to obtain first-hand any specific guidance or approaches you would like to see followed in the hearing testimony.

We are available to meet with you at your convenience to discuss the report and provide any additional information you may require.

SENATE COMPUTER CENTER

	FY 78	FY 79	CHANGE FROM 78-79 BDGT	CHANGE FROM PRES BDGT	
SALARIES, COMPUTER CENTER					
FY 1978 Authorized Positions...	$ 2,958,512.	$ 2,958,512.		$- 16,826.	(0)
Requested Position Changes:					
26 New Statutory Positions.....		$ 609,853.	$ 609,853.	$- 418,323.	(1)
30 Position Decreases.....		- 63,008.	- 63,008.	- 63,008.	(2)
40 Position Increases.....		+ 65,693.	+ 65,693.	+ 63,187.	(2)
31 Title Changes w/o NTE Increase.....		0.	0.	0.	(2)
Total FY 1979 Requested		$ 3,571,050.	$+ 612,538.	$- 434,970.	(3)
SALARIES, CMS:					
FY 1978 Authorized Positions...	$ 385,924.	$ 385,924.		$+ 16,826.	(0)
Requested Position Changes:					
3 New Statutory Positions.....		$ 53,163.	$+ 53,163.	$- 42,065.	(1)
10 Position Decreases.....		- 10,561.	- 10,561.	- 10,561.	(2)
9 Position Increases.....		+ 22,733.	+ 22,733.	+ 22,733.	(2)
2 Title Changes w/o NTE Increase.....		0.	0.	0.	(2)
Total FY 1979 Requested		$ 451,259.	$+ 65,335.	$- 13,067.	(3)
EXPENSES, COMPUTER CENTER					
Computers,Contrls. & Perhps....	$ 1,845,000.	$ 2,844,300.	$+ 999,300.	0.	(4)
Remote Prntg, processing.....	111,000.	111,000.	0.	- 114,000.	(5)
Terminals.....	1,134,000.	1,234,000.	+ 100,000.	0.	(6)
Network.....	230,900.	350,000.	+ 119,100.	- 95,900.	(7)
Software (OP Systems, etc.)....	170,000.	210,000.	+ 40,000.	0.	(8)
Supplies.....	377,000.	492,000.	+ 115,000.	+ 14,000.	(9)
Travel and Conf (PL94-303).....	5,000.	10,000.	+ 5,000.	+ 1,850.	(10)
Training.....	3,000.	25,000.	+ 22,000.	- 15,850.	(11)
Computer Center Lease & Alter..	266,000.	266,000.	0.	0.	
Total	$ 4,141,900.	$ 5,542,300.	$+1,400,400.	$- 209,900.	(13)
EXPENSES, CMS:					
Computer Time Sharing.....	$ 2,850,000.	$ 3,300,000.	$+ 450,000.	0.	(12)
Terminals.....	275,000.	576,000.	+ 301,000.	- 285,000.	(12)
Supplies.....	60,388.	96,000.	+ 35,612.	0.	(12)
Total	$ 3,185,388.	$ 3,972,000.	$+ 786,612.	$- 285,000.	(13)
SUMMARY					
Salaries, Computer Center.....	$ 2,958,512.	$ 3,571,050.	$+ 612,538.	$- 434,970.	
Salaries, CMS.....	385,924.	451,259.	+ 65,335.	- 13,067.	
Expenses, Computer Center.....	4,141,900.	5,542,300.	+1,400,400.	- 209,900.	
Expenses, CMS.....	3,185,388.	3,972,000.	+ 786,612.	- 285,000.	
TOTAL	$10,671,724.	$13,536,609.	$+2,864,885.	$- 942,937.	(14)
ADD: Anticipated FY78 Supplemental-Equip.Purchase	4,000,000.				

Footnotes

(0) A detail audit of the Computer Center positions assigned to the Correspondence Management System (CMS) group and to the remainder of the Senate Computer Center found an error in personnel expense allocation between the two groups. The net effect is zero since the expense reallocation was internal.

(1) Careful analysis of our projected manpower requirements, in conjunction with a review of FY 1979 workload and project assumptions with staff members of the Committee on Rules and Administration, has permitted a 44% total reduction in requested new statutory positions (with a corresponding 40% reduction in requested new salary appropriations) for the Senate Computer Center, i.e., from 52 new positions requested in the August 1977 Presidential Budget to the current request for 29 new positions.

The 29 new positions requested are allocated primarily to the areas of Applications Development (38%), User Support (including CMS Support)(28%), and Systems Programming, Telecommunications Network, and Computer Operations (24%), to meet increasing demands for new and improved systems and expanded hours of system availability.

(2) The position changes requested are a result of a management review and evaluation of virtually all Computer Center positions for applicability of position titles and appropriateness of NTE levels, with the goals of:

(a) Establishing position titles and NTE levels reflective of each position's skill requirements and responsibilities.

(b) Establishing the existence of clear career ladders and stratifications within position titles to identify to the Computer Center staff the potential for professional growth and advancement within the organization.

(c) Providing greater flexibility in personnel management while keeping within the constraints imposed by positions being statutory in nature.

(d) Elimination of excessive NTE levels for positions permanently filled at significantly less than the NTE level.

Toward the above goals, we have included in our budget request a total of 122 position changes (40 position decreases; 49 position increases; 33 position title changes with no change in NTE), and have included the resultant FY 1979 Senate Computer Center personnel career ladders in our budget package. This review and reclassification of Computer Center positions was accomplished with a net NTE increase of only $14,857, and all positions having NTE changes have been carefully reviewed to assure merit raise growth potential for the incumbents.

As a follow-up to our development of these career ladders and stratifications within position titles, we plan to develop, prior to October 1, 1978, definitive position descriptions for all of the Computer Center positions. The Civil Service Commission may be requested to assist us in developing the position descriptions to help expedite their development and assure standardization and compatibility.

(3) The net effect of the reduction in number of new positions requested and the reallignment of existing positions (described in footnotes 1 and 2) is a reduction of $448,037. in requested salaries.

(4) This increase of $999,300 represents the following:

CPU Upgrades	$699,756.
Disk Storage Increase	149,544.
Inflation on Leased Equipment	150,000.
TOTAL	$999,300.

The increase of $699,756. ($58,313. monthly) represents a proposed upgrade for present computers from 2 megabytes to 6 megabytes and adding Attached Processors to both computers. Attached Processors are separate processors which will provide an additional 50% to 70% computing capacity for each computer. This increased storage and computing capacity will be required to support and enhance Senate on-line systems, especially expansion of the LEGIS system for Senate offices and committees, and to allow maintenance of the required level of responsiveness.

The increase of $149,544. ($12,462. monthly) represents a proposed increase of 2,300 million characters of disk storage for text processing applications and the future growth of LEGIS data bases for the next three Congresses.

The increase of $150,000 represents an inflationary amount for equipment currently on lease, which is subject to price increases, and for equipment proposed as upgrades. It is necessary to calculate inflationary amounts for proposed equipment because FY77 terms and conditions were used to determine the annual lease amount of $849,300. By FY 1979, these proposed upgrades will have been subject to two (2) contract agreements between the vendor and GSA. The details of this increase are as follows:

		Annual Lease	Inflation Factor	Inflation Amount
1.	Equipment on lease and subject to price increases	$537,228.	8 %	$ 43,000.
2.	Proposed upgrades	$849,300.	12.5 %	106.000.
	Rounded			$150,000.

Proposed Upgrade of RED CPU

CPU Model	Upgrade and Storage Increase	FY 1978	FY 1979	INCREASE
3158/U34	Processing Unit, 2 Megabytes	$55,342.	$47,455.	- 7,887.
3158/A38	Attached Processor, 6 Megabytes		17,350.	+ 17,350.
FC7730	System 370 extended for MVS/SE Software		715.	715.
FC7731	System 370 extended Addition		220.	220
FC1435	5th block Multiplexor Channel		215.	215.
3052	Attached Processor Unit		12,670.	12,670.
FC5552	Processor Attached 5 @ 90.		450.	450.
FC7730	System 370 extended for MVS/SE Software		935.	935.
3056	Remote System Console		545.	545.
		$55,342.	$80,555.	$25,213.
Proposed Disk Storage				
3330-11 Disk Storage	2,077 x 6=$12,462.		$12,462.	$12,462.

(1) Decrease realized by placing CPU on long term lease plan and by reduction in lease by the manufacturer.

Proposed Upgrade of BLUE CPU

CPU Model	Upgrade and Storage Increase	FY 1978	FY 1979	INCREASE
3158/U34	Processing unit, 2 Megabytes	$47,455.	$47,455.	- 0 -
3158/A38	Attached Processor, 6 Megabytes		17,350.	+17,350.
FC7730	System 370 extended MVS/SE Software		715.	715.
FC7731	System 370 extended additional		220.	220.
FC1435	5th block Multiplexor Channel		215.	215.
3052	Attached Processor Unit		$12,670.	$12,670.
FC5552	Processor Attached 5 @ 90.		450.	450.
FC7730	System 370 extended for MVS/SE Software		935.	935.
3056	Remote System Console		545.	545.
		$47,455.	$80,555.	$33,100.
	TOTAL MONTHLY REQUEST			$70,775.
	TOTAL ANNUAL REQUEST			$849,300.

The one million dollar increase in projected computer lease expense is a "worst case" estimate of how our need for increased machine resources would be met through lease upgrade of our current computers. The Computer Center Resource Requirements Task Force has recently begun its examination of computer CPU expansion requirements; this examination will include analysis of lease versus purchase options for our current equipment (on which we have accrued substantial purchase credits), as well as the cost and performance advantages of upgrading to more powerful IBM or IBM-plug compatible equipment. Definitive recommendations from the task force are expected prior to July 1978 in order to allow sufficient time to exercise equipment purchase contingencies from the anticipated FY 1978 supplemental and/or purchase credits accrued on our existing systems. In summary, we forsee the distinct probability of expending less than the 2.8 million dollars being allocated toward equipment lease, but cannot at this time see a reduction in this allocation as being prudent.

(5) The $114,000. decrease in expenses for support of our remote printing and processing site is due to removal of a proposed off-line high speed printer from the budget request. The Service Department has $145,000. currently allocated in its FY 1978 budget for purchase of a computer-output-microfilm (COM) device. Increased Computer Center print capacity will be met through either the implementation of COM capability (currently under study by a Computer Center Task Force), or by transfer of the Service Department funds for purchase of the off-line printer.

(6) Terminals - An increase of $100,000. is requested to offset a 10% inflationary factor.

(7) Network _ The $119,100. increase is allocated as follows:

Network Processors - Contract Increase	$ 64,100.
Communications Test Equipment, Tools, and accesories	55,000.
	$ 119,100.

The $95,900. decrease in Network expenses from that projected in the Presidential Budget submittal results primarily from work to be performed by the Architect of the Capitol under the anticipated FY 1978 supplemental. Specifically, the installation of cable trays between the Senate Computer Center and the Capitol and Senate Office Buildings will permit utilization of higher technology/lower cost data transmission methodologies and permit the elimination of the remote communications processor and remote CPU.

(8) Software - The increase of $40,000. in estimated software costs is allocated as follows:

Multiple Virtual System/System Extension Program Product 2 @ $1,250. per month.	$ 30,000.
Inflation offset on $170,000.	$ 10,000.

This increase represents additional Operating Systems software which is required by the Attached Processors.

(9) Supplies - The $115,000. increase in budget for supplies is allocated as follows:

15% Increase in Usage	$ 56,550.
10% Inflation Factor	44,450.
On Site Training Supplies*	14,000.
TOTAL	$115,000.

* Transferred from Training budget line in Presidential Budget submittal to Supplies budget line in current budget.

(10) Travel and Conference (PL94-303)

An increase in the Sergeant at Arms travel authority allocation to the Senate Computer Center is requested as a result of the increased size of the Computer Center staff and the movement of the Computer Center toward higher technology hardware, operating system and data base configurations and applications. Conferences and seminars offered by vendors and by professional associations provide unique opportunities to assure that SCC staff are aware of the most recent developments in computer hardware, software and management. Typical organizations offering such training are: DPMA, ACM, ASM, SMIS, IEEE, Institute for Professional Education, and corporations, such as: UNIVAC, DEC and BURROUGHS. Also included in this category are user association meetings, (eg. SHARE) where valuable opportunities to exchange ideas with users of similar systems are provided.

(11) The requested $22,000. increase in professional training funds is due to:

(a) An increased professional staff size, and

(b) The policy of the Sergeant at Arms that:

1. All anticipated expenditures for employees of the Office of the Sergeant at Arms be projected and planned for in the SAA budget, and

2. All expenditures be allocated to the proper budget category, and

3. Organizations under the Sergeant at Arms track their expenditures at periodic intervals to assure fiscal responsibility and integrity.

The requested increase does not represent a 733% increase in funds being expended for training. A review of professional training expenses actually incurred by Computer Center personnel for the period January, 1977 through December, 1977 showed expenditures of $9,300. The Committee on Rules and Administration, when approving each training request, currently authorizes the expenditure of funds from contingency accounts.

The decrease of $15,850. for Training from the Presidential Budget is due to an $1,850. transfer to the Travel and Conference budget line and a $14,000. transfer to the Supplies budget line for purchase of in-house training supplies.

(12) CMS Expenses

The increases requested ($786,612.) for CMS Computer Time Sharing Services, terminal lease, and supplies are required to provide CMS services to eighty (80) Senators' offices. The reduction in projected CMS expenses ($285,000.) from the Presidential Budget submitted is due to detection and correction of an error in projected CMS terminal expenses.

(13) The projected increases in Computer Center and CMS expenses ($2,186,612.) for FY 1979 represent a 30% growth rate over FY 1978; included, however, are significant upgrades to in house computing resources which account for 46% of the total increase.

(14) The total Senate Computer Center resource requirements are projected to increase in FY 1979 by $2,864,885., a 27% increase over FY 1978. Careful examination of our resource requirements in conjunction with a review of current FY 1979 planning and activity assumptions, has permitted close to a one million dollar reduction from projections in the FY 1979 Presidential Budget submittal.

24-128 O - 78 -- 7

SENATE COMPUTER CENTER
PERSONNEL REQUIREMENTS FISCAL 1979

	AREA	Current Staff (Jan 78)	Internal Transfers (Jan 78)	Open Positions (Jan 78)	Total Staff (1978)	Additional Requirements (1979)	Total Staff (1979)
1.	Administrative Systems						
	a. Fiscal & Statistical	5	0	0	5	3	8
	b. Member/Cmte Support	5	0	0	5	4	9
	c. Admin. Database	5	0	1	6	0	6
	d. Generalized Software	3	0	0	3	0	3
2.	Disbursing Off. Systems	7	0	0	7	0	7
3.	Legislative Information Systems (LEGIS)	8	0	1	9	1	10
4.	Text Processing	6	0	0	6	3	9
5.	Standards/Training	3	0	0	3	1	4
6.	Systems Programming	6	0	0	6	2	8
7.	Telecommunications Network	9	+ 2	3	14	2	16
8.	Computer Operations	37	- 4	10	43	3	46
9.	Secretarial	7	+2-1=1	0	8	1	9
10.	Managers	9	+ 1	0	10	1	11
11.	User Support	10	0	0	10	5	15
12.	CMS Support	16	0	5	21	3	24
	TOTAL COMPUTER CENTER	136	0	20	156	29	185

Senate Computer Center
Additional Personnel Requirements-Fiscal Year 1979
Listed by Position Titles

Senate Computer Center (SCC)

No.	Position	NTE	Total Salary For Positions
1	Office Systems Supervisor	26,492.	26,492.
2	Senior Office Systems Specialist	22,912.	45,824.
1	Office Systems Specialist	16,647.	16,647.
1	Office Systems Specialist	15,036.	15,036.
1	Text Processing Specialist	14,678.	14,678.
1	Applications Analyst	28,819.	28,819.
1	Computer Specialist	28,819.	28,819.
5	Senior Programmer Analyst	26,492.	132,460.
3	Programmer Analyst	21,838.	65,514.
1	Programmer Analyst	18,974.	18,974.
2	Senior Systems Programmer	31,146.	62,292.
1	Data Resources Manager	25,060.	25,060.
1	Secretary	14,320.	14,320.
2	Senior Network Technician	26,492.	52,984.
1	Technical User Liaison	16,468.	16,468.
1	Special Projects Officer	32,220.	32,220.
1	Receptionist	13,246.	13,246.
26	Subtotal (SCC)		$ 609,853.

Correspondence Management System (CMS)

1	Training Specialist	16,647.	16,647.
2	Office Systems Specialist	18,258.	36,516.
3	Subtotal (CMS)		53,163.
29	TOTAL - SCC & CMS		$ 663,016.

Senate Computer Center
Additional Personnel Requirements-Fiscal Year 1979
Listed by Functional Area

Area	No.	Position
1. Administrative Systems Development	1	Applications Analyst
	1	Computer Specialist
	3	Senior Programmer Analyst
	2	Programmer Analyst
3. Legislative Information Systems (LEGIS)	1	Programmer Analyst
4. Text Processing	2	Senior Programmer Analyst
	1	Text Processing Specialist
5. Standards and Training	1	Programmer Analyst
6. Systems Programming	2	Senior Systems Programmer
7. Telecommunications Network	2	Senior Network Technician

Area	No.	Position
8. Computer Operations	1	Data Resources Manager
	1	Technical User Liaison
	1	Receptionist
9. Secretarial	1	Secretary
10. Managers	1	Special Projects Officer
11. User Support	1	Office Systems Supervisor
	2	Senior Office Systems Specialist
	2	Office Systems Specialist
Sub Total	26	
12. CMS Support	1	Training Specialist
	2	Office Systems Specialist
TOTAL	29	

Senate Computer Center
FY79 Personnel Career Ladders
Within Functional Area

Area: Applications Development
Includes Area 1 Administrative Systems
2 Disbursing Office Applications
3 Legislative Information Systems
4 Text Processing

# of Positions	Position Title	NTE
2	Senior Applications Analyst	32,220.
2	Senior Applications Analyst	31,146.
2	Applications Analyst	28,819.
1	Senior Computer Specialist	32,220.
4	Senior Computer Specialist	31,146.
4	Computer Specialist	28,819.
10	Senior Programmer Analyst	26,492.
13	Senior Programmer Analyst	24,344.
6	Programmer Analyst	21,838.
4	Programmer Analyst	18,974.
1	Text Processing Specialist	19,332.
2	Text Processing Specialist	17,542.
1	Text Processing Specialist	14,678.
52		1,313,860.

Area 5: Standards and Training

# of Positions	Position Title	NTE
1	Senior Computer Specialist	31,146.
1	Standards Specialist	28,819.
1	Technical Training Specialist	26,492.
1	Programmer Analyst	21,838.
4		108,295.

Area 6: Systems Programming

# of Positions	Position Title	NTE
2	Senior Systems Programmer	31,146.
3	Senior Systems Programmer	28,819.
1	Systems Programmer	26,492.
1	Data Base Systems Programmer	26,492.
1	Junior Systems Programmer	23,270.
8		225,003.

Area 7: Network

# of Positions	Position Title	NTE
1	Network Technical Control Supervisor	32,220.
1	Communications Software Specialist	32,220.
1	Communications Systems Specialist	29,535.
1	Network Equipment Supervisor	26,492.
1	Communications Software Programmer/Analyst	26,492.
2	Senior Network Technician	26,492.
2	Network Technician	23,270.
2	Network Technician	19,153.
2	Junior Network Technician	15,215.
3	Computer Terminal Installer	12,888.
16		353,883.

Area 8: Operations

# of Positions	Position Title	NTE
1	Assistant Operations Manager	26,492.
1	Production Manager	25,060.
1	Hardware Manager	25,060.
1	Data Resource Manager	25,060.
3	Senior Job Controller	22,912.
2	Computer Resources & Performance Analyst	22,912.
1	Operations Scheduler	22,912.
1	Documentation Specialist	22,017.
3	Computer Shift Supervisor	18,079.
6	Job Controller	16,826.
6	Lead Operator	16,110.
1	Technical User Liaison	16,468.
1	Tape Librarian	14,678.
4	Junior Operator	14,678.
1	Receptionist	13,246.
2	Assistant Tape Librarian	13,246.
6	Operations Clerk	13,246.
1	Keypunch Operator	12,351.
2	Data Conversion Operator	11,277.
2	Messenger	10,382.
46		777,755.

Area 9: Secretarial

# of Positions	Position Title	NTE
1	Secretary	21,122.
1	Secretary	15,752.
1	Secretary	14,857.
1	Secretary	14,320.
1	Secretary	14,141.
3	Secretary	13,962.
1	Receptionist	12,172.
9		134,250.

Area 10: Management

# of Positions	Position Title	NTE
1	Director	41,170.
1	Assistant Director	36,158.
1	Manager, Planning, Budget and Administration	34,368.
1	Manager, Data Network	34,368.
1	Manager, Computer Operations	34,368.
1	Manager, Administrative Applications Development	34,368.
1	Manager, Legislative Applications Development	34,368.
1	Manager, Systems Programming	34,368.
1	Manager, User Training and Liaison	34,368.
1	Special Projects Officer	32,220.
1	Office Manager	20,048.
11		370,172.

Area 11: User Support

# of Positions	Position Title	NTE
1	Office Systems Supervisor	26,492.
4	Senior Office Systems Specialist	22,912.
4	Office Systems Specialist	18,258.
4	Office Systems Specialist	16,647.
2	Office Systems Specialist	15,036.
15		287,832.
161	SUBTOTAL-SENATE COMPUTER CENTER	3,571,050.

Area 12: CMS Support

# of Positions	Position Title	NTE
1	Office Systems Supervisor	28,819.
1	Office Systems Training Supervisor	26,492.
3	Senior Office Systems Specialist	22,912.
1	Senior Training Specialist	22,912.
4	Office Systems Specialist	18,258.
3	Training Specialist	18,258.
5	Office Systems Specialist	16,647.
4	Training Specialist	16,647.
1	Secretary/Receptionist	13,604.
1	Secretary/Typist	13,067.
24		451,259.
185	TOTAL SENATE COMPUTER CENTER	4,022,309.

Senate Computer Center
Title and Salary Changes-Fiscal Year 1979
Summary by Functional Area

1.	Administrative Systems	
	8 Position Decreases	$ - 20,048.
	6 Position Increases	+ 13,246.
	5 Title Change Only	0.
	Net Change	$ - 6,802.
2.	Disbursing Office Systems	
	3 Position Decreases	$ - 6,444.
	3 Position Increases	+ 5,907.
	1 Title Change Only	0.
	Net Change	$ - 537.
3.	Legislative Information System	
	4 Position Decreases	$ - 14,678.
	3 Position Increases	+ 6,981.
	1 Title Change Only	0.
	Net Change	$ - 7,697.
4.	Text Processing	
	0 Position Decreases	$ 0.
	4 Position Increases	+ 7,518.
	2 Title Change Only	0.
	Net Change	$ + 7,518.
5.	Standards and Training	
	0 Position Decreases	$ 0.
	0 Position Increases	0.
	1 Title Change Only	0.
	Net Change	$ 0.
6.	Systems Programming	
	0 Position Decreases	$ 0.
	0 Position Increases	0.
	5 Title Change Only	0.
	Net Change	$ 0.
7.	Network	
	2 Position Decreases	$ - 8,234.
	8 Position Increases	+ 19,511.
	2 Title Change Only	0.
	Net Change	$ + 11,277.
8.	Operations	
	6 Position Decreases	$ - 2,148.
	9 Position Increases	+ 5,191.
	3 Title Change Only	0.
	Net Change	$ + 3,043.

9. Secretarial		
	2 Position Decreases	$ - 1,611.
	2 Position Increases	+ 1,969.
	3 Title Change Only	0.
	Net Change	$ + 358.
10. Management		
	0 Position Decreases	$ 0.
	2 Position Increases	+ 3,222.
	6 Title Change Only	0.
	Net Change	$ + 3,222.
11. User Support		
	5 Position Decreases	$ - 9,845.
	3 Position Increases	+ 2,148.
	2 Title Change Only	0.
	Net Change	$ - 7,697.
Subtotal - Senate Computer Center		
	30 Position Decreases	$ - 63,008.
	40 Position Increases	$ + 65,693.
	31 Title Change Only	0.
	Net Change	$ + 2,685.
12. CMS Support		
	10 Position Decreases	$ - 10,561.
	9 Position Increases	+ 22,733.
	2 Title Change Only	0.
	Net Change	$ + 12,172.
TOTAL of Senate Computer Center and CMS		
	40 Position Decreases	$ - 73,569.
	49 Position Increases	$ + 88,426.
	33 Title Change Only	0.
	Net Change	$ + 14,857.

Senate Computer Center
Title and Salary Changes-Fiscal Year 1979
Detail Listing Within Functional Area

Area - Applications Development

Includes: Area 1 - Administrative Systems
Area 2 - Disbursing Office Systems
Area 3 - Legislative Information Systems
Area 4 - Text Processing

(Area 1 - Administrative Systems)
(8 decreases: - 20,048. 6 increases: + 13,246. 5 title change only)

PN	From		To			Change in NTE
18237	Programmer Analyst	26,492.	Senior Programmer Analyst	24,344.	-	2,148.
18307	Systems Programmer	26,492.	Senior Programmer Analyst	26,492.		0.
18363	Programmer Analyst	26,492.	Programmer Analyst	21,838.	-	4,654.
18370	Systems Analyst	26,492.	Senior Programmer Analyst	24,344.	-	2,148.
18239	Programmer Analyst	26,492.	Senior Programmer Analyst	26,492.		0.
18241	Programmer Analyst	26,492.	Senior Programmer Analyst	24,344.	-	2,148.
18308	Programmer Analyst	26,134.	Computer Specialist	28,819.	+	2,685.
18333	Computer Specialist	24,344.	Programmer Analyst	21,838.	-	2,506.
18334	Computer Specialist	24,344.	Senior Programmer Analyst	26,492.	+	2,148.
18335	Computer Specialist	24,344.	Senior Programmer Analyst	24,344.		0.
18365	Computer Specialist	23,270.	Programmer Analyst	21,838.	-	1,432.
18311	Program Analyst	21,838.	Programmer Analyst	18,974.	-	2,864.
18305	Senior Programmer Analyst	28,819	Senior Computer Specialist	31,146.	+	2,327.
18240	Programmer Analyst	26,492.	Senior Programmer Analyst	24,344.	-	2,148.
18366	Computer Specialist	23,270.	Senior Programmer Analyst	24,344.	+	1,074.

Senate Computer Center
Title and Salary Changes-Fiscal Year 1979
Detail Listing Within Functional Area

18332	Computer Specialist	24,344.	Senior Programmer Analyst	24,344.		0.
18327	Lead Analyst	29,535.	Senior Computer Specialist	32,220.	+	2,685.
18349	Senior Programmer Analyst	28,819.	Applications Analyst	28,819.		0.
18329	Senior Programmer Analyst	28,819.	Sr. Applications Analyst	31,146.	+	2,327.
			Area 1 Subtotal		-	6,802.
(Area 2 - Disbursing Office Systems) (3 decreases: - 6,444. 3 increases: + 5,907. 1 title change only)						
18361	Programmer Analyst	26,492.	Computer Specialist	28,819.	+	2,327.
18362	Programmer Analyst	26,492.	Senior Programmer Analyst	24,344.	-	2,148.
18359	Programmer Analyst	26,492.	Senior Programmer Analyst	24,344.	-	2,148.
18238	Programmer Analyst	26,492.	Senior Programmer Analyst	24,344.	-	2,148.
18343	Programmer Analyst	21,838.	Senior Programmer Analyst	24,344.	+	2,506.
18346	Senior Computer Specialist	31,146.	Sr. Applications Analyst	32,220.	+	1,074.
18351	Systems Analyst	26,492.	Senior Programmer Analyst	26,492.		0.
			Area 2 Subtotal		-	537.
(Area 3 - Legislative Information Systems) (4 decreases: - 14,678. 3 increases: + 6,981. 1 title change only)						
18342	Senior Programmer Analyst	28,819.	Senior Computer Specialist	31,146.	+	2,327.
18354	Systems Programmer	26,492.	Senior Programmer Analyst	26,492.		0.
18358	Programmer Analyst	26,492.	Programmer Analyst	18,974.	-	7,518.
18355	Systems Programmer	26,492.	Senior Programmer Analyst	24,344.	-	2,148.
18312	Program Analyst	21,838.	Programmer Analyst	18,974.	-	2,864.

Senate Computer Center
Title and Salary Changes-Fiscal Year 1979
Detail Listing Within Functional Area

18350	Senior Programmer Analyst	28,819.	Sr. Applications Analyst	31,146.	+	2,327.
18304	Senior Programmer Analyst	28,819.	Senior Computer Specialist	31,146.	+	2,327.
18360	Programmer Analyst	26,492.	Senior Programmer Analyst	24,344.	-	2,148.
			Area 3 Subtotal		-	7,697.

(Area 4 - Text Processing)
(0 decreases: 4 increases: + 7,518. 2 title change only)

18357	Programmer Analyst	26,492.	Computer Specialist	28,819.	+	2,327.
18235	Senior Computer Specialist	31,146.	Sr. Applications Analyst	32,220.	+	1,074.
18236	Senior Programmer Analyst	28,819.	Senior Computer Specialist	31,146.	+	2,327.
18226	Office Systems Specialist	17,542.	Text Processing Specialist	19,332.	+	1,790.
18224	Office Systems Specialist	17,542.	Text Processing Specialist	17,542.		0.
18313	Liaison and Documentation Specialist	17,542.	Text Processing Specialist	17,542.		0.
			Area 4 Subtotal		+	7,518.

Applications Development Subtotal
15 decreases: - 41,170.
16 increases: + 32,578.
9 title change only

Net NTE Change - 8,592.

Area 5 - Standards and Training

PN	From		To		Change in NTE
18331	Systems Programmer	26,492.	Technical Training Specialist	26,492.	0.

Standards and Training Subtotal
0 decreases 0 increases 1 title change only = 0.

Senate Computer Center
Title and Salary Changes-Fiscal Year 1979
Detail Listing Within Functional Area

Area 6 - Systems Programming

PN	From		To		Change in NTE
18260	Senior Programmer Analyst	28,819.	Senior Systems Programmer	28,819.	0.
18259	Senior Programmer Analyst	28,819.	Senior Systems Programmer	28,819.	0.
18328	Senior Programmer Analyst	28,819.	Senior Systems Programmer	28,819.	0.
18364	Computer Specialist	23,270.	Junior Systems Programmer	23,270.	0.
18353	Systems Analyst	26,492.	Data Base Systems Programmer	26,492.	0.

Systems Programming Subtotal
0 decreases 0 increases 5 title change only = 0.

Senate Computer Center
Title and Salary Changes-Fiscal Year 1979
Detail Listing Within Functional Area

Area 7 - Network

PN	From		To		Change in NTE	
18356	Programmer Analyst	26,492.	Communications System Specialist	29,535.	+	3,043.
18347	Senior Computer Specialist	31,146.	Communications Software Specialist	32,220.	+	1,074.
18242	Systems Programmer	26,492.	Communications Software Programmer Analyst	26,492.		0.
18348	Senior Computer Specialist	31,146.	Network Technical Control Supervisor	32,220.	+	1,074.
18352	Systems Analyst	26,492.	Network Equipment Supervisor	26,492.		0.
18257	Data Conversion Operator	11,277.	Computer Terminal Installer	12,888.	+	1,611.
18322	Keypunch Operator	12,351.	Computer Terminal Installer	12,888.	+	537.
18287	Computer Terminal Installer	10,382.	Computer Terminal Installer	12,888.	+	2,506.
18243	Network Technician	23,270.	Network Technician	19,153.	-	4,117.
18286	Network Technician	23,270.	Network Technician	19,153.	-	4,117.
18288	Computer Terminal Installer	10,382.	Jr. Network Technician	15,215.	+	4,833.
18289	Computer Terminal Installer	10,382.	Jr. Network Technician	15,215.	+	4,833.
	Network Subtotal 2 decreases: - 8,234.		8 increases: + 19,511. 2 title change only =		+	11,277.

Senate Computer Center
Title and Salary Changes-Fiscal Year 1979
Detail Listing Within Functional Area

Area 8 - Operations

PN	From		To		Change in NTE
18309	Production Manager	23,986.	Production Manager	25,060.	+ 1,074.
18265	Operations Supervisor	23,986.	Hardware Manager	25,060.	+ 1,074.
18252	Data Standards Specialist	22,912.	Computer Resource & Performance Analyst	22,912.	0.
18253	Data Standards Specialist	22,912.	Computer Resource & Performance Analyst	22,912.	0.
18340	Computer Performance Analyst	22,017.	Documentation Specialist	22,017.	0.
18280	Lead Operator	16,468.	Job Controller	16,826.	+ 358.
18281	Lead Operator	16,468.	Job Controller	16,826.	+ 358.
18282	Lead Operator	16,468.	Job Controller	16,826.	+ 358.
18283	Lead Operator	16,468.	Job Controller	16,826.	+ 358.
18316	Lead Operator	16,468.	Job Controller	16,826.	+ 358.
18267	Lead Operator	16,468.	Job Controller	16,826.	+ 358.
18266	Lead Operator	16,468.	Lead Operator	16,110.	- 358.
18337	Lead Operator	16,468.	Lead Operator	16,110.	- 358.
18338	Lead Operator	16,468.	Lead Operator	16,110.	- 358.
18339	Lead Operator	16,468.	Lead Operator	16,110.	- 358.
18317	Lead Operator	16,468.	Lead Operator	16,110.	- 358.
18315	Lead Operator	16,468.	Lead Operator	16,110.	- 358.

Senate Computer Center
Title and Salary Changes-Fiscal Year 1979
Detail Listing Within Functional Area

18290	Computer Terminal Installer	10,382.	Data Conversion Operator	11,277.	+	895.
	Operation Subtotal 6 decreases: - 2,148.	9 increases: + 5,191.	3 title change only=		+	3,043.

Area 9 - Secretarial

PN	From		To		Change in NTE	
18279	Operations Clerk	13,246.	Receptionist	12,172.	-	1,074.
18321	Junior Operator	14,678.	Secretary	14,141.	-	537.
18336	Technical Writer	21,122.	Secretary	21,122.		0.
18368	Secretary/Receptionist	13,962.	Secretary	13,962.		0.
18369	Secretary	12,888.	Secretary	13,962.	+	1,074.
18372	Secretary/Typist	13,962.	Secretary	13,962.		0.
18373	Secretary/Typist	13,962.	Secretary	14,857.	+	895.
	Secretarial Subtotal 2 decreases: - 1,611.	2 increases: + 1,969	3 title change only =		+	358.

Area 10 - Management

PN	From		To		Change in NTE
18244	Network Supervisor	34,368.	Manager, Data Network	34,368.	0.
18264	Systems Supervisor	34,368.	Manager, Planning,Budget, and Administration	34,368.	0.

Senate Computer Center
Title and Salary Changes-Fiscal Year 1979
Detail Listing Within Functional Area

18303	Operations Manager	31,862.	Manager, Computer Operations	34,368.	+	2,506.
18325	Senior Programmer Supervisor	34,368.	Manager, Systems Programming	34,368.		0.
18324	Senior Programmer Supervisor	34,368.	Manager, Administrative Applications Development	34,368.		0.
18326	Systems Supervisor	34,368.	Manager, User Training and Liaison	34,368.		0.
18263	Systems Supervisor	34,368.	Manager, Legislative Applications Development	34,368.		0.
18213	Office Supervisor	19,332.	Office Manager	20,048.	+	716.
	Management Subtotal 0 decreases 2 increases: + 3,222. 6 title change only =				+	3,222.

Senate Computer Center
Title and Salary Changes-Fiscal Year 1979
Detail Listing Within Functional Area

Area 11 - User Support

PN	From		To			Change in NTE
18375	Training Specialist	22,912.	Senior Office Systems Specialist	22,912.		0.
18376	Training Specialist	22,912.	Senior Office Systems Specialist	22,912.		0.
18221	Office Systems Specialist	17,542.	Office Systems Specialist	16,647.	-	895.
18220	Office Systems Specialist	17,542.	Office Systems Specialist	18,258.	+	716.
18217	Office Systems Specialist	17,542.	Office Systems Specialist	16,647.	-	895.
18374	Training Specialist	22,912.	Office Systems Specialist	18,258.	-	4,654.
18214	Office Systems Specialist	17,542.	Office Systems Specialist	15,036.	-	2,506.
18218	Office Systems Specialist	17,542.	Office Systems Specialist	18,258.	+	716.
18216	Office Systems Specialist	17,542.	Office Systems Specialist	18,258.	+	716.
18215	Office Systems Specialist	17,542.	Office Systems Specialist	16,647.	-	895.
	User Support Subtotal 5 decreases: - 9,845.		3 increases: + 2,148. 2 title change only		-	7,697.

24-128 O - 78 -- 8

Senate Computer Center
Title and Salary Changes-Fiscal Year 1979
Detail Listing Within Functional Area

Area 12 - CMS Support

PN	From		To		Change in NTE	
18222	Office Systems Specialist	17,542.	Training Specialist	18,258.	+	716.
18225	Office Systems Specialist	17,542.	Training Specialist	18,258.	+	716.
18227	Office Systems Specialist	17,542.	Training Specialist	18,258.	+	716.
18234	Training Specialist	26,492.	Office Systems Training Supervisor	26,492.		0.
18233	Training Specialist	26,492.	Office Systems Supervisor	28,819.	+	2,327.
18277	Quality Controller	16,826.	Office Systems Specialist	16,647.	-	179.
18275	Quality Controller	16,826.	Secretary/Typist	13,067.	-	3,759.
18276	Quality Controller	16,826.	Secretary/Receptionist	13,604.	-	3,222.
18269	Training Specialist	22,912.	Sr. Training Specialist	22,912.		0.
18270	Printing Operator	16,826.	Training Specialist	16,647.	-	179.
18271	Printing Operator	16,826.	Training Specialist	16,647.	-	179.
18272	Printing Operator	16,826.	Office Systems Specialist	18,258.	+	1,432.
18273	Printing Operator	16,826.	Office Systems Specialist	16,647.	-	179.
18274	Printing Operator	16,826.	Office Systems Specialist	16,647.	-	179.
18229	Office Systems Specialist	17,542.	Office Systems Specialist	16,647.	-	895.
18228	Office Systems Specialist	17,542.	Senior Office Systems Specialist	22,912.	+	5,370.
18231	Office Systems Specialist	17,542.	Senior Office Systems Specialist	22,912.	+	5,370.

Senate Computer Center
Title and Salary Changes-Fiscal Year 1979
Detail Listing Within Functional Area

18230	Office Systems Specialist	17,542.	Senior Office Systems Specialist	22,912.	+	5,370.
18223	Office Systems Specialist	17,542.	Training Specialist	16,647.	-	895.
18232	Office Systems Specialist	17,542.	Office Systems Specialist	18,258.	+	716.
18219	Office Systems Specialist	17,542.	Office Systems Specialist	16,647.	-	895.

CMS Subtotal
10 decreases: - 10,561. 9 increases: + 22,733. 2 title change only = + 12,172.

SUPPLEMENTAL COMPUTER REQUEST

Mr. HOFFMANN. Mr. Chairman, as we are today taking up both our recommendations for fiscal year 1979 as well as our needs to be included in the fiscal year 1978 supplemental appropriation bill, and since we have not previously discussed or justified the supplemental appropriation request of $4 million which appeared in our original budget proposal, we wish to do so at this time.

For the U.S. Senate Computer Center we are requesting a supplemental appropriation of $4 million for the budget item of computers, controllers, and peripheral devices, of which approximately $1 million is required as the Sergeant at Arms' apportionment of the total cost to install a data communications private cable system for the Senate; and $3 million is earmarked to enable the Senate to purchase rather than lease main frame computer equipment in the event it is determined in the best interest of the Senate to do so.

PLANNING GROUP TO REVIEW COMPUTER EQUIPMENT NEEDS

We have established a planning group to review our computer equipment needs and expect that their recommendations will be forthcoming in the near future. Should purchase be financially advantageous to the Senate, this supplemental appropriation of $3 million is estimated to be the approximate cost to the Senate to implement that course of action.

MEMORANDUMS

We wish to submit and have included in our statement at this point a copy of memorandums I have received from the Director of the Senate Computer Center discussing these matters in further detail.

Senator SASSER. The memorandums will be inserted in the record at this point.

[The memorandums follow:]

MEMORANDUMS FROM WILLIAM E. POULIN

November 3, 1977

TO: Hon. F. Nordy Hoffmann,
Sergeant at Arms

FROM: William E. Poulin, Director
Senate Computer Center

SUBJECT: Supplemental Appropriation for Purchase of the IBM 370/158 Computers.

As you know, we have a planning group established on Resource Requirements that will, among other things, review our equipment needs and determine whether it is economically feasible for us to purchase rather than lease either our present 158's or the future 3032-type systems which we are considering. This planning group has not met and there are many considerations involved in their area of responsibility. However, if after proper review it is determined that the Senate would save money by purchasing its present 158's and related peripherals it would be desireable for us to have a contingent appropriation approved for this purpose. I recommend that the amount of $3 million be requested in the 1978 supplemental appropriation for this purpose. In the event the planning group concludes that we should not purchase the 158 computers and instead should purchase the more powerful 3032-type system, an additional amount would be requested to provide for the more powerful system. If the planning group concludes that purchase is not the proper course for the Senate Computer Center and recommends correspondingly, we will then, of course, have no need for the money and will not spend it.

Please let me know if you would like to discuss this further. Thank you.

November 21, 1977

To: Hon. F. Nordy Hoffmann
Sergeant at Arms

From: William E. Poulin, Director
Senate Computer

Subject: Recommended Appropriation Request
for Senate Data Communications Cable System

Attached are the recommendations related to installation of a Data Communications Private Cable System for the Senate. These recommendations are based on the efforts of the Computer Center Network Personnel and staff from the offices of the Architect of the Capitol and the Rules Committee. Briefly, the recommendations are that we proceed to install a private cable system in order to obtain a high degree of reliability, security, flexibility and expandability. To accomplish this, a 1978 supplemental appropriation of $1,774,077. is required of which $1,016,500. is apportioned to the Computer Center and $757,577. to the Architect of the Capitol. This money will insure the steady and continued growth of the Senate's Network over the next several years and will permit us to meet the objectives indicated above.

If you approve, I recommend that this package be forwarded to the Rules Committee for their formal approval. I understand that Rules Committee must send a letter to the Architect of the Capitol expressing support so that the Architect will request his portion of the needed funds.

Please let me know if you would like to discuss the Network or if you wish additional information.

Thank you.

MEMORANDUM FROM TONY CARLSON

November 16, 1977

To: William E. Poulin, Director
Senate Computer Center

From: Tony Carlson

Subject: Senate Data Communications Private Cable System

The primary objective of the Office of the Sergeant-at-Arms, Senate Computer Center; and the Committee on Rules and Administration is to provide reliable, secure, flexible and expandable data communications facilities to support the Senate's Data Processing and Information Systems at the lowest possible cost. Current data communications services used by the Senate are provided for the most part by the C&P Telephone Company. Our use of these services has increased well beyond all previous estimates. Current indications are that this trend will continue for the next several years.

Recently, discussions were held with the C&P Telephone Company, On-line Systems, Rules Committee staff, Computer Center personnel and the Senate Telecommunications Office to discuss data communications problems. These discussions were prompted by busy signals being frequently encountered by Senate terminal users in their attempts to access CMS. In addition, normal voice communications to locations off Capitol Hill were experiencing similar problems. The discussions revealed that the Telephone Company did not have sufficient facilities to handle the increasing number of lengthy data calls being made by the Senate. Conclusions drawn were that C&P Telephone Company would be able to meet the Senate's projected needs during the near term by reallocating and expanding its facilities, but that during 1978, the load imposed on the Centrex system and other telephone company facilities by Senate data users would seriously degrade telephone services on the Hill for all users - both data and voice. Thus, the Senate must provide a long term solution for supporting its data communications needs.

The solution to these problems is the Senate Data Communication Private Cable System, because it will remove virtually all data communications traffic from the telephone company facilities.

Because problems are beginning to be experienced by Senate telecommunications users, the plans to install a private cable network for data use must be accelerated. The basic design approach for the Senate Data Communications Private Cable System has been determined, and the costs for this design are reflected in the budget submissions attached. Additional effort is, and will be, expended to examine other design alternatives to improve performance and reduce system cost. The potential use of wide-ban COAX, multiplexers, microwave and optical/infrared transmitters, and other technologies is being reexamined to insure that there are no recent developments in these areas which would provide superior service at a lower cost. The primary system objectives: reliability, security, flexibility, and expandibility, are met at a cost effective manner in the design outlined in our request for funds. Any improvements to the design made during development would not require an increase in the funding requested.

Budget estimates for inclusion in the appropriations for the Office of the Sergeant-at-Arms, Senate Computer Center and the Capitol Architect's Office follow this memo. The total funds

requested are $1,774,077 of which $1,016,500 is apportioned to the Computer Center for electronic devices and $757,577 is for labor, cable and termination devices to be provided by the Capitol Architect.

Rules Committee and Capitol Architect's staff have participated in the definition and development of system requirements, system design and cost estimates (attached), but have not been provided with a copy in its final form. The Rules Committee has not been provided formal recommendations from the Sergeant-at-Arms, Computer Center; nor has the Architect received a formal request from the Sergeant-at-Arms or the Rules committee to install the cable system. I suggest that this recommendation be made formally to the Rules Committee and that the Capitol Architect be requested to provide the necessary facilities as quickly as possible.

U. S. SENATE PRIVATE WIRE CABLING SYSTEM

This system will replace dial-up phone lines with private wire cabling between Capitol Hill terminals and the Computer Center.

Benefits:

I. Reduced communications costs over 5-year system life cycle. (See Exhibit A). The actual physical system will have an estimated 15-year life cycle, but communications requirements, technology, and advances cannot be accurately projected beyond 5 years. Thus, the system's life cycle is defined to be 5 years.

II. Direct Senate control of communications facilities thereby reducing constraints imposed on communications equipment (e.g. more open modem specifications allowing advanced technologies and greater procurement flexibility.)

III. Increased system reliability and decreased transmission error rates.

IV. Increased system privacy and security

System Requirements/Objectives:

I. Interconnect about 1500 terminals to the Senate Computer Center over the next 5 years. The maximum number of terminals provided for in each of the Senate Office Buildings is:

Capitol Building	200
Russell Building	450
Dirksen Building	450
Capitol Hill Hotel	80
Senate Courts	80
Immigration Bldg.	80
Plaza Hotel Bldg.	80
Capitol Hill Apartments	80

The rules Committee currently projects terminal requirements of approximately 200 over the next two (2) years. (See Exhibit B). These terminals can be supported by 1100 modems and 2200 twisted pair communications channels into the Computer Center. Support for 1500 terminals would require closer to 1500 modems and 3000 twisted pair communications channels into the Computer Center.

II. Provide increased system security and the ability to detect unauthorized use.

III. Minimize the number and duration of network outages.

IV. System must be readily maintainable and reconfigurable. A technician should be able to test each circuit at both the central and remote site.

V. Reduce network costs significantly from the current costs of the existing configuration using the telephone company's facilities and provide circuit capacity sufficient to support projected terminal requirements.

VI. System must be installed readily in the physical space designated as available in The Capitol, Russell Senate Office Bldg., Dirksen Senate Office Bldg., Carroll Arms, Senate Courts, Immigration Bldg., Plaza Hotel Bldg., and Capitol Hill Bldg.

VII. Provide a means of servicing (supporting) the large number of asynchronous terminals with the limited number of Comten ports (MIM's - line adapters).

VIII. Provide an aesthetically pleasing and easily reconfigurable method connecting terminals in the Senate Office suites to the network.

Direct Cable System for Senate Computer Terminals

Multiconductor and coaxial cables, conduit, and termination devices will be installed by the Architect of The Capitol for use by Senate Computer terminals. In addition, the following equipment will be required as a part of the Senate Computer Center budget to provide the desired cable system. The budget items have been apportioned 60% to CMS and 40% to other terminal usage based on projected terminal populations.

Central Site Equipment to be located at Senate Computer Center

Item	CMS	Non-CMS	Total
Network Equipment			
Modems - LD Modems $250 ckt x (1100-50)*	$157,500	$105,000	$262,500
- spares 10%	15,750	10,500	26,250
- Port Contention/ Network Management	90,000	60,000	150,000
Digital Switching/Patching $327/ckt x 1100	215,550	143,700	359,250
Synchronous Modems $500 x 24	7,200	4,800	12,000
Cables (EIA) $25 each x 2 cables ckt x 1100	33,000	22,000	55,000
SUBTOTAL	$519,450	$346,300	$865,000

* Includes 26 existing modems and the 24 added Synchronous LDM's.

Modems at Terminals

Item			Total
Asynchronous Modems	1050 x $255		$ 268,000
Synchronous Modems	24 x $580		14,000
			$ 282,000
Less:			
Existing and currently budgeted modems			$ 130,500
SUBTOTAL	90,900	60,600	$ 151,500
TOTAL	$610,350	$406,900	$1,016,500

LONGEVITY PROGRAM

Mr. HOFFMANN. I am also recommending consideration in the supplemental appropriation bill of a proposal being jointly offered by the Secretary of the Senate and me which would establish a new, modified longevity program for our respective offices.

I don't think it is necessary for me to go over this. I concur with the Secretary of the Senate totally. And listening to the questions that were asked by the distinguished Senator from Pennsylvania, I think both of us will look at it in that context.

Senator SCHWEIKER. I want to say, too, Nordy, I am not suggesting we should decrease the dollars. In other words, it may well be if you take the dollars from the two systems and put it into one system—I am not trying to shortchange the new system.

Mr. HOFFMANN. I think we should take a look at that.

MERIT INCREASE PROPOSAL

Mr. Chairman, in my detailed statement covering our budget recommendations for fiscal year 1979, I included remarks in support of a proposal being jointly sponsored by the Secretary of the Senate and me to establish a merit compensation program for employees in our respective offices.

I think he has thoroughly covered that.

I want to acknowledge the tremendous assistance and efforts of Mr. William Ridgely and the Office of the Legislative Counsel of the Senate in the development and analysis of this proposal, and we are pleased to provide any additional information which would assist your committee in its consideration.

ADDITIONAL PERSONNEL TITLE CHANGES

Mr. Chairman, since submitting our initial fiscal year 1979 budget recommendations, I have received a request from the superintendent of our Service Department to include four additional position title changes without any change in salary for his department.

As you know Mr. Chairman, in addition to the superintendent of the Service Department, there is also a superintendent of the Senate Office Buildings. These job titles are deceptively similar, and invite confusion among Senate offices as to which person to call when seeking a certain service.

Thus, the superintendent of the Service Department and his staff are continuously receiving requests to make keys, change door locks, assign file cabinets, and numerous others which correctly are intended for the superintendent of office buildings.

Therefore, to help eliminate at least some confusion in this area, and also to provide greater conformity in the job titles of major department heads under my supervision, I am recommending the positions of superintendent, assistant superintendent, and secretary to the superintendent of the service department be changed to director, assistant director, and secretary to the director, respectively, without any change in salary.

Further, I am requesting the position of photostat operator at NTE $13,962 in the service department be changed to technical

clerk at no change in salary so that the title will more accurately match the current duties of this position.

SENATE PARKING

Senate parking; in our detailed written statement we have included a request for 6 additional parking attendants, raising the total to 22 such positions in the Senate including two supervisors.

Although the Senate has recently lost the use of 214 parking spaces because of the reopening of Louisiana and Delaware Avenues near Union Station following the completion of certain Metro-related construction, through conversion of existing self-park lots to attendant parking, the Senate can more than offset this loss of space.

In fact, we are proud to report that since I was first elected Sergeant at Arms in 1976, we have increased our capacity to park cars from 2,514 vehicles per day to the present count of 3,593, or an increase of 42.8 percent.

This has been accomplished through the implementation of a variety of reforms including initiating attendant parking and reconfiguring the use of existing space.

At this time and with the benefit of hindsight, it is most fortunate for the Senate that we did embark on the attendant parking program when we did because there is now in effect a residential parking ban here on Capitol Hill which has taken away a great deal of street parking previously used by our employees.

We strongly urge the committee's support of our request for these parking attendant positions as we believe this program has proved to be very beneficial to the Senate.

IMPROVEMENTS IN PERSONNEL UTILIZATION AND SERVICES

Mr. Chairman, in closing my prepared remarks, let me again state that I consider it is a great privilege to be appearing before your subcommittee as Sergeant at Arms of the Senate. When I was first elected to this office, I had some realization that this is a service organization. But I had no idea that what we really are dealing with is an office that directly affects the daily lives of the Senators, their staffs, and their constituents.

With 1,200 employees and over a dozen different departments under my supervision, this position has been a tremendous learning experience, and it has taken a good deal of time just to get a real grasp of the totality of our activities.

But as I have become more familiar with the details, and with the assistance and support of my excellent staff, we have found ways to make improvements in the utilization of our personnel and the delivery of our services.

UPGRADING OF DOORKEEPERS

As one small example, we discovered that our doorkeepers who have perhaps been taken for granted over the years as a Senate fixture are, in many cases, very eager and well qualified people, many of whom either possess or are working on college degrees.

To help our doorkeepers, we have begun a systematic evaluation of their résumés, and it is our intention to give them consideration

as we have other employees for job vacancies within our office that they might be qualified to fill.

Likewise, so that the doorkeepers can offer greater service to the Senate and the public, we have begun providing specialized training for them and have already given them instruction in handling emergency cases involving cardiac arrest, as well as in dealing with disturbed persons who might seek admission into the galleries.

Mr. Chairman, as I indicated earlier, I am an optimist, and I believe we have made a good beginning and that we can and will do better in the future. That is what our budget is all about. It is a measurement in dollars of what we believe is required for us to adequately serve the Senate in the year ahead.

ACKNOWLEDGMENTS

Mr. Chairman, we appreciate your guidance as well as that of your predecessor, Senator Huddleston, and that of Senator Schweiker in helping us formulate and carry out our objectives.

Likewise, we wish to acknowledge your subcommittee clerk, Mr. Terry Sauvain, who has given us much day-to-day assistance in the development of our new budget process over the past year or so, and to thank the Committee on Rules and Administration for its guidance and assistance.

Our thanks also go to Mr. Bill Ridgely, the former financial clerk of the Senate, and his successor, Mr. Bob Malstrom, and their staff; as well as Mr. Harry Littell, Mr. Bob Louthian, and the staff of the Office of the Legislative Counsel.

Mr. Chairman, that completes the prepared portion of our testimony, and we are available to discuss or answer your questions on any of these matters at this time.

SENATE PARKING QUESTIONNAIRE

Senator SASSER. Thank you very much, Mr. Hoffmann.

I think on the subject of parking, do you have any comment on Senator Hart's proposal that we charge up to $50 a month for parking?

Mr. HOFFMANN. I just thought that you might ask that question. [Laughter.]

I had prepared for me a Senate parking questionnaire which we just completed.

Question No. 8 reads: Paid parking may again be proposed for the Senate. Please indicate your attitude toward this issue.

Answer. 210 were for it; against it, 1,670. Eighty-eight percent are opposed to that. The total response to the question was 1,880.

Senator SCHWEIKER. Who were the 210? [Laughter.]

Mr. HOFFMANN. They belong to the independent party. [Laughter.]

If you think I am not partisan, you are crazy. [Laughter.]

We have a lot of things we could talk to you about. In fact, I am submitting for the record a copy of the results of our recent parking questionnaire. It talks about some of the things that you are asking about on paid parking.

Senator SCHWEIKER. The results of the parking questionnaire will be inserted in the record at this point.

[The information follows:]

SENATE PARKING QUESTIONNAIRE 1978

1.	What means of transportation did you take to work today?			
	a.	(1,313)	Drive own car alone	(63.2%)
	b.	(252)	Drive carpool	(12.1%)
	c.	(123)	Ride as passenger in car	(5.9%)
	d.	(5)	Taxi	(0.2%)
	e.	(120)	Metro bus	(5.8%)
	f.	(95)	Metro subway	(4.5%)
	g.	(28)	Train	(1.3%)
	h.	(124)	Walk all the way	(6.0%)
	i.	(10)	Motorcycle	(0.5%)
	j.	(7)	Bicycle	(0.3%)
			Total Responses to Question	2,077
2.	Do you have more or less difficulty parking now than you did a year ago?			
	a.	(477)	More	(36.8%)
	b.	(818)	Less	(63.2%)
			Total Responses to Question	1,295
3.	Has the neighborhood parking ban affected your ability to find a parking space?			
	a.	(150)	Yes	(10.0%)
	b.	(1,355)	No	(90.0%)
			Total Responses to Question	1,505
4.	Where did you park today?			
	a.	(992)	Senate lot	(54.3%)
	b.	(543)	Senate street	(29.7%)
	c.	(74)	Senate garage	(9.0%)
	d.	(3)	Commercial lot	(0.2%)
	e.	(14)	Residential street	(0.8%)
	f.	(15)	Metered parking	(0.8%)
	g.	(185)	Not applicable	(10.1%)
			Total Responses to Question	1,826
5.	If the Senate established reserved guaranteed areas for two-person carpool parking, would you use them?			
	a.	(724)	Yes	(41.9%)
	b.	(1,003)	No	(58.1%)
			Total Responses to Question	1,727
6.	If you are not now riding available mass transit, which of the following reasons applies?			
	a.	(507)	Inconvenient scheduling of transportation	(21.6%)
	b.	(122)	Inconvenience of transferring	(5.2%)
	c.	(63)	Fear for personal security	(2.7%)
	d.	(552)	Residence too far from a boarding point	(23.6%)
	e.	(617)	Irregular work hours	(26.3%)
	f.	(304)	Need car during or after work	(13.0%)
	g.	(178)	Expense of ride	(7.6%)
			Total Responses to Question	2,343

7. As Metro subway and additional railroad commuter transportation becomes available, would you anticipate the use of these services?

a.	(1,011)	Yes	(60.3%)
b.	(666)	No	(39.7%)
		Total Responses to Question	1,677

8. Pay parking may again be proposed for the Senate. Please indicate your attitude on this issue:

a.	(210)	For	(11.2%)
b.	(1,670)	Against	(88.8%)
		Total Responses to Question	1,880

If your response was "For," please specify the reason:

a.	(71)	Guaranteed parking spot	(24.9%)
b.	(95)	Reduce congestion and pollution	(33.3%)
c.	(48)	Increase carpool use	(16.8%)
d.	(91)	Others must pay for their parking	(31.9%)
		Total Responses to Question	285

If your response was "Against," please specify the reason:

a.	(850)	Satisfaction with the present system	(41.2%)
b.	(790)	Cost of living is already too high	(38.3%)
c.	(224)	Increased bookkeeping and administrative burden on the Senate	(10.8%)
d.	(199)	Most other government workers do not pay for their parking	(9.6%)
		Total Responses to Question	2,063

NOTE: Percentages for each subquestion may not add to 100 for the question owing to rounding. In Question 8, many persons chose more than one explanation for their attitude.

EFFECTS OF CHARGING FOR PARKING

There are some real drawbacks which I don't think are viewed right away. In other words, if you pay somebody for parking, we have 4,350 people up here working that are using 3,500 spaces. If you ask somebody to pay for parking, he is entitled to that for parking 8 hours or 24 hours or whatever you want to limit it to. So that where we are able to utilize the parking of staggered hours—I think we would really be in trouble. I really believe that. I just think we are not ready for it yet. Unless you people want to build an underground garage someplace. I haven't found the Senate is too much interested in that. I tried to buy a building a year ago and got knocked down, so I am leasing space in it now.

Senator SASSER. So it might be more costly to charge $50?

Mr. HOFFMANN. Absolutely.

Senator SASSER. That is your suggestion?

Mr. HOFFMANN. Yes, sir.

MOVE OF COMPUTER CENTER TO 400 NORTH CAPITOL STREET

Senator SASSER. Mr. Hoffmann, most of the increase in the budget for the Sergeant at Arms relates to the Senate Computer Center. The salaries for this activity are funded in the budget of the Office of the Sergeant at Arms and Doorkeeper.

The expenses are funded out of the Senate Contingent Fund.

Before we get to the budget, please tell the subcommittee about the move of the computer center to its new quarters at 400 North Capitol Street. Was the move on time and within the budget?

Mr. HOFFMANN. Senator, we were able to move the total computer center on time, under budget, and without the loss of any service. I think it was a remarkable job. I think that everybody who had a part in it, including the Architect of the Capitol, ought to be commended on the cooperation we received from everybody. We did not lose anything on that move. In fact, we did it under budget.

Senator SCHWEIKER. To the Senate?

Mr. HOFFMANN. To the Senate, yes, sir.

Senator SCHWEIKER. How much space do we have over there now?

Mr. HOFFMANN. It is about 28,000 square feet usable.

Senator SCHWEIKER. We are using 28,000 now? Out of how much?

Mr. POULIN. I believe it is about 35,000.

Senator SCHWEIKER. Do you know what the total space is?

Mr. HOFFMANN. No, I don't know that.

Mr. POULIN. It is eight floors.

Senator SCHWEIKER. I voted to buy the building, and I fought with Senator Hollings on that. I think we made a horrible mistake. I think we are going to regret it some day. We are going to pay 10 times as much.

Mr. HOFFMANN. I don't think Senator Hollings was opposed to buying the building.

Senator SCHWEIKER. I meant I fought with him, along side of him. [Laughter.]

Mr. HOFFMANN. All right.

Senator SCHWEIKER. Against some of my colleagues who are always demanding more staff and more salaries.

Mr. HOFFMANN. But I think that was really a remarkable achievement. Bill Poulin and his people really deserve a tremendous amount of credit for a major move. We didn't lose any time and nobody was down.

COMPUTER CENTER BUDGET CHANGES

Senator SASSER. The fiscal year 1979 President's budget request for the Senate Computer Center is $14,479,546, an increase of $3,807,822 over the 1978 appropriation to date.

I am advised that subsequent to the formulation of the President's budget, Mr. James Preissner was added to your staff and given the responsibility of reevaluating the fiscal year 1979 Senate Computer Center budget request.

As a result of this review, which was conducted jointly with Mr. John Swearingen of the Rules Committee, you are now seeking a fiscal year 1979 budget request in the amount of $13,536,609, which is a reduction of $942,937 below the President's budget request. Whereas you had originally requested 52 new positions for the computer center for a total staff in fiscal year 1979 of 208 positions, you are now requesting 29 new positions for a total of 185 for fiscal year 1979. This is still a substantial increase of fiscal year 1978.

BUDGET REQUEST AND REVISIONS

Mr. Hoffmann, would you please supply for the record a tabulation indicating fiscal year 1978 enacted to date, the revised fiscal year 1979 budget request, the year-to-year increase, and the change from the President's budget?

Mr. HOFFMANN. Mr. Chairman, we are pleased to provide this information which is contained in the computer center revised budget document we are submitting with our testimony today.

IMPROVEMENT IN OFFICE OF THE SERGEANT AT ARMS

Senator SCHWEIKER. I just want to say, Mr. Chairman, that I want to extend my thanks to Nordy Hoffmann and his assistant, Ron Martinson, because I feel they have been very instrumental in lowering the grievance and gripe level we used to have, when I first came on this committee 4 or 5 years ago, down to a very small amount.

I hardly hear any flak or noise about this shop, whereas before that is all I got was complaints. Somebody must be doing something right. I think your office should be complimented for it.

Mr. HOFFMANN. Thank you, Senator. I appreciate that.

I want to say, Senator, that this job was done with a very, very competent staff of people in the whole complex of the Sergeant at Arms Office. I would be remiss if I didn't say that the job has been made totally much easier since Stan Kimmitt has become the Secretary of the Senate. We work very closely together.

Stan understands the problems as I do. We hash them out between ourselves. We try to cooperate between the two offices as much as possible. I think the result of that shows itself in the Senate.

Senator SCHWEIKER. I think that is very important.
Mr. HOFFMANN. That is what we are trying to do.

FURNITURE ALLOWANCE

Senator SASSER. Mr. Hoffmann, you have a problem regarding furniture allowances, I think.
Mr. HOFFMANN. Yes, sir.
Senator SASSER. Would you like to discuss that subject with the committee?
Mr. HOFFMANN. We have been asked to recover the seats in the Chamber. As you notice, up in the balcony all of the seats are wearing out. We need new material and a contract to have them done. We can't do it inhouse. We don't have that many people.
This is going to come to approximately $39,000. This is over and above what our normal furniture budget would be.
Also, we have had a request for some additional file cabinets for the Secretary of the Senate in the Library which is very necessary to modernization. I think that total, if I am correct, is about $14,000.
Mr. MARTINSON. They are not file cabinets in the normal sense. They are specialized equipment they have to have.
Mr. HOFFMANN. I do not want to deplete my normal furniture allowance that I have to have because this is over and above that. As you know, this year will be an election year. We will have a lot of new Senators coming in. The drain on the Sergeant at Arms getting the offices fixed up and the kinds of things they need has always been very, very heavy with a new group of Senators coming in.
All I am saying is I want to bring that to your attention because those are two special items for which we would appreciate some consideration from the subcommittee.
Senator SASSER. If you could do what you need with the existing resources without a new appropriation, I would just say go ahead and do what you need to do.
Mr. HOFFMANN. All right.
Can we do that? We can absorb that cost now. But I just wanted you to know what this is for fiscal year 1978. We will need the same allowance in fiscal year 1979 as it has been the last 2 years.

QUESTIONS AND ANSWERS

Senator SASSER. Mr. Hoffmann, we have a few more questions that we would like to get you to answer. We will get you to answer them for the record so we won't have to go back and forth here. To the extent that they involve the Computer Center, I would appreciate it if you would collaborate with Mr. Swearingen in developing the answers.
But let me say that your testimony has been very helpful. On behalf of the subcommittee, I want to thank you for your splendid efforts this past year. I think the operation of the Senate continues to improve with Nordy Hoffmann as Sergeant at Arms. I believe that is the prevailing sentiment here in the Senate. You and your staff are to be commended.

Mr. Priessner and Mr. Swearingen of the Rules Committee have conducted an excellent review of the computer center. I am advised that Mr. Hough, your Deputy; Mr. Fish, your Executive Assistant; and Mr. Martinson, your Budget and Administrative Officer, have been most cooperative with the subcommittee throughout the year. For that I thank you and thank them.

Mr. HOFFMANN. Thank you, Senator. I appreciate it.

[The following questions were not asked at the hearing, but were submitted to the Sergeant at Arms for response subsequent to the hearing:]

SENATE PARKING

Question: Mr. Hoffmann, as you may recall, during floor consideration of the FY 1978 Legislative Branch Appropriations Bill, Senator Gary Hart introduced an amendment to establish a system for compensation for parking automobiles on the Capitol Grounds. The rates would run from $50 per month down to $10 per month. Single day parking fees for visitors and staff would be $3. Car pools would be charged reduced rates.
At the time of consideration of this amendment, the subcommittee chairman opposed the Hart Amendment because:
(a) There were questions of equity and fairness as to whether the particular schedule of fees, based on the pay of the individual, would be fair;
(b) There were questions as to how the Legislative Branch ought to be treated in relation to all Federal employees throughout the country. There is no uniformity as to parking provisions, whether it is in Denver, Colorado; Nashville, Tennessee; or Washington, D. C. There are 41,000 Federal parking places in the area, of which about 75 per cent are free;
(c) There were questions about distribution of parking passes. The Sergeant at Arms allocates about 4,500 parking stickers for about 3,000 spaces. If the Sergeant at Arms were to issue a permit for someone who has paid, then he would have to guarantee a space and that means only about 3,000 spaces could be sold, of which about a third would be empty at any one time;
(d) There were questions whether any funds would be saved because the Senate would be very quickly faced with requests for increasing salaries to accommodate the extra expense;
(e) There were questions about the validity or workability of car pools in view of the highly irregular hours worked by Senate staff;
(f) There were questions about the wisdom of trying to "force" employees to use mass transit when the Metro is far from completed and access to mass transit is limited.
The amendment offered by the Senator from Colorado was subsequently tabled by a roll call vote of 65 to 28.
Mr. Hoffmann, would you please bring the subcommittee up to date on this matter of parking in the Senate?

Answer:

PARKING IMPROVEMENTS

In fiscal year 1976 the Senate had 2,514 parking spaces for Senate employees and an indeterminate number of tourists.

Currently in 1978 the Senate has 3,593 parking spaces for employees and visitors.

This is an increase of 42% over the 1976 level. This increase in the number of parking spaces was accomplished by instituting attendant parking and other management efficiencies.

There are currently approximately 6,200 Senate employees and an additional 1,500 persons in the pool of persons competing for the limited number of Senate parking spaces. The latter group includes employees of the Architect of the Capitol, the Senate press corps, officials of the Executive and Judicial Branches, and other spaces assigned to visitors. The total number of people competing for the

3,593 parking spaces is approximately 7,700.

PARKING ALLOCATION PROCEDURES

In order to accommodate as many of the 7,700 employees and visitors as possible, the Office of the Sergeant at Arms overallocates the number of parking stickers. Approximately 7,000 stickers are issued for the 3,593 spaces which, in effect, grants to these approximately 7,000 people a "hunting license" to locate and occupy a space in the Senate parking lots.

The parking situation, in summary, is much improved over the last couple of years, generally due to the overallocation procedure and institution of attendant parking and the elimination of "privately owned, individually reserved" spaces that in the past resulted in certain spaces remaining vacant and unused for the entire day when the particular employees to whom they were assigned were not at work.

PARKING SURVEY

The Sergeant at Arms conducted parking surveys in 1976 and 1978. The results of the more recent survey have been included in the record. In general, those surveyed indicated fewer problems finding a place to park this year than was the case two years ago.

The survey indicated that in 1976 approximately 6% of the Senate staff who drove to work indicated that they had to park from time to time off of Senate grounds. More recently, only 2% claimed that they could not find a Senate parking spot on a given day while the Senate was in session.

There are two principal reasons for this decline. First, the District of Columbia government instituted a commuter parking ban on the property adjoining the Federal Capitol Hill complex. Secondly, the overallocation method of issuing parking stickers has provided considerable relief.

The survey also indicates that a growing number of Senate employees are utilizing carpools and mass transit as the Metro system becomes operational. Currently, 18% of Senate workers use carpools and 12% use mass transit. These statistics indicate that Senate employees' utilization of these two methods of transport are identical to the national average. One could conclude that Senate employees are making a concerted effort to carpool and utilize mass transit whenever those options are available and feasible. Moreover, whereas nationally the utilization of these two types of transport has declined by 3% in recent years, the experience in the Senate is just the contrary.

The use of mass transit by Senate employees is greatly constrained by the fact that the Metro system is operational in only very limited areas and the area rail commuter service is already overcrowded and lacks train service after 6 P.M. The Senate averages 54 days a year in which it is in session after 6 P.M.

CARPOOLING

With regard to carpooling, the Senate with its small individualized staffs, each working different hours, is not nearly as susceptible to

carpooling as the Executive Branch of government, the staffs of which tend to work routine, regular hours. Consequently, the Senate cannot hope to ever approach the level of carpooling achieved in the Executive Branch. The usual "incentives" cited by those advocating increased carpooling such as savings in gasoline, parking fees, etc., are not applicable to Senate employees who must, of necessity, keep highly irregular hours that are dictated by the unpredictable and necessarily changing schedule of the Senate.

DISCUSSION OF PAY PARKING

The arguments made by the Subcommittee during the debate last year are substantially unchanged and still valid.

The matters of equity and fairness mentioned above are still valid. It would be unfair to charge the Senate for parking without charging the staff of the other Body. Similarly, it would be unfair to legislate pay parking for some government employees in Washington without establishing a comparable system for all other federal employees in Washington, and around the country for that matter.

EXECUTIVE BRANCH PARKING

Last year the Subcommittee indicated that there were approximately 41,000 federal parking spaces in the area, of which approximately 75% were free. These figures were developed quickly last year. We have had an opportunity to review the matter and find that there are far more Federal Executive Branch parking spaces than we previously reported. The latest figures indicate the existence of in excess of 129,000 Federal Executive Branch parking spaces in the Washington metropolitan area. Of this number, 88% are free parking spaces.

Of the approximately 12% of parking spaces in the metropolitan area in which a fee is charged, the amount of the fee generally ranges from $5.00 to $15.00 per space per month.

One of the problems that would be encountered if parking spaces were "sold" for a monthly fee is as follows:

The current arrangement whereby approximately 7,000 permits are issued for 3,500 spaces appears to be working well. If an arrangement whereby 3,500 parking places were "sold" to those willing to pay fees were substituted for the existing situation, what would happen to the other 3,500 people who now possess parking permits. We could possibly see the anomoly of 30% to 50% of the "sold" spaces vacant and the other 3,500 people driving around, wasting gas and polluting the air, looking for spaces that don't exist. Probably the only way to make this work is to acquire additional land for parking spaces to be sold to the 3,500 people who would be without parking permits. This would result in the same high vacancy rate in the "sold" spaces and I believe the operation would prove to be uneconomical and inefficient.

SALARY INCREASES TO OFFSET PARKING FEES

There doesn't seem to be any change in the validity of the Subcommittee's arguments last year that the institution of a fee for parking would result in requests for raises and thus would not save any money for the Senate.

NONWORKABILITY OF CARPOOLS AND MASS TRANSIT

There don't seem to be any circumstances which would change the validity of the Subcommittee's arguments last year about the non-workability of carpools due to the highly irregular hours of the Senate work force.

There doesn't seem to be any change in the validity of the Subcommittee's arguments last year which questioned the wisdom of trying to "force" employees to use mass transit when the Metro is far from completed and access to mass transit is limited. Even if and when Metro is completed as presently planned, it will provide limited area service at best and will not be an effective or viable alternative to the automobile for many Senate employees.

SIGNIFICANT COMPUTER CENTER BUDGET REDUCTIONS

Question: Mr. Hoffmann, how did you and your staff formulate this revised budget? Why is there such a wide variation between what was included in the President's budget for the Computer Center and what you are now asking for? Has the Rules Committee formally approved the revised budget?

Answer: Mr. Chairman, my management philosophy requires that a Fiscal Year budget ought to reflect both staffing levels and resources needed to actually carry out our authorized responsibilities. The Computer Center management staff was directed to carefully re-evaluate the Computer Center's projected manpower, equipment, and support requirements for FY 1979 in conjunction with a review of currently projected FY 1979 workload and new project assumptions. This budget re-evaluation was performed in a series of informal meetings with members of the Technical Services staff of the Committee on Rules and Administration.

The wide variation in requested new statutory positions between what was included in the President's budget for the Computer Center and what we are now asking for is due to a number of factors. We now have a firmer picture of new projects we will be starting in FY 1979 (and just as significant, the project areas which we won't be engaging in) and this clearer picture has allowed us to trim our personnel requirements.

Our review has allowed us to cut requested new positions in the following areas:

- Applications Development - 5 positions

  In the area of Applications Development, 5 new positions were cut as a result of the new applications development planning assumptions developed as a result of our detailed review.

- Telecommunications Network - 4 positions

  In the area of Telecommunications Network, we carefully reviewed the justification for new personnel (i.e., the primary component being expanded hours of service) and decided that the major objectives could be met with fewer people than originally requested. Four positions were cut from the Network group.

- Operations - 8 positions

  Careful review of the originally proposed 54 man Computer Operations group (which staffs 2 sites, 24 hours per day, 6 days per week) allowed us to detect functions in the proposed organizational structure which were not full time functions, i.e., we were able to consolidate as many as three proposed positions into a single position. Additional cuts were made due to the considerable amount of cross-training and back-up capability existing within a large Operations staff. Computer Operations original request for eleven (11) new positions was reduced to three (3) positions.

- Secretarial - 2 positions

  Our request for three (3) new secretarial positions was reduced to one (1) when we discovered that two Computer Operations positions which had been internally reallocated to secretarial positions had not been included in the Computer Operations base figure for FY 1978. Thus, the positions have now been submitted in the budget for position title changes and decreases in NTE to "clean up the slate" and two of the three new secretarial positions originally requested have been deleted.

- User Support - 3 positions

  The original request for eight (8) new positions in the User Support and Training group was re-evaluated in conjunction with the new applications development projections, and corresponding reductions (3 positions) were made in user support resources.

o Correspondence Management System - 1 Position

The Committee on Rules and Administration submitted a one (1) position reduction to their original request for four (4) new positions in support of the Correspondence Management System program.

Mr. Chairman, in the area of expenses (as opposed to personnel) for FY 1979, the significant reduction is due to the deletion of some items (primarily telecommunications network expansions) which will be covered under the anticipated FY 1978 supplemental request, and an adjustment in resources required to fund CMS terminal lease.

In response to the last part of your question, Mr. Chairman, I have already indicated that the budget revisions have been informally coordinated with members of the Technical Services staff of the Committee on Rules and Administration. I formally transmitted, on February 23, 1978, the complete revised Senate Computer Center budget package to Senator Pell, Chairman of the Committee on Rules and Administration, for formal review and concurrence of the Committee. A letter of concurrence was received from Chairman Pell on March 2, 1978.

SGT. AT ARMS, RULES COMMITTEE, & APPROPRIATIONS RELATIONSHIP

Question: Mr. Hoffmann, what is the relationship between your office, the Rules Committee, and the Appropriations Committee insofar as the Computer Center is concerned? Does this relationship differ from other operations under your jurisdiction? For example, the Capitol Police, the Service Department, the Post Office, etc.?

Answer: Mr. Chairman, the relationship among my office, the Rules Committee and the Appropriations Committee is a good one. In fact, it is probably the best it has been in years and we are proud to be a part of such a constructive and coordinated working group. Each of us has a part to play in the process of bringing new and needed computer technology to the Senate. The Appropriations and Rules Committees provide funding and policy guidance and our office delivers the product.

This relationship differs from our normal mode of operation to the extent that data processing technology has only recently come of age in the Senate, and therefore we are now in a developmental stage. It is especially at this time when policies and precedents are being established that the guidance of the Committees on Rules and Administration and Appropriations is important.

POSITION CHANGES - CAREER LADDERS

Question: Mr. Hoffmann, you are requesting 122 position changes within the Senate Computer Center, out of 156 authorized positions for FY 1978. Please explain the necessity of such large-scale position changes and whether you expect that this will become a yearly practice. How does this relate to your career ladder plan?

Answer: Mr. Chairman, as a result of a preliminary budget review meeting I held with the Computer Center management on February 7, 1978, I saw the need for a full review of the Computer Center's staffing structure. At that time, I directed the evaluation of virtually all Computer Center positions for applicability of position title and appropriateness of NTE levels, with the goals of:

1) Establishing position titles and NTE levels that reflect each position's skill requirements and responsibilities.

2) Establishing the existence of clear career ladders and levels within position title to identify to the Computer Center staff the potential for professional growth and advancement within the organization.

3) Providing greater flexibility in personnel management while keeping within the constraints imposed by positions being statutory in nature.

4) Elimination of excessive NTE levels for postions permanently filled at significantly less than the NTE level.

Toward the above goals, we have included in our budget request a total of 122 position changes (40 position decreases; 49 position increases; 33 position title changes with no change in NTE), and have included the FY 1979 Senate Computer Center personnel career ladders in our budget package. We are pleased to note that this large scale review and reclassification of Computer Center positions was accomplished with a net NTE increase of only $14,847, and that all positions having NTE changes have been carefully reviewed to assure merit raise growth potential for the incumbents.

I feel that establishing career ladders and clearly identifying professional growth potential within the Senate Computer Center will assist us in extending and maintaining a manageable employee attrition rate, thus obtaining maximum benefits from our professional staff's skills and their knowledge of Senate Computer Center projects.

As a follow-up to development of these career ladders and levels within position titles, the Computer Center plans to develop, prior to October 1, 1978, definitive position descriptions for all of the Computer Center positions. The Computer Center management has indicated that assistance from the Civil Service Commission in developing and standardizing these position descriptions would be quite helpful.

Mr. Chairman, I do not expect large scale position revisions to be a yearly budget occurrence; quite the contrary, given a clean and logical slate of positions at the beginning of a fiscal year, I would expect yearly revisions to be minor in nature and to reflect a small number of internal position changes made during a year to meet unanticipated resource requirements.

ALLOCATION OF REQUESTED NEW POSITIONS

Question: Mr. Hoffmann, despite significant reductions in requested new Computer Center positions, you are currently requesting 29 new statutory positions for FY 1979, a 19% increase in staff. Where and for what purpose are these positions being allocated? Would you provide for the record an explanation of the adverse consequences, if any, if the request for the 29 new positions were denied?

Answer: Mr. Chairman, the distribution and titles of the 29 new positions being requested for the Senate Computer Center are listed by functional area in our budget submittal; the two pertinent pages are reproduced here for convenience of reference.

As exhibited on the first chart titled, "Personnel Requirements Fiscal 1979:"

(1) 11 of the requested new positions (approximately 40%) are being allocated to the Applications development areas of:

a. Fiscal and Statistical Applications - to support increased requirements by committees for statistical analyses; and to enhance and implement the Budget Review System for use by all committees.

B. Member/Committee Support Applications - to support the increasing utilization of the Mailing and Indexing Systems resulting from increasing CMS input; to begin development of an improved indexing system (current indexing system is a limited and inefficient prototype never intended for full production); and to support increased development of Defense Manpower analysis reports for the Armed Services Committee.

C. Legislative Information Systems (LEGIS) - to support expanded software maintenance requirements of LEGIS.

D. Text Processing Applications - to support increased text processing software evaluation, development, maintenance, and user assistance requirements in the areas of Bill

Drafting, Committee hearing transcripts and Committee reports.

(2) 7 of the requested new positions (approximately 25%) are being allocated to the operational support areas of Systems Programming, Telecommunications Network, and Computer Operations for the following:

A. Systems Programming - to meet increased requirements in Operating Systems software, particularly the smooth, effective implementation of Multiple Virtual Systems/Systems Extension (MVS/SE), and to support the growing use of Data Base Management Systems software in Senate Computer Center applications.

B. Telecommunications Network - to provide network support in the maintenance of an increased number of terminals.

C. Computer Operations - to upgrade service to Senate users on Saturdays and to improve computer performance and quality control.

(3) 8 of the requested new positions (approximately 28%) are allocated to User Training and Liaison activities for effective and wide spread utilization of all Computer Center and CMS services.

(4) The remaining 3 requested new positions (approximately 10%) are allocated to Secretarial, Managerial, and Standards/Training areas to support the development and operation of a Computer Center wide project management system and a program of annual application audits.

Mr. Chairman, the request for 29 new positions for the Senate Computer Center for FY 1979 is the product of considerable review and evaluation by the Computer Center staff and the Technical Services staff of the Committee on Rules and Administration as to what areas of application and what levels of computer service are to be provided to the Senate during the upcoming fiscal year. The adverse consequences of denial of the 29 new positions are real and multi-faceted.

First, the Computer Center simply would not be able to provide the scope and levels of computer service to the Senate which the Committee on Rules and Administration has deemed to be consistent with Senate computer services policy. Some new project areas would get no resources allocated, while other new project areas would be started with inadequate resources to assure effective implementation and continuity within the development process. In both cases, development schedules and the availability of finished products to Senate users would be significantly delayed.

Second, Mr. Chairman, denial of the requested new positions would cause the Computer Center to have to significantly revise its internal allocation of positions in order to meet priority needs. This would very likely result in the degradation (or certainly no improvement) in the current scope and levels of service to the Senate. Such significant revisions in the internal allocation of positions would also throw the Computer Center back into the posture of having position descriptions nonreflective of assigned functions and responsibilities, a condition which we have corrected in the FY 1979 budget request through large scale position changes and the establishment of personnel career ladders.

Finally, Mr. Chairman, the Computer Center has already factored into its reduced budget request a new set of hiring guidelines calling for concerted efforts to staff up to the Computer Center position ceiling early in the fiscal year. This has the effect of yielding more man-years of available effort than would result from following past hiring practices.

SENATE COMPUTER CENTER
PERSONNEL REQUIREMENTS FISCAL 1979

	AREA	Current Staff (Jan 78)	Internal Transfers (Jan 78)	Open Positions (Jan 78)	Total Staff (1978)	Additional Requirements (1979)	Total Staff (1979)
1.	Administrative Systems						
	a. Fiscal & Statistical	5	0	0	5	3	8
	b. Member/Cmte Support	5	0	0	5	4	9
	c. Admin. Database	5	0	1	6	0	6
	d. Generalized Software	3	0	0	3	0	3
2.	Disbursing Off. Systems	7	0	0	7	0	7
3.	Legislative Information Systems (LEGIS)	8	0	1	9	1	10
4.	Text Processing	6	0	0	6	3	9
5.	Standards/Training	3	0	0	3	1	4
6.	Systems Programming	6	0	0	6	2	8
7.	Telecommunications Network	9	+ 2	3	14	2	16
8.	Computer Operations	37	- 4	10	43	3	46
9.	Secretarial	7	+2-1=1	0	8	1	9
10.	Managers	9	+ 1	0	10	1	11
11.	User Support	10	0	0	10	5	15
12.	CMS Support	16	0	5	21	3	24
	TOTAL COMPUTER CENTER	136	0	20	156	29	185

Senate Computer Center
Additional Personnel Requirements-Fiscal Year 1979
Listed by Functional Area

	Area	No.	Position
1.	Administrative Systems Development	1	Applications Analyst
		1	Computer Specialist
		3	Senior Programmer Analyst
		2	Programmer Analyst
3.	Legislative Information Systems (LEGIS)	1	Programmer Analyst
4.	Text Processing	2	Senior Programmer Analyst
		1	Text Processing Specialist
5.	Standards and Training	1	Programmer Analyst
6.	Systems Programming	2	Senior Systems Programmer
7.	Telecommunications Network	2	Senior Network Technician
8.	Computer Operations	1	Data Resources Manager
		1	Technical User Liaison
		1	Receptionist
9.	Secretarial	1	Secretary
10.	Managers	1	Special Projects Officer
11.	User Support	1	Office Systems Supervisor
		2	Senior Office Systems Specialist
		2	Office Systems Specialist
	Sub Total	26	
12.	CMS Support	1	Training Specialist
		2	Office Systems Specialist
	TOTAL	29	

PERSONNEL PROJECTIONS

Question: Mr. Hoffmann, do you foresee a continuing increase of Computer Center personnel requirements for FY 1980 and beyond?

Answer: Mr. Chairman, I recognize that the requested increases for FY 1979 represent a continued growth for the Computer Center's portion of the overall budget of the Office of the Sergeant at Arms. However, barring radically new and unanticipated demands for services, we are now projecting the leveling off of the Computer Center workforce at or near its requested FY 1979 level for several reasons:

First, several organizational units of the Computer Center will reach a stabilization level at which little future growth rate is anticipated. Units in this category include:

a) Managers
b) Secretarial
c) User Support*
d) CMS Support*
e) Systems Programming
f) Standards/Training
g) Applications Development** (Includes Administrative Systems; Disbursing Office Systems; Legislative Systems; and Text Processing.)

* The potential consolidation of User Support and CMS Support in late FY 1979 or early FY 1980, in conjunction with the completion of the full 80 office implementation of CMS, would allow for a single, smaller User Training and Liaison group and reassignment of several personnel to Standards and Training, Applications Development, and Computer Operations groups.

** Applications Development, at the projected consolidated staffing level of 52, should stabilize due to the transition of major development projects into an operational/maintenance mode, thus freeing resources for reassignment to new development projects. Additionally, consolidation of User Support and CMS Support would allow Applications Development to acquire additional resources.

Second, I anticipate that the implementation of a Computer Center project management system will result in a more effective utilization of our resources and provide for more planned and phased project development, i.e., better planning and control of our approved workload will enable us to be more responsive in absorbing and implementing new projects without seeking new resources.

Third, the Computer Center expects to acquire and implement during FY 1979 a combination text editor and remote job entry software package for use within the Computer Center. This type of software package will substantially enhance the productivity of our Applications Development staff by moving program development and testing out of its current punch card bound environment.

Fourth, Mr. Chairman, I expect that establishment of our career ladders and clearly identified professional growth potential within the Senate Computer Center will assist in extending and maintaining a manageable employee attrition rate, thus obtaining maximum utilization from our professional staff's skills and their knowledge of Senate Computer Center projects. I also believe that the existence of the career ladders is a positive contribution to employee morale.

PLANNING METHODS

Question: Mr. Hoffmann, what methods do you now employ for projecting new personnel requirements for expanded programs and new services? Do you have an actual list of planning assumptions for FY 1979?

Answer: Mr. Chairman, I believe we can and will improve our current methods for planning for expanded programs and new services, primarily because current methods are too informal.

Potential new applications and expanded services are fed into the Computer Center's draft budget document based on formal and informal requests or suggestions of which Computer Center management and staff become aware. These requests have often not undergone Rules Committee review prior to their inclusion in the draft budget package.

Our current method is somewhat like "putting the cart before the horse". We intend to implement a sound project management system within the Computer Center which would formalize procedures for review and approval of requests for new services by the Rules Committee, prior to their being included in the budget proposal. We feel such a system would greatly improve our planning process.

Mr. Chairman, I wish to emphasize that while we are improving our planning methods, we recognize that we must also be immediately responsive to the special needs and requirements of the Senate that frequently arise without advance notice.

The Computer Center's planning assumptions for FY 1979 are implicitly shown on a series of Staffing Explanation sheets, by functional area within the Computer Center, which support in narrative form the new positions and resources requested for each area.

LEAVE POLICY

Question: Mr. Hoffmann, what is Computer Center annual leave and compensatory time policy? How long has this been in effect? How does it compare with other offices under the Sergeant at Arms Office? Isn't the Computer Center Policy relatively generous when compared to say, your immediate office, which is staffed by people who work very late and long hours because of the Senate Floor schedule? How much could we reduce the request for 29 new positions if the leave policy were tightened up?

Answer: Mr. Chairman, the leave and compensatory time policy of the Computer Center is identical to that of the other departments under my supervision. Two years ago, for the first time ever, we developed a standardized leave and personnel policy for all departments of the Sergeant at Arms Office to eliminate wide discrepancies which had been the practice of many years. As in the case of my immediate office, all departments under my supervision are required to provide full service to the Senate at any time the Senate is in session or circumstances require such service. This means working during evening hours, holidays such as George Washington's Birthday, Saturdays, and the like. Mr. Chairman, even if we granted no compensatory time for long hours worked by our staff, this would have no effect upon our personnel request which we have submitted.

EXPANSION OF COMPUTER RESOURCES

Question: Mr. Hoffmann, you are projecting close to a million dollar increase in expenses for computers, controllers and peripheral devices for FY 1979. This is the single largest increase in the entire Senate Computer Center budget. Please explain the necessity for this projected 54% increase.

Answer: Mr. Chairman, the projected 54% increase for computers, controllers, and peripheral devices expense is a "worst case" estimate of how our need for increased machine resources would be met through lease upgrade of our current computers. The Computer Center Resource Requirements Task Force has recently begun its examination of computer expansion requirements; this examination will include analysis of lease versus purchase options for our current equipment (on which we have accrued substantial purchase credits), as well as the cost and performance advantages of upgrading to more powerful IBM or IBM-plug compatible equipment. Definitive recommendations from the task force are expected prior to July 1978 in order to allow sufficient time to exercise equipment purchase from the anticipated FY 1978 supplemental. In summary, we foresee the distinct probability of expending less than the 2.8 million dollars being allocated toward equipment lease, but cannot at this time see a reduction in this allocation as being prudent.

FY 1978 SUPPLEMENTAL - COMPUTER EXPANSION

Question: Mr. Hoffmann, how does the anticipated FY 1978 supplemental in the amount of $4,000,000 for purchase of computers relate to this request?

Answer: Mr. Chairman, the anticipated FY 1978 supplemental in the amount of $4,000,000 includes only $3,000,000 earmarked for purchase of mainframe and peripheral computer equipment, if it is determined to be in the best interest of the Senate to do so. The additional $1,000,000 in the anticipated supplemental is required as the Sergeant at Arms' apportionment of the total cost to install a private cable data communications system for the Senate.

Question: If you decide you need the $4 million in FY 1978, by how much can the FY 1979 request for computer rental be reduced?

Answer: Mr. Chairman, based upon very preliminary estimates of the rate of growth of our workload, and review of different computer system performance statistics and prices as reported in public literature, we could tentatively project that the expenditure of the total $3,000,000 in FY 1978 for computer system purchase would reduce our FY 1979 lease requirements to the range of 800,000 to 1,400,000 dollars.

At this point, I wish to emphasize that the Computer Center Resource Requirements Task Force which is studying the Senate's computer expansion needs is in the early stages of its examination of our expanded requirements and of the various methods for meeting these requirements. The above range to which our FY 1979 computer lease expenses might be reduced is not a product of the task force and is not to be construed as being based on or designed to favor any particular system or vendor.

Finally, Mr. Chairman, the task force may well recommend partial expenditure of the requested $3,000,000 purchase contingency for purchase of only mainframe equipment or only peripheral equipment, and recommend continued lease of portions of the equipment. The bottom line, Mr. Chairman, is that we will not be expending both the $3,000,000 purchase contingency funds and the projected $2,844,300 FY 1979 lease funds.

POSSIBILITY OF RENTAL REDUCTIONS

Question: Mr. Hoffmann, in your FY 1978 budget testimony before this Committee, you were asked about the possibility of rental reductions through alternatives to leasing equipment directly from the current vendor. (Question #25 from FY 1978 budget testimony.) Your response was that your staff was currently investigating the alternatives and you expected to come up with recommendations in the near future that would save substantial amounts of money for the Senate. What progress is being made in this area?

Answer: Mr. Chairman, since my FY 1978 budget testimony before this committee, substantial progress has been made by the Computer Center in achieving rental reductions through competitive leasing and purchase of various types of equipment.

In the area of terminal equipment, 12 terminal controllers, 69 terminal CRT screens and 49 terminal printers have been replaced as of October 1, 1977 with compatible units from another vendor, for a yearly savings of $51,000. Further, the contract with the new vendor was renegotiated as of January 1, 1978 to change our cancellation clause, from 30 days notice to 90 days notice, and resulted in an additional $28,000 yearly savings.

In the area of "switching equipment" to allow computer room peripheral devices (i.e., disks, tapes, card readers, etc.) to be switched to serve either of the Computer Center's main computers, a competitive purchase was made with a resulting one-time saving of $11,500.

As recently as January 20, 1978, the Computer Center Resource Requirements Task Force recommended that an RFP be issued to all potential vendors of direct access storage devices (disks), to solicit bids to add to or replace all or part of our current disk drives and supply sufficient disk storage capacity to carry us

through 1979. I have forwarded this recent recommendation to the Committee on Rules and Administration for their consideration and action.

Subsequent to the hearing on March 3, 1978, we received unsolicited proposals from two suppliers of terminal equipment offering to sell us equipment now under lease to the Senate. This equipment presently installed in the Senate could be purchased outright at substantial discounts effective March 31, 1978. These proposals have been referred to a task force for prompt evaluation. If these proposals are ultimately executed, funds authorized for lease payments through the balance of FY 1978 would be used toward the purchase price.

Mr. Chairman, the more substantial amounts of money to be saved by considering alternatives to leasing equipment directly from our current vendor lie in the area of the main computer CPU's and memory. This area is currently under active study of the Computer Center's Resource Requirements Task Force and the requested FY 1978 supplemental, which is also under the Subcommittee's consideration, includes a $3,000,000 equipment purchase contingency. I am personally satisfied that reasonable progress is being made by the Computer Center in continually reviewing and exercising equipment lease and purchase alternatives to effect savings in our equipment costs.

COMPUTER UTILIZATION AND GROWTH RATES

Question: Mr. Hoffmann, what are the current levels of utilization on your two computers? What growth rate are you using for estimating new computer resource requirements? What is this growth rate estimate based on?

Answer: Mr. Chairman, our two computers are currently structured such that all on-line facilities, such as LEGIS, text processing, and payroll, run on one system. All batch type applications, such as the mailing system, the abstract index system, statistical survey and analyses, and all program development and testing, run on the other system. This second system is also available as a backup for the on-line applications. The current utilization of our computers is as follows:

On-line - Prime Shift Average Utilization	- 30%
On-line - Prime Shift Maximum Utilization	- 50%
Batch - Average Utilization Prime Shift	- 60%
Batch - Average Utilization 2nd & 3rd Shift	- 72%

Mr. Chairman, please note that the utilization rate for on-line applications begins to become critical at much less than 100% utilization. At approximately 60%-65% utilization in the on-line environment, user response times begin to degrade, resulting in a number of questions and complaints about system performance from users. In the batch job environment, higher levels of utilization are acceptable, and we do have the capability of spreading the load on the batch computer through manual scheduling of the running of major batch systems. We continually monitor the utilization of both of our computers and the responsiveness of our production on-line systems. Different computer system configurations, including splitting the on-line and batch applications between the two computers, are currently being considered to maintain acceptable response times for on-line applications, and to maintain maximum throughput of batch jobs.

With respect to projected computer resource growth rates, the Senate Computer Center utilizes, on a regular basis, several software packages that monitor system utilization. These include both statistical sampling monitors and accounting type facilities that allow us to observe the operations of the computer facilities and "fine tune," as necessary, the manner in which the hardware is utilized. In addition, these packages provide the historical data from which we can identify utilization and project trends in terms of increased demands on the computing facilities. Finally, we can compare this historical data and the associated trends that we identify to develop projections of additional resource requirements.

Based on these studies, we are projecting a growth rate of 25% per year in the batch processing applications. From June, 1977, until January, 1978, we experienced a growth rate of 14% for just six months, which we converted to an annual 25% growth rate.

The growth rate of the on-line applications is highly dependent upon the utilization of LEGIS by the member offices. At the present time, we are experiencing nominal growth of approximately 10% annualized. A substantial increase will occur, however, when the authorization to use LEGIS is extended to all member offices. That would minimally introduce a growth factor that would double our current utilization. This is based on extrapolating available statistics from the current pilot operation of LEGIS.

Mr. Chairman, we are continuing to monitor the utilization of our computing facilities. Future tasks could include, if feasible and authorized, the introduction of additional measurement tools for all of our devices, such as hardware monitors and additional simulation projects.

LEGIS DISTRIBUTION

Question: Mr. Hoffmann, in Question #29 from your FY 1978 budget testimony, you indicated that full distribution of the LEGIS system could not be made until your second computer system was received and the move to the new Senate Computer Center at 400 North Capitol Street was completed. Both of these events were completed in October, 1977, and now, five months later, LEGIS remains in a pilot production phase with, I believe, only 10 member offices and 2 committees participating. Why has LEGIS not been made available to all member offices and committees? Do you have a schedule for the expansion of LEGIS services to the remainder of the Senate user community and are you tracking progress against your implementation plan?

Answer: Mr. Chairman, the acquisition of the second computer was advanced to permit continuous service to the Senate community during the move to the new Senate Computer Center at 400 North Capitol Street and its installation was in advance of the need for the second computer to support the LEGIS system.

The LEGIS pilot test began in September, 1977, and was completed in February, 1978. As a result of that test, various changes, at the request of the pilot users, are being made to the LEGIS system and are scheduled to be completed by mid-March, 1978.

LEGIS could be distributed in its current form to all member offices and committees. However, the decision to distribute the system is within the purview of the Committee on Rules and Administration. The Senate Computer Center and the Committee on Rules and Administration are working closely together on the installation of terminals, upgrading of computer resources, and user training so that a smooth distribution of the system to the Senate community can be made.

Mr. Chairman, we do not currently have a firm schedule for the distribution of LEGIS services to all Senate offices. We are proceeding to develop such a schedule as an integral part of our currently active Resource Requirements Task Force, which is studying the expansion schedules of all major projects in order to develop recommendations on whether purchase of our existing computers will allow sufficient growth capacity to meet our computing needs. I can indicate, Mr. Chairman, that expansion of LEGIS services will be a phased operation to allow adjustment of our computer hardware and operating system configuraton to the heavier demands imposed by each increment of authorized LEGIS users. The immediate release of LEGIS to all offices, I am advised, would probably result in severe degradation in response time for all on-line Senate systems.

EFFECTIVE UTILIZATION OF RESOURCES

Question: Mr. Hoffmann, what actions, if any, are currently being studied for the more effective utilization of Computer Center personnel resources? What efforts are underway or planned for more effective utilization of the Computer Center machine resources?

Answer: Mr. Chairman, the Computer Center management is actively seeking new ways to gain more effective and productive utilization of their considerable personnel and machine resources. Current studies and actions being planned or in progress to provide for the more effective utilization of Computer Center personnel resources include:

1) A review of the advantages and increased effectiveness of distribution of the Computer Center secretarial resources to different organizational units within the Computer Center, versus the continued consolidation of the secretarial resources into a central pool.

2) Implementation of a Computer Center project management system for more effective utilization of our resources and for more planned and phased project development. Mr. Chairman, I feel strongly that better planning and control of the Computer Center's approved workload will enable the Computer Center to be more responsive in absorbing and implementing new projects without seeking new resources.

3) Acquisition and implementation of a combination text editor and remote job entry software package for use within the Computer Center. This type of software package will substantially enhance the productivity of our Applications Development staff by moving program development and testing out of its current punch card bound environment.

Mr. Chairman, the Computer Center is also addressing the effective utilization of machine resources in a number of areas:

First, on a continuing basis, the Computer Center receives and evaluates new software products from different vendors to see if the new products make better utilization of various machine resources. Most of these "benchmark" tests are initially run on weekends so as not to affect our production environment.

Evaluations (a) recently completed, (b) now in progress, and (c) soon to be initiated, include:

(a) A comparison of IBM's latest version of its Advanced Text Management System (ATMS, Version 2) against our current operational version of ATMS (Version 1.3).

(b) A comparison of two independent sorting packages against the standard IBM sort program now being utilized.

(c) An overall review and evaluation of several different text processing packages for efficiency and flexibility.

Second, the Computer Center Systems Programming staff is currently planning to upgrade our current operating system to the newer MVS (Multiple Virtual Storage) operating system. MVS is designed to increase total system processing capabilities through better utilization of machine resources and to provide a number of fail-soft capabilities (to avert loss of data and jobs) not present in our current operating system. Additionally, the MVS system is required if the recommendations of our Resource Requirements Task Force are to purchase and upgrade our existing computer with "attached processors."

Third, the Computer Center is currently considering whether simulation and modeling techniques would provide long range assistance in identifying possible problems in our hardware, software, and data base configuration, and in assisting us in evaluating proposed changes in our system structure.

Finally, Mr. Chairman, the Computer Center has added a full-time programming and computer system design instructor to the staff. This provides an internal method of upgrading our Applications Development staff with the latest programming languages and techniques, resulting in improvements in the flexibility and productivity of the employees. Internal courses are designed and presented to take into account the machine resources and configuration under which we operate, and how different system and program design methodologies can be employed to get the job done with the most efficient use of our resources.

DIVISION OF RESPONSIBILITIES

Question: Mr. Hoffmann, in your FY 1978 budget testimony (Question #41), we asked what procedure was in effect for approving new computer projects, and how it was decided what jobs should be done. Your reply was essentially that "no clear-cut procedure for approving new computer projects currently exists". Has such a procedure now been established, and have the responsibilities of general policy and oversight of computer services under the Committee on Rules and Administration, and the operational policy, management, and administration of computer services, which are charged to the Sergeant at Arms, been further defined and delineated so as to eliminate or reduce your report of last year that "Confusion exists on the part of the Computer Center personnel as to who runs day-to-day operations of the Senate Computer Center and who makes policy decisions?"

Answer: Mr. Chairman, I am pleased to report that through increased formal and informal communications among the staffs of the Senate Computer Center, the Office of the Sergeant At Arms, and the Committee on Rules and Administration, previous confusion on the part of Computer Center personnel as to who administers day-to-day Computer Center activities and who promulgates overall Senate computer services policy has been reduced to the point that I no longer consider the subject an obstacle to my efforts to effectively administer the Computer Center activities.

Shortly following my testimony on the FY 1978 budget, I received from Senator Cannon a letter confirming the respective roles of the Sergeant At Arms and the Committee on Rules and Administration in providing computer services to the Senate. I am in concurrence with Senator Cannon's statement in the letter that "Obviously, only good communications between our offices and the staffs involved can make these programs successful", and I am continually reviewing methods for the development and implementation of more effective communications between the respective staffs.

One major personal accomplishment in this area has been the culmination of an extended search for a new Computer Center Manager for Planning, Budget, and Administration to assist in furthering communications between the staffs. In this area, the new Computer Center Manager is charged with drafting initial responses to correspondence from the Rules Committee, and implementing a project management system within the Computer Center to assist in defining the detailed interrelationships between the Computer Center staff and the Rules Committee staff as projects are proposed, approved, designed, developed, and implemented.

OUTSIDE COMPUTER TIME SHARING EXPENSES

Question: Mr. Hoffmann, the projected expenses of $3.3 million for computer time sharing services exceeds the total computer lease expenses projected for the two large computers in the Senate Computer Center. Why can't a text processing application such as the Correspondence Management System be performed in-house at considerable savings? Was the Computer Center ever provided the opportunity to "bid" for development and operation of this system?

Answer: Mr. Chairman, it has always been assumed by the Computer Center staff that CMS could eventually be run in-house. During the design and implementation phases, however, it was more efficient to use an outside vendor to design and test the system. Now that the detailed system specifications and correspondence volumes are known, it will be possible to project the requirements for bringing the system into the Senate Computer Center. It is possible that substantial savings would result.

The design and development of CMS were let to an outside contractor in order to conserve the resources of the Senate Computer Center staff at a time when a number of major development projects were under way. Now that the design phases for major in-house systems are complete, staff could be assigned to develop a plan, with projected costs, for bringing the system into the Senate. This plan should provide a basis for a decision whether to continue purchasing the service outside, or to bring it in-house. Concurrence and assistance from the Committee on Rules and Administration would be required to perform such a study.

CMS CONVERSION TO INHOUSE OPERATION

Question: Mr. Hoffmann, what is your current time frame for phasing-in all or parts of CMS into the Computer Center operation? What CMS contract renewal or extension dates and periods control the integration of this activity into the Computer Center?

Answer: Mr. Chairman, I have referred this question on CMS to the Committee on Rules and Administration since all development, implementation, and contract monitoring responsibilities for the CMS project are performed by the Committee's Technical Services staff.

The Rules Committee has provided the following response:

"In the contract which provides CMS service there is an option to bring the printing function in-house and to continue to receive the balance of the service under the contract. There is also an option to remove all the functions from the CMS computer and transfer CMS to the Senate or any other computer center.

The printing function could be brought in, in 1979, if cost comparison justifies it. A schedule for phasing in all functions has not been determined."

Question: Mr. Hoffmann, does the bringing of the CMS project in-house involve lease or purchase of additional computer resources; if so, will compatibility with existing computer hardware be maintained?

Answer: Mr. Chairman, the computer resources required to process the CMS workload on in-house Senate computer equipment are not currently being considered in evaluating our requirements for expanded computer capacity. The time-frame for considering this added capacity appears to fall within FY 1980.

The computer equipment on which the CMS vendor is operating the system is not compatible with the internal architecture of our current in-house computers, i.e., we cannot simply get the CMS programs and run them on in-house equipment.

Mr. Chairman, it is premature for me to provide a definite answer to your question of whether compatibility with existing Senate computer hardware will be maintained.

A study of detailed CMS program specifications and volumes of activity is required to permit the Computer Center staff and members of the Technical Services staff of the Committee on Rules and Administration to focus on the costs associated with (1) converting the programs to be compatible with in-house equipment; (2) the economies of scale possible through implementing the CMS activity on the large in-house Senate computers; and (3) the costs of acquiring and supporting new CMS compatible equipment and bringing the CMS programs in-house directly from the vendor.

In either event, it is certain that the Senate computers will need to be upgraded or another vendor's computers will have to be brought in-house in order to service the CMS workload on Senate equipment.

LARGE PAYROLL SYSTEM REVISIONS

Question: Mr. Hoffmann, last year the Congress enacted legislation to allow Senators to jointly fund a single position. For example, one staff person could be paid from the clerk-hire allowance of two Senators. I understand the payroll for such persons are being handled by hand on an ad hoc basis inasmuch as the computer is not currently programmed to handle this. I also understand it would take approximately seven man-years of Computer Center personnel to reprogram the computer to handle the few cases of joint funding. Wouldn't it be cost effective to continue to handle the limited number of cases manually, rather than relying on the computer and the work it entails?

Answer: Mr. Chairman, in August of 1977, Congress enacted legislation to allow Senators to jointly fund a single position.

Specifically, one employee could be paid from more than one clerk-hire allowance.

However, the Supplemental Appropriations Act of 1978 amended this legislation to allow joint funding of an employee by any combination of offices within an appropriation. This revision, then, included statutory offices and standing committees in addition to Senators' clerk-hire allowance-funded offices. Thus, the effect of the Supplemental Appropriations Act of 1978 was to allow an employee to occupy more than one position and receive dual compensation from the Senate, as well as to allow more than one Senator to share the cost of a staff person's services.

The current payroll computer system automatically monitors all office structure controls and accounts for expenditures of clerk-hire allowances. Mr. Chairman, by manually handling jointly-funded individuals, the computer data bank is no longer able to monitor their effect on a clerk hire allowance, nor is it able to account for their occupancy of statutory positions, standing committee positions, or high-salaried positions in a Senator's office.

Manual work for these "shared employees" currently encompasses:

(1) an inventory of offices actually occupied by these individuals. (The data base will not allow a person to work in more than one office.)

(2) a computation of expenditure dollars to the affected clerk-hire allowances.

(3) annotation of Senators' accrued surplus reports to reflect these additional staff members and expenditures.

As this manual work is done only at the end of each month, and only provides for clerk-hire allowance resolution, this manual function does not:

(1) prevent inaccurate accounting of expenditures for transactions throughout the month or for pending future transactions. Many clerk-hire allowance offices rely upon reporting from the Disbursing Office to account for allowance money. An overdrawn account might not be apparent until the end of month manual work is completed and it is too late for compensating salary transactions to alleviate the overdraw. Likewise, a future commitment could lack allowance funding without causing an alert message to the Senator on his monthly report simply because the office has unaccounted "shared employees".

(2) prevent overstaffing of standing committees or statutory offices by "shared employees".

(3) prevent a statutory employee's salary from exceeding the legislated NTE for his position when he is "shared" and, therefore, only occupying that position under manual control.

Since "shared employees" do not occupy all of their positions in the automated data base, they are not listed on any computer reports for those offices. For example, Mr. Chairman, the Report of the Secretary, which is extracted from the computer data bank, will not show these employees in their proper offices. Additionally, the online retrieval system used by the Disbursing Office to satisfy information requests is not accurate for these individuals.

The Financial Clerk has addressed the current situation of the small number of employees involved. He has concluded that although the number of people is currently small, it has increased regularly since the enactment of this legislation. It is unlikely to decrease, but rather will continue to increase in the long-range future. More significantly, the number of offices currently affected is about 20% of the clerk-hire allowances, and about 13 or 14% of the offices in SOB. Thus, loss of office controls is a more serious deficiency than accounting for a small number of salaries.

Mr. Chairman, the Computer Center personnel estimate of seven man-years can be further clarified:

(1) The personnel commitment is about evenly divided between FY 78 and FY 1979. Thus the FY 1979 commitment is about 3-4 man years.

(2) The planned development will enable the computer system to

handle all foreseeable extensions of this legislation. Examples are sharing over more than one appropriation or inclusion of WAE consultant positions.

(3) The planned development will include previously requested enhancements to the system wherever possible.

The automated payroll system has served the Disbursing Office completely in monitoring the Senate's personnel and office controls, issuing payroll disbursements and providing information retrieval capabilities. To allow system deficiencies in data storage for "shared" employees renders less accurate and responsive, which is contrary to the system objective and to the level of service required by the Disbursing Office. Experience has shown that functional changes take place regularly by virtue of legislative changes to Disbursing Office operational requirements. To let the system programatically lag in satisfying new requirements would very quickly render it unresponsive and useless.

TIMELY INFORMATION ON UNPRINTED AMENDMENTS

Question: Mr. Hoffmann, last year the subcommittee recommended that an experiment be conducted to transmit information on unprinted amendments to Senate offices as these actions and events occur on the Senate Floor. The intent was to provide timely and useful information to Members and their staffs. Mr. Hoffmann, would you and Mr. Swearingen provide a status report to the committee on this activity?

Answer: Mr. Chairman, in September, 1977, the Senate Computer Center developed and made available to the Legis pilot users an on-line facility to permit the entry and retrieval of information concerning Senate unprinted amendments as they were proposed and acted upon on the Senate floor. With this facility, the Office of the Secretary of the Senate entered the text of the first page of each amendment into the computer. The pilot offices could then retrieve the information on the amendment via the on-line retrieval system.

Mr. Chairman, as a result of this experiment, the following observations were made:

1. The unprinted amendment is often disposed of immediately upon being proposed. Thus, there is no time to enter the data.

2. Some of the amendments are so lengthy that it is humanly impossible to enter the data prior to disposal of the amendment.

3. The text of the unprinted amendment is often not in itself meaningful.

4. Even if the text is meaningful, it may be modified or further amended prior to receiving final action.

5. The users would expect that all floor amendments would be covered by this facility and there is no way this can be done (unprinted amendments represent approximately 50% of all amendments receiving floor action this Congress.)

6. Unanimous Consent Agreements also modify a measure and are not considered amendments.

7. Certain floor amendments are treated as committee amendments and not available in a manner for incorporation into this text display.

Mr. Chairman, as a result of the pilot test observations, the current project status is as follows:

1. Since users want timely but meaningful data, the Committee on Rules and Administration is looking into making a statement of purpose mandatory for each floor amendment and having that data entered in a timely fashion into the Legis system and having it available to the user immediately upon entry.

2. The Committee on Rules and Administration is also looking into other techniques for broadcasting amendments to Senate offices (e.g., audio broadcasting and facsimile transmission of the amendment text).

THE SENATE POST OFFICE

NUMBER OF PERSONNEL

Question: How many personnel are employed in the Senate Post Office?

Answer: There are 80 positions assigned to the Senate Post Office. The list below shows the breakdown by position for all personnel.

POSITION	NUMBER OF EMPLOYEES
Supervisors	5
Mail Specialists (x-ray)	4
Window Clerks	10
Registry Clerks	2
Forwarding Clerks	1
Riding Pages	6
Pick-up Personnel	5
Shift Personnel	47
TOTAL	80

Additionally, the Sergeant at Arms' Office has recently allocated 6 temporary positions to aid the Post Office during this period of high volume of incoming mail.

VACANCIES AND STAFF TURNOVER

Question: Do you have any vacancies?

Answer: Yes, there are a few vacancies at the present time. Vacancies and high employee turnover are a byproduct of the system of patronage appointments which is the primary means of staffing the Post Office. Nearly all positions within the Post Office are assigned to the individual Senators, and appointments and vacancies are determined accordingly. Thus, if a particular Senator does not immediately appoint someone to fill the vacant position to which that Senator is entitled, the Post Office is faced with operating at less than full authorized strength.

During calendar year 1977, the employee turnover rate was 134% for shift workers (those employees involved in mail sorting and delivery), and 80% for supervisory staff. These high turnover rates are the result of widely divergent appointment policies of the various Senators, including using the Post Office positions as internships of limited duration to permit numerous persons, usually students, to have the opportunity to work within and therefore gain exposure to the Congressional environment. Regretfully, while such a policy might be beneficial in the general sense, the negative side effect of high employee turnover is a decrease in the efficiency of the operations of the Post Office and the appearance of such problems as the misdelivery of mail and the slowing down of the sorting and distribution processes.

To have an employee trained in all operational aspects of the Post Office takes a minimum of three weeks. Some Senate offices appoint workers for years; others replace them as frequently as every couple

months. Therefore, we are constantly in a training mode. This continual practice of training personnel slows workers and prevents optimum efficiency.

SENATE VS. HOUSE STAFF LEVEL

Question: How does this staffing level compare with the Post Office operation in the House of Representatives?

Answer: The House Post Office has 93 employees in full time positions of which 70 are involved in mail processing. The Senate Post Office has 80 employees, 66 of which are actively involved in the processing of mail. These figures indicate that approximately 75% of the total House work force is involved in the mail processing operations, while 82.5% of the Senate work force is likewise involved.

For the Senate Post Office to have more employees involved with sorting and delivery, another shift would need to be established or existing shifts would have to be increased in length of time. Due to limited space, more employees cannot be added to the existing shifts at the present time.

WORKING HOURS

Question: How do the working hours of the Senate Post Office employees compare with the House?

Answer: Employees of the Senate Post Office work one of three shifts. These shifts are: 4:00 - 8:00 A.M., 8:00 - 1:00 P.M., and 1:00 - 6:00 P.M.

The House Post Office employees work one of the following shifts: 3:00 - 8:30 A.M., 8:30 - 3:00 P.M., 10:00 - 5:30 P.M., and 4:00 - 9:30 P.M.

The House Post Office operates 18½ hours per day, compared to the Senate Post Office's 14 hours per day. The House Post Office also has more employees per shift because they have the advantage of twice the space of the Senate.

EMPLOYEE SALARY RATE

Question: How much do Senate Post Office employees get paid and how does this compare with the House? What is the effective hourly wage rate of Senate Post Office employees, old and new?

Answer: Senate Post Office employees are salaried annually at three different pay scales:

1. Employees who were employed prior to October 1, 1976, are paid at the NTE rate of $12,530.00. (26 employees) The maximum hourly rate is approximately $10.00.

2. Employees who started work on or after October 1, 1976, but work on the early morning shift (4:00 - 8:00 A.M.) are paid at the NTE rate of $10,203.00. (This includes a 10% increase for working the early shift--10 employees) The hourly rate is approximately $8.00.

3. Employees who were employed on or after October 1, 1976, but work on shifts other than the early shift are paid at the NTE rate of $9,129.00. (44 employees) The hourly rate is approximately $6.25.

Mr. Elmo Boynston, Assistant Postmaster of the House Post Office, has provided the following information concerning the salaries of House Post Office employees:

1. All employees start at $9,778.00.

2. All employees are eligible after one year for a $300.00 increase, if the Postmaster feels that the employee is deserving.

3. The increase can be given for each of the first three years, if earned. After three years, the increase is given on alternating years for up to 20 years of service.

4. A provision for overtime compensation of employees is included in the House Post Office Budget.

MAIL VOLUME HANDLED BY POST OFFICE

Question: How many pieces of mail does the Senate Post Office handle per month? Per year?

Answer: The average monthly incoming mail volume for the Senate Post Office based on June-December 1977 figures, is approximately 2,450,000 pieces. (This figure includes first-class envelopes, flats, newspapers.)

However, the amount for January 1978 was 3,959,000, an increase of 33% over the 1977 monthly average. For February 1978, the mail volume reached a record 5,163,000, an increase of 72% over the 1977 monthly average. The 1977 yearly total was approximately 42,000,000 pieces. This substantial increase has been caused by such issues as the Panama Canal Treaties and Labor Law Reform.

Overall, the first-class mail volume has increased by an estimated 100% over the past five years, while the increase in employees during the same time period has been only 11%.

COMPARISON TO HOUSE MAIL VOLUME

Question: How does this compare with the House?

Answer: Calendar Year 1977 Mail Volume: The figures shown below include only 3 types or classes of mail. They are first class envelopes, flats, and newspapers. These figures do not include the daily Congressional Record, Calendars, Dear Colleagues, Rounds, Committee Notices, Newsletter Returns, Federal Register, Presidential Documents, or packages too large for basic sorting.

SENATE	HOUSE
42,000,000	39,700,000

(See attached graphs for comparative figures
for 1978 mail volume)

MAIL DELIVERY TO SENATE OFFICES

Question: How long does it take for a piece of mail or a newspaper or package to reach a Senator's office once that item has arrived at the Senate?

Answer: In answering this question it is helpful to have some knowledge about the Senate Post Office mail processing procedures.

The City Post Office brings the mail to the receiving dock in the Russell Senate Office Building 9 times each day. The mail is then pushed by the mail specialists to the x-ray facilities at the Senate Post Office. At this point, mail specialists separate the newsletter returns from the first class mail, empty all bags of newspapers and flats and then subject all mail to x-ray scanning. This entire process takes about 45 minutes. The mail is now ready for sorting.

The mail is pushed across the hall to the sorting area. The sorting area is divided into two phases, primary and secondary. The primary sorters are responsible for the initial breakdown of the mail into directs (those Senators who receive a larger amount of mail than others), Capitol mail, and the Senate Office Buildings. The area set aside for the primary section will accommodate a maximum of 8 employees. Five are involved with sorting first class envelopes and the remaining three sort flats, open newspapers, and rolled newspapers. The remainder of the shift is concerned with the secondary sorting.

Secondary sorting is the final process whereby the mail is sorted into each Senator's mail box. This procedure involves 8 employees and takes approximately 1½ hours. The mail is now wrapped and delivered to the offices. This final phase takes approximately 1½ hours, ½ hour to wrap the mail and 1 hour to load and deliver it.

On a normal mail volume day, all of the mail that is received prior to the last delivery will be delivered to the respective offices that same day. But of course, what we have been experiencing during the past three months cannot be considered a normal mail volume period.

At present, we are handling 1½ to 2 million more pieces of mail per month than we did last year. All classes of mail (inside mail, flats, newspapers, packages), with the exception of first class, are delivered within 24 hours of arrival within the Senate Post Office. First class deliveries have been slowed to 2 - 3 days after arrival in the Senate. This slowdown is due to the large monthly increase in volume of 50% - 60%, in first class mail.

Because this class of mail represents 82% of the increase in incoming mail volume, there have been several changes instituted in an effort to expedite service. The Senate Postmaster has had all shifts working a full 6 day week and occasionally a 7 day week. We have also employed 6 additional temporary personnel and the Postal Service has presorted some mail.

MAIL DISTRIBUTION EFFICIENCY

Question: What assurances can you give the Subcommittee that the most efficient techniques are being used to distribute mail in the Senate?

Answer: The Senate Post Office is constantly seeking new methods to improve its overall efficiency. There have been a number of changes made during the past year which have enabled us to devote more time to the primary functions of mail sorting and delivery. Some of the changes made during the past year are:

1. We have updated and, in many cases, reduced lists of Congressional Records, Calendars, and Green Bound Congressional Records.

2. We have increased the number of collections of mail deposited within the Senate Office Buildings.

3. We have changed the designation of three mail chutes in the Russell Senate Office Building from out-going to inside mail so that the offices in this building would have easier access to drop sites for inside mail.

4. The Senate Post Office is now picking up all inside mail one hour before each delivery so that the inside mail can be included with each delivery.

5. We have rearranged the delivery of mail to the satellite buildings to better serve the Senators receiving mail in these buildings.

6. We have increased the number of agencies that the Riding Pages serve. All major federal agencies within the District of Columbia are now included.

7. The Post Office has instituted mail pick-up and delivery by the Riding Pages to and from the Computer Center at 400 North Capitol Street twice daily.

8. We have increased the mail specialists' duties to include scrutiny of all incoming and inside mail prior to delivery.

9. We have initiated immediate delivery of the initial 100 copies of the Daily Congressional Record.

SENATE VS. HOUSE OPERATIONS

Question: How does the Senate operational efficiency compare with the House?

Answer: Inasmuch as the conditions of operation and the services provided by the Senate and House Post Office differ to some considerable degree, a comparison of the relative operational efficiency of the two facilities is somewhat difficult.

For example, the House Post Office operates essentially within three

interconnected office buildings and has approximately 1,000 points of delivery, while the Senate Post Office operates within eight buildings most of which are not interconnected, and has approximately 200 points of delivery. Further, the Senate Post Office offers riding page service to all major Federal agencies and news media offices within the District of Columbia which is not available in the House of Representatives.

Also, the Senate Post Office handles a large volume of newsletter returns caused by mailings sent to incorrect or obsolete addresses which is not experienced in the House of Representatives where most volume mailings are sent Postal Patron.

In spite of these differences, we believe that the overall performance of the Senate Post Office compares favorably with that of the House if one takes into account the total volume of mail handled by each facility plus the number of employees and hours of operation of each facility. In effect, the Senate is at times processing a comparable volume of mail with fewer employees.

Because of the tremendous increase in mail being received by the Senate Post Office in recent months, our established procedures and resources have been strained and in some cases outpaced. We believe that if the volume of mail subsides to more traditional levels that we will be able to continue to provide adequate service in the future. If high mail volumes continue unabated, it may be necessary for us to seek additional personnel.

RECOMMENDATIONS

Question: What more can be done to improve efficiency?

Answer: From a purely administrative and operational point of view, there are several changes which if adopted would improve the efficiency of our operations. Foremost of these changes would be the conversion of our work force from a patronage to a full time permanent appointment basis. This would have the direct beneficial effect of significantly reducing our employee turnover rate. With a lower turnover rate, less time and resources would be required for the training of new employees, and fewer errors would result in our mail delivery and sorting operations.

Whether it would be advisable to establish a permanent professional work force from a policy standpoint is another question and a matter more appropriately to be considered by the Members of the Senate. Inasmuch as most patronage employees are of college age, the employment opportunity afforded by the Post Office may make the difference in many cases as to whether they are able to attend college.

As an alternative to completely converting our work force from a patronage to a permanent appointment basis, the Senate may wish to consider the establishment of a nucleus of full time employees, with the balance of positions being maintained in a patronage mode. By converting at least a portion of the positions, the Post Office would benefit from the increased stability, and hence experience, that such a permanent core would bring to our operations. For those positions which would continue as patronage appointments, the assistance of Senate offices in filling vacancies on a timely basis and appointing

persons for longer periods of time such as a six-month minimum would also be directly beneficial to the efficiency of our operations.

EARLY AFTERNOON MAIL DELIVERY

Question: What has happened to the early afternoon deliveries to Senate offices? Mail that used to be delivered at 2:30 P.M. and sorted and distributed in Senators' offices before the close of business the same day, is now not arriving until 4:30 P.M., thus causing a loss of almost one working day in responding.

Answer: In an effort to make the most efficient use of all personnel of the Senate Post Office, the 2:30 P.M. delivery was combined with the 4:00 P.M. pick-up of expedited mail bag system. The afternoon shift makes a total of four trips to the Senate offices each day. They pick up the expedited mail bags at 1:00 P.M. and 4:00 P.M. There is a mail delivery at 3:00 P.M. and a delivery of Committee notices at 5:30 P.M. Obviously, to increase production, this shift must shorten the time spent out of the Post Office sorting room. By combining these two trips, we have increased the production of the shift by an estimated 12,000 pieces of mail per day.

Question: What can be done to improve early afternoon deliveries?

Answer: Before answering this question, some basic information concerning what determines the delivery times should be noted.

The most obvious factor is the volume of incoming mail. The Senate Post Office's guiding principle is to deliver the most mail in the least amount of time. As was stated in answering the previous question, the 2:30 P.M. delivery was combined with the 4:00 P.M. orange bag collection so that the sorting time would be increased. This measure effectively increased the production of that particular shift.

The other factor that determines the Post Office delivery times is the arrival of the various Government Printing Office Publications, such as the Daily Congressional Record, Senate, House and Executive Calendars. In particular, the arrival time of the Congressional Record has a direct effect on deliveries because it must be delivered as soon as it arrives. If this publication arrives later than 9:15 A.M., it delays the initial delivery. This has an adverse effect throughout the day by making subsequent deliveries later than normal.

The resumption of the 2:30 P.M. delivery could be accomplished by increasing the hours worked by the 4 and 5 hour Senate Post Office employees. This increase in one hour per shift would allow the shifts to compensate for the subsequent decrease in productivity due to delivering at 2:30 P.M. Proposed hours: 3:00 A.M.-8:00 A.M., 8:00 A.M. -2:00 P.M., and 2:00 P.M.-8:00 P.M.

Any abrupt change in the work schedules of these employees might create difficulties for them in attending classes in which they are currently enrolled.

COMPUTER-ADDRESSED INSIDE MAILINGS

Question: Computer addressed mailings very often include Capitol Hill addresses that should be handled as inside mail. However, these

mailings apparently are not being sorted and are being shipped directly to the Main Post Office which in turn apparently returns the mail with a 20510 zip code to the Senate Post Office which in turn returns the mail to the initiating Senators as "undelivered mail" about a week after the initial mailing.

What can be done to prevent this?

How does the House handle this?

Answer: There are two possible methods of solving the problem of misdirected computer mails.

a. A separate list of all Capitol Hill addressees would need to be established. This list would also need to have "Inside Mail" imprinted on it so that the Service Department could distinguish it. This list would then be brought to the Senate Post Office by the Service Department for distribution. Otherwise, these addressees are included in the full mailing run by the Service Department, which is done on an alphabetical basis and are therefore included in the mail taken from the Service Department directly to the main city Post Office. There would be no way for the Service Department to sort through the many thousands of letters included in a general mailing to look for the few letters intended for inside mail distribution.

b. If the Capitol Hill addressees are the 100 Senators, then the Senator's office would need to instruct the Service Department to deliver 100 unaddressed copies to the Senate Post Office which would in turn be sorted and delivered as a Dear Colleague letter.

c. The House Post Office uses the method described in part b.

UNITED STATES CAPITOL POLICE

Question: What kind of retirement program is provided for the U. S. Capitol Police--is it a 20 year retirement program?

Answer: Members of the U. S. Capitol Police are covered by the same retirement program as other legislative employees. It is a voluntary program into which members contribute 7½% of their gross salary. Members are eligible to retire at age 62 with 5 or more years of service, at age 60 with 20 or more years of service, at age 55 with 30 or more years of service. Retirement benefits are computed by finding the average of the member's highest 3 years of service and taking a percentage of this average. The percentage is arrived at by multiplying the number of years of service by 2½%. Individual retirements may be affected by other factors such as military service or government employment. Individuals are directed to the Senate Disbursing Office for assistance. Retirement for U. S. Capitol Police is not a 20 year system. Rather, it is a system based on age and years of service with the earliest retirement age being 55.

Question: How does the disability retirement program for Capitol Police officers operate?

Answer: Disability retirement is also based upon years of service. For non-duty types of disability, an officer must have completed 5 years of service and be enrolled in the retirement program. If an officer had between 5 and 16 years of service, the retirement received is 40% of the highest 3 years of salary. Longer service is computed the same as non-disability retirement whereby an individual receives an additional 2½% for each year of service.

Question: Who makes the determination of disability and give some statistics on the number of disability retirements for Capitol Police that have been approved in the past five years.

Answer: The approval of applications for disability retirement is handled by the Civil Service Commission. This is based upon forms submitted by the applicant, his physician and his superiors. In 1973, there were 3 retirements with 2 being for disability. In 1974, there were 3 retirements with 3 being for disability. In 1975, there were 2 retirements with 2 being for disability. In 1976, there were 2 retirements with 2 for disability and in 1977 there were 10 retirements with 10 for disability. In addition to those reported as retiring, 3 officers were placed on workmen's compensation as a result of injuries sustained in the line of duty.

Question: How does the retirement rate of Capitol Police, including disability retirement, compare with the other employees under the jurisdiction of the Sergeant at Arms?

Answer: The comparison of retirements is as follows:

YEAR	POLICE	SERGEANT AT ARMS
1973	2 Disability 1 Regular	3 Disability 1 Involuntary
1974	3 Disability	3 Disability 2 Regular
1975	2 Disability	3 Disability 4 Regular
1976	2 Disability	5 Disability 5 Regular
1977	10 Disability	6 Disability 3 Regular

Question: How does the retirement program, including disability retirement, for the Metropolitan D. C. Police operate?

Answer: Members of the Metropolitan Police Department, regarding retirement, are covered by three Public Laws: Public Law 85-157, 87-857 and 91-509. Basically, they are as follows:

It is a mandatory program into which members contribute 7% of their gross salary. Members are eligible to retire on optional retirement after 20 years of service with no age limit on 50% of their gross salary without longevity percentage. Retirement benefits are computed by finding the average of the member's highest 12 months of service and taking a percentage of this average. Individual retirements may be affected by other factors such as military service (2½% for each year), other government service (2½% for each year), and 3% for each year of police service after the initial 20 years with a maximum of 80%, plus your sick leave which is a maximum of 3%.

Disability retirement is not necessarily based upon years of service. For non-duty type of injury, an officer could retire after 5 years of service on 40% of his gross salary. For line of duty type of injury, an officer could retire after 1 year of service. Basically, from 1 year of service to 30 years of service, this officer would receive 66 2/3% of his gross salary. With more than 30 years of service, this officer could receive 70% of his gross salary. These are both tax free.

Further information pertaining to the Metropolitan Police Department retirement system may be obtained from Public Laws 85-157, 87-857 and 91-509.

OFFICE OF THE SECRETARY OF THE SENATE

STATEMENT OF ROBERT MALSTROM, SENATE FINANCIAL CLERK OF THE U.S. SENATE—Resumed

SECRETARIES OF THE MAJORITY AND MINORITY

Senator SASSER. Mr. Malstrom, I call your attention to the item in the budget request for the secretaries for the majority and minority.

The budget request is in the amount of $411,000, the same amount as the previous year, for the office of the secretaries for the majority and minority.

This appropriation includes funds for the salaries of personnel under the jurisdiction of the secretaries for the majority and minority. The amount for each secretary is split evenly.

Any comment on this item?

Mr. MALSTROM. No, sir; nothing on that.

AGENCY CONTRIBUTIONS AND LONGEVITY COMPENSATION

Senator SASSER. The last item under "Salaries, Officers, and Employees" is the account "Agency Contributions and Longevity Compensation."

Here the budget request is $7,785,000, an increase of $250,000 over the 1978 level. In addition, there is a request for a supplemental for fiscal year 1978 in the amount of $250,000.

Mr. Malstrom, would you please address these proposed increases, to the extent they have not already been discussed by Messrs. Kimmitt and Hoffmann?

Mr. MALSTROM. Mr. Chairman, I feel that these are recommendations long overdue on the longevity increases for those positions that are covered by longevity.

There are many individuals who have reached the top salary rate and, except for the longevity steps which are currently at 5-year intervals, remain there from that time on. And it causes a stagnation which I think does nothing to promote morale in the sense of progression.

Also, the individuals who are the newer, younger people need an increase in cash for their own growing family needs.

I feel that this would be a welcome addition or change.

OFFICE OF THE LEGISLATIVE COUNSEL

Senator SASSER. The next item is the Office of the Legislative Counsel of the Senate. Here the budget request for fiscal year 1979 is $815,000, an increase of $22,000 over the previous year.

Would you please explain the increase?

Mr. MALSTROM. The Legislative Counsel's Office has always been quite conservative in computing their contributions for retirement,

24-128 O - 78 -- 11

life insurance and health insurance. They have really kept it right to the penny based on each employee's actual benefits.

But that really isn't fully budgeting, as we have been doing in all committee cases, both under expenses of inquiries and investigations and under "Salaries, Officers, and Employees."

So the purpose of the $20,000 is to fully fund the agency contributions. When we say fully funding the agency contributions, this means that every individual on the payroll has certain capabilities of having health insurance, life insurance, and retirement. In some cases individuals don't have any of those or might have one but not the other two.

But the budget should be fully funded for all three items so that individuals have the full capability of having all employee benefits.

CONTINGENT EXPENSES OF THE SENATE

Senator SASSER. The next item deals with the contingent expenses of the Senate. Here the budget request is $61,164,000, an increase of $4,189,500 over the anticipated fiscal year 1978 appropriation.

In addition, there is a budget request for a fiscal year 1978 supplemental in the amount of $4 million.

Of the total increase in 1979 over 1978, some $4 million is reflective of the fact that the fiscal year 1978 level included some $4 million in fiscal year 1977 carryover funds.

Consequently, the fiscal year 1979 budget requires an increase of $4 million in new budget authority to maintain the current level of operations.

Mr. Malstrom, I would appreciate it if you would address each of the activities under the heading contingent expenses of the Senate.

FUNDING MECHANISM OF THE CONTINGENT FUND

However, would you first of all please explain how the funding mechanism of the contingent fund works and the degree to which the Appropriations Subcommittee has any control over these expenses.

Mr. MALSTROM. Mr. Chairman, probably part of what I have said for the Office of Legislative Counsel would explain the fully funded mechanism.

As I mentioned before, to fully fund, you have to consider that each person has the capability of having retirement deductions, life insurance and health insurance. The contributions, therefore, are computed on the maximum rate.

When I say maximum rate, I mean the maximum rate of contribution on those individual items.

As a consequence, all of these items in the contingent fund are fully funded for contributions.

CONTROL OF EXPENDITURES

The Committee on Rules and Administration has authority to pass on all contingent fund items so far as the control on expenditures is concerned. The chairman of the Committee on Rules and Administration must approve all expenditure vouchers before such

items are paid from the contingent fund, and all of these items that I will go into are part of the contingent fund.

The Committee on Appropriations has the control of how much is authorized to be spent, and appropriates accordingly.

Therefore, initially it is your responsibility to authorize how much we can allow for the entire appropriation. And from that point, once you have authorizated the appropriation, the Committee on Rules and Administration determines the individual allocations for the various Senate committees for investigations.

Senator SCHWEIKER. We are not the authorizing committee then, are we? I am a little confused. It is just the reverse of what the normal procedure is.

ALLOCATION FOR THE COMMITTEES

Mr. MALSTROM. When you get down to it, the Rules Committee takes each one of the resolutions submitted by the committees, considers any increase in expense of the Inquiries and Investigations, and determines how much it feels that committee is entitled to for the next allocation period, which is March 1, say, of this year, through February 28 of next year. It is an allocation for the committees. That committee determines how much should be allocated for each one of these committees.

As a result of that process, we combine all of those allocations and get to the point of making a recommendation for the budget, which you all control. This is the budget aspect on the appropriation items. So that the Committee on Appropriations actually appropriates as much of an appropriation as it feels is necessary, while the amount that the Rules Committee has allocated and has determined to be necessary for these committees goes right along with that appropriation.

Senator SCHWEIKER. Straighten me out. If the Human Resources Committee gets a budget approved by the Rules Committee, I was not aware we had any impact on that at all. That would come out of the contingent fund, would it not?

Mr. MALSTROM. Yes, sir. What it gets comes from the amount allocated under its Senate Resolution, which comes out of the appropriation item labeled expenses of Inquiries and Investigations.

It really boils down to this: The budget office of the Senate, my office, really correlates all of these things and brings them together to determine how much is supposed to be needed, including the funding for contributions.

PRESENTATION OF AUTHORIZATIONS TO COMMITTEE ON APPROPRIATIONS IN LUMP SUM

Senator SCHWEIKER. Unlike any other legislative item, we don't pass at all on what the item for the other committee is, do we?

In other words, I am not clear where the Appropriations Committee really has a shot at it after Rules says, "OK, we approve the Human Resources budget. We approve the Commerce Committee budget." That is it, isn't it?

Mr. MALSTROM. Yes, that is correct. It really works out to that.

The Rules Committee determines, can we authorize what these people are asking, what each committee chairman is asking under Senate resolution? They make a determination of how much do they need. As a result of that, it is true that we bring those together and bring them before you.

Senator SCHWEIKER. You bring them to us in what form, a lump sum?

Mr. MALSTROM. A lump sum for that particular appropriation.

Senator SCHWEIKER. The contingent fund?

Mr. MALSTROM. Yes, sir, the contingent fund includes the appropriation inquiries and investigations.

Senator SCHWEIKER. Which is already prior obligated and promised?

Mr. MALSTROM. These allocations are brought together under the Inquiries and Investigations appropriation. That is one item in the contingent fund.

DECISION OF THE COMMITTEE ON RULES

For all practical purposes, it is the Rules Committee that makes a decision. We bring the allocations together and submit them to you to see whether you will actually go along with that entire appropriation request. I don't know how there can be anything else done in that, as far as determining how much can be spent.

Senator SCHWEIKER. As long as I have been on the committee, for 5 years, I have never seen it. We just rubber stamp what they give to us. Maybe that is wrong. On the other hand, maybe that is right and maybe the procedure is wrong. I guess that is what the chairman is getting at here. So I won't interrupt this questioning.

Senator SASSER. No, sir. I understand.

SENATE POLICY COMMITTEES

Mr. MALSTROM. If you will permit me to continue, sir.

The Senate Policy Committees, is the first item under the contingent fund that we have. That item is $1,388,000 for fiscal year 1979, a $116,000 increase. The increase is due to salary adjustments, agency contributions and operating expenses.

AUTOMOBILES AND MAINTENANCE

The next item under contingent expenses is Automobiles and Maintenance.

For fiscal year 1979, the request is made for $60,000, which includes, an automobile for the Vice President, the President pro tempore—in the listing I have Deputy President pro tempore. We can get into that in just a moment. Also, the majority leader and minority leader, majority whip, minority whip, Secretary of the Senate, Sergeant at Arms, Deputy Sergeant at Arms, Attending Physician, offices of the Secretaries of the majority and minority and office of the financial clerk, with seven purchased vehicles for the Office of the Sergeant at Arms and the Secretary of the Senate.

The item of $60,000 covers the lease and purchase of these automobiles as well as gasoline, maintenance, tires and cost of new vehicles.

Senator SASSER. We don't need a vehicle for the Deputy President pro tempore now.

Mr. MALSTROM. No, sir. I would suggest that we could eliminate at least $2,000 out of the budget estimate that we had prepared prior to the death of the Deputy President pro tempore.

Senator SASSER. Why don't we just eliminate that?

Do you have any objection to eliminating that?

Senator SCHWEIKER. No, sir.

INQUIRIES AND INVESTIGATIONS AUTHORIZED BY SENATE RESOLUTIONS

Mr. MALSTROM. The next item, Inquiries and Investigations, I might read from the beginning. This covers or includes funds for inquiries and investigations authorized by Senate resolutions that we were just talking about.

Senator SCHWEIKER. I am not clear on that. In other words, this is for special investigations, or is it for standing committees full funding, too? Does that come under another section?

Mr. MALSTROM. No. The core staff, the standing committee staff, such as the professional staff members, the chief clerk, assistant chief clerk, and four clerical assistants come under the appropriation Salaries, Officers and Employees, as one item—committee employees. That is the actual appropriation within Salaries, Officers, and Employees.

Now the inquiries and investigations appropriation item covers the investigative and research staff. Those individuals come under authorizations for Senate resolutions—the Special Committee on Aging, the Watergate Committee, for instance; the Subcommittee on Juvenile Delinquency, all of those subcommittees, plus the special and select committees that we have had.

FRAGMENTED PROCEDURE

Senator SCHWEIKER. Is that a very logical way to do it? It seems to me this is an antiquated procedure that grew up many years ago. For example, if I want to know exactly how much my Human Resources Committee spent, some of which is on a special investigation, on the Teamsters, and some of which is not, I have to look two or three different places. Am I correct?

Mr. MALSTROM. That is correct.

Senator SCHWEIKER. I sure think that is a fragmented and backward way. Maybe the chairman is leading up to this. I just wonder if there isn't a better way to do it.

Mr. MALSTROM. It is entirely possible that the staff of the standing committees might be increased in order to cut some of those positions under Inquiries and Investigations, so that actually the standing committee staffs would be, I won't say inflated, but increased, to take the place of these. In that manner the money wouldn't have to be appropriated for that particular purpose and would be in a more logical, central location.

Senator SCHWEIKER. That is what I am getting at. You would be better able to tell me where it should be. I don't know. It just seems to me to put this in one logical, identifiable location to see exactly what is spent by the committee would make a little more

sense. I can see it is going to change a lot of precedent around here to do that.

INCREASE FOR SELECT COMMITTEE ON ETHICS

Mr. MALSTROM. There is an increase of $630,000 on that particular appropriation over fiscal year 1978. Actually, a good part of that amount is based on the increase for the Select Committee on Ethics which we have increased as an item of estimate.

Senator SCHWEICKER. Mr. Malstrom, I would like to see figures that would show the amounts allocated and expenditures for the various Senate committees for the last funding period. Can you furnish this committee information that will do this?

Mr. MALSTROM. Yes, Senator. We would be glad to develop these figures and, if there is no objection, furnish that information for insertion in the record at this point.

[The information follows:]

ANALYSIS OF AUTHORIZATIONS AND APPROPRIATIONS FOR "INQUIRIES AND INVESTIGATIONS" AND "SALARIES, OFFICERS AND EMPLOYEES" AS IT APPLIES TO COMMITTEES OF THE SENATE
Fiscal Year 1978

	Inquiries and Investigations			Salaries, Officers and Employees
	Authorized by Senate Resolution	Authorized by Leg.Reorg.Act	Total Authorized	Total Authorized
Aging (Special)	$ 463,500.00	$ 5,000.00	$ 468,500.00	$ 267,465.77
Agriculture, Nutrition and Forestry	653,270.81	5,000.00	658,270.81	469,696.00
Appropriations	740,887.00	130,000.00	870,887.00	1,925,381.00
Armed Services	789,737.50	47,500.00	837,237.50	490,817.99
Banking, Housing, and Urban Affairs	1,075,933.31	5,000.00	1,080,933.31	469,696.00
Budget	2,350,229.19	5,000.00	2,355,229.19	469,696.00
Commerce, Science and Transportation	2,716,925.00	5,000.00	2,721,925.00	469,696.00
Energy and Natural Resources	1,218,541.69	30,000.00	1,248,541.69	469,696.00
Environment and Public Works	1,355,991.69	5,000.00	1,360,991.69	469,696.00
Ethics (Select)	500,000.00	----	500,000.00	----
Finance	596,225.00	20,000.00	616,225.00	875,668.00
Foreign Relations	1,291,895.81	5,000.00	1,296,895.81	672,681.97
Governmental Affairs	4,152,025.00	5,000.00	4,157,025.00	537,357.97
Human Resources	2,545,083.31	5,000.00	2,550,083.31	1,078,653.97
Indian Affairs (Select)	582,600.00	----	582,600.00	----
Intelligence (Select)	1,774,291.69	----	1,774,291.69	----
Joint Economic Committee (Study)	600,000.00	----	600,000.00	----
Judiciary	4,765,754.19	25,000.00	4,790,754.19	626,141.99
Nutrition and Human Needs (Select)	231,500.00	----	231,500.00	----
Rules and Administration	704,645.81	30,000.00	734,645.81	562,775.96
Small Business (Select)	270,587.50	5,000.00	275,587.50	469,696.00
Veterans' Affairs	287,000.00	5,000.00	292,000.00	469,696.00
Total Authorized	$29,666,624.50	$337,500.00	$30,004,124.50	$10,794,512.62
Appropriations - Fiscal Year 1978			29,441,200.00[1]	10,284,700.00[1]
Add: Cost of Living Increase			1,553,800.00	243,300.00
Total Appropriations - Fiscal Year 1978			$30,995,000.00	$10,528,000.00
Summary				
Total Appropriations			$30,995,000.00	$10,528,000.00
Less: Total Authorizations			30,004,124.50	10,794,512.62
Total Appropriations over Authorizations			$ 990,875.50	
Total Authorizations over Appropriations				$ (-266,512.62)[2]

[1] Each includes $1,000,000.00 carryover from Fiscal Year 1977.

[2] This difference essentially represents the amount for the Special Committee on Aging, which received standing committee funding on March 6, 1978; the remainder ($953.15) is the result of rounding the appropriation to thousands.

ANALYSIS OF ESTIMATED EXPENDITURES, BASED ON EXPENSES PAID FROM OCTOBER 1, 1977, TO FEBRUARY 28, 1978, FOR COMMITTEES OF THE SENATE FUNDED UNDER "INQUIRIES AND INVESTIGATIONS" AND "SALARIES, OFFICERS AND EMPLOYEES"

FISCAL YEAR 1978

	Expenses of Inquiries and Investigations			Salaries, Officers and Employees
	Expenditures-Salaries*	Expenditures-Other*	Total Expenditures*	Total Expenditures*
Aging (Special)	$ 472,846.60	$ 118,429.64	$ 591,276.24**	$ 185,861.17#
Agriculture, Nutrition and Forestry	347,064.00	74,365.20	421,429.20	437,950.34
Appropriations	615,858.84	131,083.72	746,942.56	1,502,889.72
Armed Services	669,994.12	48,550.16	718,544.28	309,419.04
Banking, Housing and Urban Affairs	899,825.64	129,439.40	1,029,265.04	392,546.52
Budget	1,721,734.32	90,161.32	1,811,895.64	404,122.03
Commerce, Science and Transportation	1,887,829.00	158,238.80	2,046,067.80	434,774.13
Energy and Natural Resources	972,939.20	164,796.52	1,137,735.72	430,377.74
Environment and Public Works	1,000,490.16	55,025.04	1,055,515.20	390,207.60
Ethics (Select)	349,691.04	48,407.36	398,098.40	
Finance	469,922.24	83,865.48	553,787.72	538,127.06
Foreign Relations	1,070,026.60	149,380.60	1,219,407.20	599,635.12
Governmental Affairs	3,321,481.92	401,656.12	3,723,138.04	420,284.44
Human Resources	1,863,581.84	220,924.32	2,084,506.16	954,786.07
Indian Affairs (Select)	503,417.52	83,650.04	587,067.56**	
Intelligence (Select)	1,501,560.20	71,026.80	1,572,587.00	
Joint Economic Committee (Study)	157,125.24	19,798.52	176,923.76	
Judiciary	3,784,304.56	288,290.96	4,072,595.52	441,575.66
Nutrition and Human Needs (Select)	163,242.09	37,479.40	200,721.49	
Rules and Administration	544,407.20	13,871.88	558,279.08	364,740.00
Small Business (Select)	214,586.56	43,008.32	257,594.88	321,977.54
Veterans' Affairs	184,209.76	53,002.64	237,212.40	343,932.52
Total Expenditures	$22,716,138.65	$2,484,452.24	$25,200,590.89	$8,473,206.70

Summary		
Appropriations - Fiscal Year 1978	$30,995,000.00	$10,528,000.00
Less Estimated Expenditures	25,200,590.89	8,473,206.70
Estimated Balances as of September 30, 1978	$ 5,794,409.11	$ 2,054,793.30

* Annualized - based on October 1, 1977, to February 28, 1978, expenditures.

** Exceed authorizations due to heavy payments in five-month base period used in annualizing.

\# From March 6, 1978.

FOLDING DOCUMENTS

Mr. MALSTROM. May I proceed?

Senator SASSER. Yes.

Mr. MALSTROM. The next item is the appropriation, folding documents. Folding documents remains the same for fiscal year 1979 as it was for fiscal year 1978, $103,000.

MISCELLANEOUS ITEMS

Following that is the appropriation, miscellaneous items. This includes funds for the general expenses of the Senate and is generally referred to as a housekeeping appropriation of the Senate.

The major items included in this appropriation are the senatorial offices expense account, telephone and telegraph services, mechanical equipment and repair, general services, rental of space for senatorial offices located in home States, and computer equipment, including the correspondence management system.

The amount in the President's budget for this appropriation is $28,943,000, an increase of $3,451,000 over the anticipated 1978 appropriation. This amount has not been adjusted upward in the amount of $500,000 to cover reimbursement to the Civil Service Retirement Fund for reemployed annuitants. This would be partially offset by whatever amount the committee may decide to reduce the appropriation based on Mr. Hoffmann's testimony, which indicates a possible reduction in the amount of $230,000. If the committee approves the $500,000 increase and the $230,000 decrease, the amount required would be $29,213,000 or $230,000 below the amended budget request.

Senator SASSER. What accounts for that increase?

Mr. MALSTROM. We have an allocation or apportionment schedule attached to that. It may be in your print copy.

Senator SASSER. Let's pass on. I will study this carefully here. I think I can put it together myself.

POSTAGE STAMPS

Mr. MALSTROM. The following item is for postage stamps which amounts to $6,000 for fiscal year 1979, a decrease of $19,200.

The reason for the decrease is because in fiscal year 1978 we had an increase of $20,000 in the capitalization of the Post Office. This year we don't have that. That was a one-time obligation.

STATIONERY REVOLVING FUND

The following item is stationery revolving fund, which comes out to $39,000 total, for an increase of $1,700. That is strictly for stationery for the President of the Senate, committees and officers of the Senate, Secretary of the Senate, Sergeant at Arms and Doorkeeper, Chaplain and Senate Chamber—stationery items for those offices.

JOINT ECONOMIC COMMITTEE

The next item is the Joint Economic Committee which was brought up earlier today for $1,800,000. The special study which was covered earlier in Congressman Bolling's testimony would re-

quire additional funding in the amount of $553,000. At this point, may I insert a letter which will cover the method of funding and then proceed to the next item.

MARCH 16, 1978.

Mr. ROBERT A. MALSTROM,
Financial Clerk, U.S. Senate,
Washington, D.C.

DEAR MR. MALSTROM: The Joint Economic Committee, in addition to its regular budgetary requirement for fiscal year 1979 ($1.8 million), has requested $553,000 for funding the Special Study on Economic Change (now operating under authority of H. Con. Res. 248, agreed to July 18, 1977). This additional $553,000 is to carry the special study from January 1, 1979, through the end of the fiscal year on September 30, 1979. Present Senate contingency funding for the special study will expire on December 31, 1978.

It is the committee's intention that this $553,000 be obligated beginning January 1, 1979, and not before that date. This amount and future amounts which may be appropriated in ensuing fiscal years will be carried in the committee budget as separate, identifiable operations, and vouchering will be done separately and apart from regular Joint Economic Committee expenditures.

The committee also requests that if, at the end of fiscal year 1979, there are funds remaining for the special study from the $553,000 now being requested, that such funds be carried over into the new fiscal year and be used to reduce the amount of any new appropriations request by a like amount. It is anticipated that special study requirements beyond fiscal year 1979 and until completion of the study in December of 1980 will be included on a pro rata basis in subsequent Joint Economic Committee budget requests.

Your cooperation in arranging for the funding in the manner specified above will be appreciated.

Sincerely,

RICHARD BOLLING,
Chairman.

PROPOSED LANGUAGE TO ACCOMPLISH CHAIRMAN BOLLING'S REQUEST

To enable the Joint Economic Committee to carry out the investigation of past and prospective changes in the United States and world economies and the impact of such changes on the economies of the United States and other nations, pursuant to House Concurrent Resolution 248, 95th Congress, $553,000, such sum to become available for obligation on January 1, 1979, and to remain available for obligation through December 31, 1980.

JOINT COMMITTEE ON PRINTING

Senator SASSER. Yes. Let's just pass on from that. We have already gone over this.

Mr. MALSTROM. The Joint Committee on Printing is the following one. That was also brought up earlier.

Senator SASSER. Yes. Let's pass over that.

OFFICE OF THE ATTENDING PHYSICIAN

Let me direct your attention to the Office of the Attending Physician.

At this point we want to place in the record under the heading Office of the Attending Physician a letter from the Attending Physician providing information on this office, along with a justification for the increase in funds for the operation of the office.

Without objection, Dr. Cary's letter will be submitted for the record.

[The letter follows:]

Letter From Freeman H. Cary, The Attending Physician, Congress of the United States

February 22, 1978

Honorable Jim Sasser
Chairman, Subcommittee on
Legislative Affairs
United States Senate
Washington, D.C. 20510

Dear Mr. Chairman:

I am writing to provide information concerning the operation of the Office of the Attending Physician, U.S. Capitol, along with justification for the increase in funds for the operation of the office.

I am requesting $464,975 for FY 79. This is $120,775 increase over the previous fiscal year. As noted below, this increase is largely due to a major equipment purchase for the medical laboratory, along with fixed increased reimbursement costs to the Department of the Navy for personnel and vehicles assigned to this office.

a.	DuPont 700 Automatic Clinical Analyzer (On GSA Schedule)	$64,000
b.	Increased costs for reimbursement to Department of the Navy	36,100
c.	Increased cost for operation of the office due to workload increase and usual inflationary cost of supplies	20,675

JUSTIFICATION FOR PURCHASE OF AN AUTOMATIC CLINICAL ANALYZER

The number of laboratory studies performed are increasing to what approaches the maximum ceiling for the present equipment. Our present analyzer (semi-automatic) takes one and one-half to two hours to process the twenty blood chemistries associated with a physical examination battery. The Automatic Clinical Analyzer is capable of processing 39 chemistries in less than one half hour. This new analyzer can quadruple the present equipment's maximum output of four physical examination batteries per day. With additional software, it can perform up to 100 chemistries should such future requirements arise.

In summary, the laboratory analyzer which we are presently using has become inadequate for our needs since it is limited in capability and requires excessive technologist time. A more versatile analyzer is required to meet the demand of the laboratory workload, which has continued to increase between 9 and 16 per cent per fiscal year for the past six years.

Following are some of the services provided by my office and workload statistics:

Members of Congress are provided full outpatient care by the office of the Attending Physician, which includes x-ray, laboratory, physiotherapy, electrocardiograms, pulmonary function tests, pharmacy service and immunizations for foreign travel. Our ambulance is available for any emergency or sudden illness which may occur when Congress is in session. We provide the opportunity and encourage Members to participate

in health programs (annual physical examinations) for the early detection and prevention of disease.

We are constantly trying to update the services which can be provided to Members of the Office. Based on the premise that each Member represents an average of 475,000 constituents, it is obvious that any procedure that we can do to save the Member time is important. For this reason, we presently have specialty clinics held in this office. This precludes the Member of having to travel to Bethesda Naval Hospital or Walter Reed Army Hospital for his consultations. Periodic Surgical, Orthopedics, Dermatology, Proctology, Radiology and Podiatry clinics are held in the office on a regular basis.

Pages are youngsters and in many instances are away from home for the first time, so we act as their primary physician and a point of contact for them to discuss their usual adolescent problems, and we ensure that they are referred to appropriate medical sources for consultation and treatment when indicated.

My office provides medical coverage for Joint Sessions of Congress, State Funerals, and is largely responsible for planning and providing medical coverage for Inaugurations and other special events. We are also responsible, along with the Staff Clubs for providing the various medical screening programs that are held each year on Capitol Hill, such as Hearing Tests, Eye Screening Tests, Breast Cancer Screening Tests, etc.

We have opened three new First Aid Rooms during the past several months and anticipate opening an additional First Aid Room at 400 North Capitol Street within the near future. Presently, there are First Aid Rooms located in each of the House and Senate Office Buildings (Four First Aid Rooms on the House side, Four First Aid Rooms on the Senate side and one First Aid Room in the Capitol). Tourists are seen on an emergency basis and staff personnel may visit these units for minor ailments where simple over-the-counter medications are dispensed, if needed. In order to save staff employees time away from their desks, we also give certain injections, i.e. allergy, B-12, etc. on advise of their personal physician.

At the request of the House Subcommittee on Legislative Branch Appropriations, we have assumed the physical examination function for the Capitol Police Recruits. These examinations were previously performed by the U.S. Public Health Service on a reimbursable basis. In addition, at the request of the Capitol Police Board, we have instituted an annual physical examination program for Capitol Police Officers over 55 years of age.

We are presently in the process of training approximately 2000-3000 staff volunteers in Cardio-Pulmonary Resuscitation. Nearly all of the House and Senate Doorkeepers have been recently certified in Cardio-Pulmonary Resuscitation.

During the period FY 76 and FY 77, my office recorded 77,814 visits in FY 76 and 78,558 visits in FY 77 which in addition included the following:

	FY76	FY77
Physical Examinations	291	358
Prescriptions	7,687	9,547*
Electrocardiograms	506	499
Physiotherapy Treatments	4,560	3,436
Laboratory Tests	12,030	14,034
X-ray Exposures	3,070	3,429
Immunizations	15,082	23,530

*In addition, 60,430 over-the-counter units were dispensed through the First Aid Rooms during FY 77.

I am pleased to report that even though our workload continues to increase, our staff is essentially the same as it has been for the past several years.

I hope this information is useful and if I can be of any further assistance, please let me know.

Yours sincerely,

FREEMAN H. CARY, M.D.

FHC:bsz

OFFICIAL MAIL COSTS

Senator SASSER. The official mail costs area. Let me direct your attention to that.

The budget request for official mail costs for fiscal year 1979 is $64,944,000, an increase of $16,018,000 over the 1978 level.

Mr. Malstrom, would you please provide the subcommittee with the usual breakdowns similar to that which was included in last year's record? Are these costs controllable by this committee?

Mr. MALSTROM. Mr. Chairman, I have the insert.

As far as I can determine, these costs are not controllable by the committee. This is an item that is inserted by the House of Representatives initially and payments are made by the House. They have the entire budgetary control on that.

Senator SASSER. The House of Representatives?

Mr. MALSTROM. Yes, sir.

Senator SASSER. The statement of Mr. Henshaw, Clerk of the House of Representative's, will be inserted in the record at this point.

[The statement follows:]

STATEMENT OF EDMUND L. HENSHAW, JR., CLERK, HOUSE OF REPRESENTATIVES

OFFICIAL MAIL COSTS

The Fiscal Year '79 budget estimate for franked mail costs (all mail sent by the House and Senate) is $64,944,000. I shall include in the hearing record at this point a letter from the U. S. Postal Service wherein the Service has revised its Fiscal Year '78 estimate upward, and indicates that the Fiscal Year '79 estimate would be $49,934,000.

Mr. Chairman, there is a considerable "lag" between the time within which delivery service is rendered to franked mail by the Postal Service and when we are actually billed for such service. For example, we have not yet received a billing for any mail costs for Fiscal Year '78 and we are in the fifth month of the Fiscal Year. We have just received the final fourth quarter bill for Fiscal Year '77. Thus, in order to have funds available whenever needed, and since the total number of pieces of mail that House and Senate members may send within a year is very difficult to estimate, our appropriation bill always contains language to make funds immediately available upon enactment.

The Clerk has disbursed funds to the Postal Service for Fiscal Year '77 in the total amount of $46,904,000. This payment is for 293,301,798 pieces of franked mail at an average rate of .1342 per piece. This total represents 211,879,788 pieces of mail for the House and 81,422,010 for the Senate.

Mr. Chairman, the payments for Fiscal Year '77 are illustrative of the difficulty in providing and maintaining a firm estimate on the number of pieces of franked mail. Our Fiscal Year '77 funds were utilized to some extent to complete payments for Fiscal Year '76 and the transition quarter. We have now used Fiscal Year '78 funds in the amount of $9,827,621 to complete the Fiscal Year '77 payments. Thus, the Fiscal

Year '79 estimate of $64,944,000 represents the funds we now believe are needed to "catch up" with the payment cycle and make payments for the next Fiscal Year.

There has been a change in the procedures for handling "postal patron" or bulk mail from the House. We have obtained a third class mail permit and postal patron mail has been dispatched under this procedure at a combined third class/express rate that is much less than the first class rate of 13 cents per piece. During the third and fourth quarters of Fiscal Year '77, approximately 103.9 million pieces of postal patron mail were sent from the House. At the rate of 13 cents per piece, this cost would have been approximately $13.5 million. At the new average rate of approximately 8.75 cents per piece, the cost was something over $9 million or a savings of approximately $4.4 million for the two quarters.

Appropriations, Actual Expenditures, Unexpended Balances

	FY '77 As of 9/30/77	FY '78 As of 11/30/77	Estimated FY '79
Total Appropriations	$46,904,000	$48,926,000	$64,944,000
Expenditures	46,904,000	9,827,621	0
Uenxpended Balances	0	39,098,379	64,944,000

October 7, 1977

Honorable Edmund L. Henshaw, Jr.
Clerk, U.S. House of Representatives
Washington, D.C. 20515

Dear Mr. Henshaw:

This refers to telephone discussions between Mr. Colley, Assistant Clerk, U.S. House of Representatives and Ivan Hall, of my staff, concerning estimates of anticipated franked mail costs for Fiscal Years 1978 and 1979. Our current estimate of these data is as follows:

Estimated Franked Mail Volume and Revenue (in Thousands)

	Volume Pieces	Av. Revenue Per Piece	Revenue
1978	504,442	.1268	$ 63,963
1979	357,183	.1398	49,934

The foregoing projections are based on a restructuring of historical data, based on the new fiscal year beginning on October 1, and ending on September 30. They also have been adjusted for the diversion of postal patron mail from First Class to a combination of Express Mail/ Third Class Bulk Rate and an anticipated rate increase of approximately 19% beginning with May of 1978. Further, these projections anticipate a nominal growth in franked mail services in proportion to the population growth offset by a program of mail management.

Sincerely,

John L. Gentile
Assistant Postmaster General
Finance Department

RECEIVED
1977 OCT 11 PM 3:07
OFFICE OF THE CLERK
U.S. HOUSE OF REPRESENTATIVES

10 11 77 PM 5:49
HOR R. FINANCE OFFICE

1 FEB 1978

Honorable Edmund L. Henshaw, Jr.
Clerk. U. S. House of Representatives
Washington, DC 20515

Dear Mr. Henshaw:

Enclosed is PS Form 1903-B, Invoice and Statement, in the amount of $10,127,061 covering 4th Quarter FY 1977, franked mail usage by the Congress.

The actual 4th Quarter mail volume usage as reflected by the bill is $2,845,439 less than was originally estimated at the beginning of the year for which a provisional payment of $12,972,500 was made. In view of the reduction in mail costs for 4th Quarter FY 1977, the Congress has a credit balance in their FY 1977 account.

Provisional payment	$12,972,500
Actual 4th Quarter	10,127,061
Credit due the Congress:	($ 2,845,439)

In reviewing our records covering prior years, we note that there is a balance of $1,453,134 in the FY 1975 account which came about as the result of an audit of franked mail procedures and certain manual errors that were noted.

We bring these matters to your attention and request that you advise us as to how you wish to liquidate the credit due the Congress in the FY 1977 account.

Sincerely,

Ivan N. Hall
Manager, Government Revenue
and Examination Branch
Accounting Division
Finance Department

RECEIVED
1978 FEB -3 PM 9:17

DATE	F Y	CODE	CAG	FINANCE NO	CHECK DIGIT	SUB LOC CODE	COST CENTER	TYPE OF PAYMENT	VENDOR NUMBER	INVOICE NUMBER
		1	2	3-8	9	10-12	13-14	15	16-21	22-27
3/15/77	7		W	10-4523	0				0077000	P-30000

IN WINDOW AREA BELOW WRITE THE NAME AND ADDRESS OF DEBTOR *(Exactly as it appears on document authorizing billing)*

TO:

Legislative Branch, U.S. Government
Clerk, U.S. House of Representatives
Washington, DC 20515

MAKE CHECK PAYABLE TO: DISBURSING OFFICER

U.S. Postal Service

MAIL TO:

PLEASE CALL:

Ivan N. Hall
245-5001 when check is ready so that it ca be picked up.

IMPORTANT: For proper credit, return copy of this form with your remittance.

DESCRIPTION *(Details of Computation)*

Reimbursement to the U.S. Postal Service for franked mail service based on actual data for 1st quarter postal fiscal year 1977. (See attachments)

NET AMOUNT DUE U.S. POSTAL SERVICE

$8,624,719

CREDIT ON COLLECTION

A/C 13110

28-32

Received, 3/17/77/ Sent to Finance for payment, 3/18/77
Copy to Senate Disbursing Office, 3/18/77

ACCOUNT NO.	SUB A/C	AMOUNT (F-52)	FAC CODE	DISCOUNT (F-59)	ADJ. CODE	ADJ. TYPE	A/P OR F.Y.	PRIOR YEAR ACCT. NO	PRIOR YEAR SUB A/C
33-37	38-40	41-52	53	54-59	60	61	62-63	64-68	69-71
41421		$8,624,719.00							

ON OVERPAYMENT, NAME OF ACCOUNTABLE OFFICER:

I certify that the amount due the U.S. Postal Service arose from an overpayment disclosed by the records of the U.S. Postal Service, or from a determination by an authorized official on the basis of circumstances described above.

Ivan N. Hall
(SIGNATURE (Authorizing Official))

U.S. Postal Service, ~~1000 Connecticut~~
Washington, DC 20260
(CITY, STATE AND ZIP CODE)

PS Form 1903-B
Jan. 1975

INVOICE AND STATEMENT
(Other than payroll)

FRANKED MAIL

Postal Quarter I FY 1977
SENATE HOUSE

Subcategories	Pounds	Pcs per Pound	Pieces	Rate($)	Amount($)
1. Direct Sacks:					
1st Class					
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk	10,783	.0221	238	5.4876	1,306
4th Class-Regular	2,357	.0148	35	5.3740	188
Total	13,140	.0208	273		1,494
2. Outsides:					
1st Class	57	.7854	45	15.2940	685
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk					
4th Class-Regular	186,126	.0258	4,798	6.8728	32,977
Total	186,183	.0260	4,843		33,662
3. Letters:					
1st Class	323,534	57.7200	18,674,382	.1300	2,427,670
Priority-Under 16 oz					
3rd Class					
Total	323,534	57.7200	18,674,382		2,427,670
4. Patron Mail (House):					
1st Class					
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk					
4th Class-Regular					
Total					
5. Flats:					
1st Class	60,925	5.7700	351,537	.4207	147,893
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk					
4th Class-Regular					
Total	60,925	5.7700	351,537		147,893

FRANKED MAIL

Postal Quarter I FY 1977
SENATE HOUSE

Subcategories	Pounds	Pcs per Pound	Pieces	Rate($)	Amount($)
6. Drop Mail (House):					
1st Class					
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk					
4th Class-Regular					
Total					
7. Other:					
1st Class	25,362	1.5053	38,177	1.2476	47,630
Priority-Under 16 oz	12,115	1.4706	17,816	1.5969	28,450
Priority-16 oz & over	45,581	.5807	26,469	2.3256	61,557
3rd Class					
4th Class-Special Bk					
4th Class-Regular	83,327	.3482	29,015	1.5277	44,326
Total	166,385	.6700	111,477		181,963
8. CPEDCM(Gr. Pouches):					
1st Class	6,643	29.0904	193,256	.1652	31,923
Priority-Under 16 oz	9,241	.8879	8,205	1.6387	13,446
Priority-16 oz & over	11,106	.3305	3,671	2.4300	8,920
3rd Class					
4th Class-Special Bk					
4th Class-Regular					
Total	26,990	7.6000	205,132		54,289
9. Agriculture Bulletins:					
1st Class	249	7.5444	1,879	.5472	1,028
Priority-Under 16 oz					
Priority-16 oz & over	53	1.4747	78	1.8300	142
3rd Class					
4th Class-Special Bk					
4th Class-Regular	1,819	.0512	93	4.4200	412
Total	2,121	.9665	2,050		1,582
10. Yearbooks:					
1st Class					
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk					
4th Class-Regular					
Total					

FRANKED MAIL

Postal Quarter I FY 1977
SENATE HOUSE

	Pounds	Pcs per Pound	Pieces	Rate($)	Amount($)
Controlled Circulation					
Third-class Bulk-rate					
Cong. Frank Mail originating outside Washington, DC					
12 oz. or less	3,116	46.2105	143,992	.1594	22,955
12 oz. less 16 oz.	5,867	1.2185	7,149	1.6100	11,510
16 oz. or over	17,428	.1880	3,277	2.3296	7,634
Year Books					
Total	26,411	5.8467	154,418		42,099
TOTAL POSTAL QUARTER PFY 197	805,689	24.2080	19,504,112	.1482	2,890,652
					1,234
Address Corrections (3547)					47
					29
Mailing List Corrections					84
Registry Fee					
Postage Due					5
Mailgrams					8,051
SUB-TOTAL POSTAL QUARTER PFY 197					2,900,102
Add Adjustment for period October 1-8, 197					390,546
GRAND TOTAL POSTAL Quarter I PFY 1977					$ 3,290,648

DATE	F Y	CODE	CAG	FINANCE NO	CHECK DIGIT	SUB LOC CODE	COST CENTER	TYPE OF PAYMENT	VENDOR NUMBER	INVOICE NUMBER
		1	2	3-8	9	10-12	13-14	15	16-21	22-27
6/29/77	7		W	10-4523	0				0077000	P-30000

IN WINDOW AREA BELOW WRITE THE NAME AND ADDRESS OF DEBTOR *(Exactly as it appears on document authorizing billing)*

TO:
Legislative Branch, U.S. Government
Clerk, U.S. House of Representatives
Washington, DC 20515

IMPORTANT: For proper credit, return copy of this form with your remittance.

MAKE CHECK PAYABLE TO:
DISBURSING OFFICER
U.S. Postal Service

MAIL TO:
PLEASE CALL:
Ivan N. Hall
245-5001 when check is ready so that it can be picked up.

DESCRIPTION *(Details of Computation)*

Reimbursement to the Postal Service for franked mail service based on actual data for 2nd quarter postal fiscal year 1977.
(See attachments)

NET AMOUNT DUE U.S. POSTAL SERVICE
$11,071,559

CREDIT ON COLLECTION
A/C 13110
28-32

ACCOUNT NO.	SUB A/C	AMOUNT (X-52)	FAC CODE	DISCOUNT (X-58)	ADJ. CODE	ADJ. TYPE	A/P OR F.Y.	PRIOR YEAR ACCT. NO.	PRIOR YEAR SUB A/C
33-37	38-40	41-52	53	54-58	60	61	62-63	64-68	69-71
41421		$11,071,559.00							

ON OVERPAYMENT,
NAME OF ACCOUNTABLE OFFICER

I certify that the amount due the U.S. Postal Service arose from an overpayment disclosed by the records of the U.S. Postal Service, or from a determination by an authorized official on the basis of circumstances described above.

Frank. Hall
(SIGNATURE) (Authorizing Official)

U. S. Postal Service, Postal Data Center
Washington, DC 20260
(CITY, STATE AND ZIP CODE)

PS Form 1903-B
Jan. 1975

INVOICE AND STATEMENT
(Other than payroll)

FRANKED MAIL

Postal Quarter II FY 1977
SENATE HOUSE

Subcategories	Pounds	Pcs per Pound	Pieces	Rate($)	Amount($)
1. Direct Sacks:					
1st Class					
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk	7,600	.0237	180	5.3231	$ 956
4th Class-Regular	552	.0380	21	5.3240	115
Total	8,152	.0247	201		1.071
2. Outsides:					
1st Class	26	1.2806	33	15.2904	512
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk					
4th Class-Regular	163,709	.0227	3,711	7.0786	26,265
Total	163,735	.0229	3,744		26,777
3. Letters:					
1st Class	298,531	57.9500	17,299,871	.1535	2,655,885
Priority-Under 16 oz					
3rd Class					
Total	298,531	57.9500	17,299,871		2,655,885
4. Patron Mail (House):					
1st Class					
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk					
4th Class-Regular					
Total					
5. Flats:					
1st Class	58,642	6.1200	358,889	.4207	150,978
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk					
4th Class-Regular					
Total	58,642	6.1200	358,889		150,978

FRANKED MAIL

Postal Quarter II FY 1977
SENATE HOUSE

Subcategories	Pounds	Pcs per Pound	Pieces	Rate($)	Amount($)
6. Drop Mail (House):					
1st Class					
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk					
4th Class-Regular					
Total					
7. Other:					
1st Class	20,727	1.6955	35,142	1.2418	43,639
Priority-Under 16 oz	13,134	1.7678	23,219	1.5951	37,037
Priority-16 oz & over	54,222	.6828	37,025	2.3344	86,430
3rd Class					
4th Class-Special Bk					
4th Class-Regular	105,406	.4167	43,927	1.5484	68,019
Total	193,489	.7200	139,313		235,125
8. CPEDCM(Gr. Pouches):					
1st Class	23,612	7.0200	165,757	.1878	31,134
Priority-Under 16 oz	3,137	.4150	1,302	1.6258	2,116
Priority-16 oz & over	10,444	.2077	2,170	2.2135	4,802
3rd Class					
4th Class-Special Bk					
4th Class-Regular					
Total	37,493	4.5500	169,229		38,052
9. Agriculture Bulletins:					
1st Class	504	1.2321	621	.6333	393
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk	3,166	.0089	28	4.4200	125
4th Class-Regular					
Total	3,670	.1768	649		578
10. Yearbooks:					
1st Class					
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk	7,142	.6410	4,578	.4825	2,209
4th Class-Regular					
Total	7,142	.6410	4,578	.4825	2,209

FRANKED MAIL

Postal Quarter II FY 1977
SENATE HOUSE

	Pounds	Pcs per Pound	Pieces	Rate($)	Amount($)
Controlled Circulation					
Third-class Bulk-rate					
Cong. Frank Mail originating outside Washington, DC					
12 oz. or less	4.420	44.4251	196,359	.1614	$ 31.691
12 oz. less 16 oz.	5.846	1.5068	8.809	.6636	14.066
16 oz. or over	13.212	.2501	3,304	2.1453	7.088
Year Books	647	.6414	415	.4825	200
Total	24.125	8.6585	208,887		53.045
TOTAL POSTAL QUARTER PFY 197	794,979	22.8753	18,185,361	.1740	$3,163,720
EXPRESS MAIL SERVICE - 1st Qtr					31
Address Corrections (3547)					1.620
Mailing List Corrections					54
Registry Fee					
Postage Due					49
Mailgrams					1.115
GRAND TOTAL POSTAL QUARTER II PFY 1977					$3,166,589

DATE	F Y	CODE	CAG	FINANCE NO	CHECK DIGIT	SUB LOC CODE	COST CENTER	TYPE OF PAYMENT	VENDOR NUMBER	INVOICE NUMBER
		1	2	3-8	9	10-12	13-14	15	16-21	22-27
9/26/77	7		W	10-4523	0				0077000	P-30000

IN WINDOW AREA BELOW WRITE THE NAME AND ADDRESS OF DEBTOR (Exactly as it appears on document authorizing billing)

TO:

Legislative Branch, U.S. Government
Clerk, U.S. House of Representatives
Washington, DC 20515

MAKE CHECK PAYABLE TO: DISBURSING OFFICER

U.S. Postal Service

MAIL TO:

PLEASE CALL::
Ivan N. Hall
245-5001 when check is ready so that it can be picked up.

IMPORTANT: For proper credit, return copy of this form with your remittance.

DESCRIPTION (Details of Computation)

Reimbursement to the U.S. Postal Service for franked mail service based on actual data for third quarter, Postal Fiscal Year 1977. (See attachments)

NET AMOUNT DUE U.S. POSTAL SERVICE

$9,550,572

CREDIT ON COLLECTION

A/C 13110

28-32

ACCOUNT NO.	SUB A/C	AMOUNT (X-52)	FAC CODE	DISCOUNT (X-58)	ADJ. CODE	ADJ. TYPE	A/P OR F.Y.	PRIOR YEAR ACCT. NO.	PRIOR YEAR SUB A/C
33-37	38-40	41-52	53	54-58	60	61	62-63	64-68	69-71
41421		$9,550,572.00							

ON OVERPAYMENT, NAME OF ACCOUNTABLE OFFICER:

I certify that the amount due the U.S. Postal Service arose from an overpayment disclosed by the records of the U.S. Postal Service, or from a determination by an authorized official on the basis of circumstances described above.

Ivan N. Hall
(SIGNATURE) (Authorizing Official)

U. S. Postal Service, [redacted]
Washington, DC 20260
(CITY, STATE AND ZIP CODE)

PS Form 1903-B
Jan. 1975

INVOICE AND STATEMENT
(Other than payroll)

FRANKED MAIL

Postal Quarter IIIIY 1977
SENATE HOUSE

Subcategories	Pounds	Pcs per Pound	Pieces	Rate($)	Amount($)
1. Direct Sacks:					
1st Class -					
Priority-Under 16 oz					
Priority-16 oz & over	82	.0487	4	41.8200	167
3rd Class					
4th Class-Special Bk	5,696	.0232	132	5.6530	746
4th Class-Regular	411	.0292	12	4.9033	59
Total	6,189		148		972
2. Outsides:					
1st Class	16	1.7051	28		421
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk					
4th Class-Regular	100,760	.0257	2,585		18,730
Total	100,776		2,613		19,151
3. Letters:					
1st Class	395,098	49.4200	19,525,743	.1492	2,913,666
Priority-Under 16 oz					
3rd Class					
Total	395,098		19,525,743		2,913,666
4. Patron Mail (House):					
1st Class					
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk					
4th Class-Regular					
Total					
5. Flats:					
1st Class	34,843	3.9400	137,281	.4753	65,244
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk					
4th Class-Regular					
Total	34,843		137,281		65,244

FRANKED MAIL

Postal Quarter III FY 1977
SENATE HOUSE

Subcategories	Pounds	Pcs per Pound	Pieces	Rate($)	Amount($)
6. Drop Mail (House):					
1st Class					
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk					
4th Class-Regular					
Total					
7. Other:					
1st Class	7,768	1.2450	9,671	1.2080	11,683
Priority-Under 16 oz	4,612	1.3515	6,877	1.5544	10,690
Priority-16 oz & over	17,136	.5017	8,597	2.3220	19,961
3rd Class	475	1.3567	19,772	1.1650	23,035
4th Class-Special Bk	1,623	.5298			
4th Class-Regular	79,216	.3853	11,605	1.4839	17,221
Total	110,830		56,522		82,590
8. CPEDCM(Gr. Pouches):					
1st Class	23,839	12.9009	307,542	.1967	60,492
Priority-Under 16 oz	3,221	.8923	2,874	1.6207	4,658
Priority-16 oz & over	15,540	.3693	6,159	2.1870	13,470
3rd Class					
4th Class-Special Bk					
4th Class-Regular	1,569	.2617	411	1.5750	647
Total	44,169		316,986		79,267
9. Agriculture Bulletins:					
1st Class					
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk					
4th Class-Regular	7,548	.1206	910		7,544
Total	7,548		910		7,544
10. Yearbooks:					
1st Class					
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk	2,099	.3470	728	.6800	495
4th Class-Regular					
Total	2,099		728		495

FRANKED MAIL

Postal Quarter III FY 197 7
SENATE HOUSE

	Pounds	Pcs per Pound	Pieces	Rate($)	Amount($)
Controlled Circulation					
Third-class Bulk-rate					
Cong. Frank Mail originating outside Washington, DC					
12 oz. or less	5,744	43.2907	248,662	.1527	37,977
12 oz. less 16 oz.	8,443	1.1738	9,910	1.5739	15,598
16 oz. or over	15,773	.2186	3,448	2.0240	6,979
Year Books	2,161	.3471	750	.6800	510
Total	32,121		262,770		61,064
TOTAL POSTAL QUARTER PFY 197	733,673	27.6740	20,303,701	.1591	3,229,993
Address Corrections (3547)					14,590
Mailing List Corrections					8
Registry Fee					
Postage Due					10,401
Mailgrams					2,647
Express Mail					49
GRAND TOTAL POSTAL QUARTER PFY 197					3,257,688

DATE	F. Y.	CODE	CAG	FINANCE NO	CHECK DIGIT	SUB LOC CODE	COST CENTER	TYPE OF PAYMENT	VENDOR NUMBER	INVOICE NUMBER
		1	2	3-8	9	10-12	13-14	15	16-21	22-27
1/30/78	7		W	10-4523	0				0077000	P-30000

IN WINDOW AREA BELOW WRITE THE NAME AND ADDRESS OF DEBTOR *(Exactly as it appears on document authorizing billing)*

TO:

Legislative Branch, U. S. Government
Clerk, House of Representatives
Washington, DC 20515

MAKE CHECK PAYABLE TO: DISBURSING OFFICER

MAIL TO:

IMPORTANT: For proper credit, return copy of this form with your remittance.

DESCRIPTION *(Details of Computation)*

Reimbursement to the U.S. Postal Service for franked mail service for 4th quarter fiscal year 1977 based on actual data. (See attachments)

4th Qtr. Actual	$10,127,061
Credit provisional payment	12,972,500
CREDIT DUE THE CONGRESS FOR FY '77	-$ 2,845,439

NET AMOUNT DUE U.S. POSTAL SERVICE
$10,127,061

CREDIT ON COLLECTION
A/C 13110
28-32

ACCOUNT NO.	SUB A/C	AMOUNT (X-52)	FAC CODE	DISCOUNT (X-59)	ADJ CODE	ADJ TYPE	A/P OR F.Y.	PRIOR YEAR ACCT. NO.	PRIOR YEAR SUB A/C
33-37	38-40	41-52	53	54-59	60	61	62-63	64-68	69-71

ON OVERPAYMENT, NAME OF ACCOUNTABLE OFFICER

I certify that the amount due the U.S. Postal Service arose from an overpayment disclosed by the records of the U.S. Postal Service, or from a determination by an authorized official on the basis of circumstances described above.

Frank N. Hall
(SIGNATURE (Authorizing Official))

U. S. Postal Service, ~~Headquarters~~
Washington, DC 20260
(CITY, STATE AND ZIP CODE)

PS Form 1903-B
Jan 1975

INVOICE AND STATEMENT
(Other than payroll)

FRANKED MAIL

Postal Quarter IV FY 1977
SENATE HOUSE

Subcategories	Pounds	Pcs per Pound	Pieces	Rate($)	Amount($)
a. Direct Sacks:					
1st Class					
Priority-Under 16 oz					
Priority-16 oz & over	688	.0058	4	13.7600	$ 61
3rd Class					
4th Class-Special Bk	9,248	.0157	145	5.6530	822
4th Class-Regular	667	.0198	13	4.9033	65
Total	10,603		162		$ 948
b. Outsides:					
1st Class	17	2.4706	42	15.2940	$ 636
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk					
4th Class-Regular	107,546	.0363	3,908	7.1810	28,066
Total	107,563		3,950		$ 28,702
c. Letters:					
1st Class	450,097	50.0400	22,522,854	.1389	$3,128,586
Priority-Under 16 oz					
3rd Class					
Total	450,097		22,522,854		3,128,586
d. Patron Mail (House):					
1st Class					
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk					
4th Class-Regular					
Total					
e. Flats:					
1st Class	54,012	4.8600	262,498	.4104	$ 107,730
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk					
4th Class-Regular					
Total	54,012		262,498		107,730

FRANKED MAIL

Postal Quarter IV FY 1977
SENATE HOUSE

Subcategories	Pounds	Pcs per Pound	Pieces	Rate($)	Amount($)
6. Drop Mail (House):					
1st Class					
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk					
4th Class-Regular					
Total					
7. Other:					
1st Class	9,321	1.2848	11,976	1.2350	$ 14,790
Priority-Under 16 oz	5,533	1.4265	7,893	1.5969	12,605
Priority-16 oz & over	20,561	.5295	10,887	2.3220	25,280
3rd Class	1,470	1.4811	2,177	.8575	1,867
4th Class-Special Bk	835	.3261	272	.6300	171
4th Class-Regular	98,371	.4095	40,283	1.3451	54,186
Total	136,091		73,488		$ 108,899
8. CPEDCM(Gr. Pouches):					
1st Class	32,964	7.7464	255,352	.1940	$ 49,540
Priority-Under 16 oz	3,845	.5836	2,244	1.6340	3,666
Priority-16 oz & over	21,317	.2246	4,787	2.3062	11,040
3rd Class					
4th Class-Special Bk					
4th Class-Regular					
Total	58,126		262,383		$ 64,246
9. Agriculture Bulletins:					
1st Class	1	2.0000	2	1.0100	$ 2
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk					
4th Class-Regular	14,809	.0264	391	6.0863	2,380
Total	14,810		393		$ 2,382
10. Yearbooks:					
1st Class					
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk	1,666	.3530	588	.6600	$ 388
4th Class-Regular					
Total	1,666		588		388

FRANKED MAIL

Postal Quarter IV FY 1977
SENATE HOUSE

	Pounds	Pcs per Pound	Pieces	Rate($)	Amount($)
Controlled Circulation					
Third-class Bulk-rate					
Cong. Frank Mail originating outside Washington, DC					
12 oz. or less	6,779	42.1890	285,999	.1432	$ 40,957
12 oz. less 16 oz.	9,568	1.1352	10,862	1.4729	15,999
16 oz. or over	21,443	.2215	4,749	2.0113	9,552
Year Books	640	.3531	226		149
Total	38,430		301,836		$ 66,657
TOTAL POSTAL QUARTER PFY 1977	871,398	26.8857	23,428,152	.1498	$3,508,538

Address Corrections (3547)	5,302
Mailing List Corrections	7,740
Registry Fee	2
Postage Due	15,572
Mailgrams	2,822
Questionnaires Returned under the "Franking Privilege"	10,136
EXPRESS MAIL Service	
Credit adjustment PFY to FY (Oct. 1-7, 1977)	$ (221,882)

GRAND TOTAL POSTAL QUARTER IV, PFY 1977 $3,328,230

March 6, 1978

MEMORANDUM TO: SENATE DISBURSING OFFICE
ATTENTION: MR. CRUMP

FROM: EDMUND L. HENSHAW, JR.
CLERK OF THE HOUSE
By Ray Colley

SUBJECT: FRANKED MAIL

In my memorandum of February 28, 1978, I sent you copies of franked mail billings for Fiscal Year 1977. The attached billing was received today for the first quarter of Fiscal Year 1978; it will be vouchered and paid within the next few days. In the meantime, I am sending the total billing and information on the Senate portion of the costs for your use in the current appropriation hearings.

DATE	F.Y.	CODE	CAG	FINANCE NO.	CHECK DIGIT	SUB LOC CODE	COST CENTER	TYPE OF PAYMENT	VENDOR NUMBER	INVOICE NUMBER
		1	2	3-6	9	10-12	13-14	15	16-21	22-27
3/2/78	8		W	10-4523	0				0078000	P-30000

IN WINDOW AREA BELOW WRITE THE NAME AND ADDRESS OF DEBTOR *(Exactly as it appears on document authorizing billing)*

TO:

Legislative Branch, U. S. Government
Clerk, U.S. House of Representatives
Washington, DC 20515

IMPORTANT: For proper credit, return copy of this form with your remittance.

MAKE CHECK PAYABLE TO: DISBURSING OFFICER

U.S. Postal Service

MAIL TO:

PLEASE CALL:

Ivan N. Hall
245-5001 when check is ready so that it can be picked up

DESCRIPTION *(Details of Computation)*

Reimbursement to the U.S. Postal Service for franked mail service based on actual data for first quarter, Postal Fiscal Year 1978. (See attachments)

NET AMOUNT DUE U.S. POSTAL SERVICE

$9,903,944

CREDIT ON COLLECTION

A/C 13110

26-32

ACCOUNT NO.	SUB A/C	AMOUNT (X-52)	FAC CODE	DISCOUNT (X-59)	ADJ CODE	ADJ TYPE	A/P OR F.Y.	PRIOR YEAR ACCT. NO.	PRIOR YEAR SUB A/C
33-37	38-40	41-52	53	54-58	60	61	62-63	64-68	69-71
41421		$9,903,944.00							

ON OVERPAYMENT, NAME OF ACCOUNTABLE OFFICER:

I certify that the amount due the U.S. Postal Service arose from an overpayment disclosed by the records of the U.S. Postal Service, or from a determination by an authorized official on the basis of circumstances described above.

Frank N. Hall
(SIGNATURE [redacted] (Authorizing Official))

U. S. Postal Service, [redacted]
Washington, DC 20260
(CITY, STATE, AND ZIP CODE)

PS Form 1903-B
Jan. 1973

INVOICE AND STATEMENT
(Other than payroll)

FRANKED MAIL

Postal Quarter I, FY 1978
SENATE HOUSE ---

Subcategories	Pounds	Pcs per Pound	Pieces	Rate($)	Amount($)
Direct Sacks:					
1st Class					
Priority-Under 16 oz					
Priority-16 oz & over	508	.0134	7	9.4650	$ 64
3rd Class					
4th Class-Special Bk	3,725	.0183	68	5.5345	376
4th Class-Regular	271	.0376	10	4.9033	50
Total	4,504		85		$ 490
utsides:					
1st Class					
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk					
4th Class-Regular	98,074	.0281	2,760	7.5356	$ 20,798
Total	98,074		2,760		$ 20,798
Letters:					
1st Class	393,156	45.7300	17,979,024	.1221	$2,194,379
Priority-Under 16 oz					
3rd Class					
Total	393,156		17,979,024		$2,194,379
Patron Mail (House):					
1st Class					
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk					
4th Class-Regular					
Total					
Flats:					
1st Class	53,981	3.9297	212,130	.4502	$ 95,505
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class	655	1.0095	662	.9400	622
4th Class-Special Bk					
4th Class-Regular	264	.8368	221	1.2800	282
Total	54,900		213,013		$ 96,409

FRANKED MAIL

Postal Quarter I, FY 1978
SENATE HOUSE

Subcategories	Pounds	Pcs per Pound	Pieces	Rate($)	Amount($)
6. Drop Mail (House):					
1st Class					
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk					
4th Class-Regular					
Total					
7. Other:					
1st Class	1,013	1.6238	1,644	1.9333	$ 1,962
Priority-Under 16 oz	1,443	1.2155	1,754	1.5938	2,796
Priority-16 oz & over	5,981	.4582	2,741	2.2916	6,281
3rd Class	835	1.3122	1,096	.8190	898
4th Class-Special Bk	1,254	.4372	548	.6560	360
4th Class-Regular	69,018	.3828	26,420	1.2749	33,682
Total	79,544		34,203		$ 45,979
8. CPEDCM(Gr. Pouches):					
1st Class	35,480	3.8379	136,170		$ 25,882
Priority-Under 16 oz	1,468	.3014	443		735
Priority-16 oz & over	14,931	.1143	1,707		3,900
3rd Class					
4th Class-Special Bk					
4th Class-Regular					
Total	51,879		138,320		$ 30,517
9. Agriculture Bulletins:					
1st Class	393	4.7301	1,860	.7916	$ 1,472
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk					
4th Class-Regular	11,743	.0614	721	5.2261	3,769
Total	12,136		2,581		$ 5,241
10. Yearbooks:					
1st Class					
Priority-Under 16 oz					
Priority-16 oz & over					
3rd Class					
4th Class-Special Bk	28,558	.4671	13,339	.6100	$ 8,137
4th Class-Regular					
Total	28,558		13,339		$ 8,137

FRANKED MAIL

Postal Quarter I, FY 1978
SENATE HOUSE

	Pounds	Pcs per Pound	Pieces	Rate($)	Amount($)
Controlled Circulation					
Third-class Bulk-rate					
Cong. Frank Mail originating outside Washington, DC					
12 oz. or less	6,297	37.8717	238,478	.1265	$ 30,172
12 oz. less 16 oz.	13,267	.8983	11,918	1.2771	15,221
16 oz. or over	26,561	.1711	4,544	1.9760	8,979
Year Books	4,918	.4671	2,297	.6099	1,401
Total	51.043		257,237		$ 55,773
TOTAL POSTAL QUARTER PFY 197	773,794	24.4702	18,640,562	.1319	$2,457,723

Address Corrections (3547)	10,346
Mailing List Corrections	1,040
Registry Fee	
Postage Due	28,240
Mailgrams	607
Questionnaires Returned under the "Franking Privilege"	1,490
EXPRESS MAIL Service	
Add Adjustment PFY to FY (Oct. 1-7, 1977)	221,882
GRAND TOTAL POSTAL QUARTER I, FFY 1978	$2,721,328

CAPITOL GUIDE SERVICE

Senator SASSER. The fiscal year 1979 budget request for the Capitol Guide Service is $544,000, an increase of $110,000 over the previous year.

Would you give the subcommittee an explanation of this proposed increase?

Mr. MALSTROM. The Capitol Guide Service Estimate, as we have it in the budget, was given to me by Mr. Hoffmann, who was then chairman of the Capitol Guide Board. The increase actually is due to the fact that the Guide Service has recommended changing one of the guide positions to that of a training instructor, with an increase, and one of the guide positions to become a guide supervisor, with an increase. There are also several increases within the Guide Service, and the addition of 10 new positions. This comes to a total of $544,000.

As far as the justification for those items, I do not have that on hand because of the fact that the chairman of the Guide Board at that time transmitted the budget request to me. Whether justification came up in hearings on the House side is something else.

Senator SASSER. How would we get justification for that increase? I would like to see the justification for it.

Mr. MALSTROM. I will contact——

Senator SASSER. Contact the appropriate persons.

Mr. MALSTROM. I will contact the appropriate source, namely the Sergeant at Arms of the Senate, who was Chairman of the Capitol Guide Board at the time of submission of the Budget Estimate for fiscal year 1979. If there is no objection from the committee to my doing so, I will submit the justification.

Senator SASSER. The justifications will be inserted in the record at this point.

[The justification follows:]

BUDGET ESTIMATE

APPROPRIATION Capitol Guide Service

FISCAL YEAR 1979 DATE:

COMPENSATION				$ 485,747.
(SEE ATTACHED LISTING OF POSITIONS)				
AGENCY CONTRIBUTIONS:				
Retirement	7.5%	x $ 420,829.00	$31,562.18	
Life Insurance (per year per person)	477	x $ 4.62	2,203.74	
Health Insurance (per year per person)	28	x $ 693.84	19,427.52	53,193.44
Total Compensation and Contributions				$ 538,940.44
EXPENSES				5,059.56
Estimate				$ 544,000.00

Estimate for Fiscal Year 1979		$ 544,000.
Less: Appropriated for F.Y. 1978:		
Regular	$ 403,700.	
1st Suppl		
2nd Suppl	30,300.	434,000.
Increase/~~Decrease~~		$ 110.000.

Anticipated Fiscal Year 1978 Pay Raise Supplemental:	
$ 27,091.	Pay Comparability, October 1, 1977
1,899.	Agency Contributions on above
1,310.	Health Insurance Contributions, January 1, 1978
$ 30,300.	
INCREASE = $ 96,839.	New Temporary Guides, Position changes and Salary Increases
10,177.	Agency Contributions on above
2,984.	Expenses

NET INCREASE = $110,000.

CAPITOL GUIDE SERVICE

	Current Fiscal Year 1978	Proposed Fiscal Year 1979	Total Fiscal Year 1979	Increase
Chief Guide at not to exceed	$21,480	$23,628	$ 23,628	$ 2,148
Assistant Chief Guide at not to exceed	20,406	21,838	21,838	1,432
Deputy Chief Guide at not to exceed	18,974	19,869	19,869	895
Training Instructor at not to exceed	- 0 -	19,153	19,153	19,153
Guide Supervisor at not to exceed	- 0 -	14,320	14,320	14,320
Guide - 1 at not to exceed	17,184	- 0 -	- 0 -	-17,184
Guide - 3 at not to exceed	17,184	18,616	55,848	4,296
Guide - 1 at not to exceed	12,530	- 0 -	- 0 -	-12,530
Guide - 1 at not to exceed	12,530	13,783	13,783	1,253
Guide - 2 at not to exceed	12,530	13,246	26,492	1,432
Guide - 13 at not to exceed	12,530	12,530	162,890	- 0 -
Guide - 4 at not to exceed	- 0 -	12,530	50,120	50,120
			$407,941	$ 65,335
Guide (Temporary - for not more than 6 months) 4 at not to exceed	12,530	11,456	22,912	- 2,148
Guide (Temporary - for not more than 6 months) 6 at not to exceed	- 0 -	11,456	34,368	34,368
Guide (Temporary - for not more than 120 days) 2 at not to exceed	12,530	11,456	7,638	- 716
			$472,859	$ 96,839
Longevity Compensation - 12 positions at not to exceed	1,074	1,074	12,888	- 0 -
			$485,747	$ 96,839
Agency Contributions			53,193.44	10,176.89
Compensation and Agency Contributions			$538,940.44	$107,015.89
Expenses			5,059.56	2,984.11
			$544,000.00	$110,000.00

Letters From F. Nordy Hoffman, Sergeant at Arms

March 8, 1978

Mr. Robert Malstrom
Finance Clerk
United States Senate
Washington, D. C.

Dear Bob:

The fiscal year 1979 budget figures for the U. S. Capitol Guide Service which appear in Part I (Justifications) of the FY 1979 Legislative Branch Appropriations Senate Hearings were submitted to you by the Sergeant at Arms of the Senate in his capacity during 1977 as Chairman of the U. S. Capitol Guide Board.

These figures were developed from an administrative study of the Guide Service which was commissioned and considered by the Capitol Guide Board at its meetings in April and September, respectively, and represent our preliminary estimate of the budget requirements of the Guide Service for the forthcoming year.

This information was submitted for inclusion in the President's Budget in compliance with the new budgetary process recently implemented by the Senate Appropriations Committee. This process requires that our budget submission should include all items that we anticipate will be needed according to the best information available at the time, and these figures are our preliminary best estimate for fiscal year 1979. These recommendations are intended for the consideration of the Committee on Appropriations of the Senate inasmuch as all Guide Service positions are funded by the Senate.

Thank you for your excellent assistance in including our recommendations in the President's Budget.

Sincerely,

George M. White, F.A.I.A.
Architect of the Capitol

F. Nordy Hoffmann
Sergeant at Arms

September 1, 1977

Honorable Kenneth R. Harding
House Sergeant at Arms
U. S. Capitol Guide Board
Washington, D. C.

Dear Ken:

Enclosed herewith for your consideration is a report including several policy recommendations concerning the operations of the U. S. Capitol Guide Service which is the result of an administrative review requested by the U. S. Capitol Guide Board at their meeting in April, 1977.

Hopefully you will have an opportunity to review these recommendations prior to the time of our next meeting

which is scheduled for September 9, 1977, at which time we can discuss these various matters.

With warmest regards,

Sincerely,

F. Nordy Hoffmann
Chairman
U. S. Capitol Guide Board

August 31, 1977

Mr. Thomas Nottingham
Chief Guide
U. S. Capitol Guide Service
Washington, D. C.

Dear Tom:

Enclosed is a copy of the administrative review and policy recommendations pertaining to the operations of the Capitol Guide Service which is the result of your recommendations recently submitted for my review and consideration. We have made several changes in the report as well as the recommendations in the hope that these might receive the careful consideration of the Guide Board.

I am requesting that you review these matters carefully and that you attend the Capitol Guide Board meeting of September 9, 1977, at 10:30 a.m. in my office so that you might be on hand to provide additional information when these recommendations are reviewed and discussed.

Thank you for your conscientious service and assistance.

With warmest regards,

Sincerely,

F. Nordy Hoffmann
Chairman
U. S. Capitol Guide Board

Letter From Mello G. Fish, Special Assistant to the Sergeant at Arms

August 30, 1977

Honorable F. Nordy Hoffmann
Chairman
U. S. Capitol Guide Board
Washington, D. C. 20510

Dear Nordy:

I am submitting for your consideration a report including several policy recommendations concerning the operations of the U. S. Capitol Guide Service which is the result of an administrative review requested by the U. S. Capitol Guide Board at their meeting in April, 1977.

Inasmuch as the authorized personnel and activities of the Guide force have remained largely unchanged since 1929, this review proposes several recommendations intended to enhance the effectiveness and professionalism of the staff and improve the services provided to the Congress and the visiting public.

It is my hope that these recommendations can be given the careful consideration of the Guide Board.

Please let me know if I may be of any further assistance in this matter.

Sincerely,

Mello G. Fish
Special Assistant to
the Sergeant at Arms

ADMINISTRATIVE REVIEW OF THE U.S. CAPITOL GUIDE SERVICE

The U. S. Capitol Guide service has been in existence since 1876 and was incorporated into the Legislative Branch on January 3, 1971. Over the past thirty years, the annual number of visitors provided guided tours of the Capitol has increased from 368,440 in 1946 to 1,500,902 in 1976. The responsibilities of the Guide Service further increased in 1971 with the establishment of early morning congressional V.I.P. tours of the Capitol during the summer months.

Although the visitor load handled by the Guide Service has increased by over 300% during the past thirty years, the regular authorized strength of the Guide force has remained constant, except for the addition of four temporary guide positions authorized for the summer months beginning in 1973.

The annual tourist volume handled by the Guide Service in recent years is summarized as follows:

TOURIST VOLUME

U. S. CAPITOL GUIDE FORCE

YEAR	REGULAR TOURS	CONGRESSIONAL V.I.P. TOURS
1946 (earliest year tourist figures available)	368,440	NA
1970	976,099	NA
1971	1,063,088	2,837
1972	1,186,962	8,614
1973	1,215,614	13,067
1974	1,156,887	10,336
1975	1,339,261	19,667
1976	1,500,902	14,763

The tremendous increase in visitor traffic over the span of recent years has gradually inpacted the ability of the Guide Service to perform its responsibility in a satisfactory manner. Aside from the increasing imbalance in the ratio of visitors to guides, concomitant adverse consequences of a growing volume of visitor traffic include overcrowding and over utilization of limited facilities such as holding areas within the Capitol Rotunda,

restroom facilities, and gallery space. In very recent years the addition of Congressional VIP tours in the early morning hours, plus the installation of security devices throughout the Capitol, have imposed additional burdens on the Guide Force in handling the number of visitors entering the building.

The Congress provided special assistance to the Guide Force in 1976 when twenty temporary Guide positions were authorized for the summer of our Bicentennial year in anticipation of a record number of visitors. The volume of tourists did increase by 12.1 per cent over the previous year, 1975. While the Guide Force has since reverted to its previously authorized strength, the "U. S. Capitol Master Plan Study"[1] predicts that the same high volume of tourist traffic experienced during the Bicentennial year will again be reached by 1979, thereby suggesting a definite need for additional manpower.

As related earlier, the Guide Service presently offers Congressional VIP tours in the summer months during the early morning hours. The projected workload of the Guide Force must also include consideration of the likely possibility that the Congress might chose to expand these tours at some future date to a year-round basis.

HANDICAPPED

Although at present every effort is made to accommodate the special requirements and needs of handicapped visitors on an individual request basis, there is no established policy for the accommodation of handicapped groups.

Extensive structural alterations, recently completed, have provided areas designed for easy access to the Capitol Grounds and Building including restroom facilities for the handicapped. It would appear that a reasonable extension of this policy aimed at providing easier access to the Capitol for handicapped visitors would be to offer special tour arrangements and schedules for the handicapped.

Such special tours present problems relative to group movement, with those persons who are non-ambulatory requiring the most assistance. Not only must such persons be elevated between building floor levels, but

[1] Prepared by Hammer, Siler, George Associates at the request of the Architect of the Capitol and dated April, 1977.

access to the House and Senate Galleries is restricted to one wheel chair per gallery. It is therefore desirable to accommodate these groups at times when the building is not open to the general public, and to be permitted access to the floor of the House and Senate.

Achieving these desirable objectives will require additional personnel.

TRAINING

Historically, the Guide Service has been composed of personnel with many years of experience.

Recently, however, due to rapid turnover, the experience factor has dropped considerably to the point where over 50% of the current personnel have two years or less of service.

It is deemed most desirable to provide a program of concentrated formal instruction aimed at increasing the working knowledge of newer personnel while initiating a continuing program to expand the knowledge and professionalism of the entire Guide Service. To accomplish this goal, it is recommended that a position of training instructor be established.

SUPERVISORY PERSONNEL

The yearly growth in the volume of tourists, together with the expanded tour services being offered by the Capitol Guide Service, has increased the complexity of the tour operation and made it increasingly necessary to utilize Guide personnel in administrative and supervisory capacities.

Accordingly, it is recommended that selected pay increases and job reclassifications be approved which more accurately reflect the duties borne by supervisory personnel. In establishing these classifications and salary levels consideration was given to similar tour functions at various other government agencies.

While exact comparisons are not possible, supervisory personnel in similar positions are paid as follows:

The White House	$26,000 to $28,000
The F. B. I.	$34,000 to $36,000
National Park Service	$22,000 to $26,000

In consideration of the foregoing factors, the following budget recommendations for the U. S. Capitol Guide Service for Fiscal Year 1979 are being submitted for the attention and review of the Capitol Guide Board. Guide supervisory personnel are prepared to discuss these proposals at further length as may be requested by the Capitol Guide Board.

CAPITOL GUIDE SERVICE
Budget Estimate, Fiscal Year 1979

Number of Positions	Position Title	Not To Exceed Per Annum Rate	Total Salary Cost
1	Chief Guide	$22,044	$ 22,044.
1	Assistant Chief Guide	20,374	20,374.
1	Deputy Chief Guide	18,537	18,537.
1	Training Instructor	16,533	16,533.
1	Guide Supervisor	13,360	13,360.
3	Guide	17,368	52,104.
1	Guide	12,859	12,859.
2	Guide	12,358	24,716.
17	Guide	11,690	198,730.
28	Total - Permanent Guide Force		$379,257.
	Temporary:		
10*	Guide (Temporary) - (for not more than 6 months)	10,688	53,440.
2**	Guide (Temporary) - (for not more than 120 days)	10,688	7,125.
40	Total - All Personnel		$439,822.
	Longevity - 12 Personnel		12,024.
			$451,846.
Agency Contributions:			
	(1) Civil Service Retirement (7.5% of $391,281)	$29,346.08	
	(2) FEGLI (460 x $4.62)	2,125.20	
	(3) FEHB ($639.24 x 28)	17,898.72	49,370.
Total Compensation and Contributions			$501,216.
Expenses			4,784.
Total			$506,000.

* 4 authorized unper P.L. for not more than six months (April through September)

6 requested for visitors' tours during peak six months period.

** 2 authorized under P.L. 95-94 for not more than 120 days each (any time during fiscal year).

RECAPITULATION - NEW POSITIONS AND ADJUSTMENTS

Fiscal Year 1979

1 Training Instructor at $16,533 in lieu of 1 Guide at $16,032			$ +501.
1 Guide Supervisor at $13,360 in lieu of 1 Guide at $11,690			+1,670.
4 Guides (permanent, for handicapped visitors' tours) at $11,690			+46,760.
6 Guides (Temporary)(for not more than six months) at $10,688			+32,064.
INCREASE:			
Chief Guide	from	$20,040	
	to	22,044	+2,004.
Assistant Chief Guide	from	19,038	
	to	20,374	+1,336.
Deputy Chief Guide	from	17,702	
	to	18,537	+835.
3 Guides	from	16,032	
	to	17,368	+1,336.
1 Guide	from	11,690	
	to	12,859	+1,169.
2 Guides	from	11,690	
	to	12,358	+668.
DECREASE:			
4 Temporary Guides	from	$11,690	
	to	10,688	-2,004.
2 Temporary Guides	from	11,690	
	to	10,688	-668.
Total - New Positions and Adjustments			$+85,671.

SUBCOMMITTEE RECESS

Senator SASSER. Do you have any questions, Senator Schweiker?

Senator SCHWEIKER. No thanks, Mr. Chairman.

Mr. MALSTROM. I believe that concludes the presentation that I have, Mr. Chairman.

Senator SASSER. Mr. Malstrom, thank you very much.

The subcommittee will stand in recess until 10 a.m., Wednesday, March 8.

[Whereupon, at 3:10 p.m., the subcommittee was recessed, to reconvene at 10 a.m. Wednesday, March 8.]

24-128 O - 78 -- 14

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1979

WEDNESDAY, MARCH 8, 1978

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

The subcommittee met at 10:07 a.m., in room S-146, The Capitol, Hon. Jim Sasser (chairman) presiding.

Present: Senators Sasser and Schweiker.

CONGRESSIONAL BUDGET OFFICE

STATEMENT OF DR. ALICE M. RIVLIN, DIRECTOR

ACCOMPANIED BY:

ROBERT A. LEVINE, DEPUTY DIRECTOR
ALFRED B. FITT, GENERAL COUNSEL
STANLEY L. GREIGG, DIRECTOR, OFFICE OF INTERGOVERNMENTAL RELATIONS
CHARLES S. BARDEN, JR., DEPUTY ASSISTANT DIRECTOR FOR ADMINISTRATION
JAMES L. BLUM, ASSISTANT DIRECTOR, BUDGET ANALYSIS DIVISION
ROBERT D. HARRIS, DEPUTY ASSISTANT DIRECTOR, BUDGET ANALYSIS DIVISION
RAYMOND C. SCHEPPACH, ASSISTANT DIRECTOR, NATURAL RESOURCES AND COMMERCE DIVISION

BUDGET REQUEST

Senator SASSER. The subcommittee will come to order.

We are pleased to have with us this morning Dr. Alice Rivlin, the Director of the Congressional Budget Office. The fiscal year 1979 budget request for the Budget Office is $11,368,000, which will provide continued funding for 208 positions, the same number of positions as in the previous two years. Virtually the entire fiscal year 1979 increase of $968,000 is related to increased computer services.

Dr. Rivlin, your comprehensive statement and justification material have already been printed in its entirety in volume 1 of our fiscal year 1979 Hearing Record. Would you please summarize the need for the request?

Dr. RIVLIN. Yes, Mr. Chairman.

Before I do that, let me introduce my two colleagues at the table, Robert Harris on my right, and Charles Barden on my left. There

are also a number of other of my colleagues here in case we need to call on them.

This summary statement is extremely short. I can go through it quickly.

SUMMARY STATEMENT

I am pleased to appear before you today to present the fiscal year 1979 appropriation request for the Congressional Budget Office—CBO. I have previously provided this committee with a detailed justification of this request and today I will briefly summarize its major points.

I am not requesting additional positions to our current staffing level of 208 positions, nor did I request more staff last year. We have made some shifts in staff assignments—detailed in the justification statement—to respond to the needs of the Congress. Our staff works very hard, but I believe that by giving careful attention to priorities, this present level will continue to be adequate in 1979.

CBO's request of $11,368,000, a 9-percent increase over fiscal year 1978, reflects the estimated increased cost of continuing the fiscal year 1978 level of effort and meeting some anticipated increased demand by the Congress for our services in fiscal year 1979. Mr. Chairman, this is an extremely tight budget and represents a modest increase over our fiscal year 1978 budget.

In our justification statement, you will find a detailed description of the work of each of CBO's divisions over the past year. Such work falls into two general categories—budgetary estimates and program and policy analysis. I will briefly outline our major accomplishments in each of these areas.

BUDGETARY ESTIMATES

We believe that we have greatly increased our capabilities in budgetary estimates over the past year. This has been a priority concern for CBO and, as our justification shows, it is an area where I have increased the staffing level.

For example, in the past year we have: Produced some 132 different budget scorekeeping reports; integrated CBO's automated scorekeeping system with a similar House Appropriations Committee system; improved the accuracy of CBO's Federal spending estimates; completed over 700 bill cost estimates, more than double the fiscal year 1976 level; seen increased use by both Houses of our 5-year budget projections and refined our projection methodology; created a computerized defense resources model that enables us to measure real growth and decline in defense operating costs; developed an automated model for estimating social security receipts.

PROGRAM AND POLICY ANALYSIS

Our capability to provide the Congress with in-depth analyses of budget-related issues has also improved. Within the past year we issued over 70 major analytical studies mandated by the Budget Reform Act or requested by House or Senate Committees. The list of these studies is in our justification. I won't go through that list, but it includes economic studies, studies on welfare reform and energy, and a great many others.

As the budget process has developed, attention has focused on multiyear budgeting. I am pleased we were able to initiate such a proposal in our study "Advance Budgeting: A Report to the Congress." Further, the annual report on budget options that we submitted to the Congress on February 6, focuses on the advantages of multiyear budgeting and discusses alternative budgetary strategies.

PLANNING FOR THE FUTURE

During the coming year, while maintaining the same staff level, we will be working very hard to continue to shorten turnaround time for congressional requests, to improve the quality of our estimates and analyses, and to effect additional savings in operating costs wherever possible.

For example, our planning includes:

Continuation of our effort to increase the accuracy of outlay estimates, by incorporating Treasury Department statements, statistical projections based on 10-year actual costs, and input from banking and investment community forecasters. We believe we are ahead of the administration in our ability to estimate outlays.

Development of an advanced data base, integrating program information contained on the legislative classification system with budget data contained on the automated scorekeeping system.

Continued refinement of our methodologies for analyzing the impact of the Federal budget on the gross national product, on prices, employment, and income.

Increased capabilities for analyzing proposed legislation relating to energy, transportation, agriculture, and Federal land management.

Development of additional data bases and methodologies for analyzing issues relating to community development, education, employment and manpower, health, housing, and welfare.

Completion of the 50 studies we currently have underway and responding to additional committee requests.

Mr. Chairman, I have attempted to express in capsule form highlights of CBO's work. I believe we have carried out our responsibilities to the Congress effectively. There is always room for improvement, however, and we will build on our experience in better serving the Congress. I will be pleased to respond to your questions.

Thank you, Mr. Chairman.

Senator SASSER. We have a few questions, Dr. Rivlin.

OTHER SERVICES BUDGET REQUEST

The fiscal year 1979 budget request for the CBO holds the line in almost every category. However, in the area that is itemized as other services, there is a requested increase of $981,100. The three major components of this increase, as I understand it, are $436,500 for automated data processing contracts; $264,600 for studies and surveys; $263,000 for interagency agreements. I have a series of questions on each of these items.

ADP SERVICES

One is, what is the total request for automated data processing contracts; who are the contractors; what criteria are used in awarding automated data processing contracts; and are these sole source contracts or is there open bidding?

Dr. RIVLIN. Let me ask Mr. Harris to respond in more detail to that question since he is our computer person. But to begin with let me just say that, when we set up the CBO, we made a decision that it would not be sensible to acquire our own computers and our own hardware. I think that was a sensible decision.

We have endeavored over the years to use the computer facilities of the Hill to meet the demands that the Congress puts on the CBO. But we have also gone off the Hill when it was cheaper to do so. We have developed procedures to do that. I think we are rather pleased with them.

Let me turn to Mr. Harris for more detail.

Mr. HARRIS. Mr. Chairman, in response to your first question, our total request for automated data processing contracts in fiscal 1979 is $3,038,000, which comprises both the computer services and a portion of the $263,000 increase for interagency services.

Part of our overall ADP policy states that the CBO will reimburse any source that provides data processing. This enables us to avoid treating data processing as a free good if we get it from another agency or congressional facility. Therefore, we turn to the House computer center for that kind of support.

ADP REAL GROWTH

The increase for fiscal 1979 represents about a 5.5 percent real growth in most of the activities. There are a couple of specific exceptions in areas where we feel further expansion of our capability is necessary. One is in the area of forecasting outlays; Dr. Rivlin has touched upon this. We are also anticipating a greater need for analysis in the areas of energy and agriculture in fiscal 1979.

Of the increase, $170,000 is to provide reimbursements to the House Computer Center, which is proposing to install a more equitable charge-back system for its services this next year.

With respect to the number of commercial sources that we have, we currently are using eight commercial time-sharing vendors. We are using eight for a variety of reasons.

Some of the models that Dr. Rivlin referred to were developed on these different systems by the agencies and in some cases are still maintained by the agencies. We find that it is most cost-effective to leave those models operating and maintained in that environment.

With respect to our contract procurement, we have done two things to strengthen the management of that particular process. First, we rely on the telecommunications processing contracting mechanism of the General Services Administration. We simply use their list of preselected firms.

The legislative branch is not required to use that facility. But we find we are able to get better rates by using it.

Second, we have established what we call a basic ordering agreement whereby we have invited various firms to compete on the

general services we contemplate needing over the next year. We then have technical panels select those firms that appear to be best equipped to meet our services. As a particular project emerges as a result of a committee request we turn to the four or five vendors in that particular area of expertise that we have accepted and say: Here is the specific job. Will you tell us who you will put on it and what the costs will be?

Those are the two arrangements, Mr. Chairman.

STUDIES AND SURVEYS

Senator SASSER. What is the total request for studies and surveys, and what kind of studies and surveys are conducted, and who conducts these studies and surveys, and what kind of competition is there in the award of contracts for studies and surveys?

Dr. RIVLIN. The total request for studies and surveys is $950,000. In general, these are studies and surveys that are requested by one of the committees that we serve and for some reason we think we can't do the study in-house. This is a relatively small portion of our general activity because we normally satisfy requests by using members of the CBO staff.

But there are instances when we will turn to outside expertise. For example, we have recently been doing studies on welfare reform, that involve complex analyses to get the costs and the distributional effects of various welfare reform plans. There are models set up to handle that kind of question. We found that it was more advantageous and less expensive to contract for the use of those models than to try to bring them in-house.

Similarly, we have been asked to analyze certain energy questions, such as the implications of the President's energy plan or the potential for conversion from oil to coal. Many of the resources that are available for doing that work are not on our staff—they couldn't be. We found it advantageous to contract for them. We contract with whatever kind of organization, profit or nonprofit, from which we can get the work best done.

CBO CONTRACTING PROCESS

I think Mr. Barden might want to comment a little on CBO's contracting process.

Mr. BARDEN. First of all, every one of the studies is initially defined by one of CBO's assistant directors as a result of a request from the Congress. This is then presented as a project request to Dr. Rivlin. The project request includes not only detailed information about the scope of the project that was requested but also the expected cost of the contract, the vendors that might be used on the contract, and the time limit. I might comment here that most of these studies and surveys require very quick turnaround in order to meet the requirements of the budget process.

Once Dr. Rivlin approves the project, then, whenever we can, we move to a competitive situation. We have developed quite a stable of vendors including the use of basic ordering agreements.

A couple of statistics might help illustrate our efforts in competitive bidding. In 1977, we executed 31 contracts for studies and surveys. Nine of those were competitive contracts, notwithstanding

some of the constraints one faces. Mr. Harris has already alluded to the proprietary interests of some models and the fact that you can only go to one place to get one service many times, that is, only one source has the capability to provide the service.

In 1978 we have executed 10 studies and surveys so far, and 5 of these have been competitive, so we have a 50 percent batting average in competition this year.

AVOIDANCE OF DUPLICATION IN COMPUTER OPERATIONS

Senator SASSER. What steps have you taken to insure that computer opertions conducted by the Congressional Budget Office are not duplicative of the computer operations elsewhere on the Hill or in the executive branch.

Dr. RIVLIN. We don't do our own computer work, so there is no potential for duplication there. If you are asking whether we are using the computer to study the same thing, I think in general we are not.

We have powers under the law to get information from the executive branch if we want it—unless you revoke the law. In general, the executive branch is quite forthcoming with information. If they have already done a study, we get it. There are instances when we can't find the information, and then we go ahead and do our own study.

BUDGET INFORMATION USERS GROUP

Mr. HARRIS. Mr. Chairman, about 2 years ago, at the urging of this committee, the Congressional Budget Office, the two appropriations committees, and the two budget committees formed what we call the Congressional Budget Information Users Group. We meet periodically throughout the year and discuss definitional problems about how we do our scorekeeping reports and analysis. We compare our system and data needs to insure that the amount of duplication is held to a minimum.

As a result of this particular users group, we have merged one of the major systems at the House Appropriations Committee with our own. This has resulted in a net savings to the Congress by reducing redundant file storage, data preparation, and so forth.

The cost to CBO has increased as a result of that merger because we are bearing most of the cost. But that is the type of working arrangement that we foster.

CONGRESSIONAL BUDGET PROCESS

Senator SASSER. Dr. Rivlin, what is your estimate of the congressional budgetary process since the enactment of the congressional budget reforms? Do you think the process has improved? Give us an example.

Dr. RIVLIN. I think it has been a remarkable success, Mr. Chairman.

Senator SASSER. I think it has been, too, as a matter of fact.

Dr. RIVLIN. If one thinks back to 3 years ago or 4 years ago, there wasn't any mechanism for the Congress to focus on the budget as a whole or to have an overall budgetary policy. Such a mechanism simply didn't exist. As you know, there was a great

deal of skepticism about whether the Congress could follow the demanding procedures of the Budget Act. They are very demanding. They put a tremendous burden not only on the budget committees but on all the other committees to meet those deadlines.

That part of the budget process has worked. There has been some creaking and groaning, but it has been possible to get through the procedures of making a budget.

It has also been possible for the Congress to stick to the budget pretty well. Again, there was a lot of skepticism whether, even if the concurrent resolution were passed, it would be taken seriously. But it has indeed been taken seriously.

There has been some conflict. But basically I think the process has been working remarkably well for its age.

I think that the quality of the information provided to the Congress—some of it provided by us—has also increased the ability of the Congress to look at the consequences of budgetary actions for the economy, and certainly the cost consciousness of the Congress has improved, in part, because of the kinds of things we do—for example, our 5-year projections of the budget and our estimates of the 5-year costs of bills that are reported by the legislative committees.

ADVANCE BUDGETING

Senator SASSER. Tell the subcommittee a little more about your concept of advance budgeting, Dr. Rivlin.

Dr. RIVLIN. I would be glad to, Mr. Chairman.

I think one of the weaknesses that has been revealed in the budget process as it has been put in place is that it is very difficult for the Congress to deal with the budget 1 year at a time. By the time you are voting on the budget in the second concurrent resolution on the budget, it is September. The budget year starts on the first of October. It is very difficult to make major changes in the budget for a year that starts almost immediately. Even in May it is difficult to make major changes, because much of the budget goes for items to which the Government is already committed, either legally, as in the case of carrying out contracts or paying entitlements to social security recipients, or in some sense morally, insofar as people are expecting that things will continue as they have been before. Thus, it is very difficult to make major changes unless the Congress is able to look ahead further.

The Budget Act made some progress in that direction. With things like the 5-year cost estimates, at least you have in front of you some estimates of how things will look over the next 5 years. With this kind of information, you can decide whether to go on doing what you are doing or whether to change. You still vote on the budget 1 year at a time.

This problem was recognized when the Budget Act was passed in 1974. Although nothing was done in the act itself to provide for multiyear budgeting, the Congressional Budget Office was asked to do a study of the problem and to make recommendations.

We did so in a report published about a year ago. That report recommends that the Congress shift gradually to a system of advance targeting. This would mean that, instead of voting a first concurrent resolution on the budget in May just for the next fiscal

year, you would look at options for the next 5 years and vote on 5-year targets. They would be targets; they would not be a budget enacted for 5 years. I don't think anybody thinks that is feasible.

But it would at least give the Congress a way of looking at the future and at the major changes that would be required to get to a different budget. That different budget would perhaps be smaller, perhaps larger, with a different composition over the 5 years. Bills would be reviewed in the light of those 5-year targets rather than just in the light of the 1-year budget.

QUESTIONS AND ANSWERS

Senator SASSER. Dr. Rivlin, we have some more questions which we will submit and request that you answer them for the record. I would like to thank you and your colleagues for your testimony today. I believe from my association with you and your colleagues in the CBO, as a member of the Senate Budget Committee, that you are doing an excellent job.

I think the reforms of the congressional budget process are necessary and long overdue. I think it is an excellent procedure, even though it is at some political cost that some of us stick to the budget process.

We thank you for being here this morning.

Dr. RIVLIN. Thank you, Mr. Chairman.

[The following questions were not asked at the hearing, but were submitted to the Congressional Budget Office for response subsequent to the hearing:]

Question: How do you avoid duplication with other Legislative Branch analytical agencies such as the Office of Technology Assessment, the General Accounting Office and the Congressional Research Service? For example, each of these four Legislative Branch agencies analyzed the Administration's energy plan when it was first submitted last year. Were duplication and overlap avoided in that case? How?

Answer: The Congressional Budget Act of 1974 very explicitly defines the functions and responsibilities of the Congressional Budget Office. These are functions and responsibilities that CBO shares with no other Congressional office. For example, no other Congressional office is charged with responsibility for providing the House and Senate Budget Committees with an annual report on budgetary options as provided for in Section 202(f) of the legislation. No other Congressional office is responsible for providing the Congress with cost information on pending legislation as provided for in Sections 308(a), 308(b), and 403 of the Budget Act. No other Congressional office is responsible for a budget projections report as provided for in Section 308(c) of the act. By explicitly defining the role of the Congressional Budget Office, the statute protects against duplication of functions.

In addition, the Budget Act outlines several areas in which CBO is to engage in joint activities with other Congressional and Executive Branch offices. An excellent example of efforts that have been undertaken as a result of such a legislative mandate is the joint development by CBO and the General Accounting Office of a legislative classification system for the Congress.

The Congressional Research Service, the Office of Technology Assessment, the General Accounting Office, and CBO have established an oversight board on which Dr. Robert Levine, CBO's Deputy Director, is the CBO representative. The purpose of the board is to coordinate the efforts of the agencies. We have jointly developed a research notification system, which is a comprehensive listing of the projects being undertaken by each agency. This listing is available to all of our analysts and is used by them to avoid undertaking duplicative projects. The Congressional Research Service has the responsibility for coordinating this system. Information on CBO projects is updated on a weekly basis through an automated project monitoring system. This effort has greatly facilitated the coordination among the four agencies and has given further support to the safeguards against duplication contained in the Congressional Budget Act.

In the case of the Administration's energy plan, duplication was avoided by coordinating the focus of the analysis with the other three Congressional support groups. The purpose of the CBO report was to quantify the potential budget, macroeconomic, and income distribution impacts of the President's plan. None of these impacts was addressed in the analyses of the Office of Technology Assessment, Congressional Research Service, or the

General Accounting Office. These other three reports focused more on the impact of the plan on the production of energy and the extent to which new technologies can assist in meeting the crude oil import goals.

CBO Travel Budget

Question: How does your travel budget compare with that of the other Legislative Branch analytical agencies in terms of the number of trips financed per year for each professional staff member? How does that compare with Executive Branch agencies such as the Office of Management and Budget?

Answer: Using an average Congressional Budget Office trip cost of $288 (which, of course, could vary for other organizations, depending on travel distances and trip duration), Our fiscal year 1979 request is for 1.11 trips per professional. The comparison with other agencies, based upon information they have provided, is as follows:

Congressional Research Service -- 1.23 trips per professional;

Office of Technology Assessment -- 3.47 trips per professional;

Office of Management and Budget -- 3.97 trips per professional.

Question: I am aware of the large number of budget issue papers and background studies which the Congressional Budget Office has prepared for use by the budget and authorizing committees. In what ways has CBO been able to serve the needs of the Appropriations Committees?

Answer: The general budget analysis function that the Congressional Budget Office performs is directly relevant to the role of the Appropriations Committees. By analyzing the factors that affect the costs of individual programs, CBO highlights issues that the Appropriations Committees may wish to raise with Executive agencies in evaluating their budget requests. I know that in a number of human resource and community development program areas, in particular, CBO has carried out these kinds of analyses. We have provided Appropriations Committee staff with memoranda on budget issues and specific questions that might be addressed to Executive agencies during hearings. Moreover, we have completed 12 studies at the request of the Appropriations Committees (6 for the Senate and 6 for the House); 8 of these have been published.

Also, beginning this year, CBO will be providing quarterly reports to the Senate and House HUD-Independent Agencies Subcommittees on the costs, rates of expenditure, and processing status of a number of housing assistance and community development programs. This will be part of a project to provide improved

program information to all Congressional committees. These periodic information reports were specifically requested by the Chairmen of the Senate and House Hud-Independent Agencies Subcommittees together with other committee chairmen.

Question: Ms. Rivlin, your statement indicates that during the 95th Congress the CBO has been able to provide more cost estimates of Senate reported legislation than was possible during the Second Session of the 94th Congress. Do you keep the Appropriations Committee staff informed about these cost estimates?

Answer: Yes, and we expect to do as well during the second session. Our ability to provide timely bill cost estimates, however, depends in large part on the cooperation of the reporting committees. This cooperation was excellent during the first session, and we anticipate a similar relationship in the current session.

The Congressional Budget Office regularly sends copies of our bill cost estimates to the "full committee" staff; we understand that they pass these estimates on to the various subcommittee staffs.

Question: It was suggested that Congress should be made aware of the inflation impact of legislation before it. Is this something CBO could undertake?

Answer: It would certainly be helpful for the Congress to have estimates of the inflation impact of major bills. Making such estimates would be a sizable undertaking, requiring the labor of skilled economists. While the estimates would be useful, they could also be controversial.

The Congressional Budget Office would be the appropriate support agency to be responsible for estimating the inflation impact of selected bills with significant impact. But we could only do this with additions to our present staff, or with a significant reordering of priorities.

Question: How do you calculate your estimates of the economic impact of legislation? Do you just use the same models of the economy that everybody else uses?

Answer: No, one cannot just crank a policy into a commercial model and get a good answer. The strengths and limitations of each particular model and the special attributes of each economic policy proposal must be understood. In many respects, the models do not permit the kind of detailed analysis that the Congress needs and expects of us. We are continually reevaluating our estimates of the impacts of different types of fiscal policy with new information and new circumstances. We use not only the results of several large models, but also various published studies and special analysis by our own staff of economists who have broad and diverse qualifications.

Management of Priorities

Question: How does CBO handle priorities?

Answer: I personally review the work that is in progress throughout the office, and I coordinate and provide staff guidance on all requests from the Congress. All proposed projects are referred to me for approval. In this way, I can make the necessary judgments and decisions among shifting priorities so as to insure our responsiveness to the Congress.

In addition, last month I initiated a cyclic management review process, which provides for an annual management planning review of each of our six program areas, together with two additional progress review sessions that take place during the year.

Question: How is CBO doing in controlling average salary?

Answer: I am very pleased with our progress in controlling average salary. In fiscal year 1979, we estimate a lower average salary than in fiscal year 1978. The estimate for 1978 is $26,735, whereas the estimate for 1979 is $26,530. Additionally, we anticipate that we may be able to achieve a reduction in the fiscal year 1978 figure below the estimate.

Question: How are you doing in hiring minorities?

Answer: Members of minority groups constitute 15.3 percent of our staff. This is an increase of 0.9 percent over last year. Incidentally, the percentage of women in the Congressional Budget Office is 43.9 percent, including 32.3 percent of our professional staff.

Question: How is CBO doing with regard to office space and parking?

Answer: Our office space is adequate. We have concerns, however, about the overall impact on our ability to provide timely analyses for the Congress when we will be temporarily relocated to accommodate building renovations. This problem will be particularly troublesome if the relocation of our staff is done in a piecemeal fashion. We intend to work closely with the Architect, Mr. White, in order to avoid unnecessary disruption.

We currently have 46 parking spaces. We are hopeful that with the opening of a new House parking lot on 3rd Street in April we will get an additional allocation of spaces.

Question: What adverse consequences, if any, would result if the FY 1979 increase were denied? Halved?

Answer: The total fiscal year 1979 increase is $968,000. This results largely from the increases of $981,100, object class

25.0, Other Services, which includes all of our automated data processing support and our economic studies and surveys for Congressional committees. Reductions in Personnel Services offset this increase to some extent. If this increase were denied, the amount of computer support to the two Budget Committees would have to be reduced by $170,000, or 39 percent, to absorb cost increases. The outlay monitoring system would be delayed and our planned analytic capabilities for energy and agriculture studies discontinued. The increase in studies and surveys is predicated on an observed, continuing increase in Congressional requests for the development of budget options connected with a wide range of Federal program issues. Denial of the increase would certainly limit the Congressional Budget Office's ability to respond to these Congressional requests, particularly since CBO is asking for no staff increase.

If the increase were halved, priorities would have to be established among the above items.

ARCHITECT OF THE CAPITOL

STATEMENT OF GEORGE M. WHITE, ARCHITECT OF THE CAPITOL

ACCOMPANIED BY:

MARIO E. CAMPIOLI, ASSISTANT ARCHITECT OF THE CAPITOL
ELLIOTT CARROLL, EXECUTIVE ASSISTANT
J. RAYMOND CARROLL, DIRECTOR OF ENGINEERING
WILLIAM F. RAINES, JR., ADMINISTRATIVE ASSISTANT
FREDERICK W. WINKELMANN, GENERAL COUNSEL
EMANUELE CRUPI, BUDGET OFFICER
J. LEWEY CARAWAY, SUPERINTENDENT, SENATE OFFICE BUILDINGS
PAUL PINCUS, LANDSCAPE ARCHITECT
TOM WARD, SUPERVISING ENGINEER, THE CAPITOL
HENRY C. KILBY, JR., ASSISTANT BUDGET OFFICER

BUDGET REQUEST AND POSITIONS

Senator SASSER. Next is Mr. George White, the Architect of the Capitol. Good morning.

Mr. WHITE. Good morning, Mr. Chairman.

Senator SASSER. Mr. White, you will testify this morning in support of the budget request, $63,408,200, and 1,910 positions, which is $9,937,400 and 71 positions over the comparable fiscal year 1978 level.

If you will introduce your colleague and proceed.

Mr. WHITE. Thank you, Mr. Chairman.

This is Mr. Emanuele Crupi on my right, who is our Budget Officer. I have other members of the staff with me as well in the event they should be needed for additional information.

I have a brief statement, Mr. Chairman, which I will run through quickly, and then be available for questions, if that is agreeable.

The total amount which you cited is correct. If the item "House Office Buildings" is excluded, then the $16,063,900 gross increase for 1979 reduces to $8,738,700, and the 78 additional positions requested reduces to 74. In other words, the gross increase would be $8,738,700 if House items are excluded from the analysis.

MANDATORY ITEMS

Going back to the total, the $16,063,900 falls into five basic categories. The first category is mandatory items. That is 6 percent of the total increase, or $939,000. That category includes annualization of the Civilian Pay Act and wage-rate pay increases effected in October 1977, related benefits and premium pay for existing and

24-128 O - 78 -- 15

additional positions, within-grade salary advancements and other changes, all authorized by law.

NEW POSITIONS

The second category, which is also 6 percent of the total increase, involves new positions. Of the 78 new positions, 22 are for the partial initial staffing of the Library of Congress, James Madison Memorial Building, for which funding is requested for 4 months of the fiscal year 1979, not for the entire year. The remainder of 56 positions includes 18 positions for salaries, Architect of the Capitol, 5 for the Capitol Buildings, 5 for Capitol Grounds, 12 for the Senate Office Buildings, 4 for the House Office Buildings and 12 for the Capitol Power Plant, and are being requested to handle increased workload demands and implement new, expanded and improved programs and, in general, apply more extensive efforts to improve the overall services to the Congress.

ANNUAL RECURRING MAINTENANCE ITEMS

The third category is that of annual recurring maintenance which totals $2,680,800, or 17 percent of the increase we are requesting. The two significant increases contained in this category are $1,970,000, or 73 percent of that category, for the purchase of electrical energy from the Potomac Electric Power Co., largely as a result of increased rates, and only a very little as a result of increased useage. $136,400 is for initial inventory procurement of miscellaneous supplies and materials, annual equipment, air conditioning and refrigeration system parts and shop supplies for maintenance and so on.

The balance of $574,000 is required to finance normal maintenance responsibilities, such as maintenance of the Capitol complex security systems, painting, repairs, and improvements to electrical and other mechanical systems, furniture and furnishings and so forth.

CYCLICAL MAINTENANCE AND IMPROVEMENTS

The fourth category is what I termed cyclical maintenance and improvements, which is 21 percent, or $3,390,900 of the total increase we are asking for. I have defined this category as long-term maintenance items that arise only once in 10 or 20 years such as roof repairs, sidewalk replacement and so forth.

The two largest items monetarily are the two broad walkway approaches to the steps on the west side of the Capitol Grounds, to the steps of the terraces, and it includes the steps and walkways from Pennsylvania and Maryland Avenues to the foot of the west terraces. That amounts to $1,610,000. The second large item is for some sidewalk and roadway repairs in various areas of the Capitol Grounds and the grounds of the Thomas Jefferson Library Building, which amounts to $654,000.

The remainder is spread over such programs as fire protection improvements and modifications, rectifying drainage conditions at the Rayburn House Office Building, replacement of expansion joints in the steam lines and other miscellaneous items for property maintenance and preservation and other periodic needs.

CONTINUATION OF/AND INITIAL PROGRAMS FOR MAJOR PROJECTS

The fifth basic category is that of the continuation of and initial programs for major projects which is 50 percent of the total increase. This category totals $8,077,100. The two largest items are House items, Mr. Chairman, and amount to roughly 78 percent of the total. Of the remainder, $500,000 is for the replacement of the underground steam lines serving the Capitol Building, from the South Capitol Street main lines; and $320,000 to commence an energy conservation program in the Everett McKinley Dirksen Office Building, for which $110,000 is allocated, and also on the House side in the Rayburn House Office Building.

It is intended, if approved, to expand the energy conservation program on a gradual basis to include similar modifications and replacements in the entire legislative complex of buildings.

We have described all of that in the detailed justifications, Mr. Chairman. We anticipate that these expenditures will more than pay for themselves through savings in energy costs. That is, the moneys that will be expended under the energy conservation program. The balance of $924,100 will finance, primarily, such items as fire protection improvements in the Senate Annex Buildings, Senate Computer Room at 400 North Capitol Street, for one House Office Building item, and the security system expansion. There is also a $90,000 increase requested in the contingent expenses.

That summarizes the general items, Mr. Chairman. But I should like to describe briefly the current status of four major projects. As I said earlier, complete detail is presented in the budget justifications.

STATUS OF MADISON MEMORIAL BUILDING PROJECT

The first is the Library of Congress, James Madison Memorial Building; the fourth phase of that, which is the final phase, namely the interior finishing of the building, is approximately 50 percent completed. The present completion date is established at May 31, 1979. But there are some pending supplements and other changes ordered which may extend this date a little further, to the fiscal year 1980.

MODIFICATIONS AND ENLARGEMENT, CAPITOL POWER PLANT

The second major project is the modifications and enlargement of the Capitol Power Plant. That project is being constructed in five phases. Work is now proceeding on phases three and four; and on phase five as well. There are various interrelationships of the work in all five phases.

The project in total, is approximately 70 percent complete. It is intended to be complete in time for occupancy of the James Madison Memorial Building for which the cooling is to be provided from the expanded power plant. December 1979 is the present projected completion date. It will be operational some time before then for testing purposes.

CONSTRUCTION OF EXTENSION TO THE DIRKSEN OFFICE BUILDING

The third major item is the construction of the extension to the Everett McKinley Dirksen Office Building, now designated by law as the Philip A. Hart Office Building. That is an item for which we are being asked to review our request by the Senate Office Building Commission.

That is now in the process of being accomplished. We intend to return with another request for that project at the time of the hearing on the supplemental bill.

Phase four, which is the superstructure, is under contract and work has begun on it, although erection of steel will probably not begin until some time in the next 2 to 3 weeks. But the contract was entered into last October, I believe. The work is proceeding on the balance of the project.

MASTER PLAN FOR FUTURE DEVELOPMENT OF THE CAPITOL GROUNDS

The fourth major project is a master plan for future development of the Capitol Grounds and related areas. The phase two report was distributed in August of 1977. We are now reviewing the comments on that and intend to proceed with phase three shortly.

There is, again, a request to be made in the next supplemental for some minor additional funds for that purpose. We are also proceeding with the requirements in the law regarding the west front of the Capitol, to prepare drawings that will enable more credible cost estimates to be made. That is also in process.

We are a little behind our schedule in that regard, Mr. Chairman. It was intended by law to be prepared by March 1. But it simply has taken longer than was anticipated. It will probably be another month or so before that information is available.

There are some other requests that I have, which I understand can be presented at a future hearing involving supplementals.

Mr. Chairman, that completes my brief statement.

DUTIES OF ARCHITECT OF THE CAPITOL

Senator SASSER. Since the employment of the first Architect of the Capitol in 1793, the duties and responsibilities of the Architect have expanded in scope and character over the years. What generally is the present day role of the Architect?

Mr. WHITE. Mr. Chairman, the physical jurisdiction of the Architect encompasses approximately 200 acres of Capitol Grounds. It includes not only the Capitol Building but the five House and Senate Office Buildings and seven House and Senate Annexes, the House and Senate garages, the Supreme Court Building, the Library of Congress Buildings, and the Capitol Power Plant and the Botanic Garden as well.

The office itself is divided into four basic areas. One of them is a design function wherein with our small in-house staff we do the architectural and engineering design for any minor alterations and changes that may be required by the Congress during the course of the year. For any major projects, we have outside engineers and architects that we hire for that purpose.

The second major function is that of construction management. We are responsible for and manage the construction of any new buildings. We do our own inspecting. We come under no one else's jurisdiction. And, in addition to that, we perform some of our own work on minor alterations within the buildings themselves.

The third major function is one for which I use the term property management. We have over 20,000 people that work on the Hill every day and, in effect, we are the property managers for the buildings that these people occupy. That is a major effort which includes janitorial services as well as general building maintenance and operation and maintenance of the extensive mechanical systems and equipment in those buildings. The fourth area is one that I term general. It includes such things as operation of the Capitol Power Plant which is a very specialized unit. It includes care of the Capitol Grounds and the operation of the Senate restaurants. It includes the operation of the Botanic Garden. Then, by law, the Architect is and has been since 1920 a member of the District of Columbia Zoning Commission which takes a good deal of time and effort involving local matters in the District. By law also, the Architect is a member of the Board of Directors of the Pennsylvania Avenue Development Corporation and a member of the Advisory Council on Historic Preservation.

The scope of the Architect's activities are quite broad and have, as you suggested, expanded over the years.

DUTIES OF THE ARCHITECT AS CONTRASTED WITH DUTIES OF THE SERGEANT AT ARMS

Senator SASSER. What are the responsibilities of the Architect as contrasted with the Sergeant at Arms in the Senate side of the Capitol and in the Senate Office Buildings? And is this a satisfactory arrangement?

Mr. WHITE. Certain duties are similar in the sense that the Sergeant-at-Arms is responsible for furniture and furnishings on the Senate side of the Capitol; whereas the Architect is responsible for furniture and furnishings in the Senate Office Buildings. Similarly, the Sergeant-at-Arms is responsible for the janitorial care of the Senate wing of the Capitol; whereas the Architect is responsible for that in the Senate Office Buildings.

It is an arrangement that works very satisfactorily, Mr. Chairman. We have no problems or difficulties with it at all. Of course, as indicated hereinbefore, the Architects' major duties in these buildings comprise structural, mechanical, and physical care.

STATUS OF FURNITURE STUDY

Senator SASSER. You say the Architect is responsible for furnishing the Senate Office Buildings?

Mr. WHITE. That is correct.

Senator SASSER. How is this new study that you are doing with new type furniture, the alcove type furniture—what results have you gotten on that?

Mr. WHITE. The study is in process, as you know, Mr. Chairman. We have just recently completed the installation of this new type furniture in five Senators' offices. Although it is not absolutely

complete, it is virtually complete. The installation took place after detailed studies were made and interviews conducted with all of the employees in the various Senators' offices that were participating in the program.

The office interiors were designed, and some construction alterations were made with the approval of the Committee on Rules and Administration. The use period is now taking place, after which interviews will again be conducted with the employees. A continuing involvement of our consultants is planned. The interviews and evaluation will take place some time in the fall of this year after the test period, of use of the equipment as well as the furniture.

At that point, we will be in a position to write a report concerning how effective it has been or which system is more effective than the other.

In addition, we have two committees that are participating in the program. The response has been very satisfactory, Mr. Chairman. I think we are accomplishing a great deal with it.

FIRE PROTECTION IMPROVEMENTS

Senator SASSER. What can you tell the subcommittee about the fire protection improvements budgeted for the various Senate Annex Buildings? The Senate Courts, the Capitol Hill Hotel, and so forth? Is it safe or wise to wait until fiscal year 1979 to accomplish this work?

Mr. WHITE. Mr. Chairman, for 1978 we requested and were allowed funds for improving the fire protection systems in the Russell and in the Dirksen Buildings. This request being made for 1979 is for the annex buildings, as you stated, on square 724.

Recently, we have become more apprehensive about those buildings since they were residential buildings converted for office use. They are heavily occupied, more than we thought they would be. We think as a matter of priority that we should work on the fire safety of those buildings before we do additional work in the other Senate Office Buildings.

In that regard, I have a request to make Mr. Chairman, for reprograming the funds, so that if you would agree, we would be able to use the funds in 1978 for the annex buildings and then use the funds in 1979 for the existing, more fireproof buildings. I have a letter for that purpose for presentation to you, Mr. Chairman.

Senator SASSER. I would suggest that you go ahead and use the funds for those buildings which you presently think are the most hazardous, and just get that out of the way.

Mr. WHITE. Thank you, Mr. Chairman. We will do so.

Senator SASSER. The letter will be inserted in the record at this point

[The letter follows:]

MARCH 7, 1978.

Hon. JAMES R. SASSER,
Chairman, Subcommittee on Legislative Branch Appropriations, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: In fiscal year 1978, funds in the amount of $200,000 for a fire protection improvement program for the Russell and Dirksen Senate Office Buildings were included in the lump-sum appropriations for the Architect of the Capitol in connection with the operation and maintenance of the Senate office buildings. This program provides for the installation of sprinkler systems and/or

ionization type alarm systems in the Dirksen Building sub-basement, the stationery room, and associated storage areas in the basement level of the Russell Building, the storage space under the southwest exterior stairs and several miscellaneous smaller areas containing combustible materials in the basement level of the Russell Building.

For fiscal year 1979, we are requesting $220,000 for fire protection improvements in the following Senate annex buildings: Plaza Hotel, Caiptol Hill Hotel, Senate Courts Apartments, and Hill Apartments. This request was submitted in recognition that these buildings, though intended for temporary occupancy, will be occupied by Senate personnel for several years. Because of the age of these buildings, their light structural characteristics, and the restricted paths of exit, we are concerned about the possibility of a fire not only destroying the buildings but preventing the occupants from being able to exit in a timely and safe manner. These circumstances have caused us to review the fire protection improvements program for the Senate office buildings and annexes, and to conclude that the life safety concerns for the four annex buildings are considerably greater than those in the Russell and Dirksen Buildings.

Therefore, in my judgment, top priority for fire protection improvements should be given to the installation of automatic sprinkler systems and smoke detectors in the four annex buildings, and I respectfully request that you authorize me to reprogram the funds originally intended for the Russell and Dirksen Buildings fire protection program in order that the improvements may begin immediately in the annexes. The improvements in the Russell and Dirksen Buildings would then commence in fiscal year 1979 from funds requested for fire protection improvements for the annexes, if this meets with your approval.

I shall, of course, be pleased to discuss this matter in detail should you deem that desirable.

Cordially,

GEORGE M. WHITE, FAIA,
Architect of the Capitol.

UTILITIES SUPPLIED TO OTHER THAN LEGISLATIVE AGENCIES

Senator SASSER. Does the Capitol Power Plant provide steam or chilled water to the Federal agencies other than the legislative branch agencies?

Mr. WHITE. Yes, it does.

Senator SASSER. What can be done to charge for those services and recoup the costs?

Mr. WHITE. First, let me say, Mr. Chairman, that we supply steam to the Supreme Court Building, the Government Printing Office, the Washington City Post Office, and the Folger-Shakespeare Library. We supply chilled water to the Supreme Court only, although there is a proposal to furnish chilled water to the Folger Library, in this request this year, pursuant to the requirements of recently enacted legislation (Public Law 95-182, approved November 15, 1977).

All of them reimburse the Treasury with the exception of the Supreme Court. I suppose, justifiably, the State-Judiciary appropriation could include funds for that purpose which would then, accountingwise, reflect the cost to the legislative branch only. That is the only instance in which we don't receive reimbursement now. Present law does not require or provide for reimbursement in this instance.

Senator SASSER. Why can't we get them to reimburse the Architect of the Capitol so that we can cut our budget here?

Mr. WHITE. There is no reason why we can't, Mr. Chairman. I think if we were to make that request to the State and Judiciary Subcommittee of the Appropriations Committee, it could be accomplished. It apparently has not been legislative-wise deemed necessary in the past as an accounting matter. But with the kind of

concern that presently exists with respect to Legislative Branch costs, there isn't any reason why it couldn't be done.

I would be happy to do whatever your committee feels ought to be done in implementing that.

Senator SASSER. Let's pursue this, Mr. White, because I would like to see if you can't get that done. Furnish the information for the record.

Mr. WHITE. I would be glad to do that, Mr. Chairman.

[The information and a letter follow:]

PROJECTED COSTS OF UTILITY SERVICES
NOT RELATED TO LEGISLATIVE BRANCH

	FISCAL YEAR 1979			
	Steam	Chilled Water	Electrical Energy	Total
Government Printing Office.....	$1,206,400	$ ...	$ ...	$1,206,400
Washington City Post Office.....	266,200	...	...	266,200
Folger Shakespeare Library.....	18,100	...	...	18,100
Supreme Court Building.....	200,000	90,700	159,700	450,400
Totals.....	$1,690,700	$ 90,700	$159,700	$1,941,100

CAPITOL POWER PLANT

For lighting, heating, and power (including the purchase of electrical energy) for the Capitol, Senate and House Office Buildings, [Supreme Court Building,] Congressional Library Buildings, and the grounds about the same, Botanic Garden, Senate garage, and for air conditioning refrigeration not supplied from plants in any of such buildings; for heating the Government Printing Office and Washington City Post Office and heating and chilled water for air conditioning for the Supreme Court Building and the Folger Shakespeare Library, [reimbursement] expenses for which shall be [made and covered] advanced or reimbursed upon request of the Architect of the Capitol and amounts so received shall be deposited into the Treasury to the credit of this appropriation; personal and other services, fuel, oil, materials, waterproof wearing apparel, and all other necessary expenses in connection with the maintenance and operation of the plant, [$15,544,700] $13,635,000, of which $730,000 shall remain available until expended: Provided, That not to exceed $1,750,000 of the funds credited or to be reimbursed to this appropriation as herein provided shall be available for obligation during fiscal year 1979.

Letter From George M. White, FAIA, Architect of the Capitol

April 3, 1978

Honorable Ernest F. Hollings, Chairman
Subcommittee on State, Justice and
Commerce, the Judiciary and Related
Agencies
Committee on Appropriations
United States Senate
Washington, D. C. 20510

Dear Mr. Chairman:

Recently, during the fiscal year 1979 Legislative Branch Appropriations hearings the House and Senate Subcommittee Chairmen conducting such hearings voiced concern over costs attributable to one Branch of Government for expenditure under a different Branch. A prime example of this situation exists with respect to the Architect of the Capitol, Capitol Power Plant appropriation. In this instance, funds are included in the Capitol Power Plant appropriation for the purchase of electrical energy and expenses in connection with the production of steam and chilled water for the Supreme Court Building. Further, it was requested that we pursue this matter and recommend a solution.

Accordingly, I submit the following fiscal year 1979 Budget Amendment for your consideration.

Amount requested in fiscal year 1979 Budget Estimate for the appropriation item "SUPREME COURT, CARE OF THE BUILDING AND GROUNDS".....	$ 999,600
Proposed fiscal year 1979 Budget Amendment: Add.....	450,400
Total Revised Budget Estimate for fiscal year 1979.....	$1,450,000

Explanation of Budget Amendment:

Presently, a portion of the appropriation for the Architect of the Capitol, Capitol Power Plant is expended: (1) for electrical energy consumed by the Supreme Court Building and furnished by the Potomac Electric Power Company, and (2) for the costs of all resources required to produce, at the Capitol Power Plant, steam for heating and chilled water for air conditioning refrigeration supplied to the Supreme Court Building. The estimated costs of these services for fiscal year 1979 will be $450,400.

A further breakdown by each type utility is: $200,000 for steam, $90,700 for chilled water, and $159,700 for electrical energy.

Accordingly, expenditures for the foregoing, presently made under "Capitol Power Plant" appropriations are now attributable to the cost of running the Legislative Branch of the Government, rather than the Judiciary Branch.

Therefore, to correct this situation, the attached appropriation language is submitted to provide the necessary authorization for the Architect of the Capitol to advance from the appropriation "Care of the Building and Grounds, Supreme Court" to the appropriation "Capitol Power Plant" as a credit to such appropriation the costs of steam and chilled water consumed by the Court, supplied by the Capitol Power Plant and to pay directly to the Potomac Electric Power Company the costs of electrical energy consumed.

An identical letter has been submitted to the Chairman of the House Subcommittee on Appropriations for State, Justice, and Commerce, the Judiciary, and Related Agencies.

I shall, of course, be pleased to discuss this matter in detail should you deem that desirable.

Cordially,

George M. White, FAIA
Architect of the Capitol

THE JUDICIARY
SUPREME COURT OF THE UNITED STATES
Care Of The Building and Grounds

For such expenditures as may be necessary to enable the Architect of the Capitol to carry out the duties imposed upon him by the Act approved May 7, 1934 (40 U.S.C. 13a-13b), including improvements, maintenance, repairs, equipment, supplies, materials, and appurtenances; special clothing for workmen; and personal and other services (including temporary labor without reference to the Classification and Retirement Acts, as amended), and for snow removal by hire of men and equipment or under contract without compliance with section 3709 of the Revised Statutes, as amended (41 U.S.C. 5); [$999,600] $1,450,000, of which $66,000 shall remain available until expended: Provided, That Sec.1 of the Act of May 7, 1934 (40 U.S.C. 13a-13b) is amended by adding thereto the following subsection: "(b) In addition to the foregoing, any funds hereafter appropriated under authority of this act shall be available also for expenses of heating and air conditioning refrigeration supplied by the Capitol Power Plant, advancements for which shall be made and deposited in the Treasury to the credit of appropriations hereafter provided for the Capitol Power Plant; and for the purchase of electrical energy: Provided further, That subsection 2 of such act is amended by striking the word 'foregoing' and inserting in lieu thereof the words 'Section 1 (a)' ".

ELEVATOR OPERATOR POSITIONS

Senator SASSER. Senator Schweiker, do you have any questions?

Senator SCHWEIKER. Yes; I have a few, Mr. Chairman. Thank you.

The 1977 Legislative Branch Appropriations Act, Public Law 94-440, approved October 1, 1976, required the total number of authorized elevator operator positions for the Senate side of the Capitol be reduced from 30 to 24 and those in the Senate Office Buildings be reduced from 48 to 16, all through attrition. I wonder what is the present status of those requirements as reflected in your budget?

Mr. WHITE. Senator, those have all been reduced in accordance with the law with the exception of four positions. Those four positions are operators in the Senate Office Buildings on freight elevators. They are not patronage employees and, therefore, we haven't had the same kind of attrition that takes place in the other categories. The only positions left are four out of the whole group.

Senator SCHWEIKER. Has the reduction been missed by anybody? Is it working smoothly?

Mr. WHITE. It is working very smoothly so far as I can tell. In some cases, it is probably working better since the automatic systems many times will do a better job if they are left to their own programs. We have no problem with it at all.

MODULAR FURNITURE EXPERIMENT

Senator SCHWEIKER. The other area I had was in the area of the modular furniture systems. I have one of the five prototype offices. Do you have different systems competing with each other? In other words, when you had five offices, were there different groups of companies competing and experimenting, or how did that work? Or were the same people used at each of the five offices?

Mr. WHITE. We had, I believe, seven or eight different manufacturers that were selected to supply the furniture. They were selected after a good deal of examination of the many manufacturers who expressed their interest. We felt we should select a wide range of suppliers of various kinds of furniture not only to determine its usefulness, but also whether or not it was easy to assemble and disassemble when it came time to move furniture, together with the various kinds of maintenance problems that might exist under used conditions. We tried to select, through our consultants, representative kinds of furniture.

Senator SCHWEIKER. Did the same consulting team work in each of the five offices?

Mr. WHITE. Yes; the same consulting team worked in all of the offices.

Senator SCHWEIKER. But different furniture suppliers?

Mr. WHITE. That is correct; different furniture suppliers.

MECHANICAL PROBLEMS

Senator SCHWEIKER. By and large, I think it is a good program. I want to commend you for it. But I think we should make note for the future that we did have some mechanical problems. I think our evaluation would be that too much time was spent on the psychological factors being studied for interoffice relationships and for efficient use of the office, which is okay, but not enough time was spent figuring out the mechanical applications of it.

For example, all of our file cabinets were legal size file cabinets and they brought in all regular size file cabinets for the whole office. We now have one-third less filing space than before. We have poor lighting conditions; it is almost really dark. And we have had to bring in extra lights.

We had trouble, too, and maybe this is the manufacturer's fault—it might be a problem that didn't exist in the other offices—but we are still looking for some shelf bars. As a result, filing space was not useable, and we had trouble moving people in on that basis. I think whatever is done in the future you should look a little bit at the mechanical applications of actually installing the new furniture.

I think if somebody looked more at the kind of file cabinets that we use rather than the psychological part of it in terms of where we ended up, everything would be better. I still say it is a good program and I commend you for it. I know part of this prototype was to have guinea pigs to learn from, but I think by and large we are satisfied with it.

Mr. WHITE. Thank you, Senator Schweiker. I want to say that we have been very gratified at the cooperation that we have received, not only from your office but from the other offices where these difficulties have arisen. People have understood that it is an experiment and these things will happen. We are making every effort to alleviate the problems as rapidly as we can and we appreciate the cooperation.

Senator SCHWEIKER. I might say the visitors to the office experienced an immediate cultural shock when they walked in my office because they expected to see traditional Senate furniture. But we get good comments, by and large. Functionally, I think it serves a very useful purpose. Certainly it gives us a lot better approach to organizing our office privacy and reducing noise. I think there are, very real advantages to the system.

That is all I have, Mr. Chairman.

Senator SASSER. Thank you, Senator Schweiker.

SENATE RESTAURANTS OPERATIONS

Mr. White, we will have more questions which we will submit and ask you to answer for the record. But I want to take this opportunity on behalf of the subcommittee to thank Mr. Jay Treadwell, the Director of Food Services, for the Senate, and Mr. John Koutsoumpas, his assistant. Both have done an excellent job to improve the Senate restaurants while working to bring these operations into the black.

In 1978, for the first time in recent history, the Senate restaurants will not require a subsidy. The Senate restaurants required a subsidy of $289,000 as recently as 1975 when Mr. Treadwell arrived on the scene.

At this point, Senator Schweiker, without objection, I would like to ask that there be printed in the record an article entitled "Senate Consents to Jay Treadwell's Advice for Successful Restaurants" from February 15, 1978 issue of Institutions/Volume Feeding. Without objection, it will be printed.

[The article follows:]

SENATE CONSENTS TO JAY TREADWELL'S ADVICE FOR SUCCESSFUL RESTAURANTS

The Senate restaurants have had a stormy past. Well-publicized scandals include embezzelement and improper expenditures in 1850 and again in 1943. An open cesspool was found under the kitchen in 1892. Staff pilfering was revealed in 1910. 1973 brought double trouble — TB among the employees and a visit from Lester Maddox, wielding souvenir ax handles. Then there was the Robert Parker affair. Parker, a long-time maitre d', was fired several years ago. Since then he has refused interviews, saving his inside gossip for a book titled, *The Nigger Who Got Too Close.*

Undaunted by past problems, John "Jay" Treadwell, former foodservice director for Pan Am, left Manhattan in 1975 to see what he could do with the troublesome and unique restaurants of the U.S. Senate. In addition to overcoming the more colorful scandals, Treadwell's challenge was to bring professional management ability to the 11 different operations that were, at one point, losing half a million dollars.

Since 1975, things have improved. Despite inflation and a 15% jump in food and labor costs, Treadwell whittled the loss figure from $239,000 when he arrived to $89,000 in 1977. He predicts that 1978 will be the first break-even year in recent Senate restaurant history.

While the financial side of the operation is key, it is the quality of the food that is the most obvious change to the operations' very important customers — the Senators, staffers, tourists, foreign dignitaries and traffic cops who eat up to 6,000 meals there a day.

Treadwell, a Cornell man who cheerfully tolerates being told he looks like a young Fred Astaire, makes no bones about it. He wants the Senate restaurants to be among the best in the country. In some cases, this means stepping on toes, such as cutting out Sen. Ellenders' memorial gumbo soup and introducing a sophisticated cold cream of cucumber, "a recipe my wife, Peggy, conned from a chef at Le Pavillon."

As the first professional foodservice manager of the Senate operations, Treadwell sees his job as clear-cut and practical. He was hired to increase the volume of food served, and to cut out waste and inefficiency. He must answer to the Architect of the Capitol who manages the 10-sq.-mile domain. He oversees 200 staff workers, most of them with years of Senate restaurant experience. It is this staff, he says, that deserves the credit for easing the changes.

One of the major strains on the Senate foodservice budget has been carrying these foodservice staff employees over the long election recesses that come every other year, and over the annual August recess and long weekends. In 1976, Treadwell managed to keep all 200 Senate foodservice employees at work somewhere on the Hill by arranging for them to be absorbed on a short-term basis by other departments.

The introduction of a budget has been one of Treadwell's major accomplishments.

"Until now," says Treadwell, "there has never been a true budget. We're projecting what inflation will do to food prices and building our menus to fit."

While Treadwell admits that some of the units make money and some don't, things are better than in the past. Earlier planners simply guessed at what Congress should appropriate. They were often wrong. Inflation took them by surprise.

Senate bean soup, for years the restaurant's most famous dish, was one of the items hardest hit. In 1974, a sack of Michigan beans more than

24-128 O - 78 -- 16

doubled in cost — from $25.25 to $55.80.

Since October 2, 1977, the Senate restaurants have received no taxpayer subsidies. Treadwell put the operation in the black simply by cutting out waste and inefficiency. But this is not enough to keep up with projected 10% pay increases and 6% higher food costs in 1978. Menu prices were increased last winter.

Innovations that especially appeal to the secretaries who eat at the Senate are Treadwell's new menu at the beginning of each week, his Country Inn specials and his pick-up picnics.

Treadwell is modest about his revival of enthusiasm for eating "inside."

"The food was dull. Anything new makes people happy."

Treadwell knows there are bound to be complaints as well as compliments. He considers a friendly complaint an act of faith.

When serving VIPs, he tries to take individual tastes in stride. But he was taken aback recently. At a luncheon for a Saudi Arabian dignitary, one Senator turned down the elegant filet mignon perigourdine the chefs had prepared and ordered a tuna sandwich!

Regular customers, in fact, often bypass French sauces and experimental soups for plain fare. George McGovern, who heads the Senate's nutrition committee, lunches on half a grapefruit, a banana cold plate with peanut butter, prunes, apricots and gelatin and a glass of skim milk. Strom Thurmond orders chopped steak, rare, a dollar salad and a large organge juice.

Treadwell insists that he does not run "a private club." Nevertheless, Senators have one exclusive dining area and priority on all table reservations. They can (and all do) keep a tab. But they eat the same dishes as the tourists, and the prices are populist. A tureen of oyster stew that would cost about $4 in town is $2 in the Senate restaurant. A bowl of the famous Senate bean soup is 40¢ in the cafeteria and 55¢ in the tablecloth rooms. A full-course lunch in the higher-priced dining areas is about half the price it would be at a comparable Washington restaurant.

Such prices often bring charges of unfair competition from other Washington foodservices who charge they cannot compete with the low rents and bring-your-own-liquor policy of Capitol Hill after-hours.

But fair, or not, the Senate-connected continue to enjoy privileges. Rooms and staff are available for official hospitality, and several wedding receptions (including Sen. McGovern's daughter) have been catered by the staff. These outside affairs, which bring in about $200,000 a year, are not always held on premise. Treadwell has mobilized his staff for functions in the Great Hall of the Library of Congress and among the palms at the Botanic Gardens.

Smaller special requests are also honored: birthday cakes and tailor-made lunches are accommodated. Lyndon Johnson, in his Senate days, reportedly entertained constituents at lunches featuring prime steaks cut in the shape of the state of Texas.

But personalization can sometimes be dangerous. A year ago, Treadwell was making a final inspection of dishes minutes before a luncheon for 100 guests honoring Anwar Sadat of Egypt. To his horror he saw, painstakingly carved on each of the 100 mushroom caps topping the paupiette of beef, a distinct six-pointed star. Quickly the staff shaved off what would, in those days, have been a major embarrassment.

A few weeks later, the Seante feted Israel's Prime Minister Rabin. The abashed chef topped each filet of sole with what he was now certain was the appropriate symbol — not the six-pointed Star of David, but the innocuous five-pointed star.

Treadwell came to his job through the business door and not through the kitchen. Although a Cornell graduate and well-backgrounded in foodser-

vice through his Navy officer's club training and Pan Am career, "I've never claimed to be a great cook," he says.

"My own expertise is wine. Unfortunately, we don't serve wine here. But I'm working on it."

The late Hubert Humphrey, who changed from longtime critic to a regular customer of the Senate dining rooms, enthusiastically supported the cause: "If we enjoy wine elsewhere, why not here?"

Despite the similarities to standard foodservices, Treadwell's job is unlike most. Although he must hold to a zero deficit, he need not make a profit. His challenge is to cater to a clientele that expects everything from a gourmet meal that tastes like "21" to a carryout cheeseburger that tastes like McDonald's — all at the same time.

But Treadwell tries to provide the best of everything. For what he runs is, after all "the closest thing America has to a national restaurant." □

WHERE TO EAT IN THE SENATE
(from most exclusive to most accessible)

Inner Sanctum. For Senators only. Sealed off behind massive double doors, the rooms are a retreat from outside. Not even staff assistants allowed. Standard fare, except that the buffet—always roast beef—is speedy.

Senate Dining Room. For guests of Senators or those with a pass from a Senator. A large square room with mauve walls and dark green swagged draperies. About 150 people eat here. Arm chairs, tablecloths, napkins, silver cutlery and a stained-glass portrait of George Washington astride his horse. In 1971, an early-morning protest bomb damaged the room and shattered china and glassware set out for breakfast.

Senate Dining Room #2. Also limited to Senators, assistants and the public with passes. Located in the Dirksen Building. Serves about 80 in late '50s contemporary setting. Silver cutlery recently replaced stainless steel.

Small Family Dining Room. For staffers and guests. Small space has been transformed into intimate continental room with dazzling oversize chandelier. Seats 40.

Cafeterias. Two major operations located in the Dirksen Building, an underground railway ride from the Capitol. Red plastic-studded chairs, wood-look tables, gold-tone walls. Senators rarely eat here, although tourists can overhear gossip from agency bureaucrats and Senate staffers. One cafeteria reserved for Senate staff people, the other open to the public except between noon and 1:30 p.m. when it is also reserved for staff.

Snack Bar. Called the Hole-in-the-Wall and located in the basement of the Capitol not far from the original Capitol eatery of that name. Provides carry-out food for busy staff or formal trays with real silver for office-bound Senators.

Dirksen Carry-Out. Staff only, fast food. Serves 1,800 a day, from 7:30 a.m. to 7:00 p.m. Current best seller is frozen yogurt which Treadwell calls "frozurt."

Coffee Shop. In the Russell Building. Plastic coffee shop decor. Cafeteria-style fast food, salads, sandwiches.

Public Dining Room. Narrow afterthought at the side of a busy corridor intersection. Seats 60. Press holds sway in the rear.

Vending Center. Bank of vending machines in Russell Building dispenses food prepared in Senate's central kitchen. Microwaves for reheating.

IMPROVEMENTS

Senator SASSER. Mr. White, I want to thank you and your staff for your very fine efforts over the past year. I know the tasks which are performed by the staff and the Architect are often taken for granted. I want you to know that we on this subcommittee are aware of your efforts and those of your staff and appreciate the magnitude of the task.

On behalf of the subcommittee, I want to compliment you and your budget officer, Mr. Crupi, for the new improved budget presentation this year. I think it was very helpful to the subcommittee to have the many budgetary increases and decreases grouped and characterized rather than merely laying out a catalogue of hundreds of increases and decreases. This improved format has certainly saved us time and focused our attention on the more important stages and we thank you for that.

Senator SCHWEIKER. I want to say, too, Mr. Chairman, I certainly want to support your statement because I know the Architect has always been very cooperative with our office. But I think the particular application of the budget process this year is a real step forward. I want to commend the Architect and also his staff for their work.

Mr. WHITE. Thank you very much. It is always gratifying to have some kind words, and we appreciate it.

I should like also, Mr. Chairman, to thank you for your complimentary remarks regarding our operation of the Senate restaurant for which, as you know, we act under the wise direction of the Committee on Rules and Administration. Several years ago, I assigned responsibility for supervision over the food service operation to Bill Raines, my administrative assistant, who has worked closely with Jay Treadwell and without both of whom we would not have been able to achieve our goals. I should like to express my personal gratitude for their excellent management.

QUESTIONS AND ANSWERS

Senator SASSER. Fine. We have questions which we will submit and request that you answer them for the record.

[The following questions were not asked at the hearing, but were submitted to the Architect of the Capitol for response subsequent to the hearing:]

JAMES MADISON MEMORIAL BUILDING

Question: You are requesting 22 new positions for initial staffing of the James Madison Memorial Library building. When do you expect this building to be completed and ready for occupancy?

Answer: At the present time, the James Madison Memorial Building has an established completion date of May 31, 1979. However, pending supplements and other change orders may extend this date into fiscal year 1980.

Question: What will be the full complement of your staff at that building when it is fully operational?

Answer: The projected staffing level for the James Madison Memorial Building indicates a total need of 61 positions to perform required structural and mechanical care and associated administrative functions upon occupancy of the building.

Question: What kinds of services will the Architect provide for the Madison Building?

Answer: The character of the services to be furnished will be the same as those performed for the Main Library of Congress Building since 1922 and for the Jefferson Library Building (formerly called the Annex) since 1938. The functions of the Architect of the Capitol, upon which such services are based, are described in Title 2, U.S.C. 141, as follows:

> "The Architect of the Capitol shall have charge of all structural work at the Library Building and on the grounds, including all necessary repairs, the operation, maintenance, and repair of the mechanical plant and elevators, the care and maintenance of the grounds, and the purchasing of all equipment other than office equipment."

More specifically, such services include installation, maintenance, repair, improvement, and operation of the air conditioning systems, of the ventilating systems, and also the electrical systems; installation, maintenance, repair, and improvements of elevators and steam and plumbing systems; installation, maintenance, and repair of various items of equipment requiring the services of machinists, sheet metal workers, and carpenters; structural care and repair of the interior and exterior of the Library Buildings; decorating and painting services; and care and maintenance of the grounds surrounding the Library Buildings.

Question: Is there a law that mandates you to have charge of the structural and mechanical care of that building and care of the grounds?

Answer: Yes. Section 2 of Public Law 89-260, approved October 19, 1965 (79 Stat. 987).

NEW POSITIONS, SALARIES, ARCHITECT OF THE CAPITOL

Question: Please give me some details on the request for 18 new positions for "Salaries, Architect of the Capitol."

Answer: Over the past several years duties and responsibilities of the Architect have broadened and expanded necessitating additional central support personnel to keep abreast of the increased workload.

As outlined in the justifications, the predominate activities which have contributed to the increase in workload are:

> A vast increase in the number and magnitude of in-house remodeling, alteration, and repair projects, and new installations, such as the remodeling of House Office Building Annex No. 2, installation of a Closed Circuit Television system in the House including the required engineering analysis, and architectural and engineering design and installation of support equipment required for the Senate Computer Center. Such activities have a direct bearing on the workload of our central office operations with respect to architectural and engineering analysis and design; legal, including contract administration; purchasing; personnel; and accounting and budgeting functions.

Acquisition, operation and maintenance of additional buildings as a part of the Legislative group of buildings, for example, House Office Building Annexes Nos. 1 & 2, Senate Office Building Annexes (a total of five) and the Senate Computer Center.

Increase in liaison activities with other Government agencies in order to keep abreast of the latest developments in such areas as solar energy, water conservation, and urban plans affecting the Capitol Hill surroundings.

Development and administration of an energy conservation program for the Capitol Complex.

Increase in the use and complexity of electronic equipment in connection with the security system, fire and life safety programs, and energy management.

It may be useful to recognize that the volume of activities of the office extends to many areas; for example, during fiscal year 1977 our workforce, including permanent and temporary employees, totaled 2,303 employees requiring the processing of 4,627 personnel and pay actions; our Purchasing Division processed a total of 8,943 purchase orders averaging $548 each, for a total value of $4,901,227; there were 87 contracts (personal service, construction, and supply contracts) awarded, with a value of $13,979,212; accounting records were maintained for 39 current appropriations and 29 past year appropriations, for which 11,324 vouchers were processed for payment of 960 payment schedules; the Construction Management Division's Alteration and Renovation Branch was in charge of 56 alteration and renovation projects with a total value of $6,083,000; and 33,374 flags were flown over the Capitol at the requests of Members of the Senate and House for distribution to their constituents.

Question: Are some of these positions related to the fire and safety security system on Capitol Hill?

Answer: Yes. Eight of the 18 requested positions are directly related to the fire and safety security system on Capitol Hill. Specifically, 2 - Electronic Engineering Technicians, GS-12 and 6 - Electronic Technicians, WG-12.

Question: When was the last time your immediate office was significantly strengthened?

Answer: The most recent significant strengthening of the central office staff was authorized in fiscal year 1964 by approval of 14 positions. The positions allowed follows:

1 - GS-13 Coordinating Engineering Assistant
1 - GS-11 Assistant Head, Contract Division
1 - GS-11 Secretary to Architect of the Capitol
1 - GS-9 Photographer
1 - GS-7 Secretary to Assistant Architect
1 - GS-7 Secretary to Coordinating Engineer
1 - GS-7 Clerk, Photo-Drawing, File and Reference Room
1 - GS-6 Secretary, Contract Division
1 - GS-5 Accounting Clerk
1 - GS-5 Wage-Classification Analyst
1 - GS-5 Purchasing Clerk
1 - GS-5 General Clerk
1 - GS-4 Receptionist
1 - WG-4 Messenger-Driver

Question: What was the total staff under your jurisdiction at that time?

Answer: The total authorized staff for the Architect of the Capitol for fiscal year 1964 was 1,562.

Question: How has the number of buildings and the number of square feet of space under your jurisdiction changed since then?

Answer: There have been ten additional buildings placed under the jurisdiction of the Architect since 1964, namely, the Rayburn House Office Building, five Senate and two House Annexes, 400 North Capitol Street (Senate Computer Center), and the James Madison Memorial Library now in final phase of construction.

A comparison of square feet of floor space, by building, for which the Architect is responsible follows:

1964	
United States Capitol...	755,031
Russell SOB.....	658,250
Dirksen SOB.....	712,910
Cannon HOB.....	671,921
Longworth HOB.....	599,675
Capitol Power Plant.....	59,000
Library-Main Building...	666,074
Library Annex.....	762,000
Botanic Garden.....	89,000
Supreme Court.....	392,737
10 Buildings.....	5,366,598

1977	
United States Capitol...	755,031
Russell SOB.....	658,250
Dirksen SOB.....	712,910
Plaza Hotel.....	32,220
Immigration Building....	84,614
Capitol Hill Hotel.....	41,281
Senate Courts Apartments.....	67,000
Hill Apartments.....	35,099
400 North Capitol.....	38,000
Cannon HOB.....	671,921
Longworth HOB.....	599,675
Rayburn HOB.....	2,375,000
House Annex #1.....	124,400
House Annex #2.....	585,532
Capitol Power Plant.....	59,000
Library-Main Building...	666,074
Library Annex.....	762,000
James Madison Memorial Building.....	2,106,199
Botanic Garden.....	89,000
Supreme Court.....	392,737
20 Buildings.....	10,855,943

SENATE COMPUTER CENTER, NEW POSITIONS AND SHUTTLE SERVICE

Question: Are some of the new positions related to the new Senate Computer Center at 400 North Capitol Street?

Answer: Yes. Five new positions are requested for the domestic care of space leased and occupied by the Senate Computer Center operation at 400 North Capitol Street. The Center operates on a 24 hour basis. The five new positions are; 1 - Labor Foreman, WS-2; 1 - Laborer, WG-4; and 3 - Charwomen, WG-2.

Question: What about new demands created by the new building for the Office of Technology Assessment at 600 Pennsylvania Avenue, Southeast?

Answer: Under letter of February 23, 1978, the Architect of the Capitol requested permission to assume the domestic care of space occupied by the Office of Technology Assessment at 600 Pennsylvania Avenue S.E., Washington, D. C. and seek from your Committee the necessary funds and authorization therefor. On March 6, 1978, a followup letter was sent requesting withdrawal of this proposal from consideration.

Both of these actions were taken at the request of Senator Edward M. Kennedy, Chairman of the Technology Assessment Board of the Office of Technology Assessment.

Question: Do these two new sites create additional demands for the shuttle van service presently operating to and from the buildings utilized by the Legislative Branch?

Answer: The 400 North Capitol Street facility is and has been on the regularly scheduled shuttle system.

A proposed language change for fiscal year 1979 under the appropriation account "Capitol Grounds" has been submitted for consideration of the House and Senate Subcommittees on Legislative Branch Appropriations wherein, if approved, would provide authority to include the 600 Pennsylvania Avenue S.E. facility on the shuttle service system. If authority is enacted then, of course, additional demands would be placed on the system. However, the demand can be handled with resources presently available and those requested in fiscal year 1979.

Question: What is the usage of the shuttle service?

Answer: Presently, the average daily number of passengers using the shuttle service is approximately 200.

NEW POSITIONS, CAPITOL POWER PLANT

Question: Are the 12 new positions at the Capitol Power Plant related to the modification and enlargement of that plant?

Answer: Yes. The 12 new positions are directly related to and required for the operation and maintenance of an enlarged plant. They will be required to undergo an extensive period of training in advance of the new plant being placed in full operation.

Question: When will the construction be completed?

Answer: The final project completion date is projected to be December 1979.

REPLACEMENT OF WALKWAY APPROACHES AND STEPS ON WEST SIDE OF CAPITOL GROUNDS

Question: You are again requesting $1,610,000 for replacement of walkway approaches and steps on the west side of the Capitol Grounds, an item previously deferred by the committee. If this were approved and the work accomplished and, then, if there were to be subsequent approval for restoration and/or extension of the West Central Front of the Capitol, would the construction associated with the West Central Front cause damage and future costs in the newly restored walkway areas?

Answer: No. Any authorized work associated with restoration and/or extension of the West Central Front of the Capitol can be accomplished without disturbance to the walkway approaches and steps on the west side of the Capitol Grounds that are a part of this proposal.

LANGUAGE CHANGE, CAPITOL POWER PLANT

Question: There is a proposed language change in the text of the "Capitol Power Plant" appropriation request relative to furnishing chilled water for air-conditioning from the Capitol Power Plant to the Folger Shakespeare Library. Has this service to the Folger Library been authorized by law?

Answer: Yes. Public Law 95-182, approved November 15, 1977, authorizes the Architect of the Capitol to furnish chilled water for air-conditioning to the Folger Shakespeare Library on a cost-reimbursable basis.

SELECTED ACCOUNT CHANGES TO "NO YEAR"

Question: Your fiscal year 1979 appropriation requests contain a change of note in the Contingent Expenses appropriation and in the Miscellaneous Improvements accounts of the Capitol Buildings and Senate Office Buildings appropriations; that is, all funds appropriated under such accounts are requested to be made available until expended. Why the change from previous years?

Answer: As the Committee will recall, commencing in the 1956 annual Legislative Branch Appropriation Act and continued thereafter in subsequent annual acts for the Legislative Branch, a "Contingent Expenses" appropriation has been provided in the accounts of the Architect of the Capitol.

As stated in the annual justifications, the purpose of this appropriation is to enable the Architect of the Capitol to make surveys and studies and to meet unforeseen expenses in connection with activities under his care and, since 1975 also for the rental of warehouse space for the Senate, House, and the Architect of the Capitol, although funds for the House for warehouse space have been eliminated from the account since 1976 upon occupancy by the House of House Annex #2.

During the past 22 years, the funds carried in the regular annual appropriation acts have been provided on a "one-year" basis. Any funds not obligated by the end of the fiscal year have expired for obligation and been returned to the Treasury. However, with changing needs of the Congress, it has been necessary to request reappropriation of such unobligated balances or to secure additional funds in Supplemental Appropriation Acts.

At present, it is at times impossible to perform work ordered in the latter part of a fiscal year without part of the work (such as that requiring employment of direct day labor) giving rise to the need for obligation of funds after the expiration of such fiscal year, when not provided on a "No Year" basis. This results from the fact that work done under this appropriation must be geared to time and work schedules of the Congress so as not to interfere with its activities; the timing of unforeseen needs which cannot be predicted, especially now as they result in large measure from the critical shortage of adequate office space and other space limitations from which to meet expanded needs; and from performance of the work now done on an "in-house" basis, in the interest of economy and efficency, under which engineering details, drawings, and specifications are prepared by our engineering and architectural staff, materials and equipment are procured under competitive bids, and installation performed by our regular maintenance force supplemented by direct day labor whose employment is obligated on a day to day basis.

As the Committee is aware, ever since 1956, control over obligations expended for House requirements have been subject to approval of the Speaker of the House and for Senate requirements to approval of the Chairman of the Senate Appropriations Committee. The "Contingent Expenses" funds, if hereafter appropriated on a "No Year" basis, will continue to be obligated in the same manner as those heretofore provided on a "one-year" basis.

This changeover to a "No Year" basis, if approved, will eliminate need for reappropriation requests and also minimize the need for supplemental appropriations. Of course, if in the future the need for a "No Year" basis ceases to exist, such circumstance will at that time be brought to the attention of the Committee.

As to the "Miscellaneous Improvements" allotments provided annually under the appropriation accounts "Capitol Buildings" and "Senate Office Buildings", it is requested they be provided on a "No Year" basis, in order to eliminate the need for reappropriations in instances where obligation of part of the funds, such as those involving employment of day labor and change orders to contracts, is likely to extend into the following fiscal year. In addition, as future needs arise, the possible accumulation of unused funds from a prior year will enable the requests in future years to be minimized and perhaps terminated altogether.

Question: What services are rendered through these accounts?

Answer: Types of services rendered from funds appropriated in both Contingent Expenses and Miscellaneous Improvements include, but are not limited to, such items as the urgent need for modification of rostrums, erection and relocation of partitions; rearrangement and installation of additional lighting; installation and modification of public address systems in committee rooms; alterations to offices, committee rooms, and other areas to meet unanticipated requirements of Committees, Senators, and Representatives, and from other changes resulting from expanded personnel, more extensive use of office equipment, and rearrangement of existing facilities -- in an effort to alleviate, through temporary expediencies, overcrowded occupancy conditions and immediate need for additional accommodations; and for emergency repairs to mechanical equipment to prevent any prolonged disruptions to service.

FISCAL YEAR 1978 PAY RAISE SUPPLEMENTAL

Question: What are you requesting for the pay raise supplemental for fiscal year 1978?

Answer: We are requesting a grand total of $2,082,300 for the Architect of the Capitol and Botanic Garden, of which $493,000 is for two Senate items under the Architect.

Question: How much of the gross cost has been volunteered as absorption?

Answer: The following analysis gives the details of the request and reflects the absorption of $171,400.

[The analysis follows:]

SUPPLEMENTAL APPROPRIATIONS REQUESTED FOR FISCAL YEAR 1978 FOR INCREASED PAY COSTS

Gross Cost, Absorptions, Supplemental Appropriations Requested

The gross cost of mandatory pay increases required by law to be paid to employees of the Architect of the Capitol and the Botanic Garden in the fiscal year 1978 totals $2,253,700. It is proposed to absorb $171,400 or 8% of this total cost, resulting in a request for Supplemental Pay Appropriations for the fiscal year 1978 in the total amount of $2,082,300.

Breakdown of Increased Pay Costs

The gross increased pay cost of $2,253,700 is broken down, as follows:

(1) GS and Unclassified Employees

Civilian Pay Act Increase authorized by subchapter 1 of chapter 53 of 5 U.S.C., as implemented by Executive Order 12010, effective October 9, 1977:

Gross Cost, Fiscal Year 1978	$ 430,900	
Proposed absorption	(-) 156,400	
Pay Supplemental Required		$ 274,500

(2) Wage-Board Employees

Wage-Board Increases authorized by 5 U.S.C. 5343, 5344, 5349, on the basis of prevailing rates in industry:

Gross Cost of Pay Increases, effective October 23, 1977, payable for 11 months in fiscal year 1978	$ 1,822,800	
Proposed absorption	(-) 15,000	
Pay Supplemental Required		1,807,800

GRAND TOTAL PAY INCREASE SUPPLEMENTAL APPROPRIATIONS REQUIRED AND REQUESTED FOR FISCAL YEAR 1978 ..... $ 2,082,300

SUPPLEMENTAL APPROPRIATIONS REQUESTED FOR FISCAL YEAR 1978

Appropriations	Gross Cost			Absorption	Supplemental Appropriations Requested for Fiscal Year 1978
	Civilian Pay Act	Wage Board	Total		
Salaries, Office of Architect of Capitol.....	$106,500	$ 20,200	$ 126,700	$ ...	$ 126,700
Capitol Buildings.....	68,500	228,800	297,300	...	297,300
Capitol Grounds.....	6,700	94,200	100,900	...	100,900
Senate Office Buildings.....	88,000	436,600	524,600	40,000	484,600
Senate Garage.....	...	8,400	8,400	...	8,400
House Office Buildings.....	136,800	670,500	807,300	101,800	705,500
Capitol Power Plant.....	4,600	151,600	156,200	19,600	136,600
Library Buildings and Grounds, Structural and Mechanical Care...	10,000	134,000	144,000	10,000	134,000
Salaries and Expenses, Botanic Garden.....	9,800	78,500	88,300	...	88,300
Totals.....	$430,900	$1,822,800	$2,253,700	$171,400	$2,082,300

TRAVEL LIMITATION

Question: The Office of the Architect of the Capitol has a travel limitation of $20,000 on the total amount under all funds which may be expended in any one fiscal year. What was expended in fiscal year 1977?

Answer: The total expended for the Architect of the Capitol under the travel limitation for fiscal year 1977 was $9,975.93.

Question: Additionally, I notice there has been a change in the statement on travel expenses limitation in the justifications. Please explain.

Answer: With regard to the change in the statement on travel expenses limitation in the fiscal year 1979 justifications, there has been some discussion within our office as to the intent and applicability of the limitation. Over the years, it has not only been applied to what I considered its proper purpose, namely, a limitation on travel by government employees, but it has also been applied under certain circumstances to consultants that we hire. If we hire architects and engineers to design the Madison Building, for example, engaged by contract on a percentage fee basis, the limitation has been viewed as not applicable. But if the consultants were hired on a per diem basis, it would apply to them. Because there is a lot of traveling in connection with services of that nature, and in order not to have it result in a detrimental effect on this limit, those consultants will place their presumed travel costs in their hourly per diem rate, a circumstance which has then resulted in some higher rates than we would ordinarily expect to pay.

Therefore, I asked the Comptroller General of the United States for a decision as to the proper interpretation of that limitation. My request and his response are submitted for the record.

[The letters follow:]

November 14, 1977

Honorable Elmer B. Staats
Comptroller General of the United States
Washington, D.C. 20548

Dear Mr. Staats:

A provision in the annual appropriation acts for the Legislative Branch places a limitation on the availability of appropriations under the control of the Architect of the Capitol for expenses of travel on official business. The provision in question in the Legislative Branch Appropriation Act, 1978, Public Law 95-94, 91 Stat. 653, 672, reads as follows:

> "Appropriations under the control of the Architect of the Capitol shall be available for expenses of travel on official business not to exceed in the aggregate under all funds the sum of $20,000."

I am informed that this qualified travel authorization clause was suggested by the Comptroller General in or about 1926 and has been continued in the annual Legislative Branch appropriations in identical language since that time (44 Stat. 546). Limitation amounts were gradually increased, over the decades, from the original amount of $1,000 to the present amount of $20,000. It appears that the Architect of the Capitol had made disbursements for travel prior thereto without specific statutory authorization and that these actions resulted in the advice of your office to secure general authority therefor (pp. 66, 67 of the Hearings of the House Appropriations Committee on the Legislative Establishment Appropriation Bill, 1927).

I am also informed that the question of applicability of the appropriation limitation to travel of architectural and engineering consultants under contract was discussed between our offices on several subsequent occasions. I understand that it was last discussed in or about 1955, in conference with the then General Counsel of the General Accounting Office, Lyle Fisher, and his Associate General Counsel, William Morrow, and that they restated previous informal advice that any and all clearly identifiable travel disbursements, including separately stated or separately reimbursable travel expenses disbursed to architects and engineers under contract, are chargeable against the travel limitation on appropriations of the Architect of the Capitol.

I am informed, furthermore, that no formal decision on the interpretation of the travel limitation clause was ever requested from or made by your office.

The extensive character of the construction programs during the last two decades of necessity have involved considerable travel by architects and engineers under contract, the amount of which could not be forecast with any degree of accuracy for appropriation purposes. Hence, as a result of the informal advice from your office referred to *supra*, the vast majority of our contracts for personal services of architects and engineers have consisted of percentage-of-construction-cost, lump-sum and hourly-rate-schedule fees which included all necessary travel in the fee basis without separate identification. Wherever travel of architects and

engineers under contract was not included in the fee basis, such travel was charged against the appropriation limitation, together with all travel of employees of my office.

In recent years, there has been an increase in the number and the magnitude of contracts involving a limit of cost together with an hourly-rate-schedule of fees. This circumstance has resulted from an expansion in non-construction type work which has also been the kind of work that has been difficult to adequately program in advance. For example, the Master Planning activity, the Senate Office Systems Research Project and the initial investigatory phase of the restoration of the Main Library of Congress building are projects where it was deemed in the best interest of the Government to proceed in that manner.

In order to avoid the necessity of coming within the purview of the travel limitation, as it has been interpreted, we have had to ask the prospective consultants to include travel costs as a part of their quoted hourly rates.

A party in contract negotiations, of course, will protect itself by contingency demands, as long as extent and cost of travel are unknown and not reimbursable at actual cost. Such demands are bound to include a risk factor, and agreed upon travel factor costs are likely to exceed actual expenditures in the end, particularly in contracts based on hourly rate schedules; they unduly impede the negotiation process and tend to result in larger fees than would otherwise be payable by the Government.

In my personal judgment, the real purpose and a proper interpretation of the intent of the limitation on travel is to limit

the travel of Government employees. If the purpose were to limit the travel of consultants under contract with the Government, then it should make no difference what kind of reimbursement is provided in the contract, i.e., hourly rate, percentage fee, lump-sum or other type; the actual cost of travel can easily be determined regardless of the method of payment for services. If the latter purpose is deemed applicable to the limitation on travel, then we must ask for an increase in the limitation so that the architects, engineers and other consultants with whom we contract, can properly perform the services that are required by the Government.

As a result of these considerations I advised the Appropriations Committees during our annual appropriation hearings for the fiscal year 1977 that I consider the travel limitation clause in question to be intended as a limitation on travel of Government employees and on their activities, and not on travel of architects, engineers and consultants under contract. No issue was taken with my interpretation by the committees or other authority of the Congress.

The matter was recently the subject of a telephone conversation between Assistant General Counsel Rollee Lowenstein of your office and my General Counsel.

I shall appreciate your formal advice regarding whether travel of architects, engineers and other consultants under contract should be charged against the travel limitation clause in the annual appropriations made to my office.

Cordially,
George M. White, FAIA
Architect of the Capitol

FILE: B-145492 DATE: February 7, 1978

MATTER OF: The Architect of the Capitol - Travel Reimbursement Limitation

DIGEST: Annual limitation contained in appropriations to the Architect of the Capitol since 1927, 40 U.S.C. § 166a (1970), is applicable only to regular and special Government employees of that Office, including consulting architects and engineers who by nature of the supervision given them by Federal personnel are tantamount to Federal employees. Travel by independent consulting architects and engineers, whether paid under a contract on a fixed fee or hourly rate basis, or on a per diem basis, are not covered by this limitation, even if they separately state and are separately reimbursed for their travel expenses.

This decision is in response to an inquiry from George M. White, Architect of the Capitol (Architect) concerning the scope of the travel expense limitation appearing in the annual legislative branch appropriation acts making funds available to the Architect for various purposes, and whether it is limited solely to the travel of Government employees or also includes consulting architects and engineers.

The limitation in question first appeared in the legislative appropriation for fiscal year 1927, act of May 13, 1926, ch. 294, 44 Stat. 546 and provided as follows:

> "Appropriations herein made under the control of the Architect of the Capitol shall be available for expenses of travel on official business not to exceed in the aggregate under all funds the sum of $1,000."

This limitation was proposed by the Architect upon the recommendation of the Comptroller General after it was discovered that the Architect had been making disbursements for travel without statutory authority. See Hearings on the Legislative Establishment Appropriations Bill for 1927 before a Subcommittee of the House Committee on Appropriations, 69th Cong., 1st Sess. 66-67 (1926). With minor changes in the language, this provision has continued to be included in the Architect's appropriations--most recently appearing in the Legislative Branch Appropriation Act, 1978, Pub. L. No. 95-94, August 5, 1977, 91 Stat. 653, 672, where the limitation was set at $20,000.

The Architect states that over the years, he and his predecessors have been informally advised by officials of the GAO that any and all clearly identifiable travel disbursements, including separately stated or separately reimbursable travel disbursed to architects and engineers under contract, are chargeable against the travel limitation contained in the appropriation to the Architect. He also states that:

> "The extensive character of the construction programs during the last two decades of necessity have involved considerable travel by architects and engineers under contract, the amount of which could not be forecast with any degree of accuracy for appropriation purposes. Hence, as a result of the informal advice from your office referred to supra, the vast majority of our contracts for personal services of architects and engineers have consisted of percentage-of-construction-cost, lump-sum and hourly-rate-schedule fees which included all necessary travel in the fee basis without separate identification. Wherever travel of architects and engineers under contract was not included in the fee basis,

such travel was charged against the appropriation limitation, together with all travel of employees of my office.

"In recent years, there has been an increase in the number and the magnitude of contracts involving a limit of cost together with an hourly-rate-schedule of fees. This circumstance has resulted from an expansion in non-construction type work which has also been the kind of work that has been difficult to adequately program in advance. For example, the Master Planning activity, the Senate Office Systems Research Project and the initial investigatory phase of the restoration of the Main Library of Congress building are projects where it was deemed in the best interest of the Government to proceed in that manner.

"In order to avoid the necessity of coming within the purview of the travel limitation, as it has been interpreted, we have had to ask the prospective consultants to include travel costs as a part of their quoted hourly rates.

"A party in contract negotiations, of course, will protect itself by contingency demands, as long as extent and cost of travel are unknown and not reimbursable at actual cost. Such demands are bound to include a risk factor, and agreed upon travel factor costs are likely to exceed actual expenditures in the end, particularly in contracts based on hourly rate schedules; they unduly impede the negotiation process and tend to result in larger fees than would otherwise be payable by the Government.

"In my personal judgment, the real purpose and a proper interpretation of the intent of the limitation on travel is to limit the travel of Government employees. If the purpose were to limit the travel of consultants under contract with the Government, then it should make no difference what kind of reimbursement is provided in the contract, i.e., hourly rate, percentage fee, lump-sum or other type; the actual cost of travel can easily be determined regardless of the method of payment for services on travel, then we must ask for an increase in the limitation so that the architects, engineers and other consultants with whom we contract, can properly perform the services that are required by the Government.

"As a result of these considerations I advised the Appropriations Committees during our annual appropriation hearings for the fiscal year 1977 that I consider the travel limitation clause in question to be intended as a limitation on travel of Government employees and on their activities, and not on travel of architects, engineers and consultants under contract. No issue was taken with my interpretation by the committees or other authority of the Congress."

As to that latter point, the Architect stated when discussing the reimbursement of travel expenses during the Senate Appropriations Committee hearings:

"I may say one other thing just as an interpretation. We state here that travel is done by architects, engineers, and other consultants. Whenever we have used a consultant for expert testimony in the event of litigation with contractors or others and where they have been reimbursed on a per diem basis and are not under contract, we have

reimbursed for travel to those individuals. We have included that here, although it is not altogether clear that that is necessary. This appears to be, in my judgment, a limitation on Government employees and their activities, since the appropriation language states, 'official business,' which would seem to indicate that.

"I mention that because consultants that we hire on a contract basis obviously travel. The architects for the Dirksen Building or the Madison Building, for example.

None of their travel is included here, as it is included in their lump-sum or percentage fee. This is purely official business travel by employees and others mentioned." See Hearings on H.R. 14238 Before the Senate Committee on Appropriations, 94th Cong., 2d Sess., at 342 (1976).

Nothing in either the language of the Legislative Establishment Appropriation Bill for 1927, or the relevant accompanying report (see H.R. Rep. 568, 69th Cong., 1st Sess., 3 (1926)) explains the intended scope of application of the travel expense limitation. However, during the hearings on the 1927 Act, the following discussion took place regarding the proposed travel expense limitation between L. J. Dickinson, House Appropriations Subcommittee Chairman, and David Lynn, then Architect of the Capitol:

"Mr. Dickinson. The next item is for the Senate Office Building, but in it you have this new language, 'including traveling expenses,' with reference to the Senate Office Building. What is the reason for that?

"Mr. Lynn. We were advised by the Comptroller General's office that we ought to insert that provision in our various items in case we had to send a man out in connection with some kind of work.

"Mr. Collins. Why would it not be better to carry a separate clause here providing, for instance, that not over $1,000 for the items listed herein shall be expended in necessary traveling expenses?

"Mr. Lynn. I should like to give you this statement in regard to traveling expenses:

Traveling expenses under the office, by authority of the Architect of the Capitol, since July 1, 1925:

Capitol Building repairs	$72.06
Capitol power plant, 1926	67.50
Capitol power plant, 1925-26, stokers, etc	503.94
Improving Capitol Grounds, 1926	2.88
Maintenance, House Office Building, 1925	29.12
Chamber music auditorium, Library of Congress	147.99

"In connection with the $2.88 for the Capitol Grounds, I sent our landscape man to Baltimore to look at some shrubbery we wanted to purchase for the Capitol Grounds.

"The amount expended in connection with the Capitol power plant for 1926 and for 1925-26 was in connection with the stokers we are installing. In our specifications it is stated that our inspector will be sent to the factory at certain intervals to inspect the material while it is being fabricated.

"In connection with the expenditure for the House Office Building, we were authorized to expend about nine or ten thousand dollars in equipping a new telephone exchange, and I had to send our draftsman to Atlantic City to see Mr. Bacharach to get his approval of the plans. The Speaker, who is the chairman of the House Office Building Commission, was out of town, and Mr. Bacharach was the most available member of the commission, so we sent our draftsman to Atlantic City to get Mr. Bacharach's approval.

"Mr. Dickinson. The reason you are asking for this language is because something might happen in connection with which you would need to send a man out on an inspection trip with reference to the purchase of something for the Senate Office Building, the House Office Building, or the Capitol Grounds?

"Mr. Lynn. Yes. Heretofore, we have not had this language in our items, and the Comptroller General's Office suggested that we have this taken care of this year. On that ground he has let our accounts go through during the past year."

Hearings on the Legislative Establishment Appropriations Bill for 1927 before a Subcommittee of the House Committee on Appropriations, 69th Cong. 1st Sess., 66-67 (1926).

It is reasonable to conclude from the foregoing colloquy that the reference to "our landscape man," "our inspector," "our draftsman" by Mr. Lynn were to his employees. Nonetheless, this legislative history is not substantial enough to be dispositive of the question of the scope of this provision.

While a literal reading of the statute might lead one to the conclusion that any and all identifiable travel disbursements, including separately stated or separately reimbursable travel expenses incurred by architects and engineers under contract, are chargeable against the travel limitation, we do not believe that this is the appropriate interpretation. As the Architect points our, contracts let by his Office for the personal services of architects and engineers have contained provisions for percentage-of-construction-cost or lump-sum payments or hourly-rate-schedule fee arrangements. Each of these may have included a factor for prospective (i.e., estimated) travel in the fee without separate identification. While it is true that the Architect could require his contractors to identify separately their projected and actual travel expenses, the subject appropriation limitation does not, in our view, require such action. Thus, for example, if the Architect were to advise prospective contractors that the appropriation ceiling was being approached and that they could not be reimbursed for travel expenses, the contractors might absorb the travel expenses themselves but compensate by increasing their overall fees or hourly rate. Accordingly, there would not seem to be any benefit in applying the travel limitation to this type of situation.

Moreover, insofar as this statutory provision is concerned, we see no basis to differentiate between the handling of the travel expenses of independent consulting architects and engineers based on whether the contracts under which they are engaged provide for remuneration on a per diem basis or on a fee basis. Therefore, that distinction, which the Architect states that he has traditionally made but with which he now disagrees, need not be followed.

In conclusion, we believe that the statutory limitation should only be applied to travel by regular or special Federal employees and that travel

by independent consulting architects or engineers engaged by contract, no matter how they are paid, should not be counted against the appropriation limitation. In determining whether a consulting architect or engineer is an independent contractor or is a special Government employee, and hence, that his or her travel should be counted against the limitation, criteria such as the degree of supervision by officers or employees of the Office of the Architect of the Capitol should be considered. For a discussion of other factors to be considered, see 53 Comp. Gen. 543 (1974); 53 id. 702 (1974); and B-180703, January 30, 1976.

In view of the dearth of legislative history on the intended scope of this appropriation limitation and the broad language of the provision, we believe the Architect should present this problem to the Congress at the next scheduled appropriations hearings for any further legislative clarification it may deem necessary or appropriate.

R. F. Keller

Deputy Comptroller General
of the United States

LIBRARY OF CONGRESS

STATEMENT OF DR. DANIEL J. BOORSTIN, THE LIBRARIAN OF CONGRESS

ACCOMPANIED BY:

WILLIAM J. WELSH, THE DEPUTY LIBRARIAN OF CONGRESS
DONALD C. CURRAN, THE ASSISTANT LIBRARIAN OF CONGRESS
CAROL NEMEYER, ASSISTANT LIBRARIAN OF CONGRESS FOR PUBLIC EDUCATION
JOSEPH H. HOWARD, DIRECTOR, PROCESSING DEPARTMENT
ALAN FERN, DIRECTOR, RESEARCH DEPARTMENT
F. E. CROXTON, DIRECTOR, READER SERVICES DEPARTMENT
CARLETON W. KENYON, LAW LIBRARIAN
EDMOND L. APPLEBAUM, DIRECTOR, ADMINISTRATIVE DEPARTMENT
WILLIAM R. NUGENT, ASSISTANT DIRECTOR FOR INFORMATION SYSTEMS DEVELOPMENT, ADMINISTRATIVE DEPARTMENT
ALAN JABBOUR, DIRECTOR, AMERICAN FOLKLIFE CENTER
BARBARA RINGER, REGISTER OF COPYRIGHTS
GILBERT GUDE, DIRECTOR, CONGRESSIONAL RESEARCH SERVICE
THOMAS W. NOVOTNY, DEPUTY DIRECTOR, CONGRESSIONAL RESEARCH SERVICE
FRANK KURT CYLKE, CHIEF, DIVISION FOR THE BLIND AND PHYSICALLY HANDICAPPED, READER SERVICES DEPARTMENT
PAUL L. BERRY, DIRECTOR, LIBRARY ENVIRONMENT RESOURCES
JOHN O. HEMPERLEY, BUDGET OFFICER

BUDGET REQUEST AND POSITIONS

Senator SASSER. Next is the budget request for the Library of Congress. First we will hear from Daniel J. Boorstin, the Librarian of Congress, who will testify in support of a budget of $167,006,500 and 4,311 positions, which is an increase of $33,448,900 and 477 positions over the comparable 1978 level.

These amounts do not include the Congressional Research Service. Thereafter, we will hear from Gilbert Gude, the Director of the Congressional Research Service and a former colleague from the House of Representatives. Mr. Gude will testify in support of a budget request of $26,379,000 and 862 positions, which is an increase of $3,388,000 and 49 positions over the comparable fiscal

year 1978 level. Both prepared statements will be placed in the record at the conclusion of the oral testimony and we will hear your summarizations now.

You may proceed, Dr. Boorstin.

Dr. BOORSTIN. Mr. Chairman, and members of the subcommittee, I welcome the opportunity to appear here today with my colleagues to present the fiscal year 1979 budget requests for the Library of Congress. For the Congressional Research Service, I am requesting a total of $26,379,000, which is an increase of $3,388,000 over fiscal year 1978. This increase is divided almost equally between our need to maintain the current level of service to the Congress and our needs which result from an ever-growing workload.

The Library's budget request for all its other services is $167,006,500, an increase of $33,448,900 over fiscal year 1978, of which approximately $10,518,000 is required to maintain the same quality and quantity of services this year.

Our second category of increases totals $19.5 million and results from growing workload demands on the Library by our users. For example, the increase of $10.6 million is required for the program to support the blind and physically handicapped. This sum, more than 50 percent of the total Library increase for growing workload, is needed to provide the necessary equipment and reading materials for the growing number of new readers who join the program each year.

The Nation's automated bibliographic distribution networks depend on the intellectual and technical expertise which resides in the Library of Congress. For example, the Ohio College Library Center which serves 1,200 libraries in 45 States depends upon the automated records created by the Library of Congress. Among the users are groups such as the Washington State Library network, the Research Libraries Group—Harvard, Yale, Princeton, and The New York Public Library—BALLOTS, a California-based network, and NELINET, a New England library group.

The role of the Library of Congress as the major distribution center of bibliographic information in the United States has evolved in the Library of Congress over the past 75 years. In 1902, the Librarian was authorized to sell bibliographic information to institutions or individuals who desired to buy it.

REPOSITORY OF CULTURAL MATERIALS

The Library of Congress at least for a century has been the great repository of our national literature, history, and culture. In 1925, the role of the Library as a cultural center was confirmed with the passage of the Library of Congress Trust Fund Board Act. This act authorized the Librarian to accept gifts from private citizens and groups. As a result, the Library has become a center for the performance of chamber music, for the promotion of poetry, history, and other literature, and for other programs supported by gift funds.

I might mention that just in the last couple of days we had a reunion of the poetry consultants which brought to the Library 13 of the principal leading figures in American literature today.

More recent legislation has authorized the Library to develop a center for the book and an American folklife center.

SYMBOL OF FREEDOM OF INFORMATION AND LEARNING

Our citizens' right to information about their Government, their own history, and the cultures of the world is a foundation of an informed republic. For over a century, Congress has allowed free access to its library. This has become our national library.

Unlike our counterparts abroad, the Library of Congress is not restricted to public officials or certified scholars, nor, as in some countries, to persons considered politically reliable by the party in power. Instead, we have opened our Library, making it a symbol of freedom of information and of learning in a free nation.

Service to the general public, however, is costly and our budget requests reflect this cost. We are grateful to this committee and the Congress for having helped us support this great enterprise in the past.

Sharing this national treasury of information and learning with all who wish to use it is an investment in freedom and in the nation's future.

OCCUPANCY OF THE JAMES MADISON LIBRARY

There is a new category of increases this year related solely to the occupancy of the James Madison Library and that total is $3.3 million. The Architect of the Capitol, with whom we work closely and most effectively, advises me that the Library staff will not be able to occupy that building until fiscal year 1980; therefore, I am reducing this request by $2,784,836.

Senator SASSER. That is a welcome reduction.

Dr. BOORSTIN. Thank you, Mr. Chairman. I might say we might all be happier, however, if we would be able to occupy the building and make the savings in rent and other items which would come as a result of our occupancy of that building. That would leave a balance of $581,664 needed in fiscal year 1979 because of the lead-time required to prepare in the Research Department for the move and to insure that computer cabling equipment will be in place when the Library staff occupies the building, so we can spring into action immediately.

However, we are requesting that the amount needed for computer cabling, $313,000, be placed in the Architect of the Capitol's budget. He concurs with this request.

We will be happy to answer your questions.

CONGRESSIONAL RESEARCH SERVICE (CRS)

Senator SASSER. Mr. Gude, could we have your statement, please?

Mr. GUDE. Thank you, Mr. Chairman. I have a comprehensive statement which I will offer for the record at this point. I would like to briefly summarize the content of this, the first budget which is distinctly of my own creation.

As you know, CRS is the only department in the Library whose total mission is service to the Congress. Of the congressional support organizations—GAO, CBO, OTA, and CRS—CRS is the only one that is comprehensive in coverage and is equipped to provide immediate response as well as to undertake special studies and research projects for both Members and committees. It is also the

only support agency that regularly operates within the day-to-day demands of congressional deadlines.

For fiscal year 1979, we have asked for an overall increase of $3,388,000, from the current $22,991,000 to $26,379,000. Just about half of the requested increase, $1,655,005, represents the increased cost of doing business in fiscal year 1979 as opposed to fiscal year 1978. I am referring to built-in cost increases in a variety of diverse areas ranging from mandatory personnel cost increases of about $1.1 million to a projected 15-percent rise in long-distance telephone rates and a 9-percent increase in GPO printing costs.

IN-DEPTH ANALYSIS WORK

Each year the Congress is asking us to provide more and more complex information services. Moreover, the fastest growing area of congressional interest is in indepth analysis, a heavier drain on resources than quick response reference work. This growth continues, with a 7.6-percent increase in requests in the first 4 months of fiscal year 1978. Last year we answered 294,000 requests.

We have been able to accommodate the additional workload this past year, when only minor additional resources were granted, by increasing the productivity of our people through better internal management of both personnel and equipment. It is quite clear, however, that additional personnel are required to meet the mandate the Congress has levied on us.

Accordingly, our fiscal year 1979 submission requests a 6-percent increase in staff or 49 new positions. This would cost $864,161 and raise our personnel complement from the current 813 to 862.

STAFF SPACE PROBLEMS

In all of our deliberations we have been most conscious that last year this subcommittee expressed concern about the lack of space in the Library and the rapid growth of CRS in the past 6 years. The space problems in the Library are also one of my own constant concerns. In fact, I am continually amazed at the morale of CRS staff, that CRS staffers are able to consistently turn out high quality work, often against very tight deadlines, given the working conditions they must tolerate.

Still, CRS must have at least the minimum staff necessary to respond to ever-increasing demands by its congressional clientele. We have reexamined all of our operations to determine which necessary bolstering of services could be accommodated without exacerbating the already critical space problems. The result is that of the 49 positions for which we are requesting permanent funding: 17 are already on the staff, and we are requesting that they be made permanent; 8 will be housed in new or existing reference centers, out in the Senate and House offices rather than in the crowded Library; 19 will work at night and use space and expensive facilities without increased daytime impingement on the space; and 5 will be otherwise provided for.

SUPPORT POSITIONS REQUESTED

Nor is this a case of all the positions picked to fit. Instead, our selection is made in response to the subcommittee's second concern,

past rapid growth. The rapidity of that growth has created imbalances within CRS which have been criticized by the various congressional studies. With the exception of the three senior specialist positions approved, as required by law, by the Joint Committee on the Library in April 1977, all of the requested positions directly or indirectly provide needed support to the CRS policy analysis operations.

Direct support, for example, is provided by the night secretarial pool for overflow typing from the research divisions. These, and the other night shift additions, will also make more efficient use of existing expensive facilities such as word processing and photocopying equipment and computer terminals. Indirect support is largely afforded by providing quick response capability in reference areas which, in helping us to most efficiently manage our workload, allows the research divisions to concentrate on policy analysis.

Similarly, most of the $868,834 in nonpersonnel categories requested for growing workload is necessary to meet projected congressional demand rather than for new programs. For example, only the three new senior specialist positions requested will be directly involved in policy analysis, yet this workload component increased 30 percent in fiscal year 1977.

To partially compensate for this disparity, we request an increase of $204,500 to contract for consultants to handle major projects; likewise a significant portion of our request for increased data base subscriptions and equipment rentals will allow more efficient use of our policy analysis staff.

REFERENCE CENTERS

Another major example is the cost of equipping the proposed new Cannon Reference Center which will join existing centers in the Russell, Rayburn, and Longworth buildings and in House Annex No. 2. The reference centers are extremely important to us in that they permit us to simultaneously provide quicker reference service to Members and staff while shifting part of the workload from the main body of the CRS staff.

Mr. Chairman, I would like to place particular emphasis on that. In being able to utilize the reference centers out away from the main Library, it is not just a matter that we can get material to the offices more rapidly, or that people from the office will come down and use our close-by reference centers; but it provides us a means of shifting workload from the Library to these reference centers because they are equipped to do basic reference work which, if we didn't have the reference centers, we would have to do back in the main Library.

This frees the analysts for more indepth research and analysis work. A significant portion of the requested increase in data base subscription funds, $244,500, rental of equipment, $147,600, books and library materials, $96,536, and lesser requests is directly related to equipping the Cannon center from scratch, and upgrading existing centers to handle projected Member and committee requests.

The increased request for travel, $117,898, covers regular and meeting travel and is designed to enable more of our professionals to collect information unavailable in Washington in behalf of client

committees, and keep up with scholarly developments. CRS travel money has been based in recent years on its pre-1970 mission heavily emphasizing information and reference; our request reflects the demands of the increased CRS mission for research and analysis.

TRAVEL FUND COMPARISON

A comparison of current CRS travel funds with those of other agencies is quite interesting. CRS funds provide $87 per staff member, CBO, $240, with a primary mission, almost a total mission of research service to committees; whereas CRS continues in the mode that would indicate we are still providing just reference support to Congress. But we have had this additional mandate to do policy analysis, in-depth research. The Office of Management and Budget, in many ways comparable to CRS, provides $580 per staffer. Our request would provide $229 per staffer.

Mr. Chairman, I think that is a quick overview of the CRS budget stance for this fiscal year. Neither of us can control the fact that the issues you are called upon to handle are increasingly more complex and interrelated. And there are more of them. We have taken steps to increase our effectiveness by strengthening our internal communications and management, and we have expanded our Member and committee liaison activities in order to assist legislative assistants in Member and committee offices so that we build a strong, effective and efficient relationship, of benefit to all.

I am ever mindful of the fact that every single Member office of the Congress and just about every committee used CRS last year—almost 300,000 times—to provide accurate, objective information for use in meeting legislative, oversight or constituent responsibilities. Be it fact or figure, research or analysis, in writing, in person or on a computer terminal screen, I think it is fair to say that the information service we provided was usually on time and on target.

The budget we submitted for fiscal year 1979 is designed to achieve only one objective—better information service for the Congress. Thank you.

Senator SASSER. Thank you, sir.

BOOKS FOR THE BLIND

With regard to the Library of Congress, the total requested increase for fiscal year 1979 is $33 million and 477 positions. In your statement you are telling us that we can reduce the request by $3 million and 293 positions. This leaves a revised request of $30 million and 184 positions. Of this amount, approximately $10 million is required to meet the increased cost of conducting current operations in fiscal year 1979. The major program increase is $10.5 million and 7 positions for the program "Books for the Blind and Physically Handicapped." The total fiscal year 1979 budget request for this very popular program is $42 million and 121 positions.

What can you tell us about this program? Is it being well received in the blind and handicapped community?

Dr. BOORSTIN. Mr. Chairman, I might make first a very general statement. It is one of the services we are proudest of in the

Library. It reaches into every part of the Nation. On the whole, I think it has been very well received.

I have with me Mr. Frank Kurt Cylke, who is the chief of that program and who will make a brief statement and who will explain it much better than I can.

Mr. CYLKE. Mr. Chairman, your question was, is the program well received by the blind and physically handicapped community?

Senator SASSER. Yes. How many blind citizens do we have and how many are being served now and how many new titles would be added to the collection in fiscal year 1979, that sort of thing.

Mr. CYLKE. The program is being well received by the great majority of blind and physically handicapped users. This is demonstrated by the fact that currently we have registered more than 576,000 individuals who are borrowing either braille books or talking books. They borrowed, in the last fiscal year, more than 13 million books. These individuals each read approximately 23 books a year.

While, of course, there are comments directed to us on a regular basis about the equipment or the particular selection of a title, I would say it is a well received program.

NUMBER OF READERS SERVED

You asked about the number of people, I cited 576,000. That figure is made up of three broad groups—blind individuals, visually handicapped individuals, and physically handicapped individuals. Blind means legally blind, unable to read print. We estimate that approximately 50 percent of the 576,000 individuals are blind—288,000 individuals. Approximately 40 percent are visually handicapped. This means that the readers have some sight but they cannot read a print book. Approximately 10 percent are physically handicapped. These individuals cannot hold a book or cannot turn the pages of a book.

The program originally, 47 years ago, was just for the adult blind. Through the years it has changed to include juvenile blind and then in 1966 to include the physically handicapped. In 1966 we were serving approximately 100,000 blind individuals. Today we are serving 288,000. The figure has nearly tripled in that 12-year period.

As far as titles go, we are requesting in this particular budget money to produce 450 press braille titles. This is a mass-produced Braille. We also wish to produce 350 handicap hand-copied braille titles; and to duplicate copies of 1,000 existing books for a total of 1,800 individual braille titles. We are also requesting funds to produce 1,925 recorded books, which is an increase of 200 over our 1978 figure of 1,725 recorded books.

Senator SASSER. How many physically handicapped citizens could be considered to be the target population of this program and how many are now being served?

Mr. CYLKE. I am delighted you asked that this year We are in the process of finishing a study which has been contracted to the American Foundation for the Blind. It is estimated that there are 1 million physically handicapped individuals eligible for the program. The total number of persons eligible for the program we

estimate at 3 million. Totally 3 million people eligible, and of that 3 million, 1 million are considered physically handicapped.

Senator SASSER. How many handicapped citizens could be served in fiscal year 1979?

Mr. CYLKE. Physically handicapped, as apart from blind or visually handicapped we estimate 10 percent of the total, so 57,600. Our annual growth figure is approximately 15 percent. So if you project off, say to 1980 or whatever, it increases at approximately 15 percent at the same ratio.

JAMES MADISON MEMORIAL BUILDING

Senator SASSER. You are requesting approximately $8 million in furniture and furnishing for James Madison Memorial Building. How much has been appropriated to date for furniture? I might say last year the committee reduced the request for furniture and furnishings of the James Madison Memorial Building by $3 million because of delays in completion and occupancy. In view of the fact that the occupancy of the building will not be accomplished until fiscal year 1980, how much of the fiscal year 1978 budget request could be deferred until fiscal year 1980?

Dr. BOORSTIN. I would like to ask Mr. Paul Berry to answer that question.

Mr. BERRY. Mr. Chairman, the Congress has appropriated to date $18,923,000 for the furnishing of the James Madison Memorial Building in a variety of categories. You are quite correct last year there was a deferral of some of the requests of last year because of the delay in the occupancy of the building. Since our request was prepared in the fall, we have learned from the Architect that there may be a further delay into fiscal year 1980.

In reviewing our request for the fiscal year 1979 funds, we estimate that of those funds requested we could defer another $1,625,000 out of the fiscal year 1979 budget into the fiscal year 1980 budget. This would be from the category of office furniture, from carpeting and certainly the contingency funds of $500,000 could be deferred into the final year of our procurements.

SPECIAL FOREIGN CURRENCY PROGRAM

Senator SASSER. The fiscal year 1979 budget request for collection and distribution of Library materials is $3,860,100, an increase of $418,900 over the current fiscal year 1978 level. I note that the English language program recipients include the joint University Libraries in Nashville; Peabody College; and another university, Memphis State University, Chattanooga, and the University of Tennessee at Knoxville.

Would you tell me a little more about this program, Dr. Boorstin?

Dr. BOORSTIN. I would like to ask Mr. Howard to respond to that.

Mr. HOWARD. As to the English language program, Mr. Chairman, announcements of the availability of the individual English Language titles are sent to all the participants. Copies of the books are sent to those participants who request them. If an individual library opts for the titles, they saved approximately $550 last year; this represents only the cost of the material. Under the total

special foreign currency program for all books, English and non-English, materials valued at approximately $835,000 were given to the 320 participants in fiscal year 1977. This is only for the cost of the material.

There are many other services provided by this program as well as other programs in the processing department. It is impossible to measure many of these in terms of monetary value. However, some of the examples that can be estimated are: We feel that other libraries save approximately $348 million a year in cataloging costs; also approximately $721,000 is saved by other libraries through our surplus duplicates program that we operate.

At the Tennessee institutions, in the English language program, each institution would save approximately $550 a year.

Senator SASSER. Dr. Boorstin, I want to thank you for your testimony. We will have additional questions which we would like to request that you respond to in writing for the record.

LINCOLN'S GETTYSBURG ADDRESS MANUSCRIPTS

Senator SCHWEIKER. Dr. Boorstin, you and I have been corresponding about Lincoln's Gettysburg Address manuscripts. I am somewhat troubled by the difference we have on this. I just wonder, going back and reviewing your letter, why you feel that since there are five copies of the manuscript and since Gettysburg is where it all began and since a lot more people would see one of the manuscripts at Gettysburg than any other place and since there is a facility for keeping it there, why you would oppose transferring it to Gettysburg?

Dr. BOORSTIN. Thank you for asking the question.

I would have to say at the outset, I regret always having to be prevented from ever being able to accede to a request to make any of our material more widely available. We are trying at the Library to reach out in every way that we can.

There are special reasons, though, Senator Schweiker, and Mr. Chairman, why we could not accede to this request. I would like to try to explain that.

The Library of Congress' position against the proposal to transfer one of the Gettysburg Address manuscripts is based on our role as custodian of the national manuscript collections and our dependence upon donors to fulfill that role. The Library depends upon donors to enhance collections and the Library must pledge to preserve these manuscripts for posterity to protect them against loss, dispersion, or deterioration.

LOCATION OF MANUSCRIPTS

They were gifts to the Library in 1916. We possess two manuscript copies of the Address. There are three others that we know of in existence.

Senator SCHWEIKER. Where are the others?

Dr. BOORSTIN. There is one at the Illinois State Historical Society. There is one at the Cornell University Library. One is in the Lincoln Room at the White House.

We had the Library of Congress prepare a description of these different manuscripts, Mr. Chairman, if I may give these to you. I

would be glad to supply each Member with a copy. This is to show our interest in the Gettysburg Address. We also have published it in numerous languages.

This suggests, also, Senator Schweiker, that there is a special value in having more than one version of a manuscript in a collection.

The transfer of one manuscript could readily lead to the transfer of others. I think I can really say this with confidence: We do not have a single manuscript collection that some other library or some museum or some park would not like to possess. Hundreds of such supporters throughout the country could furnish many reasons for having individual manuscript or entire collections transferred to their custody from the Library.

Senator SCHWEIKER. How many Gettysburg battlefields do we have that might be requesting this, Dr. Boorstin?

Dr. BOORSTIN. There are many other associations, Senator, that might justify this——

PRINCIPLE OF THE LIBRARY OF CONGRESS

Senator SCHWEIKER. Give me a comparable example. In other words, this is an agency of the Federal Government. It is a national visitors' center. They do have the facilities to preserve and protect the manuscript. How many other analogous situations would you see where we are transferring it from one unit of government to another? It is sort of ironic. There are five copies and everybody has a copy but Gettysburg. It would be a little different if this were the last copy, and I would see your point, or if this were your only copy. But you have two copies here. You are denying thousands of people every year the opportunity to see one manuscript when they specifically go there for the reason of focusing on Gettysburg.

It seems to me a waste to have two here and none at Gettysburg.

Dr. BOORSTIN. There are many manuscripts that we have in several versions, letters of Thomas Jefferson and other important national figures. It has always been the principle of the Library to maximize the scholarly value of these things. They do tend to be more valuable in the presence of each other. The copies of the Gettysburg Address in the Library of Congress are not identical.

There is also the problem of preservation, Mr. Chairman. The Gettysburg Address manuscripts are fragile. With the approval of and support of Congress, the Library has spent large amounts of public funds to provide optimum storage and protection. No two of these items are identical. The two manuscripts that we have are not the same. They vary in many ways.

CONTINUOUS DISPLAY EFFECT

In the opinion of our preservation experts, the continuous display of a manuscript is destructive and the item would suffer measureable and irreversible damage.

Senator SCHWEIKER. How did they display the Magna Carta? We brought it thousands of miles across the ocean and displayed it here. It is a lot older. We bring the Egyptian exhibit over here, King Tut's treasures—these things are done all the time. They can

provide as much preservation equipment over in the Gettysburg Visitors Center as you have.

You still didn't answer my question. What other analogy do you have to the Gettysburg Address not being at the Gettysburg Battlefield? Who else can justify that frame of logic based on some other historical documents that you have of which there are five copies and none in Gettysburg?

Dr. BOORSTIN. I would think we have manuscripts concerning every historic site in the United States, concerning every national park, Yellowstone Park, for example, and historic and national scenery parks. We have many manuscripts of George Washington, for example, which there would be strong arguments or might seem to be analogous arguments to transfer them to Mount Vernon or elsewhere.

I wouldn't deny, Senator Schweiker, that there are considerations that can be made. But I would have to say after some consideration I think it would open up problems for the Library, the solution of which would be the dispersion in the long run of our collections and the destruction of their value to scholars of history. I am sorry.

VIEWERS OF THE MANUSCRIPT

Senator SCHWEIKER. I think it gets back to whether you are looking after scholars or looking after the American people. I can't argue that probably a few more scholars will come to the Library of Congress. But it just seems to me that they ought not to have the prime advantage of enjoying the document when hundreds of thousands of people visit Gettysburg for just that specific purpose. We don't even have a copy there. Cornell has a copy, Illinois State Historical Society has a copy, the White House has a copy.

I have been at the White House many times and I think I have seen that manuscript once. I am sort of an exception of getting in the White House. So who really sees the document? Isn't it a document for people to use in life? It seems to me we could take the scholarly approach but that isn't the way the most would benefit providing an opportunity advantage to the people who ought to have a chance to see it—those who go to Gettysburg.

Dr. BOORSTIN. Senator, I would agree with you that it is our responsibility to serve the people and make these treasures available to the people. I do not see there is any competitive or alternative choice there between serving the people and serving scholars. By serving historians present and future we serve all posterity by providing an opportunity for them to study these treasures and find the truth about them. We do exhibit the Gettysburg Address on occasions and the public is able to see it.

I think we would, of course, be delighted to provide a special facsimile of these manuscripts of the Gettysburg Address to the national park at Gettysburg. I don't know what the situation is in the White House and to what extent that version of the manuscript there is generally viewed or how large an audience it is that sees it.

Your comments, Senator, would suggest that perhaps it would be conceivable that that copy might be available.

PRESENTATION LETTER OF MANUSCRIPT TO THE LIBRARY OF CONGRESS

Senator SCHWEIKER. Here I have a letter. It is not an original manuscript, but it is a copy of Clarence Hay's letter to the Librarian of the Congress:

DEAR MR. PUTNAM: I have the pleasure of delivering into your custody this day the following documents in the handwriting of Abraham Lincoln one to two copies of the Address delivered at Gettysburg, Pennsylvania, on November 19, 1863, and the Second Inaugural Address. These manuscripts were owned by President Lincoln's Secretary, John Hay, and are presented to the Government of the United States by his children, Helen Hay Whitney, Alice Hay Wadsworth and myself.

That is all it says—presented to the Government of the United States. It doesn't say presented to the Library of Congress to keep forever and a day someplace where people can't use it. It is very clear it is presented to the Government here. It just seems to me that the National Park Service is part of the Government, too. They can preserve these documents.

I don't see any instrument of conveyance along the lines that your letter suggests that it is only up to the Library of Congress to preserve these manuscripts. It says to the Government; it doesn't say to the Library of Congress.

What is your response to that?

Dr. BOORSTIN. I would simply say that the question of the appropriateness of the dispersion of the collections of the Library is a real one. Most items in the Library's collections relate to special historical and regional events. To disperse this material to local historical associations and sites would raise grave problems about the integrity of the national collection.

Senator SCHWEIKER. Give me a comparable example of Gettysburg. What other example can you give me like Gettysburg? We have two documents here of the Address that was delivered at Gettysburg. Give me another instance where you have that analogy.

Dr. BOORSTIN. I think there would be no historic site in the nation for which we would not have a significant and analogous situation.

Senator SCHWEIKER. You have two copies of it in the United States Library of Congress.

IMPLICATION OF COLLECTIONS DISPERSEMENT

Dr. BOORSTIN. The two copies in the Library of Congress are not alike.

I agree with you, Senator. I am deeply troubled by this question because it is our responsibility to make our treasures available to the people and not just to scholars. But we must try to make these complimentary services and consider what the implications would be of dispersing the collections.

But I would be glad to give it further consideration, Senator.

Senator SCHWEIKER. I certainly respect your position, Doctor. I know you are sincere, and you are well motivated in your efforts. But I really hope we take a look at who benefits from documents. I think there is a broader role than just the scholars. I think the scholarly role can be satisfied by the facsimile solution.

But I think there are so many people who come to Gettysburg. I have had my family there half a dozen times and enjoyed it every time. It disturbs me to know there are five copies of the Gettysburg Address around, and not one can be obtained from the Government for Gettysburg. I feel strongly about it.

Dr. BOORSTIN. I am sorry we have to take the position, Senator. But speaking as a historian, I might observe that in my own experience every document has much greater value when it can be studied in close proximity with other manuscripts of the same source. While the display of the version of the Gettysburg Address to the public in this case would certainly have inspirational value, it seems to me possibly that the scholarly use of it would be maximized by having it present where other manuscripts can be studied. But I think the inspirational purposes are important and the Library does display these manuscripts for this purpose while at the same time respecting preservation techniques.

CONGRESSIONAL RESEARCH SERVICE BUDGET REQUEST

Senator SASSER. I have got a couple of questions for Mr. Gude. Then I think we will be through.

The fiscal year 1979 budget request for the Congressional Research Service is $26,379,000, an increase of $3,388,000.

Mr. Gude, what has been the Congressional Research Service's response to its responsibilities under the Legislative Reorganization Act of 1970? And how has your response affected your workload?

Mr. GUDE. Mr. Chairman, if I could refer to several charts we have here, I think I cannot only indicate the response of the Congressional Research Service to the increased responsibilities—through the mandate of Congress in the 1970 Reorganization Act—but also point out the several pertinent aspects of our budget request this year.

This first chart, Mr. Chairman--and I don't know whether you have copies of these charts available—but here is the full chart. You can see here across the bottom we have the 1968–78 fiscal years. The staff years of workload in the Congressional Research Service are indicated on the vertical. Here—at fiscal year 1971—is the 1970 Legislative Reorganization Act which mandated that we were to increase our workload to committees, and also to increase our policy analysis workload.

WORKLOAD

You will notice that what has happened since 1970 to the workload for committees comparing this segment to the total member segment here—actually, of course, our support of Members has almost doubled in that same period of time—but our support of committees have gone up manyfold. Our support of constituents has stayed pretty constant. We think that it is an important part of the workload whether for a mayor, or a constituent citizen. We think it is very important we maintain this service.

Our work for committees and Members serves to give us better support for your constituents, also. You will notice that our support to Members and committees is at an approximate parity now. These two segments as of the end of 1977 are approximately equal.

I have an overlay which illustrates what has happened in the field of policy analysis.

From 1973 to 1977, this hatched area, both for Members and committees, indicates the increase we have made in the policy analysis segment of our work.

We were mandated in 1970 to greatly increase our policy analysis support of the committees. Since 1973, when we began keeping these figures, you will notice that policy analysis for support of the committees has more than doubled.

Our policy analysis support of Members which we were also directed to do, has almost doubled in that period of time. Our requests are directed to keeping a parity between Members and committees. We think we are there to support every Member. We are also there to support all the committees. We want to keep this balance.

The next chart gives an illustration of what is happening and goes to the point of several of our budget requests. The solid line indicates what has happened in in-depth or policy analysis since 1973. Here is where it is in 1977 and this is the projection based on past experience as to what is going to happen in the area of in-depth analysis.

Our information and reference support is indicated by the dotted line. This turndown which is indicated in those areas has to do with turndown in Congressional workload because of the Presidential election year. It has nothing to do with a lower level at all.

INFORMATION AND REFERENCE PROJECTION

Here is our projection of workload in the information and reference area, this year and fiscal year 1979.

The barred line shows what we are receiving in the way of staff this year as a result of last year's appropriations support. So our support in staff is not in keeping with our requirements in the in-depth analysis area, or our requirements in the information and reference area.

What we are requesting is an increase in contract money and consultant money so that where we don't have the people on board to do this work we can do it on the outside. This is very important, not only from the standpoint of handling increased workload but also because a fair number of our requests for policy analysis and in-depth research are in areas where we do not have people in CRS who are trained or have expertise in those particular fields.

When get a single request in a subject, we want to be able to contract it. To try to take somebody on board as a permanent employee for one request would be wasteful of funds. The contract money is not only important to doing more in-depth analysis, but also to the quality aspect of the work.

Also, we have a substantial increase requested in data base subscriptions. This will enable us to do this increased in-depth analysis much more effectively.

So our requests for increases in contract money, and increases in data base funds are directly related to keeping up with the increased workload that we anticipate in in-depth analysis.

Let me say the increase in in-depth analysis work, hour per hour, is more than five times greater in impact than in reference

and research work. That is, the average analytical request takes more than five times as long as the average information and reference request. So the increased demand in analysis is a much heavier drain on our resources than the increase in reference.

Also, our travel money increase request relates to the ability of our people to support Congressional committees in the field.

Senator SASSER. Thank you, Mr. Gude, for your testimony. We have additional questions which we will ask you to respond to in writing.

Do you have questions Senator Schweiker?

Senator SCHWEIKER. No, Mr. Chairman.

Senator SASSER. Thank you very much.

Dr. BOORSTIN. Thank you, Mr. Chairman.

[The charts follow:]

CHART # 1

Cumulative Staff Years by Category

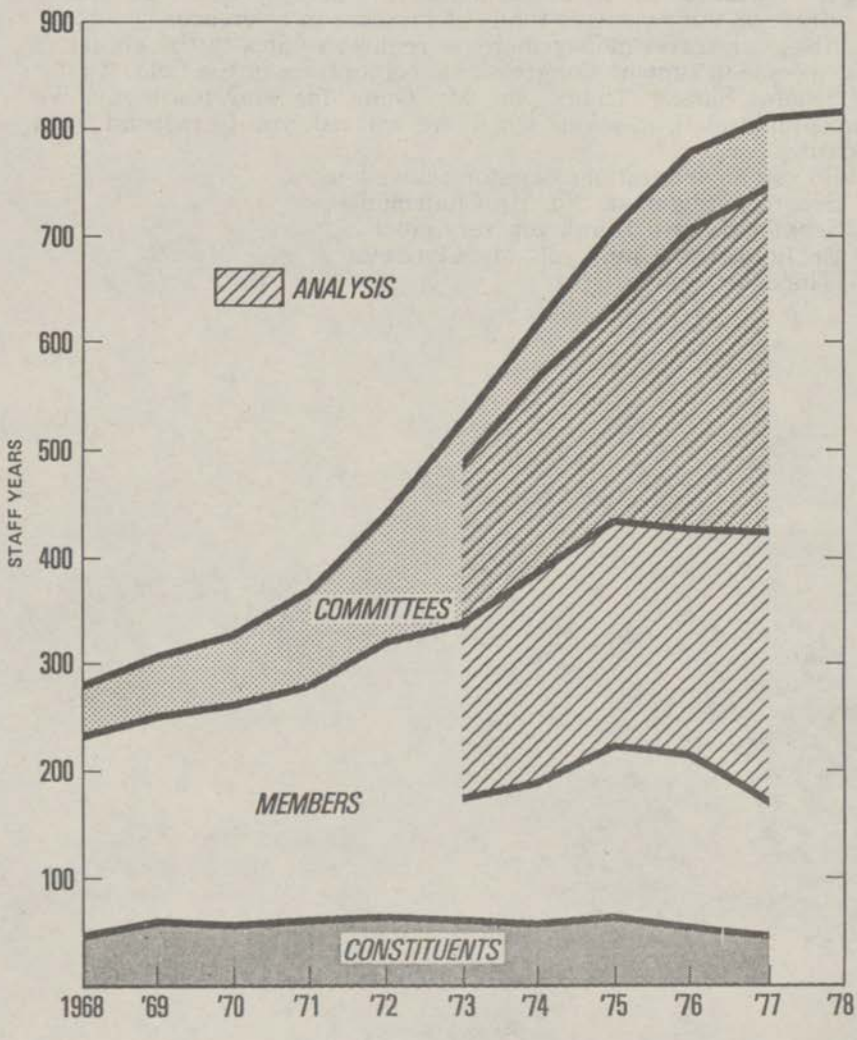
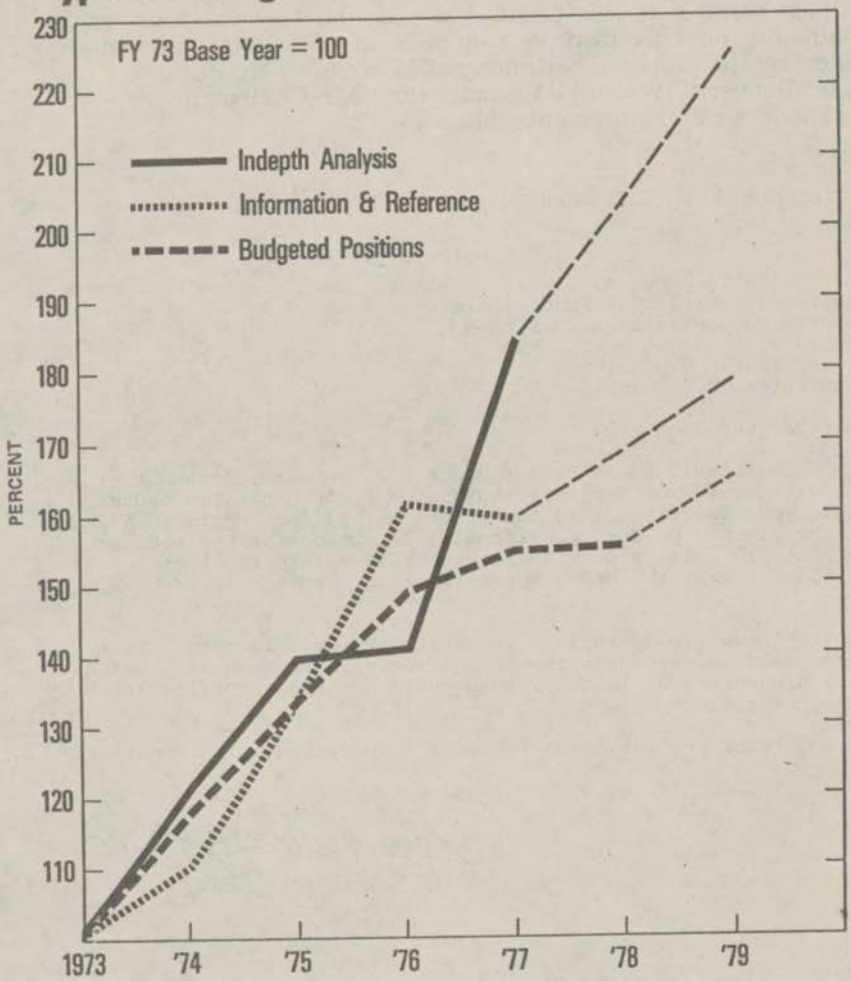


CHART # 2

CRS - Requests by Type vs Budgeted Positions



Senator SASSER. Dr. Boorstin, one final statement here. I have a prepared testimony regarding the Library submitted to the subcommittee for inclusion in the hearing record. Without objection, it will be printed at this point. I would like to have your written comments on this testimony appear in the record immediately following the prepared testimony of Marlene C. McGuirl.

Dr. BOORSTIN. We will do exactly that, Mr. Chairman.

[The letter and statements follow:]

LETTER FROM GEORGE D. CROWLEY, JR., ATTORNEY, WASHINGTON, D.C.

March 6, 1978

The Honorable James R. Sasser
Chairman, Legislative Subcommittee
Senate Appropriations Committee
S-128
United States Capitol
Washington, D.C. 20515

Dear Mr. Chairman:

On behalf of my client Marlene C. McGuirl, I submit herewith a copy of her testimony which I would greatly appreciate your inserting into the record on the forthcoming hearings on the Library of Congress fiscal 1979 appropriations request. As you will note, Mrs. McGuirl testified before the Legislative Subcommittee of the House Appropriations Committee on February 22, 1978.

I greatly appreciate your allowing my client to submit these remarks for inclusion in the record, inasmuch as I believe they are pertinent to the issues currently under consideration by your committee.

Thank you very much for your cooperation in this matter.

Sincerely yours,

George D. Crowley, Jr.

STATEMENT OF MARLENE C. MCGUIRL

My name is Marlene C. McGuirl, I am an attorney, a member of the Bars of the States of Indiana, Illinois, and the District of Columbia. I am currently, Chief of the American-British Law Division of the Library of Congress, a position I have held for the past seven and one half years. I appear today as an individual and not as a representative of the Library of Congress. I am accompanied by my counsel George D. Crowley, Jr.

I appear today to address a singular provision in one of the numerous appropriation proposals presented to this Committee. However, the principle which I address this morning is fundamental to this Committee's reason to be: the presumption that monies appropriated for a specific purpose are spent for that specific purpose.

As this Committee is well aware, for more than a century prior to fiscal year 1978, the Law Book Purchase Appropriation for the Law Library of Congress, was annually enacted as a separate appropriations category in the Library's appropriations laws. See, e.g., the Law Book Purchase Appropriations laws for FY 1976, P.L. 94-59 (Exhibit A), and FY 1977, P.L. 94-440 (Exhibit B).

Under that form of statutory designation, the funds appropria-

ted for the upkeep and expansion of the law collection were disbursed solely for their intended purpose.

In fiscal year 1978, the separate category designation for the Law Books Purchase Appropriation was eliminated. That request for monies to acquire legal materials was consolidated with the main Library's General Books Purchase Appropriations request. See, Library of Congress appropriations law for FY 1978, P.L. 95-94 (Exhibit C).

Since there was no opposition voiced during last year's hearings before this Committee when the consolidation occurred, this Committee apparently viewed that, and similar category consolidations, as a means of simplifying and streamlining the Librarian's budgetary presentation.

In fact, however, the consolidation of the Law Books Purchase appropriation with the General Collections Purchase appropriation, fundamentally altered the nature of the legal materials requested for appropriations.

Under the fiscal 1978 appropriations law, monies intended by this Committee to be spent solely for the purchase of law books, could be disbursed by the Librarian for the acquisition of historical, geographical, or any other general collections materials, without the consent or even knowledge of the Law Librarian.

If indeed, the General Collections purchase appropriations were exhausted prior to the end of a fiscal year, and the Law Book appropriations was to have its traditional year-end surplus, (generally utilized for the acquisition of rare legal materials) it would be likely that the Librarian would exercise his new "appropriations" authority implicitly granted by the 1978 Library appropriations law.

As the members of this Committee know, on January 26, 1978, the Joint Committee on the Library held hearings to review the Librarian's proposed administrative reorganization at the Library.

The reorganization plan as presented to the Committee, would have subordinated the Law Library to an essentially public reference unit, and deprived the Law Library of the independent departmental status to which it is guaranteed by law. 2 U.S.C. § 132 (1970).

During that hearing, virtually every major Law Library-related group, including the Association of American Law Schools, and the American Association of Law Libraries opposed the reorganization as 1) contrary to the letter and intent of the Library's enabling statutes; and 2) seriously detrimental to the continued stature of the Law Library.

A number of Committee members also opposed the reorganization

as it affected the Law Library. Congressmen John Brademas and Frank Thompson, Jr. strongly expressed their opposition on legal as well as practical grounds.

Mr. Thompson specifically addressed the appropriations consolidation issue, expressing a desire that the Law Book and General Collections appropriations remain separate. Hearing Before the Joint Committee on the Library, January 26, 1978, Transcript at 22. (Exhibit D).

Mr. Thompson, as well as Chairman Nedzi, asked the Librarian during that hearing to explain the legal effect of the consolidation.

Deputy Librarian William Welsh responded that the change "is only one of perception," and "the Law Library appropriation does remain separate and distinct." Transcript at 22. (Exhibit D).

However, Mr. Donald Curran, Assistant Librarian responsible for the Library's budget, also responding, disagreed stating, "I believe Congressman Thompson is correct that the library (under the fiscal 1978 appropriations law) would be legally allowed to move money from one line item and another, which they could not have done previous [sic] which, of course, is a decreased degree of flexibility. This benefits the Law Library very possibly. In other words, it lets the Library have a greater degree of

flexibility over its programs." (Emphasis added.) Transcript at 24. (Exhibit D).

I believe that this "greater degree of flexibility," if exercised, would be a serious encroachment upon the authority and prerogative of this Committee.

In making this presentation, I hasten to note, that I do not believe that this consolidation was affected with any intent by the Librarian of improperly increasing his authority over the disbursement of Library funds. Indeed, as noted above, the consolidation occurred as a result of the expressed desire of this Committee, for the Library to streamline its appropriations request.

I must admit that I was at first heartened by the report of Mr. Curran's testimony before the Legislative Subcommittee of the House Appropriations Committee on February 21, 1978, during which Mr. Curran stated that it was the intention of the Librarian to specifically designate funds for the purchase of law books within the "Salaries and Expenses" category of the Library's appropriations request.

I understand that the purpose of this designation is to guarantee that the Law Book Purchase funds will be spent for the

purchase of law books in line with the previously noted desire of Congressman Thompson.

However, I am confused by Mr. Curran's apparent qualification of that designation. I understand that Mr. Curran stated to the House Subcommittee, that the Library would have limited administrative discretion to move funds from one line item to another.

Such a qualification seems inconsistent with the Librarian's stated intention that the law books purchase monies would be spent for only one purpose.

Mr. Chairman, I would ask whether this apparent inconsistency raised some doubt in your mind as to the effect of the Librarian's proposed language.

I would suggest that the reinstatement of the separate category designation for law book purchase monies would resolve this problem.

Mr. Chairman, I would also note, that since there is no evidence in last year's Library of Congress Appropriations Hearing before this Committee, to indicate that this Committee intended to allow the Librarian to expend funds appropriated for legal materials on non-legal materials, the presumption that Law Book appropriations are to be spent for law books, should be expressed in clear statutory language.

I would recommend that the most effective way to clarify this apparent ambiguity is to reinstate the Law Book Purchase appropriation as a separate category as it had been prior to fiscal year 1978.

Mr. Chairman, as you may know, in 1945, the American Bar Association specifically addressed the consolidation issue before us this morning.

In that report, the Special Committee on Facilities of the Law Library of Congress, in a strongly-worded statement, determined that indeed the appropriations for the General Library and the Law Library should remain separate.

In conclusion, Mr. Chairman, the request which I make this morning, is to my knowledge unopposed, and vital to the continued growth and expansion of the finest Law Library in the United States, and probably the Anglo-American world.

I request merely that this Committee specifically state its intent that the Law Books Purchase Appropriations is made solely for the purpose of acquiring legal materials. To accomplish that end, I therefore recommend that the Committee reinstate the Law Books Purchase appropriation as a separate appropriations category within the Library of Congress' appropriations law.

24-128 O - 78 -- 19

Librarian's Reply to McGuirl Testimony

At the suggestion of the Office of Management and Budget and of the Senate Committee on Appropriations, the Library of Congress in 1978 reduced the number of separate appropriations in its budget from 11 to 7.

The requests for Books for the General Collections, Books for the Law Library, and the Purchase of Materials for the National Program for Acquisitions and Cataloging (NPAC) were consolidated under the appropriation "Salaries and Expenses, Library of Congress." The request is made under a program title Purchase of Books which has three parts: purchase of books for the general collections, books for the Law Library, and books for the National Program for Acquisitions and Cataloging. At the hearings of the Joint Committee on the Library held January 26, 1978, questions were raised as to whether or not the merger of these appropriations could have an adverse effect on the amount of money available for purchase of books for the Law Library. The Assistant Librarian of Congress, Donald C. Curran, stated that it would be technically possible under the merger of funds to spend funds appropriated under the request for books for the Law Library for books for the general collections or the National Program for Acquisitions and Cataloging, but that this would be unlikely in that the Law Library's fiscal 1978 book budget was $313,000 out of the Library's total book budget of $4,026,000. Mr. Curran indicated that there was an increased degree of flexibility in the merger of appropriations which could redound to the benefit of the Law Library. Because of the questions raised, the Library of Congress, however, formally requested that the Appropriations Committee include language to specifically designate funds for the purchase of law books within the "Salaries and Expenses, Library of Congress" appropriation. This request is pending before this Subcommittee and the House Subcommittee.

STATEMENT OF DANIEL J. BOORSTIN, LIBRARIAN OF CONGRESS

I welcome the opportunity to appear here today with my colleagues to present the fiscal year 1979 budget request for the Library of Congress.

No other library or institution provides the same scope of service to the Nation. The Library of Congress is a fountainhead for information in the United States. We are most proud of our service to Congress which in many ways is unique in the world. The Congressional Research Service is the backbone of that service ably assisted by the Law Library and the specialized divisions of the Research and the Reader Services Departments. The staff of all rely on the unexcelled collections of the Library.

Serving the Congress is our primary mission, but through statute and appropriation, the Library of Congress has de facto become the national library. Last year you asked us to look carefully at all our programs to see if they were appropriate for the Library to continue. I believe that the services provided by the Library of Congress and supported by this budget request are essential services to the Congress and the Nation and now are best provided by the Library of Congress.

Having the Copyright Office a part of the Library clearly benefits the collections of the Library and all who use those collections. I believe the community of blind and physically handicapped citizens are efficiently and well served by having that program a part of the national library.

The national bibliographic service we provide to libraries and to

the information industry is essential to the bibliographic control of library materials, and required by every library in the nation if it is to know what it possesses, what it might acquire, and is to guide learners all over the nation. The Library of Congress is the principal center for cataloging the world's books, serials, music, motion pictures, maps, and other forms of information. Libraries and other centers of information depend on the Library of Congress printed catalog cards, machine readable catalog records, and book catalogs. The benefits of these services reach into every community in the United States. The cost savings that accrue to the nation's libraries by the cataloging that we provide to them--primarily publicly supported institutions--may well be greater in the aggregate than the total cost of operating the Library of Congress.

The nation's automated bibliographic distribution networks depend on the intellectual and technical expertise which resides in the Library of Congress. For example, the Ohio College Library Center which serves 1,200 libraries in 45 States depends upon the automated records created by the Library of Congress. Among the users are groups such as the Washington State Library network, the Research Libraries Group (Harvard, Yale, Princeton, and The New York Public Library), BALLOTS (a California-based network), and NELINET (a New England library group). The role of the Library of Congress as the major distribution center of bibliographic information in the United States has evolved in the Library of Congress over the past 75 years.

In 1902, the Librarian was authorized to sell bibliographic information to institutions or individuals who desired to buy it.

The Library of Congress at least for a century has been the great repository of our national literature, history, and culture. In 1925 the role of the Library as a cultural center was confirmed with the passage of the Library of Congress Trust Fund Board Act. This Act authorized the Librarian to accept gifts from private citizens and groups. As a result, the Library has become a center for the performance of chamber music, for the promotion of poetry, history, and other literature, and for other programs supported by gift funds. More recent legislation has authorized the Library to develop a Center for the Book and an American Folklife Center.

Our citizens' right to information about their government, their own history, and the cultures of the world is a foundation of an informed republic. For over a century, Congress has allowed free access to its library. Unlike our counterparts abroad, the Library of Congress is not restricted to public officials or certified scholars, nor, as in some countries, to persons considered "politically reliable" by the party in power. Instead we have opened our Library, making it a symbol of freedom of information and of learning in a free nation. Service to the general public is, however, costly and our budget requests reflect this cost. Sharing this national treasury of information and learning with all who wish to use it is an investment in freedom and in the Nation's future.

I would now like to turn to the specific requests contained in

the fiscal 1979 budget request. It is a large budget. But the Library is a large and complex institution serving, in addition to the Congress, many hundreds of public agencies and institutions, thousands of libraries, and millions of individual citizens.

For the Congressional Research Service, which is shown in Title I of the Legislative Appropriation Act, I am requesting a total of $26,379,000 and 49 new positions directly to support the Congress, including its individual members, committees, and subcommittees. This is an increase of $3,388,000 over fiscal 1978. This increase is divided almost equally between our need to maintain the current level of service to the Congress and our needs which result from an ever growing workload. Mr. Gude will speak to those requirements in detail.

The Library's budget request for all of its other services is $167,006,500. This is a net increase of $33,448,900 over fiscal 1978. These amounts are exclusive of anticipated receipts in fiscal year 1978 and 1979 which are to be credited to the Copyright Office and the Cataloging Distribution Service. Approximately $10,518,000 of this amount is required to maintain the same quality and quantity of services we are providing in fiscal 1978. The need for this sum is due entirely to inflation--the higher costs of staff, goods, and services offered at present. As we discuss each of the five appropriations in which these inflationary costs are being encountered, we will provide additional details.

Our second category of increases totals $19.5 million and results

from growing workload demands on the Library by our users. For example, the increase of $10.6 million is required for the program to support the blind and physically handicapped. This sum, more than 50 percent of the total Library increase for growing workload, is needed to provide the necessary equipment and reading materials for the growing number of new readers who join the program each year.

Next I would like to present the growing workload needs of the sometimes taken-for-granted heart of the Library: the Salaries and Expenses, Library of Congress appropriation. The increase is $7.8 million, and most of that, or $4.9 million, is aimed at the further improvement of our automated systems support. These automated systems are the nerve center of our information utility which serves every part of the Library and the users of all those parts. Our complex of information building and retrieving systems allows us to perform services not otherwise practical or even possible. They are not cost savers in the sense that they replace manual work processes on a one-for-one basis. But manual information systems and files could not serve in place of these automated systems. Of the remaining $3 million in this appropriation, $795,100 is for the establishment of the American Television and Radio Archives mandated by the Copyright Revision Act of 1976, and the balance is needed for central support services, the American Folklife Center, expanded research and reader services, and preservation activities.

We estimate that the total increase of $1.1 million for the Copyright Office will be paid from the increased receipts for copyright registrations;

therefore, no additional appropriation is requested above the 1978 level.

A new category of increases this year is related solely to occupancy of the James Madison Memorial Library Building and totals $3.3 million. The Architect of the Capitol advises me that Library staff will not be able to occupy the building until fiscal year 1980. Therefore, I am reducing this request by $2,784,836, leaving a balance of $581,664 needed in fiscal 1979 because of the lead time required to prepare in the Research Department for the move, and to insure that computer cabling equipment will be in place when the Library staff occupies the building. However, we are requesting that the amount needed for computer cabling--$313,000--be placed in the Architect of the Capitol's budget. He concurs in this request.

A total of 477 new positions was originally requested in my estimates for fiscal 1979 for all elements of the Library included in Title II. Of these positions 293 were requested with the expectation of our occupancy of the Madison Building. But the deferral of that occupancy means that those 293 positions also are deferred until 1980. Altogether (excluding the Congressional Research Service) we are requesting 184 regular new positions for the Library of Congress over the fiscal 1978 staffing level or an increase of 4.8 percent.

The 184 regular new positions requested include 133 positions supported by the Salaries and Expenses, Library of Congress appropriation which provides for the basic operation and management of the Library. This consists of 56 positions for automated systems support, 34 positions for

research and reader services, 24 positions for central support activities, 13 positions to staff the American Television and Radio Archives, 3 positions for the American Folklife Center, and 3 positions for preservation of library materials. For the Copyright Office we are requesting 44 positions to provide for workload increases resulting from the new copyright law. Seven new positions are requested for the Division for the Blind and Physically Handicapped to improve quality control of materials and to support new readers.

In our request for these new positions for fiscal 1979, we have followed the Committee's fiscal 1978 directive to reassess programs and priorities. We will be able to shift 42 positions from the Cataloging Distribution Service to the Preparation of Books function and thereby eliminate the need to request additional positions for that program. I am asking for a language change in the appropriation Salaries and Expenses, Library of Congress, which will specifically identify and earmark the sum of $345,275 requested to purchase books for the Law Library.

We are expecting approximately $10,600,000 in receipts from sales of cataloging information and fees for copyright registrations. This sum will be credited to our appropriations and, therefore, we will not require that amount of additional appropriated funds. In the present language of the appropriations, income in excess of the $10,600,000 automatically lapses at the end of the fiscal year. We have asked for clarifying appropriation

language in the two appropriations from which this income is generated in order to allow us to retain any income which may be in excess of $10.6 million for obligation in the following fiscal year.

My colleagues and I will be happy to answer any questions that you may have.

STATEMENT OF GILBERT GUDE, DIRECTOR, CONGRESSIONAL RESEARCH SERVICE, LIBRARY OF CONGRESS

Senator SASSER. I have a prepared statement by Gilbert Gude, Director, Congressional Research Service, Library of Congress, which will be inserted in the record at this point.

[The statement follows:]

STATEMENT OF GILBERT GUDE, DIRECTOR, CONGRESSIONAL RESEARCH SERVICE, LIBRARY OF CONGRESS

I welcome the opportunity to appear before you once again. Last year I testified 6 weeks after my appointment as Director of the Congressional Research Service. At that time I had not participated in the preparation of the budget I presented, although I concluded then and reaffirm now that it was a sound and reasonable budget based on the previous history of the Service and management perceptions based on that history.

The budget I am presenting today is distinctly my own.

I am requesting $26,379,000 for fiscal year 1979, 14.7% more than the adjusted appropriations for FY 1978. About half of the estimated increase is to maintain the current levels of services. The other half of the increase will address the concerns about CRS expressed by various congressional studies, maximize the effectiveness of the present CRS staff and cover the minimum costs to redress what I have determined to be imbalances in the Service. In planning these minimum improvements I have also carefully taken into account this subcommittee's previously stated views about space limitations in the Library and about the rapid growth of CRS over the past six years.

When I became Director last January, I believed that CRS had much to offer in the way of challenge and opportunity to improve time tested methods of providing analysis to the Congress and to explore new ways of serving the information needs of our unique clientele; I've not been disappointed. I would also like to reaffirm my statement at the hearing last year: that "CRS is one great institution in the service of another great institution."

My first order of business as Director was to review the congressional studies made during 1976 which related to the purpose, effectiveness and future role of CRS. The most comprehensive were the "Brooks Commission" of the House and the "Hughes Commission" of the Senate. Actions we have taken to address the recommendations and implications of all recent studies are summarized in an appendix to this

testimony; as I will note, a number of items in my testimony also are relevant to these studies.

Another early priority was the appointment of a new Deputy Director with major responsibility for automated and other innovative services and for budget and administration. We are mindful that both houses of Congress are becoming more involved in T.V. as a mode of communication; in response to congressional requests we are keeping pace with these involvments, keeping in close touch with both houses, so that we can appropriately serve Congress in this medium, with as much efficiency and economy as possible.

I appointed an Associate Director for Senior Specialists from the ranks to provide me with counsel in the use of that important CRS asset. I expanded the Office of Research, Analysis and Review, under an Associate Director, to include the key responsibility of review of completed research and to maximize the interdisciplinary capabilities of the Service. An Office of Assignment, Reference and Special Services under an Assistant Director was formed to upgrade the sensitive inquiry function and coordinate it with the Service's quick response capability. This mechanism is responsible for a large numerical majority of CRS responses to congressional requests.

Keeping in mind the recommendation for stronger contacts with Congress, I recruited a Coordinator to head a newly created Office of Member and Committee Relations to both expand and improve communications between the Service and the Congress. We are not only deeply involved in a stepped up briefing and seminar/workshop program but hard at work on the very important business of balancing the various types of CRS-provided services against the specialized needs of Members, committees and staff. A key program in this effort is the new one day Legislative Assistants' Institute which will assist congressional staff in most effectively utilizing CRS services; this will enhance the capacity of staff to do work in-house and will be helpful to all concerned.

We are paying particular attention to the improvement of printed materials, such as the CRS Bulletin, which is now published monthly.

In addition, the importance of automation was underscored by formation of the Office of Automated Information Services headed by a Coordinator who reports directly to my Deputy.

As I'm sure the Members of this Subcommittee appreciate there are costs involved in the implementation of some of the studies' recommendations; these costs are reflected in our FY 1979 budget. Needless to say the costs in many cases will result in comparable efficiencies and economies.

It is also important that the distinctive functions of CRS be considered in determining the resources to be allocated by the Congress for its performance.

CRS Functions

The Brooks Commission report stated that "of the four congressional information agencies (Congressional Research Service) is the only one that is comprehensive in coverage and is equipped to provide immediate response as well as to undertake special studies and research projects." CRS is the only organization that provides analysis, research, and information to every element of the congressional community, in virtually every subject area, and in a wide variety of formats tailored to individual needs. It is also the only support agency that regularly operates within the day-to-day exigencies of congressional deadlines.

We work for all Members, all House, Senate, and joint committees, most of the several hundred subcommittees of both houses, and the staffs of all of these. We also serve a number of specialized groups in Congress and give significant support to our sister agencies: GAO, OTA, and CBO.

CRS deals with every area of legislative and public policy. Our scope is encyclopedic, from abortion to zoning and from animal protection to zero population growth.

In most of those subjects, the expertise and experience of CRS staff is at least the equal of that available in any of the very best research organizations or universities in the world. Our professional staff includes lawyers, economists, political scientists, physical scientists, social scientists, and specialists in energy, education,

taxation, military affairs, social welfare, labor, science and technology, fiscal policy, transportation, international trade, urban affairs, agriculture, intergovernmental relations, conservation, and dozens of other subjects of continuing interest to the Congress.

We provide both factual information and analytical support in a wide variety of forms: background reports on policy and legislative issues; indepth analyses of proposals for dealing with national and international problems; legal opinions and surveys of court decisions; pro and con analyses of legislative proposals; section-by-section comparisons and analyses of bills; legislative histories and bill digests; questions for committee hearings; workshops and seminars; statistical compilations; newspaper searches; reviews of public opinion surveys; historical data; materials for answering constituent requests; translations; and much more.

Because the needs of each Member and committee vary with their multiple roles and interests, CRS tailors its products and services to fit the problem. Requests for simple, factual, who-what-where-when types of information are often answered by phone "on the spot", within the hour, or within 24 hours. Other more complex requests, such as, for example, a study of the issues in "Patterns of Regional Change: the Changes, the Federal Role, and the Federal Response", (the Sunbelt/Snowbelt report), may take a team of researchers several months to complete. Some questions can be answered in a brief memorandum or letter; others require quite lengthy reports. Many of our reports are published in records of committee hearings; as committee prints or appear in the Congressional Record.

For example, exactly 100 of our major projects in FY 1977 resulted in committee prints, and 35 were printed as other congressional reports. These comprehensive studies are given wide distribution by the Congress and tend to become "textbooks" for Members, congressional staffers, academia, and the public at large.

We often help committees at their hearings and markups with support that ranges from suggesting the names of expert witnesses and analyzing the testimony to analyses of alternative legislative proposals.

Members and staff sometimes prefer personal consultations or briefings instead of, or in addition to, written materials. We also supply charts, graphs, maps, bibliographies, and products in other formats.

The provision of both factual and analytical information to the Congress through use of the computer and related systems has been well established for several years. We believe that automation of some of our information services and products has been a major factor in our ability to continue to expand our services at a rate well in excess of our expansion of staff. We have further enhanced productivity through multiple use of products. Examples of these are: Issue Briefs, containing compact summaries of current major issues; mini-briefs, a means of distributing non-confidential answers to specific individual requests to a number of interested congressional users; and information kits, for specific "hot" topics, containing a number of articles, pamphlets, and/or other readily available materials.

We recognize that there has been an increasing degree of sophistication in both Member's and committee staffing. This improved capability in the Congress has in turn led to a demand for even greater capability, both in quality and quantity, of support from CRS for these larger numbers of congressional staffers who can deal with technical problems. We view this trend in the Congress with enthusiasm because we believe that it portends an improved capability to deal with executive agencies; the newly created Legislative Assistants Institute will enable staffers to do a better job in Member and committee offices and correspondingly help ameliorate the pressure of the additional requests on CRS. We have an immediate goal of achieving a level of at least one L.A. in every office who has attended the Institute; beyond that we look to the time when practically every L.A. on the Hill is a "graduate".

Workload

The Service's already staggering volume of work increased to more than 294,000 inquiries answered in FY 1977. This figure is 2.2% larger than that of the previous twelve months despite a drop of 10.9% in inquiries received in October-December 1976 compared to the same months in

1975. The latter is a recurring phenomenon in presidential election years.

While a workload which may exceed a third of a million transactions in FY 1979 is, in its totality, worthy of attention, gross numbers do not really describe the dimensions of our congressional clients' needs, nor the impact of those needs on CRS resources. The Subcommittee, in assessing the budget I am presenting today, should also be aware of the significant change which has taken place in the mix of products CRS is providing.

The Legislative Reorganization Act of 1970 placed added emphasis on the responsibility of CRS to produce more indepth studies for Members and committees with a collateral increase in total service to committees. To that end this Subcommittee significantly increased CRS resources from FY 1971 through FY 1977. In FY 1977, for the first time, the share of CRS staffyears devoted to Member and committee requests reached a parity (46.8% for Members, 47.6% for committees, the balance for constituent services).

I should emphasize here that, in reaching this Member/committee parity, service to Members has not, in any way, been cut back, nor is work for committees given priority over that for Members. As Director of CRS, it is my policy that each category of congressional client receive the utmost service CRS can provide in consonance with CRS resources. As a matter of fact the additional research and analysis products that we are now producing for committees enhance our ability to serve individual Members; thus committee work and Member work are complimentary in nature, not competitive.

In FY 1977, Member requests increased about 4% over FY 1976, and committee requests increased about 12%, while constituent requests declined about 10%. The impact on our research resources was much more severe than these percentages would indicate. Requests requiring policy analysis or indepth research increased 30% (more than 26% for Members and almost 39% for committees). The average background analysis requires 10 hours of direct research time as opposed to 1.8 hours averaged for all requests. Thus there is a multiplier effect of more than 5 times when analytical work increases significantly.

CRS, then, is amazingly moving in two directions simultaneously - as a high volume quick response service responding to about 1200 requests a day, 2.5 per minute, one every 24 seconds; and as a research organization devoting 72% of its direct productive efforts to a rapidly growing analytical workload (up from 63% in the prior 12 months). The fact that we have absorbed this workload is a measure of the Service's markedly increased productivity and flexibility.

Budget Highlights

CRS is requesting $26,379,000 for its fiscal year 1979 budget. This includes an increase of $3,388,000 or 14.7% more than the adjusted appropriations for FY 1978.

About half ($1,663,000) of the estimated increase is to maintain the current level of services. This includes such items as ingrade salary increases and reallocations, annualization of the 4 new positions granted in the FY 1978 budget but funded for only six months, and annualization of the 1977 pay raises. Also included are higher costs of non-personal services due largely to inflation--such things as per diem and transportation rates, postage, telephone, rental of equipment, printing of the Bill Digest by the Government Printing Office, graphic services, training, subscriptions to automated data bases, supplies, books, and library materials.

In fashioning the remainder of the budget increases we have been most sensitive to the injunctions of our appropriations subcommittees, when they limited our request for additional positions for FY 1978. The committees cited the crowded conditions in which CRS operates, and the rapid growth of the Service since 1970. We have responded to the first concern of the committees by the fact that the additional positions requested for FY 1979 for the most part require no additional space: 17 are already on the staff; 8 will be housed in new or existing reference centers rather than the crowded Library; 19 will work at night; and 5 are otherwise provided for.

Funding Existing Staff

Seventeen of the 49 new positions requested will provide permanent funding for nine analysts and eight inquiry recorders who have had to be brought aboard over the years to handle vital assignments. These

positions have been funded from savings from temporarily unfilled permanent positions. Such funding was only practicable during the period of rapid growth in staff.

The successful Oceans and Coastal Resources Project, originally founded on a temporary basis in January 1975 at the request of the Senate Commerce Committee, has become a permanent organizational unit in our Environment and Natural Resources Division. We have further enlarged our capability to handle this subject area by creating an interdivisional team which draws on all of the Service's resources, including senior specialists in such areas as energy, deepseabed minerals and coastal erosion. Four of the analysts assigned to this highly successful project were employed with indefinite status but should now be made permanent to reflect the new status of the Project.

Three analysts have been given indefinite status as research assistants to individual senior specialists to enhance their effectiveness in counseling Members and committees and in providing leadership for major CRS projects, especially those involving interdisciplinary CRS resources. In the conduct of management we are laying greater emphases on strengthening interdivisional/interdisciplinary team efforts. The Service completed 620 major projects in 1977 compared with 579 in FY 1976. Twelve standing interdisciplinary teams have been formed in major subject areas such as energy, regulatory issues, and taxation. In addition 152 major projects were undertaken by ad hoc interdisciplinary teams during FY 1977, an increase of about 20 percent over FY 1976.

Two other analysts have been added, on an indefinite basis, to the Economics and Government Divisions to assist with the increased volume of rush requests from the Congress being answered by those Divisions. Some 48% of requests to CRS research divisions in FY 1977 were answered the same day received compared to 43% in the same 12 months a year earlier. We have attempted to assure that our congressional clients seek responses on a rush basis only when absolutely necessary. To that end we conducted three surveys of Member offices this year to improve our understanding of Member and committee needs and to remind them that rushes disrupt or hinder orderly processing of requests. We appreciate the support the Joint Committee on the

Library will give us in this endeavor by bringing to the attention of all congressional offices the need for prudence and forethought in the use of the rush request resource.

Because of the importance of the quality of the initial reception and understanding of a request from our congressional client, it has been vital to increase staffing in our inquiry unit as inquiries increased, from 181,000 in fiscal 1971 to a projected 320,000 in 1978. As a result there have been added since 1973 eight inquiry recorders on the CRS staff with indefinite status. We seek permanent funding for these positions and for two additional inquiry recorders to provide necessary improvements to our new inquiry status information system (ISIS). Space for the two new positions has been provided by the installation of modular inquiry desks which had already been obtained for the Madison Building.

Redressing Imbalances

The second concern of the Committees in denying most of our request for new positions for FY 1978, the rapid growth since FY 1970, has created imbalances due to uneven growth within CRS. These imbalances were criticized by various congressional studies, notably the "Brooks Commission" report and are, in fact, detrimental to optimum service to Congress. We propose to partially redress the imbalances, without adding to space pressures, by adding nineteen positions to those night shift operations which can operate effectively without the presence of the full CRS staff. These night shift operations not only use existing space but make more efficient use of existing, expensive facilities such as word processing and photocopying equipment and computer terminals. Night shift operations also offer part time employment to a different pool of available talent; this is in consonance with the recently re-emphasized policy in the executive branch.

To keep our reference capabilities in balance with the recently added research and analysis positions, we are assigning 9 of the night shift positions to the Congressional Reference Division and 5 to the Library Services Division. The Library Services positions will enable us to offer our SDI (Selective Distribution of Information) service to an

additional 200 Members we are not now staffed to serve. Space for such expanded SDI service from our constricted computer software has been made available by the cooperation of CRS staff in consolidating requirements and sharing files.

Another 4 positions will be used to create a secretarial pool in the evening which will be responsive to recommendations of congressional studies that CRS provide more support to its research functions, will make more efficient use of existing space and equipment, and will tap a new part-time secretarial market.

These secretarial positions are also urgently required for night data input to ISIS, the Service's revised management information system, a function which can be performed by qualified typists. One additional night shift position is requested for further development and maintenance of ISIS, for which two minicomputers have been procured and installed. ISIS will provide instant access to the status of all pending (uncompleted) requests and, through provision of overnight operation reports, improve management capabilities in both research and reference activities, and thus improve our responsiveness to Congress.

Another augmentation to reference services, Congressional Reference Centers located in House and Senate office buildings, has moved these services closer to our clients and made the most of CRS's limited space. Positive congressional response to this activity, which can give faster service in some areas than was previously available, is indicated by the fact that the Rayburn, Longworth, and Russell Reference Centers cleared more than 51,000 requests in FY 1977, an increase of 14% over FY 1976. During periods of heavy workload it is possible to shift some of the work from the Reference Division to some of the Reference Centers. Our request for eight new positions will allow us to staff fully the recently opened House Annex II Reference Center and a proposed new center in the Cannon House Office Building.

The remaining 3 positions for which funding is requested are for senior specialists whose addition was approved by the Joint Committee on the Library in April 1977. The Joint Committee approved a Senior

Specialist in American Law to work in the area of election law, and two Senior Specialists in Economics (for business and labor, and for finance and fiscal policy). With the assistance of the Associate Director for Senior Specialists we are making greater utilization of senior specialists to spearhead interdivisional projects. The Library has promised to make space available to the CRS to ease crowding in several divisions; this space will in turn allow the assignment of offices to these senior specialists contiguous to the Economics and American Law Divisions with which they will be working.

Maximizing Effectiveness of Present Staff

Requested increases in non-personal services are intended to maximize the effectiveness of the existing CRS research, reference and administrative staffs. Thus, the creation of an additional reference center in the Cannon Building for which space has been made available, and full staffing of the House Annex Reference Center requires 8 new positions; these centers also must be equipped with CRT terminals to access SCORPIO and the various data bases available, and must be stocked with basic reference material. For this purpose and to enable CRS to enhance and multiply the effectiveness of existing research and reference staff, an increase of $147,600 is requested. This increase will enhance the Sevice's capabilities in microfiche utilization and reproduction, photocopying, word processing, and accessing subscription data bases. An additional $96,500 is requested for basic and minimal reference collections of periodicals, books and microforms for the Congressional Reference Centers.

CRS continues to provide the Congress with the latest technology to obtain, evaluate, and analyze public policy information through the utilization of modeling, informational, statistical, and bibliographic data bases. We request $244,500 for increased use and expanded applications for: the econometric modeling data bases, the much increased demand for the New York Times Infobank in Reference Centers and by CRS staff; and continued exploration of new sources of information in the fields of

futures research, program evaluation, and statistical manipulation of survey research data.

Though major project research capability is increasingly demanded by our congressional clients, space and funding constraints have severely limited our capacity to respond. We have found that the use of outside consultants with appropriate specialties can be especially effective for some major projects. Through this flexible medium we can either acquire talent not currently available on our staff to answer specific needs, or augment existing capabilities temporarily to meet an ad hoc increase in demand. Use of this resource has the advantages of requiring minimal facilities and of adding specialized research capacity which is not needed on a full time basis. We therefore request an additional $204,500 in contracting authority for FY 1979; this amount will allow us to add consulting services to perform the number of major projects which would have been produced by the analyst positions which we requested in our FY 1978 justifications.

I would like, at this point, to stress a serious restriction on the effectiveness of our service to the Congress.

Limitations to Performance

Mr. Chairman, for almost forty years it has been the thesis of CRS and its predecessor, the Legislative Reference Service, that the Congress deserved and desired scholarly research and counsel as competent and expert as that available in the executive branch, other governmental bodies, business and academia. This thesis was most recently affirmed during the drafting of the Legislative Reorganization Act of 1970 when the Committee on Rules stressed the need for CRS to employ "high-caliber specialists and senior specialists to provide research services of the highest possible quality to the Congress."

We find that we simply do not have sufficient travel funds to keep our professional staff fully aware of changing thinking about matters important to the Congress and to serve our congressional clients most effectively.

While some of our work relies on historical background and information in available published materials, the majority of our assignments

requires us to have information about fast breaking events that relate to new issues; emerging political, social, and environmental perspectives; and problems of the future. These and problems bearing directly on legislative proposals are the areas where we hope to be of greatest assistance. To address these, it is of utmost importance that our staff have direct personal contact with a broad cross-section of Federal, state and local government officials, and with knowledgeable people in commerce and industry, citizens groups, professional and technical associations and academic circles; maintaining these contacts requires travel.

Effective travel of CRS analysts takes two forms. First is travel in connection with specific assignments from congressional clients, usually committees or subcommittees.

Very often one or more of our staff people are working in very close support of committee staff on a particular investigation or piece of legislation. The committee often finds it necessary in the course of its deliberations to hold field hearings or investigations but has travel funds for only its own staff; if CRS does not have the resources for such travel, the CRS researcher or analyst who has been closely involved in the committee efforts remains in Washington and the effectiveness of committee support is severely limited. This inability of CRS to provide committee staff support in the field is a direct result of the fact that the CRS travel budget was never adjusted to reflect the expanded committee support mission of CRS under the 1970 Act. Instead, the travel budget has received increases based only on inflation and is still structured as if we were the Legislative Reference Service rather than the Congressional Research Service. The CBO and OTA, which on the other hand were started with a "clean piece of paper" and as primarily committee support agencies, reflected the proper levels of professional travel from the outset of their existence.

The second, equally important, form of travel, covers travel to the annual meetings of professional associations. Here also we feel the appropriation requests have not reflected the thrust of the 1970 Act which mandated greater professional responsibilities to produce indepth studies for Members and committees. I understand that this Subcommittee has, in

the past, had reason to place particular restrictions on this type of travel. I believe, however, that it is time to reconsider the effect of these restrictions on our staff's preparation to do its work for Congress.

Our work is often at the leading edge of knowledge, and its practical application, and we must be adequately informed about what is happening today, often before it is in print. To monitor these vital links to information that is often not available in published form, it is important that the staff have the opportunity to maintain existing, and establish new, solid professional contacts with a wide range of informed people with some frequency. Needless to say, many of such people are outside of Washington and the meetings of professional organizations are often outside of the Washington area.

Being at various professional meetings attended by large numbers of such people is the quickest and most cost effective way for our staff to strengthen already developed relations and build new ones. When our experts are asked to contribute papers, or serve on panels of speakers at such programs, they should be able to do so without being out of pocket. This is small payment in return for the insight, contacts, and other help that professional organizations and their members provide CRS and, through CRS, the Congress. Often our staff people arrange for assistance to congressional committees in the form of testimony and communications on legislation from outside sources. If our staff cannot maintain a high degree of personal knowledge of current information sources and communication with competent national authorities, the Congress is the loser in terms of quality of analytical and reference support.

The Civil Service Commission, in a recent letter to agencies, reaffirmed that agencies may "facilitate" employee membership in professional associations through use of agency facilities and services, and through use of agency training authority to pay for employees to attend professional functions. I submit that if CRS is to be able to provide the Congress with service as competent and expert as that available to the executive branch, CRS staff cannot continue to lag behind executive branch exposure to current developments.

The current travel appropriation for CRS will allow one trip per year related to specific policy analysis assignments for only 20% of our professional staff. Even more severe restrictions apply to the professional development category which allow attendance at one meeting a year of one professional association for only 11% of the staff.

The combined CRS travel accounts provide an average of $87 per CRS staff member, compared to $240 budgeted for each staff member of the Congressional Budget Office, which affords each CBO staffer one trip a year, and $469 budgeted for each staff member of the Office of Technology Assessment.

Our requested increase for FY 1979 of $117,898 would provide, for each senior staff member, grade GS-13 and above, one trip a year necessary to conduct policy analysis for the Congress and will permit one trip for this purpose for 50% of analysts at the GS-9 to GS-12 level. Our request would also allow 50% of the senior GS-13 and above staff and 33% of the GS 9-12 staff to participate in one professional meeting each in fiscal 1979.

These proposed levels of travel are still less than those of policy analysis positions in large executive agencies. They are certainly substantially less than those of the Office of Management and Budget. OMB, which is the policy analysis arm of the executive branch most similar in function to CRS, budgets an average of $580 for each of 650 staffers.

The proposed levels are also more in consonance with those of our sister agencies in service to the Congress, CBO, OTA and GAO. It is, for example, an accepted principle that the General Accounting Office, to perform its valued oversight and evaluation functions, must have funding to allow its staff to make on-site appraisals of the subjects of its audits. Though the role and product of the CRS analysts are different, it makes equal sense to allow CRS staff to have first hand experience of field programs on which they are expected to comment, and to make it possible for them to pursue sources of information wherever they exist, rather than rely too extensively on whatever information happens to be collected by executive agencies or others.

Mr. Chairman, I am prepared to provide the Subcommittee examples of necessary services we were unable to provide our congressional clients, and of instances in which the professional activities of our staff were constrained. These include the many instances where our staff paid its own way to meetings, when government funds were not available, because of their professional dedication and their desire to provide "research services of the highest possible quality to the Congress."

Mr. Chairman, this budget submission is the result of needs I have determined during my first year as Director of the Congressional Research Service, and of initiatives I have undertaken. I believe that the combination of resources projected in this budget provides the best possible response to congressional needs within the limits of CRS facilities. These budget initiatives are in response to the recommendations of various congressional studies of CRS operations, and are intended to maximize the effectiveness of existing research staff members, and redress staffing imbalances which have occurred during rapid growth.

December 15, 1977

Honorable Walter Huddleston
Legislative Subcommittee
Committee on Appropriation
United States Senate
Washington, D.C. 20510

Dear Walter:

It's been almost a year since I became Director of CRS . . . a most interesting and sometimes hectic time. At this juncture, its not only appropriate but a genuine pleasure for me to share some thoughts on the past years' activities.

As you might imagine, one of the first things I did when I assumed this position was homework! I reviewed a number of congressional studies made during 1976 which related to the purpose, effectiveness and future role of CRS. In addition I examined surveys of congressional opinion on the effectiveness of CRS. The most comprehensive of these studies (listed in the attachment) were those of the "Brooks Commission" of the House and the "Hughes Commission" of the Senate. This letter will summarize actions taken to address these recommendations as well as those of the Subcommittee on Computer Services of the Senate Committee on Rules and Administration, and of McKinsey and Company.

Consideration of the studies, and my understanding of congressional needs gained as a former Member led to a series of management changes designed to enhance the timeliness and quality of materials provided to the Congress. Out of this reemphasized commitment to congressional service has come a stepped up Member and committee liaison effort, a program to upgrade the readibility and style of CRS publications and renewed stress on standards of objectivity and professionalism in research and analysis.

An early priority was the appointment of a new Deputy Director with major responsibility for automated and other innovative services and for budget and administration. These are vital areas in a period of consolidation and sharply constrained resources.

An Associate Director for Senior Specialists was appointed from the ranks to provide the Director with counsel in the use of this important CRS asset. The Office of Research, Analysis, and Review, under an Associate Director, was expanded to include the key responsibility of review of completed research and to maximize the interdisciplinary capabilities of the Service. An Office of Assignment, Reference and Special Services under an Assistant Director was formed to upgrade the sensitive inquiry function and coordinate it with the Service's quick response capability. This mechanism is responsible for a large numerical majority of CRS responses to congressional requests.

A Coordinator was recruited to head a newly created Office of Member and Committee Relations to both expand and improve communications between the Service and the Congress. We are not only deeply involved in a stepped up briefing and seminar/workshop program but hard at work on the very important business of balancing the various types of CRS provided services against the specialized needs of Members, committees and staff. We are paying particular attention to the improvement of printed materials, the CRS Bulletin for example, to make them more readable and useful. In addition, the importance of automation was underscored by formation of the Office of Automated Information Services headed by a Coordinator.

The attachment highlights our initiatives which addressed the recommendations of the congressional studies in the five areas of their concern. In addition to these highlights, we are in the process of completing a comprehensive report of every action or response which the Research Service has made to each specific recommendation; should you or your staff desire more information as to steps taken and planned, I would be happy to arrange briefings in depth.

In order to inform those Members who are most involved with the Congressional Research Service, or have been involved in the several studies that were made, I'm sending this letter and the summary actions to the leadership of the Joint Committee on the Library, to the leadership of the Senate and House Legislative Appropriations Subcommittees, and to the Chairman of the House Select Committee on Congressional Operations, who was the Chairman of the House Commission on Information and Facilities.

One personal note. May I say that the past year would not have been nearly as productive as it was without the ongoing support and good counsel of yourself and members of the Committee. For that assistance I am genuinely grateful.

Sincerely,

Gilbert Gude
Director

Highlights of 1977 CRS Management Initiatives

1. Liaison with Congressional Clientele

- An Office of Member and Committee Relations has been established, reporting to the Director. The Office Coordinator and the Director are developing a full-scale liaison plan.

- Regular prospectus meetings, of top CRS management officials and every operating segment of CRS, focus on the currently perceived needs of Congress and required actions.

- The CRS Services to Congress brochure has been redesigned and rewritten.

- A monthly CRS Bulletin has been made the Service's central means of written communication to the Congress, combining separate publications.

- CRS seminar and training programs have been expanded to include highly popular workshops for Administrative and Legislative Assistants.

- Two sound slide presentations about CRS and CRS automated services have been prepared and are shown at regular intervals to congressional staff.

- At the initiative of CRS a Policy Coordinating Group has been created to coordinate the development of technology-supported information systems in and among CRS, the House and the Senate.

- CRS is working closely with appropriate committees of the House and the Senate in developing television's potential for congressional research needs.

- The CRS Office of Automated Information Services has developed plans to expand its SCORPIO and other training services to Member offices when the current constraints on staff growth permit.

- CRS is continuing its program to take its services to the client by establishment of new (and expansion of existing) Congressional Reference Centers in House and Senate office buildings.

- After a broad internal review, CRS has submitted proposed revisions to its procedural and policy guidelines to the Joint Committee on the Library. Revisions will accent the Service's long-standing commitment to balanced response to all segments of its clientele.

2. Administrative Procedures and Organizational Changes

- At the time of the congressional studies, a number of key management positions were not filled. Permanent appointments have been made to all new and previously existing positions including those at the division chief level.

- The organizational changes described in the covering letter have addressed the issues of "span of control" raised in the congressional studies.

- The need to consolidate the administrative structure in consonance with the rapid growth in size and mission of CRS since the Legislative Reorganization Act of 1970 has been addressed in our FY 1979 budget submitted to the Appropriations Committees.

- Pending affirmative FY 1979 appropriations action, the maximum practicable reallocation of resources among CRS activities has been effected for FY 1978.

- For every line item possible, budgetary authority has been delegated

to the division level in consonance with division chiefs' responsibilities as the principal operating officials.

- A decentralization of some administrative support activities to the division level has been accomplished by functional assignment of an administrative liaison officer to each division. While this program has already reaped benefits, its full implementation will await relief from current budgetary restrictions.

- To address the comments of the congressional studies concerning the Service's personnel procedures, internal reporting relationships, staff needs, career ladders and promotion plans, CRS contracted a preliminary appraisal by an expert in Civil Service Commission classification policies. CRS staffers are now developing and implementing programs for:

  --Reviewing all position descriptions and, where necessary, reclassifying positions (in collaboration with an ongoing position maintenance review by the Library classification office).

  --Establishing CRS "norms" for intradivisional supervisory structure which will assure that acceptable standards of individual performance are maintained. The vital professional flexibility of a research organization will be retained by allowing deviation from the "norm" upon appropriate rationalization of need by each division.

  --Re-examining criteria and opportunities for promotion to assure that overgrading is avoided, on the one hand, and that maximum potential for career development at all levels is offered, on the other.

- Planning for the new Madison Building quarters includes, inter alia, location of senior specialists in relation to divisions with whom they interact, and provision for offices for interdisciplinary task forces. In the interim moves have been made, as current space allows, to relieve the most significant overcrowding in divisions, and to locate most of the Director's principal lieutenants in a contiguous area.

- A senior legal adviser to the Director has been appointed as principal labor-management negotiator and counsel on the necessary consideration which must be given, in the case of any administrative or organizational change, to the existence of a labor union in CRS.

3. Improvement of Research Effectiveness and Capabilities

- In addition to the previously cited appointment of an Associate Director for Senior Specialists, and planned location of each with related divisions, the selection procedures for senior specialists have been revised and improved: the Deputy Director and the Associate Director are included on all selection panels; and recruitment has been widened to provide broader access to superior candidates. In addition to emphasizing to all candidates the necessity for integration of their activities with the Service's overall commitments to the Congress, increased attention is also given to the requirements of nonpartisanship and objectivity for effective congressional support. Also, new policy guidelines for senior specialists are being issued.

- In response to Hughes Commission recommendations, CRS has developed twelve permanent interdivisional teams to facilitate "interdisciplinary research that addresses policies as a whole." In addition, numerous ad hoc teams exist at any given time to address major current issues. Most teams are headed by senior specialists, and all are under the general direction of the Associate Director for Research, Analysis and Review.

- The review function has been strengthened by its assignment to the Associate Director for Research, Analysis and Review, who, in cooperation with the Associate Director for Senior Specialists, adjudicates any questions arising between reviewers and analysts or division management. In addition division level review procedures have been strengthened, and policies have been clarified.

- Maximum effectiveness of policy analysis staff requires that analysts be relieved of to the greatest feasible degree of work of a reference nature, and that the best possible clerical support be afforded. A current internal study should result in production of more routine responses at the lowest appropriate level, and efforts continue to provide equipment and clerical support required to free analysts to analyze.

- We concur with the Hughes Commission that CRS should "receive authorization to make a more substantial investment in the development of its research staff than it has in the past." To that end we have redirected existing training and travel funds, and are requesting substantial increases in travel funds for FY 1979 to enable our staff to stay on the cutting edge of current knowledge and policy development.

- We have acted on the recommendation that CRS make greater use of contracting power to supplement CRS research capability. We sought and obtained an increase in contract funds for FY 1978 and are seeking a further increase for FY 1979.

- Internal communication to break down artificial "we vs. them" barriers (front office/divisions, research/reference, management/staff) has been significantly improved to generate a feeling of common purpose and to sharpen perception of the needs of our clients. Examples are the prospectus meetings which bring together senior specialists, division management and first line supervisors with senior management officials and related support functions; FANFOLD, a CRS internal newsletter which allows CRS management to address issues of concern to all employees; and periodic informal meetings between various elements of CRS staff and management to exchange ideas.

4. Service and Product Evaluation and Priorities

In addition to the congressional studies, the survey of CRS computerized services done by our Science Policy Research Division for the Senate Rules and Administration Committee, and a CRS-commissioned McKinsey and Company study evaluating the CRS legislative documentation system are addressed below.

- Periodic review of CRS services and products is now built into the prospectus meeting process, a strengthened budget preparation and review process, and the ongoing activities of the Office of Member and Committee Relations, and is supplemented by such inputs as the McKinsey study.

- The frequency of publication of the printed Bill Digest has been modified to reflect the development of computer access to the abstracts, while a program is in progress to make the on-line file totally current to best complement the House Information System and the Senate LEGIS system.

- The products of the Major Issues System have been upgraded beyond what was envisioned in any study. Printed and on-line Issue Briefs have multiplied and been supplemented by audio issue briefs. A minibrief modification to the system will make many more timely CRS issues summaries quickly available to the Congress.

- As recommended, the Legislative Status Checklist was discontinued at the beginning of the 95th Congress.

- The recommendations on speechwriting services were contradictory. We believe that such "directed writing" is a legitimate part of our work, but that it cannot be given top priority, nor can it be expected that CRS provide more than an outline and the informational framework for non-legislative speeches.

- A number of recommendations for enhancing the utility of the SCORPIO system are being addressed in the wider context of the work of the House/Senate/CRS Policy Coordinating Group to avoid duplication and to maximize cost-effectiveness. Budgetary constraints on the Library's computer and software resources limit rapid improvement in CRS automated services, as will similar constraints on the size of the CRS training staff.

- The quality of response by the CRS inquiry recorders has been enhanced by development of a procedures manual for recorders, ongoing sharpening of definitions of division subject responsibilities, a slight increase in inquiry staff, closer supervision, and an upgrading of facilities for the unit.

- A computerized Inquiry Status and Information System (ISIS) will put all inquiries on-line, allowing rapid transmittal to research and reference action divisions, update and correction, determination of status, and workload planning. Management reports via ISIS will provide the statistical basis for analyzing the frequency and kind of request by Members and Committees to allow balancing of services and appropriate allocation of resources.

- The Selective Dissemination of Information (SDI) program is being overhauled to offer the service to all Member offices without an increase in computer time and cost.

- The balance of services between those to Members and to committees is a primary concern of the Office of Member and Committee Relations, and is consistently addressed at prospectus meetings and various management councils.

5. Relationship with Other Support Agencies and the Intellectual Community

We believe that the proper context for addressing this topic is contained in the Brooks Commission statement that "of the four congressional information agencies (CRS) is the only one that is comprehensive in coverage and is equipped to provide immediate response as well as to undertake special studies and research projects."

- The Research Notification System, maintained and distributed by CRS continues to minimize inadvertent duplication of effort among agencies, and provide for useful interchange of subject information among agency staffs. In accordance with a recommendation, the more routine GAO audits have been dropped from the system.

- The monthly meetings of the interagency council have steadily become more productive, and have been of special value as the relatively new roles of CBO and OTA are examined and modified. These meetings are attended by the CRS Director and/or Deputy Director and by the Associate Director for Research, Analysis and Review who has day-to-day responsibility for interagency activities.

- During 1977 an exchange of staff between GAO and CRS was initiated with apparent benefits in understanding and cross-fertilization to both agencies.

- CRS has contracted for duplication of microfiche files of the GAO's unique legislative histories for inclusion in CRS's data bases.

- CRS has made its SCORPIO system available to GAO, CBO and OTA and has advised GAO on how to design its data banks to be compatible with SCORPIO.

- Each of the four agencies is preparing a description of its services and of the best way to use those services, to be included in a joint publication of the agencies to serve as a user guide to all congressional clients.

- One of the principal staff contacts with the intellectual community has been at seminars and conferences. As previously stated, such contact has been sharply constrained by restrictions on travel funds. This restriction limits the access of CRS staff to work in progress. It also restricts the role of CRS staff as a bridge for Congress with the professional community.

- Recruitment activities to fill senior specialist vacancies are continuing to be expanded to assure that the entire intellectual community is fully represented among candidates, especially women and minorities.

- A program is being established to bring in the brightest graduates as "research fellows" to assist senior specialists for up to two post graduate years.

- A program is being developed to provide opportunities for senior experts from the intellectual community to join CRS for limited periods in a capacity similar to that of senior specialists.

- CRS is seeking increased contract funds to expand its capability of tapping the best expertise in the country on a consulting basis. A current consulting assignment is dedicated to forming a data bank of available expertise in foreign affairs and national defense.

Studies of CRS Operations in Calendar 1976

The "Brooks Commission"-The House Commission on Information and Facilities

Organizational Effectiveness of the Congressional Research Service (House Document No. 95-15)-January 4, 1977.

Addendum to above. Management Study of the Congressional Research.

The "Hughes Commission"-The Commission on the Operation of the Senate

Toward a Modern Senate (Senate Document No. 94-278)-December 31, 1976.

Congressional Support Agencies-Committee Print-1976

The Senate Committee on Rules and Administration, Subcommittee on Computer Services

Information Support for the U.S. Senate: A Survey of Computerized CRS Resources and Services-Committee Print-January 12, 1977.

McKinsey and Company

Evaluating the Legislative Documentation System-Contracted Study for CRS-January 1977

QUESTIONS AND ANSWERS

Senator SASSER. Dr. Boorstin and Mr. Gude, we have some questions which we will submit and request that you answer them for the record. I would like to thank you and your colleagues for your testimony today.

We thank you for being here this morning.

[The following questions were not asked at the hearing, but were submitted to the Library of Congress for responses subsequent to the hearing:]

LIBRARY OF CONGRESS
Additional Questions for the Record

Salaries and Expenses, Library of Congress

Purchase of Books

1. The fiscal 1979 appropriation request for "Purchase of Books" is $4,524,000, an increase of $498,000 over the comparable fiscal 1978 level. This increase includes $448,000 required to maintain the current level of operations and $50,000 for growing workload.

Question A: Your request for funds for the purchase of books includes $50,000 to acquire sound recordings and printed materials which are offered to the Library in their original form in exchange for taped or microfilmed copies. Can you give some specific examples of the kinds of materials involved in these exchanges?

Answer A: One example is a proposed exchange in which the American University in Beirut would provide LC with original copies of back files of hard-to-acquire Arabic newspapers, in return for which LC would provide the University with positive microfilms of these newspapers. In another such exchange, LC would receive from a private collector a collection of original acetate discs and tapes of unique recorded radio broadcasts from the 1940's and 1950's in turn for copies produced with up-to-date equipment here at the Library. These types of exchanges have become an increasingly important method of acquiring materials otherwise unavailable and consequently the Library has come to rely upon them more and more.

Question B: Again, regarding the exchanges referred to in question A, why should individuals and institutions wish to give up originals of important works in exchange for copies?

Answer B: Often the owners of these important items do not have the resources to prevent their deterioration and would prefer to commend them to the care of the Library of Congress which has the staff and facilities to preserve them for posterity. In other instances in which the materials cannot be effectively preserved, e.g., old runs of newspapers, the owners cannot afford themselves to make copies on microfilm or tapes, and would gladly supply the originals to LC in turn for copies made here. Finally, in the case of cylinders, wire recordings, and other obsolete formats made before the advent of the modern record player and tape recorder, the owners do not have access to the antiquated machinery necessary to reproduce the sound and would prefer copies on tape playable on standard equipment.

Question C: You state that the sum of $448,000 which you are requesting to maintain the current level of book purchases is needed to cover among other things inflationary increases in the cost of bibliographic services under the National Program for Acquisitions and Cataloging. What are those bibliographical services?

Answer C: To meet the requirement of the National Program for Acquisitions and Cataloging to provide promptly to other U.S. libraries cataloging information on current publications from around

the world, the Library purchases bibliographic data prepared by the national cataloging agencies of 26 countries which it then uses to acquire and catalog foreign titles. Also, to ensure the most efficient, speedy and economical acquisition and cataloging of NPAC materials, the Library has established nine shared cataloging centers abroad, all of which are staffed chiefly by local personnel employed by the Library's book dealers in the countries where they are located. The Library reimburses the dealers for the many services provided by these centers, including the selection, acquisition, and preliminary cataloging of current publications, the establishment and maintenance of files for bibliographic and acquisitions control, and the processing of data from foreign national bibliographies.

Question D: On page 22 of the Library's justification for the amounts requested for fiscal 1979, there is a description of several items purchased during the past fiscal year from the Special Reserve Fund. Can you provide a complete list of all the materials purchased in fiscal 1977 from this fund?

Answer D: The following is a list of items purchased from the Librarian's Special Reserve Fund at a total cost of $13,155.22 during fiscal 1977:

Item	Dealer
Lindberg, Charles A. "Specialized Aviation Leaves Ocean Flight to Seaplanes" (5 page holograph manuscript printed in the New York Times, Feb. 10, 1929)	Mr. Leslie Poste
Haviland, John 7 drawings of the Metropolitan Hotel, 12th and Pennsylvania Avenue, Washington, D. C.	Sloane's Auctioneers
"Good News" (Broadside printed by Ezekiel Russell, Nov. 8, 1775)	Bernard Quaritch, Ltd.
Massachusetts Convention Amendments Proposed. (Broadside, Benjamin Russell, Boston, January 1788)	Howard S. Mott, Inc.
Ramee, Joseph Jacques Parcs et jardins composes... Paris, Rittner & Goupil, 1836	Geoffrey Steele, Inc.

Question E: What is the total amount that the Library spent from the book appropriations during fiscal 1977? How many items did it acquire with this money?

Answer E: During fiscal 1977 the Library spent a total of $2,278,000 from the appropriated book funds (Excluding postage and service charges and the cost of bibliographical services) to acquire 559,000 items (including monograph and serial pieces, sound recordings, etc.)

Preparation of Books

2. The fiscal 1979 appropriation request for "Preparation of Books" is $21,643,187 and 1,112 positions, an increase of $197,867 and no new positions over the comparable fiscal 1978 level. The entire $197,867 increase is required to maintain the current level of operations.

Question A: Dr. Boorstin, I understand that you catalog, identify, all Congressional publications such as this hearing we are holding right now. I understand that the Government Printing Office is required by law to also catalog this hearing. Why can't just one of you do the cataloging?

Answer A: The cataloging of Congressional publications done by GPO and by the Library of Congress presently serves somewhat different ends. GPO catalogs fairly comprehensively primarily for the purpose of producing its Monthly Catalog. We catalog more selectively to produce catalog cards for our own needs and those of outside purchasers of our printed cards, and also to be able to distribute the cataloging data on machine-readable magnetic tapes in a form that other libraries and bibliographic facilities can use. These differing requirements explain in part why there has developed some incompatibility of cataloging practices between GPO and LC.

It has also been impracticable up to now to coordinate LC's necessarily complex processing procedures to the tight time schedules GPO needs to maintain in order to keep up with the current output of government documents. They cannot wait out the time it usually takes for an LC catalog record to get through five or six units at LC before it is complete.

Question B: I am told that you and GPO are working together to assure that you both choose the same name for committees and agencies for cataloging purposes. For example, I believe you both call this committee United States, Congress, Senate, Committee on Appropriations. Will this cooperative project help get rid of duplicate cataloging?

Answer B: Lately we have been working actively with GPO to make our cataloging of U.S. documents compatible. One of the first steps is to agree on consistent practices for designating the names of bodies under which documents such as the hearings of this Committee are entered; both GPO and LC use the form "United States. Congress. Senate. Committee on Appropriations." Agreement on form and choice of names in cataloging is an important element in reducing confusion and minimizing duplication of effort. To this end, LC and GPO are working cooperatively to use the same form of name for all corporate bodies. Because of lack of staff, this cooperative effort has not yet been extended to personal names used as headings, but we feel that real progress is being made. As both agencies are able to commit more staff resources to the convergence effort, the differences will become less and less, and ways will be found to coordinate our cataloging procedures, so that eventually most U.S. government publications will be cataloged only once.

Question C: Although no additional new positions are being requested for the Preparation of Books, we note that there is a request for an additional $197,867. Why?

Answer C: The 42 positions, identified in the Cataloging Distribution Service as surplus to our needs and which we propose to transfer administratively to the Preparation of Books, are, for the most part, GS-5 positions. The need in the Preparation of Books portion of this request is for positions of a higher grade. The $197,867 will allow us to fully fund these.

Question D: Why did you remove 42 positions from the Cataloging Distribution Service program and add them to the Preparation of Books program as indicated on page 23?

Answer D: The 42 positions are needed to carry on the Processing Department's highest priorities. In accordance with the Committee's observation in the Report on the fiscal year 1978 appropriation bill that "...the time has come for Library officials to reassess their programs and determine just what the priorities are to be in the future," we reexamined existing programs and the methods of implementing them. As a consequence of this analysis, we identified 42 positions in the Cataloging Distribution Service that could be shifted to the Preparation of Books program where the positions are more urgently needed. This shift eliminates the need to ask the Congress to appropriate additional funds to support the 42 positions.

Question E: What are the 42 positions and what will the incumbents of them be doing?

Answer E: Nine positions will be established in the MARC Editorial Division to input name authorities into machine-readable form. Eight positions will be established in the same division to input Cyrillic bibliographic records. Three positions will be established in the same division to input music and sound recording records. Twelve positions will be established in the Serial Record Division to aid in the cooperative efforts, both nationally and internationally, to place bibliographic records of serial publications in machine-readable form. Three positions will be established in the Descriptive Cataloging Division to carry out a cooperative effort with the Government Printing Office on name authority records. Two positions will be established in the Order Division to handle the increased purchase of books workload generated by the Congressional Research Service. Five positions will be established in the Descriptive and Subject Cataloging Divisions to catalog additional materials arriving from Latin America, East Asia and the Middle East.

Question F: We note that you are going to use many of these positions to convert additional bibliographic records to machine-readable form. Can you speak to this more fully?

Answer F: In order to close its manual card catalogs in 1980, catalogs which grow by millions of cards each year, and become more and more expensive and unwieldy, the Library must input all of its current cataloging to the automated system. The addition of records for Cyrillic, music, serials, name authorities and sound recordings will increase our current automated coverage to all cataloged material except those in non-Roman alphabet languages. Once these records are in machine-readable form, they will be used to generate book catalogs, print catalog cards, and produce tapes used by the Library of Congress and other libraries throughout the country.

Question G: Your justification speaks of "name authorities." What are they?

Answer G: One of the major functions of a library catalog is to allow the user to find easily all of the books by a given author. To achieve this, similar names must be distinguished and cross references must be made from variant names (such as pseudonyms) to the selected form. The information cards in the card catalogs which distinguish names are called name authority cards. The Library has approximately 2 million name authority records in its files and adds approximately 120,000 new records a year.

Question H: Why is it important to have these name authorities in machine-readable form?

Answer H: Automation of these authority records is essential to the automated system to (1) allow validation of names used in catalog records when these records are first added to the files; (2) allow automatic creation of cross references when book catalogs are published; and (3) provide cross references when the bibliographic data base is searched via the terminals. Making authority records available via terminals in libraries throughout the country will also strengthen future cooperation in the creation of a national bibliographic data base.

Cataloging Distribution Service

3. The fiscal 1979 appropriation request for "Cataloging Distribution Service" is $13,173,020 and 443 positions, an increase of $504,900 and no new positions over the comparable fiscal 1978 level. the entire $504,900 increase is required to maintain the current level of operations.

Question A: For rental of equipment on page 30, you are asking for an increase of $602,000. Why did you not use the savings in salary cost for the 42 positions shifted from the Cataloging Distribution Service program to the Preparation of Books program?

Answer A: We chose this method of presentation in order to make full disclosure to the Committee and to keep it informed of what we are doing. We believe there is strong justification for the 42 positions in the Preparation of Books program and equally strong justification for the $602,000 increase in rental of equipment.

Question B: Just what is the justification for the CARDS system?

Answer B: The CARDS system, which prints cards on demand and eliminates the need for an inventory of cards for Library of Congress use and for sale to other libraries, will enable us to be far more responsive to a widely fluctuating demand for individual catalog cards. The old system of inventory, reprinting for stock, and manual withdrawal of cards from stock to fill orders is labor-intensive. Since labor costs have been increasing more rapidly than the cost of machine rental, use of the CARDS system will be less expensive than the manual system over the long term. In addition, the CARDS system provides for quicker response to orders submitted and we can thus give better service.

Question C: If card sales continue to decline, why not discontinue the card sales program or at least discontinue service on the unprofitable segments of the card business?

Answer C: The vast number of smaller libraries throughout the country that cannot avail themselves of commercial and cooperative service utilities for catalog cards will continue to be heavily dependent on the Library as a source for cards used in their catalogs. We have had innumerable expressions of concern over the possibility that the Library might stop printing and selling catalog cards.

For the larger library systems, the Library of Congress is a source of last resort for those catalog records not available through commercial or cooperative processing utilities such as the Ohio College Library Center and various commercial services. Providing such records is part of the Library's service to the nation. Were the records not available, individual libraries would have to duplicate, if indeed they had the language and subject resources to do so, work already done at the Library of Congress. The combined cost of this to the nation's library system would be many times what it costs for the Library of Congress to keep all of its bibliographic records in print and available to those who need them.

Question D: Under postage on page 30, you are asking for an increase of $25,000. Is your volume of mail sent out increasing or what?

Answer D: In fiscal 1977, the postal expenses for the Cataloging Distribution Service were about $626,000. This was above the amount in the budget because of greatly increased postal rates. In fiscal 1978, CDS received an increase of $135,000. This amount plus the requested $25,000 for 1979 will bring the budget in line with the actual expenses of 1977. the volume of mail has remained about the same.

Question E: On page 29 you show a reduction in the cost of card printing of $350,000. Would you elaborate on this?

Answer E: The prime reason for the decrease in GPO card printing (-$350,000) is the changed methods for printing cards. Presently the bulk of the card cost of GPO is for printing MARC titles for inventory and sales. When CARDS becomes fully operational this cost will be eliminated. Plans for reducing GPO Library Branch staff are currently being developed with results expected in the near future.

CARDS is a continuation of the efforts to apply automation to card printing. The GPO Branch at the Library of Congress has been able to cut its staff from 95 in 1974 to 40 at the start of this calendar year. We meet regularly with the GPO Branch Manager to adjust the size of his staff according to the workload.

Question F: I understand that you sell your cataloging in various ways, on cards, computer tape, and so on. I understand that GPO sells its cataloging in the Monthly Catalog and you sell their computer tapes for them. Again, how can we eliminate duplications?

Answer F: It is only recently that the bibliographic data provided in the individual entries of GPO's Monthly Catalog attained

the level of fullness which library catalogs require, particularly with respect to subject analysis and added entries. This is one big reason why LC has continued to produce and distribute catalog cards and MARC records for libraries. LC has undertaken to distribute Monthly Catalog data on tape because GPO presently has not the capability of providing this service itself. We process the tapes produced for GPO by OCLC into a form which can be utilized by outside libraries and utilities that have automated systems. LC's distribution of GPO records on tape is a by-product of GPO's cataloging for the Monthly Catalog; we understand that GPO would continue to have OCLC produce a tape for GPO even if there were no outside subscribers to the distribution service.

At present there are only about half a dozen in the U.S. that want the GPO data on tape, but there are many thousands that still want LC's cataloging in card form or on MARC tapes, even though the printed Monthly Catalog is available to them.

Research and Reader Services

4. The fiscal 1979 appropriation request for "Research and Reader Services" is $14,868,699 and 761 positions, an increase of $592,614 and 34 positions over the comparable fiscal 1978 level. The entire increase of $592,614 and 34 positions are required to meet growing workload.

Research Department

Question A: Please explain how the 18 positions requested for the Research Department will help to meet "current demands for service."

Answer A: The more than 50 million items in the custody of the Research Department include almost all the "special," or non-book, materials in the Library of Congress, and over the past decade this has been the area of greatest increased demand by the Library's clients. Since 1968 there has been more than a 50 percent increase in requests for service of these materials. The work of arranging and indexing manuscripts, recordings, pictures, maps, and films demands specialized skills and the devotion of considerable staff time, yet these are the materials most acutely needed by researchers in today's complex society.

In response to this evident demand, the Library has continued to add to its holdings of special materials; these collections increased in size by more than 25 percent over the past decade. Unfortunately, we have not been able to increase the staff responsible for arranging and processing these collections at the same rate, during this period. In the past decade, only 17 processing staff members have been added, about 6 percent of our total.

Therefore, the new positions requested are urgently needed to make recently acquired material available to researchers for the first time, to increase the accessibility of all our special collections, and to make these items more accessible through photoreproductions to researchers unable to handle the originals at the Library.

Question B: Are the Orientalia collections also "special collections?"

Answer B: Yes, because the non-roman scripts used in these publications require such specific language skills, the Orientalia Division has the responsibility for the arrangement and maintenance of these books and periodicals. While the cataloging of books is done in the Processing Department, the Orientalia Division maintains the official serial record for the periodicals received in their languages, and they are responsible for arranging newspapers and other fragile materials for microfilming.

The position requested for the Near East Section will work with over 103,000 Persian, Central Asian, Turkish, and Armenian language materials and will process current subscriptions to over 1,800 periodicals and 220 newspapers in these languages. These collections have increased almost 44 percent in size during the past decade. The other GS-7 Processing and Reference Assistant position is needed to assist the Korean Unit in processing their annual receipts of more than 3,000 books, recording over 9,000 periodical issues, recording and preparing for binding more than 4,000 newspaper issues. Owing to the surge of acquisitions from this part of the world since the 1950's, there has developed a backlog of over 30,000 unprocessed serials and a need to arrange and file over 42,000 catalog cards. Until this is done, the material described on these cards will not be accessible to users of our facilities. There are only two available employees in the Korean Unit, a GS-13 Area Specialist and a GS-11 Reference Librarian. While they can handle currently received material, they have reference and bibliographic duties to perform and cannot handle the processing tasks imposed by the arrearage, as well.

Question C: Please explain why the Research Department requires people to arrange collections in preparation for the move to the James Madison Memorial Library, and why they are needed so far in advance of actual occupancy of the building.

Answer C: This is the result of the formidable number of items and containers to be placed in new sequence in the spaces in the James Madison Memorial Building. For example, in the Manuscript Division alone 6,500 units (some of them placed in the collections half a century ago) require reboxing into containers of sizes in harmony with containers currently used, and at least 9,000 containers require relabelling. Past experience in moving substantial collections within the Library indicates that it will take at least 145 man/weeks to accomplish (more than 3 years' work by a single technician), so 2 or 3 people are needed now if the Manuscript Division material is to be ready in time for the move. A similar situation exists in the other special collections divisions scheduled to occupy the building, such as Prints and Photographs, and Map and Music (including recordings). Moreover, even collections that do not require changes in containers or labels will need location markings so the movers will be able to shift the material efficiently and accurately. Once in place, all items will have to be checked to be certain that no errors occurred during the relocation. In collections of this size, an item misshelved is as surely lost as if it had been removed from the building altogether. Undoubtedly, occupancy of the new spaces will also require certain adjustments of the collection spaces, and these additional staff people will be required for this. By proper and deliberate advance planning, and careful marking, we are certain we can minimize misplacement and rearrangement when we actually move into the building.

Reader Services Department

Question A: Why do you require additional reference librarians in the Main Reading Room?

Answer A: A tremendous number of people visit the Library every year. Sometimes it seems as if they all visit the Main Reading Room. In recent years reference contacts in the Main Reading Room have been increasing about 17 percent per year. Nowadays, nearly 4,000 readers request assistance during an average 77 hour work week. At busy times, between 10:00 a.m. and 4:00 p.m., the load is especially heavy. Demand has been such that present staff has had to be shifted from other work to meet the increased workloads, to answer urgent questions, and expedite reader services.

Question B: Do you receive many reference requests by mail? Do you respond to them quickly?

Answer B: The General Reference and Bibliography Division's Correspondence Section, which is our central point for written inquiries, received about 1,700 letters a month in fiscal 1977. The staff in that section answered nearly 55 percent itself, with the remainder being routed to other units in the Library. The letters that the Section answered represented a 20 percent increase in workload over the previous year. We have turned to form letters and word processing machines, but in order to be responsive to this increased workload we must add to the existing professional and clerical staff if good answers are to be sent out within a few days of their receipt.

Question C: The added staff requested seems mostly to support reference functions. Why is that?

Answer C: Reference service to people is our primary job. The workload in the Main Reading Room with its 17 percent per year increase to 4,000 readers a week, the written requests of a general and specialized nature, especially those areas of Africana and science which have been increasing so rapidly, all represent people's individual interests in and need for information. This is an uncontrollable workload, but which we are happy to fill as well as our resources will permit.

Question D: Please explain the Serial Division publications in progress. What does the Division publish?

Answer D: These are reference or bibliographic tools, publications which make it possible to find things quickly, especially government documents. They are very important to librarians. Some typical titles are:

Newspapers: A Bibliography of Directories, Indexes, Union Lists, and Published Catalogs

Checklist of Regular Confidential Senate Executive Documents 17th Congress, 2nd Session - 60th Congress, 2nd Session

Government Publications: A Guide to Bibliographic Tools, 4th edition

Report of the Federal Advisory Committees. Making these reports accessible represents a new field of responsibility for the Library of Congress.

There are a number of other bibliographic works in progress and awaiting updating. Professional staff is adequate but progress is inordinately slow because of the need for typing support.

Question E: There is a request for $75,000 for part-time temporary staff. What is this for?

Answer E: This request is for part-time help to perform book retrieval, reshelving, shelf reading, messenger, and loan recall tasks resulting from increasing demands for service. This can be accomplished through the employment of part-time temporary help as is now being done quite successfully by most major university libraries.

Question F: It is noted that the Reader Services Department has also asked for funds to eliminate backlogs of work. What is the nature of the backlogs and what is the importance of eliminating them?

Answer F: The Library has important historical accumulations of domestic and foreign Government publications, serials, technical reports, translations, and other materials that need to be sorted, checked for duplicates, given some sort of bibliographic control, and prepared for microfilming or shelved. They are in some cases unique--for example, the full set of Office of Scientific Research and Development (OSRD) Reports from the second world war--and in all cases they are inaccessible. Organizing this material will help the Library improve its responsiveness to readers and will free some badly needed space to accommodate other collection growth.

Question G: It is understood that the Stack and Reader Division is about to use an automated book-paging system. Would you describe this system? How will it improve service and what will be its impact on your personnel?

Answer G: The automated book-paging system provides a means of electronically transmitting requests for books directly to the decks using simple computer terminals. It will also keep track of unfilled requests and, later on, will transmit "not-on-shelf" responses directly to an automated loan charging system file for searching and reply. The present system between our two buildings is pneumatic and most of it is to be removed. There is no pneumatic connection to the Madison Building so this system must be used. It is not known whether book service will be any faster but it will be much more accurate and our responsiveness to patrons should be greatly enhanced.

Staff savings may come later, but for the present there will be no reduction. In fact for several years, at least until the entire loan system is automated, two additional staff members will be required to enter requests from readers on a terminal keyboard. We intend to investigate whether or not patrons will be able to do this for themselves sometime in the future.

Question H: What is the automated loan charging system?

Answer H: The automated loan charging system is to be a full scale circulation and inventory control system. When it is completed, it will show the location of every item not in its expected location, thus making service much faster, surer and easier. It will also enable the Division for the first time in perhaps half a century, to send overdue notices to all of its 18,000 borrowers on a timely basis and thus improve the likelihood that materials will be available for service in the Library when needed.

Question I: Why did the Central Charge File extend its hours of operations?

Answer I: This service was extended to provide evening and weekend patrons with much the same service day patrons have. That is, upon request we can help locate copies of books not found in the general stacks when they are in microformat, on loan to a study facility holder, or in a reference collection.

Question J: Is there much use made of microforms in the Library?

Answer J: Yes, considerable use. The Library's preservation program is generating increasing amounts of material in microformat; more materials for copyright deposit are being received in microformat; and acquisitions of commercially produced microform are increasing dramatically. The Stack and Reader Division's Microform Section currently has about 1-1/2 million items in microformat and in 1979 alone it is estimated that 350,000 items will be added to the collection. The Science and Technology Division has about 1-3/4 million technical reports in microform and the Serial Division some 272,000 reels of newspaper microfilms. Additional staff was requested and allowed last year relating to serving microformats, a further increase is not requested this year.

Law Library

Question A: Describe the Law Library collection.

Answer A: The Law Library, established by law in 1832 as a department of the Library of Congress, has the responsibility for the custody and development of the law collection of the Library of Congress. It has amassed 1,600,000 volumes, which is probably the largest collection of legal materials ever assembled. The Law Library collection comprises legal sources and legal literature from all foreign countries, as well as the United States, and covers all legal systems--secular, such as common, civil, and international; religious, such as canon, Islamic, and Hindu; historic, such as Roman, Roman-Dutch, and Common law--and such fields as comparative law, jurisprudence, philosophy of law, and legal history. Although books and serials make up the major holdings, an increasing number of microfilms and microfiche, now totalling over 220,000 have been acquired.

Question B: Who makes use of the Law Library?

Answer B: During fiscal 1977, over 105,400 readers used the reference facilities of the Law Library. These facilities include three major reference rooms--the Anglo-American Law Reading Room, the U. S. serial documents collection in the Gallery of the Main Reading Room, and the Law Library in the Capitol which is maintained for the exclusive use of Congress--and three foreign law and rare book

reading areas. Readers represented a diverse community of users including Members of Congress and their staff, other government agencies, the bench and bar, legal scholars, law students and law faculty, members of international organizations and the diplomatic corps, the Congressional Research Service staff, and, of course, many persons from the general public. Reference and research service to all users during the same period totalled 175,100 inquiries.

Question C: Why is it necessary to maintain the Law Library collection up to date?

Answer C: The Law Library is the only comprehensive legal resource library of Congress as well as the executive and judicial branches of government. Users of law are very dependent on information sources both for recent and retrospective materials. In order to provide timely, reliable, and accurate research and documentary service in all fields of law, it is vital that the collection be not only comprehensive but current. Because of the new developments and changes which constantly occur in law, the Law Library must possess the latest sources of information as soon as possible in order to meet the needs of Congress.

Question D: Why are editors needed at this time?

Answer D: The last editor added to the Law Library staff was in 1971. Since then, seven legal specialists and one legal research assistant have been added to the staff, and the number of research reports prepared for Congress have increased nearly 50 percent in number and almost tripled in extent.

Translation of legal and other expressions from a foreign language and legal system in English is a doubtful affair. Most of the legal specialists in the Law Library are foreign attorneys whose first language is not English and are, therefore, dependent upon editors to present their products in effective English and proper bibliographical style and format before publication.

Question E: What types of publications are issued by the Law Library?

Answer E: The Law Library makes available for broader use the descriptive and comparative studies and reports prepared for Congress on foreign and international law which are of a general and current interest. In addition, the Law Library staff prepares studies which anticipate topics coming before congressional consideration.

Also, with a professional staff of over 30 members of foreign and American bars, knowledgeable in over 50 official national languages, and covering all the major legal systems of the world, the Law Library issues bibliographical guides, research studies, translations, and index-digests of foreign legislation which make the vast resources of the collection more accessible. At present, 30 congressional reports and 12 Library of Congress printed publications are in various stages of preparation.

Question F: Why does the Law Library need to prepare material for binding?

Answer F: The Law Library receives serials, including all the national official gazettes, in unbound form in order to maintain the collection in the most up-to-date form and provide reference, research, and loan services. This material needs to be placed in permanent bound form. It is, therefore, the responsibility of the Law Library to collate and prepare this material to be bound. In the case of the 70 national official gazettes, which are part of the cooperative microfilming project with the New York Public Library, preparation for filming is required in place of binding. In addition, it is the custodial responsibility of the Law Library to cope with over 40,000 volumes of deteriorating books and serials and prepare them for binding, rebinding, or microfilming.

Automated Systems Support

5. The fiscal 1979 appropriation request for "Automated Systems Support" is $18,915,469 and 228 positions, an increase of $6,302,566 and 56 positions over the comparable fiscal 1978 level. Of the increase, $1,424,519 is required to maintain the current level of operations and $4,878,047 and 56 positions--including a comparative transfer of 3 positions from the Copyright Office--are required to meet growing workloads.

Question A: The next major program increase is $4.9 million and 56 positions for "automated systems support." What can you tell us about this request, Dr. Boorstin?

Answer A: Automation has become integral to the fulfillment of the Library of Congress' mission. The Library has used automatic data processing machinery for well over 30 years, but the advent of teleprocessing and the immediacy of man-machine interaction has intensified dependence upon the Library's computer services to meet the urgency of Congressional and other needs for information ranging over a broad sweep of subjects. The Library currently has two large central processing units which are utilized seven days a week almost around the clock. It also maintains a moderate-sized unit in the Cataloging Distribution Service and several minicomputers. In expenditures for staff, equipment, and related automated systems support, the Library of Congress commits approximately $12.6 million annually. Some 172 people work directly in automation activities. Thousands of other staff members either contribute to machine readable data bases through their work or derive support for their work from the Library computer systems.

There are over 1,100 terminals in the House, Senate, Library of Congress, and other Legislative Branch offices accessing the central teleprocessing computer; there are 6,500 computer tapes in active inventory; there are 16.9 billion characters of disk storage in the central facility. On-line transactions average approximately 55,000 a day.

Twenty-five of the requested positions are to support the central computer service function--providing staff for increased production during the two off-hour shifts of each three-shift day. This adds no burden of the space problem. Three functioning positions were authorized under the Copyright Revision Act and here represent a request for the comparative transfer of funding.

Fourteen of the positions requested are in direct support of

Congressional applications and are in direct response to specific needs enunciated to the Library. The remaining fourteen positions represent support to a broad array of bibliographic applications with specific attention focused upon needs that should be met if the card catalogs are to be frozen in 1980.

Among items requested to meet non-personal services--growing workload requirements, is $462,120 for the expansion of disk storage to house the Library's expanding data bases, $1,339,757 to lease additional terminal equipment for expansion of existing departmental programs and services, and $856,000 for four major central support items, of which the most critical is a second computer to support teleprocessing.

Question B: Where are you going to find space for these people? In fact, inasmuch as the Madison Building will not be open until fiscal 1980, where are you going to find space for any of the 184 positions you are requesting throughout the Library?

Answer B: A large percentage of positions requested are in activities that are located off of Capitol Hill in rental buildings where there is space. In other instances a portion of the requested staff will work in collections areas or on alternate shifts. In only a relatively few instances will it be necessary to crowd staff into already overcrowded areas, but in such cases we have felt we must request these positions to support the Library's essential programs.

Question C: What automated services do you provide the Congress?

Answer C: Automated services to Congress include on-line terminal access to data bases containing legislative, bibliographic, and other research information and the production of paper-form and microform products from these data bases. A Congressional office terminal may tap a variety of valuable information sources including background and status information on bills introduced in the three most recent sessions. Other information available includes a Bibliographic Citation File which contains references to significant publications issued since 1974 on matters relating to public policy. Sources include periodicals, pamphlets, and Government publications. A Major Issues File contains the full text of more than 200 background papers prepared by the Congressional Research Service on key national issues. The National Referral Center Resources On-line File provides user referral to more than 10,000 institutions which have specializations in diverse areas of science, technology, and social sciences. The Library of Congress Computerized Catalog contains full catalog entries for more than 800,000 books cataloged by the Library since 1969. The file is based on data from the Library's MARC program of Machine Readable Cataloging.

Other services available on-line include a file which provides abstracts of proceedings recorded in the Congressional Record. This is a commercial file leased for Congressional use and is updated daily.

Computer-based publications from LC data bases include: Digest of Public General Bills and Resolutions, Major Legislation of the 94th Congress, Issue Briefs, Subject Catalog to CRS Multilith Reports in Print, Research Notification System as well as major bibliographic publications.

Question D: You are requesting an increase of $3.9 million for a total of $11.4 million for rental of automated systems equipment. Please tell the Committee about this request.

Answer D: This increase is comprised of several elements. First, in order to annualize the cost of currently leased equipment for the full fiscal 1979, $386,768 is required. Second, to augment equipment in order to maintain the current level of service and response time under the pressure of expanding use of and demands on the automated system, $771,140 is requested. Finally, $2,789,877 is requested to rent equipment necessary to meet additional requirements. Pages 54 to 58 of the Library's justification book provide detailed additional data.

Question E: The Library of Congress has requested six positions for the development of a Library of Congress Information System (LOCIS). What will these positions be used for?

Answer E: In the past seven years, to accommodate the unique LC bibliographic processing requirements and the information retrieval needs of the Congress, two bodies of software were developed. Each of these systems has particular strengths which the other does not have. The positions requested for LOCIS are for the development of a single Library of Congress system which will combine the best features of these separate software systems and will reduce the efforts required to maintain two separate systems. It is anticipated that future software development will take place in accordance with the central design strategy developed by this group. A further benefit of this effort will be to provide a software policy which will contribute to sound future hardware development plans and procurements.

Question F: The Committee notes that the Bibliographic Systems Office has requested three positions for support and maintenance. Could you clarify how these positions will be used?

Answer F: The Multiple Use MARC System/Integrated Data Management System (MUMS/IDMS) System which has been under development for the past seven years is designed to provide automated assistance in all aspects of bibliographic processing within the Library of Congress. This system is presently comprised of more than 200 programs. It is an extremely complex system which must be modified and enhanced to satisfy the ever growing processing requirements of the Library and the national bibliographic community. These support programmer positions are necessary to permit the orderly introduction of program enhancements while continuing to operate the existing systems without major interruptions. The support control clerk is needed to free more highly paid personnel from the time-consuming effort of organizing, submitting, and retrieving products from computer users.

Question G: The Library has requested two positions for continuing the development of the Multiple Use MARC System (MUMS) which has been described to use a generalized data management system. Why are these positions needed if you plan to develop a single Library of Congress (LOCIS) system which combines the best of your existing software?

Answer G: Computer sofware exists on several levels of generality and commonality. The LOCIS system is a long range effort which

24-128 O - 78 -- 22

begins at the lowest or most general level. This generalized software will be shared by computer programs at a less general, more specific, application level. It took seven years to develop software like the MUMS System which could handle the specific and unique requirements. Because of the investment in the MUMS System and the necessity for continuing the many Library functions which rely on MUMS, it is important to continue its support and extension to other functions which need computer support, until the LOCIS System overtakes and replaces MUMS. The two positions requested here will be used to extend MUMS for support of needed functions like the work with serials for the CONSER II Project, on-line access to name and subject authorities and limited access to the Library's full MARC Data Base by other libraries. These functions cannot wait for the eventual replacement of MUMS by LOCIS.

Question H: Why is a non-roman alphabet terminal needed by the Library and are not some of these available now so that the Government need not pay for industrial development?

Answer H: Recent advances in technology have resulted in the production of a few computer terminals capable of limited data processing support in such alphabets as Japanese, Hebrew, Arabic, and Cyrillic. These devices, however, are usually limited to only one of these alphabets and do not meet the unique editing and control commands needed by the Library's very complex bibliographic input and display requirements. Since the Library intends to close its card catalog and rely on computer based catalogs which contain bibliographic records in all languages and alphabets, research and development is needed in areas which may not be profitable enough for industry interest. For these reasons, the Library requires contracting expertise to perform linguistic and technical analysis to be used in developing functional specifications for equipment which would be of use to not only the Library of Congress but to other libraries and federal agencies concerned with bibliographic and text processing in other than roman alphabets.

Question I: What is a library network?

Answer I: A library network is a consortia or a cooperative of libraries established to share resources and thus realize cost benefits. These networks are organized to provide services to the member libraries such as contractual arrangements for products produced by a computer based utility (an organization with a computer which maintains large files of bibliographic data) provide training, documentation, facilitate interlibrary loan, etc.

Question J: There is a $62,000 item for long distance telephone-data communications. Why does the Library need this additional equipment?

Answer J: The long distance data communications equipment is to support the cooperative work being undertaken by the Library of Congress with other major bibliographic and information centers. This equipment will allow the Library to access information stored on other systems and to allow major bibliographic and research centers access to bibliographic data stored at the Library. Because it is impossible to keep and store all computerized information at the Library, access must be made of other systems via data communications methods. This

equipment could serve in making available specialized information data bases such as the National Library of Medicine and Lockheed.

Question K: Why would libraries want to be on line to the Library of Congress since most of them receive MARC tapes?

Answer K: If the libraries were on line to the Library, then the entire MARC file which represents the cataloging ouput of the Library would not have to be stored in each network computer data base. This would save costly storage. In addition, being on line to Library of Congress provides libraries with the latest information before it gets into the MARC tapes and also access to data to support their reference functons. Each network computer would only store that data that was needed by the member libraries. Equally as important, the Library of Congress could use the cataloging data in the storage of the network computers to assist in the cataloging process at the Library.

Question L: Why is it necessary to link together the various library computers in this country?

Answer L: A national system of linked bibliographic processing services is urgently needed to achieve the goal of access to the library and information resources in this country while reducing the rate of increase in costs. In a report prepared by the National Commission on Libraries and Information Science entitled Toward a National Program for Libraries and Information Services: Goals for Action, the goals for a national library and information service network were stated:

1. Develop, strengthen, organize, and make available, to the maximum degree possible in the public interest, the total library and information resources in the United States. Such resources represent the cumulated and growing record of much of our nation's and, indeed, much of the world's total cultural experience in the intellectual, social, technological, and spiritual realms.

2. Provide to all the people of the United States, according to their individual needs, realistic and convenient access to these national resources for their personal enrichment and achievement and, thereby, for the progress of society.

3. Create a nationwide network with the help of new technology and with national resolve so that the disparate and discrete collections of recorded information in the United States would be integrated in due course.

4. Improve library and information services while reducing the rate of increase of per unit costs in providing these services.

By the sharing of existing bibliographic data, the national library community will experience major savings and the Library of Congress will benefit from the eventual acceptance and use of other institutions' cataloging information.

Question M: How will this networking activity at the Library of Congress help the small libraries (public, small college, etc.)?

Answer M: The National Library and Information Service Network will serve small libraries by making bibliographic data and services

available nationwide. The network will make more effective utilization of federal funds to serve the local libraries' needs. Small libraries will be served by regional networks which in turn make up the nationwide network. Small libraries will have the same access to information as large libraries, to assist them in cataloging, reference and interlibrary loan.

Question N: What is the utility to libraries of the proposed fee service?

Answer N: Fee service is expected to provide a financially self-supporting mechanism through which participating libraries in performing their normal services will experience major savings in their technical processing and reference costs by sharing bibliographic information created at the Library of Congress. Such sharing will be made cost effective by utilizing automation technology and electronic telecommunications facilities available to the participating libraries and at the Library of Congress, and paid for by the "Fees" charged to each user.

Question O: Benefits from automation generally result from increased operations and speedier, more complete, and more accurate products, but are there not some personnel savings? What is the Library's record in personnel savings resulting in whole or in part from the automation of certain activities?

Answer O: Copyright Office In fiscal 1976, transferred 30 positions to other work areas as a result of automation of cataloging work and book catalog production. (See reference on page 140 of fiscal 1977 House Legislative Branch Appropriation Hearings.)

Cataloging Distribution Service (CDS) 1/ In fiscal 1972, transferred 42 positions from CDS to Catalog Publication Division; $657,000 withdrawn from budget request. In fiscal 1975, reduced 60 positions, a reduction of $634,000. In fiscal 1976, reduced 57 positions, a reduction of $645,836. For fiscal 1979, the Library has recommended that 42 positions be transferred from CDS to other elements of the Processing Department.

Government Printing Office Library Branch (attached to CDS) From fiscal 1974 to fiscal 1977, reduced staff from 95 to 45.

The total number of positions described above is 271. The total number of authorized positions in the Information Systems Office, Bibliographic Systems Office, and the Network Development Office is 172.

Preservation of Library Materials

6. The fiscal 1979 appropriation request for "Preservation of Library Materials" is $5,437,037 and 134 positions, an increase of $278,554 and 3 positions over the comparable fiscal 1978 level. Of this increase, $108,740 is required to maintain the current level of operations and $169,814 and 3 positions are required to meet growing workloads.

Question A. It is noted the Library of Congress has asked for

1/ combination of automation and business changes.

a substantial increase for the preservation of deteriorating motion pictures and other photographic materials. Justify this increase.

Answer A: In addition to an increase in funds to cover the higher costs of raw film stock and related services, we are asking for $43,664 which had previously been received in the form of a grant from the American Film Institute. The source of these funds was the National Endowment for the Arts. Last year the Senate Committee on Appropriations stated that Federal agencies should budget directly for programs which were being funded with arts and humanities grants. We now make this request so that we can sustain the current level of the program. We seek to increase our rate of conversion each year because of the direct relationship between the age of nitrate film and the amount of deterioration. The more film we convert each year, the more is saved from being irretrievably lost.

Question B: How would the addition of a Technical Writer/Editor and a Clerk Typist to your staff benefit the general public's informational needs as opposed to a small, specialized group of conservators and museum workers?

Answer B: The Preservation Office responds to thousands of inquiries annually. Well over half of these letters come from private individuals seeking a way to save some family documents, newspaper clippings, or other items of real or personal value. In 1975 the Preservation Office began a series of general information leaflets written for the lay public as well as professionals. This series addresses those problems most frequently encountered in the field of preservation. Three preservation leaflets appeared in 1975. Two additional leaflets appeared in 1977 and a tentative list of ten titles is in preparation. With minimum publicity concerning their availability, we have sent out several thousand leaflets in response to requests. Because we have the knowledge and experitise, we feel an obligation to publish information on conservation techniques and solutions to preservation problems. The task of preparing leaflets and manuals has fallen to the heads of offices in the Preservation Office. With the addition of the two persons requested, we could make badly needed information available on a timely basis. We feel that this would meet a national need.

Question C: One position is requested to oil the leather bindings and clean the collections in the Law Library. Why is this to be done only in the Law Library?

Answer C: While there is a great need for several persons to work on the Library's collections, the most pressing need is in the Law Library. We estimate that approximately 400,000 leatherbound volumes in the Library's collections could profit and be saved in an oiling program. Because of the tradition of publishing law materials in leather bindings, we estimate that from 150,000 to 200,000 of these volumes are part of the Law Library's collections. With the exception of a few rare items, most of these volumes have not been touched in many years. Leather deteriorates to a point where oiling serves no purpose. Our intent with this position is to save as many of the leather bindings as possible and avoid more expensive restoration treatments. We have amassed one of the great law collections in the world at the Library of Congress and we feel it worth the effort to preserve as much of it as possible in its original format.

Central Support Services

7. The fiscal 1979 appropriation request for "Central Support Services" is $23,039,917 and 589 positions, an increase of $1,880,868 and 24 positions over the comparable fiscal 1978 level. Of this increase $938,209--including a comparative transfer of 2 positons and $48,468 from the Copyright Office--is required to maintain the current level of operation and $942,659 and 22 positions are required to meet the growing workload.

Question A: An additional Contracting Specialist position is requested to augment the Procurement and Supply Division staff. What is the magnitude of the workload necessitating this increase?

Answer A: The Contract Specialist would prepare, negotiate and administer an estimated 300 contracts a year ranging from fixed fee contracts of short duration to cost plus contracts spanning many years. These agreements must receive proper and specialized attention if they are to be of value to the Library. The Contracts Section administers all purchases in excess of $10,000. Over the past several years the workload has substantially increased.

Question B: An additional position for the purpose of administering the Federal Employees Compensation Act (FECA) in the Library is requested. How does the Library presently adminster the law? What are the principal obligations of the Library? How many cases are currently being handled per year?

Answer B: The Library's first responsibility is to provide emergency care for employees injured in the performance of duty or who claim to have sustained an occupational illness. They are advised of their rights under the FECA and provided the necessary forms to document the work-related injury or disease. The circumstances of the injury are investigated and continuation of pay either verified or controverted. If the employee's traumatic injury causes disability beyond 45 days, claims for continuing compensation are processed on a biweekly basis. The principal obligation of the Library is to ensure that employees are advised of their rights under the law and that they receive continuation of pay for valid work-related injuries or disease. Last year the Library processed 429 notices of traumatic injury and claims for continuation of pay, of which 125 involved loss of time from duty for treatment or disability. Seven cases were disabled beyond 45 days and required compensation.

Question C: Two Contract Administration Specialist positions are requested for the Labor-Management Relations program. How many positions are currently authorized? How will these Specialists be used? What will be their relationship with Contracting Specialists in the Library's Procurement and Supply organization?

Answer C: There are currently two authorized positions. Contract Administration Specialists will involve themselves with contract negotiations, process grievances and determine whether or not they are grievable under the contract, insure compliance with contracts, provide advisory services to management and first-line supervisors, review union petitions and representation rights, and analyze factual information in connection with unfair labor practice complaints brought by the certified labor organizations. The work of Contract Administration Specialists in the Labor-Management Relations and

Appeals Office has no relationship to the work of Contracting Specialists in the Library's Procurement and Supply Division. These are two separate offices performing separate functions.

Question D: Under the category of management policy you have requested two positions, a staff assistant for the Women's Program Coordinator and the Women's Program Advisory Committee, and a clerical assistant for the Library's Equal Opportunity Office. Tell us why you need these positions.

Answer D: The GS-7 Staff Assistant will provide secretarial support for the Women's Program Coordinator, prepare statistical and periodic activity reports on the Women's Program, and serve as liaison between the Coordinator and the Women's Program Advisory Committee.

The GS-4 Clerical Assistant is required to assist in the transcribing of correspondence, statements of individuals, and recorded interviews which have been conducted by officers and investigators. Timely completion of this workload is critical if the Library is to meet the statutory and regulatory deadlines for the resolution of equal opportunity cases.

Question E: You show $140,000 for 9 positions for the exhibit program. What will these people do?

Answer E: In the exhibit program the nine positions requested will enable the Library to expand and upgrade its exhibit program and provide the Exhibit Office with necessary staffing to present a more professional and comprehensive program. The personnel increases involve: A Fabrication Laboratory Supervisor, a Cabinet Maker and a Plexiglas Fabricator will give the Library the capability of building exhibit cabinets, model mounts and complex Plexiglas fabrication, which will eliminate the need to purchase such items. Such special purpose items cannot readily be obtained in a timely manner on the open market in any case. A Graphics Design Supervisor and Photosilkscreen Technician will provide the capability of designing and producing silkscreen graphics for signs, posters and labels which are needed to show our exhibits to their best advantage. An Exhibits Technician will prepare materials, for example, matting and framing, prior to installation. The Museum Specialist will process museum loan requests, prepare condition reports of the Library's collections before and after exhibition and safeguard the Library against liability suits incurred from other institutions. An Exhibits Specialist will enable the Library to more than triple the number of traveling exhibits available for loan. A Clerk-Typist is required to process the volume of work which already exists and will develop in the expansion and upgrading of the Library's exhibit program.

Question F: How many traveling exhibits do you have now?

Answer F: Presently there are six available for loan and this request would enable us to increase that to 20.

Question G: Under the category of non-personal services there is a request for $60,000 increase for travel and transportation. What is your justification for this increase?

Answer G: An increase of $60,000 is requested to provide for additional travel and transportation of household goods. Included in

this amount is $41,000 in regular travel to enable additional staff members to more effectively perform their duties and to provide for periodic rotation of overseas field directors. Included also is $4,000 for attendance at meetings travel thereby permitting Library staff to obtain the most current information available on various subjects of interest to the Library known to the library community. $4,000 is requested to provide the NPAC travel out of the regional centers. The remaining $11,000 of the increase is to provide for local travel ($1,000) and for transportation of household goods of overseas field directors ($10,000).

American Folklife Center

8. The fiscal 1979 appropriation request for "American Folklife Center" is $684,975 and 11 positions, an increase of $379,935 and 3 positions over the comparable fiscal 1978 level. Of the increase, $11,635 is required to maintain the current level of operations and $368,300 and 3 positions are required to meet growing workload.

Question A: The fiscal 1979 budget request for the American Folklife Center is modest in terms of the overall Federal budget; however, the operating levels proposed for 1979 are more than double that received in 1978. What is the basic reason for such a substantial increase?

Answer A: During the first two years of operation the Center has established its operating procedures within the Library and experimented with techniques and approaches to serving its national constituency. The program is now firmly established, and the demands from the constituency are far beyond the current capabilities of the staff. Significant increases in our budget over the next several years will permit the Center to implement a program that is responsive in every way without becoming overblown. We project a leveling off of budget requests in the early 1980s.

Question B: Does your budget request also include a 100 percent increase in personnel?

Answer B: No, the Center operates on the concept of providing a service to the field, with reasonable staff support. As long as the administrative services of the Library are available, we feel we can continue to depend on a small but versatile professional staff administering a variety of projects and programs. The 1979 budget request includes three positions--a folklife specialist, a research assistant, and a clerk. These staff increases are necessary to enable us to respond effectively to the expanded mandate of our new authorization legislation, upon which our budget request is based.

Question C: Who makes the decision on which projects the Center undertakes?

Answer C: Proposals and ideas come from the staff, Board members, and outside organizations and individuals, but all major projects and cooperative efforts are approved by the Center's Board of Trustees.

Question D: Travel is a very significant item in your budget. Is this necessary?

Answer D: Travel is a very important part of our commitment to provide service to the field and our constituency through consultancies and coordinative leadership. The travel cost associated with Board of Trustee meetings is also included in this item. The Board meets approximately three times a year.

American Television and Radio Archives

9. The fiscal 1979 appropriation request for "American Television and Radio Archives" is $795,100 and 13 positions. There were no funds appropriated for this activity in fiscal 1978. The entire $795,100 and the 13 positions are required to meet growing workloads.

Question A: The budget request for "American Television and Radio Archives" is $795,100. This is a new program in fiscal 1979. Give the subcommittee some background on this request.

Answer A: The establishment and maintenance of an American Television and Radio Archives at the Library of Congress is specifically mandated by Congressional action in the revised Copyright Law of 1976 (Public Law 94-553 - October 1976). But aside from the requirement of the law, it is essential that the Library now establish such an archive if it is to continue to serve reseachers adequately. Television, irrespective of the value and quality of the various programs, is now the most powerful medium of communication in our culture and both reflects and influences our whole society. The study of television materials is essential for a full understanding of contemporary cultural, social, and political history, and will be increasingly so in the decades to come.

Question B: How extensive will the collections be?

Answer B: The Library's television collections will have to be selective in nature, but comprehensive enough to supply a broad basis for historical and social research. While greatest attention will be given to newscasts, news commentaries, panel discussions, and theatrical and cultural events, entertainment programs (such as "All in the Family" or even soap operas) often reflect serious concerns in our nation and will be as important to future generations as 19th century magazines are to present-day historians of that time.

Question C: Why does the Library see the necessity of taping certain programs off the air?

Answer C: There are two reasons for this. First, the Library will need to have available for research certain programs as soon as feasible after the broadcast, without having to wait for long-delayed deposit by the networks. Second, we do not expect that all programs will be automatically deposited for copyright by the networks, or if deposited will arrive in the original broadcast versions. For the first time we have available the technology to make these recordings comparatively cheaply, as well as the legal obligation to do so. The materials recorded off the air will constitute a daily basic record of newscasts and other major events broadcast to the Nation by the three major networks and the Public Broadcasting System (PBS). Moreover, the availability of an off-the-air recording of a program also deposited for copyright will allow us to use one version of the program for archival storage while the other is consulted by researchers. This will ultimately make our preservation program more economical, since

the most evident deterioration in tape or film comes about through repeated playing.

Madison Related Expenses

10. The fiscal 1979 appropriation request for "Madison Related Expenses" is $3,366,500 and 293 positions. There were no funds appropriated for this activity in fiscal 1978. The entire $3,366,500 is required to meet growing workloads.

Question A: This is a new category in your budget. Please explain what this is for.

Answer A: This category is related solely to the costs of occupying the James Madison Memorial Building. The budget does reflect an estimate of $3,366,500 in fiscal 1979. However, the Architect of the Capitol has advised that Library staff will not be able to occupy the building until fiscal 1980.

Question B: Is this later occupancy a slippage in an earlier schedule?

Answer B: Yes. Until very recently we had expected to start occupying the building in fiscal 1979.

Question C: How much of these funds can be deferred to fiscal 1980?

Answer C: We are reducing our request by $2,784,836, including 293 positions, leaving a balance of $581,664.

Question D: What is the balance of $581,664?

Answer D: $313,000 of that is for computer cabling and we are requesting that this amount be placed in the Architect of the Capitol's budget. The remainder of $268,664 is needed to assist the Research Department prepare its collections for the move.

Salaries and Expenses, Copyright Office

The fiscal 1979 appropriation request for "Salaries and Expenses, Copyright Office" is $12,660,500 and 596 positions, an increase of $1,100,000 and 44 positions over the comparable fiscal 1978 level. This increase of $1,100,000 will be offset by additional receipts of $1,100,000. Of the increase, $190,060 is required to maintain the current level of operations and $909,940 and 49 positions--through a comparative transfer, 5 positions were transferred to Salaries and Expenses, Library of Congress--are required to meet growing workloads.

Question A: What has been the impact of the new Copyright law in the past year?

Answer A: Since the President signed the first major revision of the copyright law in 67 years, the Copyright Office has undergone a radical change in all aspects of its operation. At the same time, it had to keep up with an erratically increasing workload.

To bring the Office more in line with its new responsibilities, and to provide a structure which will more efficiently cope with

the new law in years to come, we have put into effect a complete reorganization from the top down. More authority and responsibility has been delegated to the two newly-established Assistant Registers under the Register. The Examining and Cataloging Divisions were reorganized to reflect the new copyright classification system and have adopted a "team" approach which has every indication of successfully handling the work flow. A Records Management Division has been created in response to the emphasis placed by the new law on the records of the Copyright Office as permanent public records.

We are now required to run two major compulsory licensing systems, on jukeboxes and cable television. A division of about 15 people has been set up to handle these functions which include issuing a license for each jukebox in the country, and licensing every cable television operator, and, at specified intervals, collecting and accounting for several million dollars in royalties.

Also, we have embarked on a multi-year program to automate many facets of our operation. The cataloging operation was automated in 1975, but had to be substantially revised. The first step in establishing front-end control over everything that goes through the Office has been made. An automated accounting system has been successfully operating for about three months. The jukebox licensing operation was automated from the start and eventually it is hoped that the cable television application, although conceptually much more complex, will also be automated.

At the same time, the workload was steadily increasing. Instead of the traditional 5% increase we had a final figure of 7.6 percent which, by any standard, is huge. In spite of this, we managed to achieve currency by December 1, but in that month we were deluged. Registrations increased 43 percent over December 1976; Public Office visitors were up by 110 percent and telephone inquiries increased 52 percent; supply and information requests increased 79 percent; outgoing mail increased 119 percent; and television and motion picture claims were up by an enormous 500 percent. Because the public is unfamiliar with the new application forms, we are having to correspond on about 75 percent of the claims. This is additional work for the examiners and has created a tremendous backlog of typing. Our currency rose to five weeks, but we have managed since then to reduce this to three weeks and hope to get it down to two weeks very shortly.

Our sudden growth in staff and workload necessitated that we acquire additional space in an adjacent building. We moved the 36-million card catalog and all of our record books there, along with 76 staff members. That was done after two months of concentrated planning and was completed before the end of the year.

Question B: Tell us about the need for this request.

Answer B: This year's estimates of budgetary needs are based on earlier studies conducted by our planning staff. The underlying rationale is that there will be an increased workload of around 7 percent; this is 2 percent higher than the rate we have experienced in the past few years. It should be emphasized that this is at best an educated guess; we have no way of knowing which kinds of work will actually increase and by how much. It will be several years before a predictable trend is established again and we may have underestimated by a considerable amount.

Question C: What will be the effect of the increased Copyright fee schedule?

Answer C: Our basic fee for registering a claim to copyright has risen from $6.00 to $10.00. Allowing for the uncertainties in predicting registration receipts, we expect to realize an increase of at least $1.1 million in FY 1979 which will completely offset the requested increase in budgetary allocation.

Question D: Are there any areas which require special attention beyond normal workload considerations?

Answer D: The new law requires that two copies or phonorecords of each work published in the U.S. with copyright notice be deposited in the Copyright Office for the use or disposition of the Library of Congress. In addition a copyright owner must make the required deposit within three months of a written demand from the Register of Copyrights. This is in contrast with the former law which merely stated that registration be made "promptly"; this was interpreted by the courts as meaning within the first 28-year term of copyright.

The changes in the mandatory deposit provisions will require a major revision of the emphasis and procedures of the Deposits and Acquisitions (formerly Compliance) Section of the Acquisitions and Processing Division of the Copyright Office. This Section is charged with monitoring and enforcing compliance with the deposit provisions of both the old and new copyright laws. The Copyright Office and acquisitions authorities within the Library agree that the Section should assume a much more active role in identifying and obtaining publications for the Library's collections. This will require nine additional staff, especially professional librarians and library technicians.

The activities of the Deposits and Acquisitions Section not only will result in the timely receipt of publications vital for the use of patrons of the Library of Congress, but also will yield sizeable savings in the Library's acquisition budget and will obtain for the collections many works that would have otherwise been undetected or unaffordable.

Question E: What is the nature of the "special mailings" resulting in an increased request of $40,000 for postage?

Answer E: There is an enormous demand for information about the new copyright law which has resulted in our mailing list growing in number from 2,000 to about 10,000. Each time a new set of announcements concerning proposed rulemaking hearings, new circulars or other relevant information is printed, this material is sent to the mailing list. In addition, our requests for application forms is such that we can scarcely keep up with them. As an illustration, our outgoing mail for the first three months of this fiscal year is up 69 percent over last year, and shows little sign of abating.

Question F: Could you explain the need for the four surveys conducted by HEW?

Answer F: Part of the Register's obligation under Section 108(i) is to maintain a continuing overview of how library photocopying is working, and to make a report at 5-year intervals. HEW conducts a

series of annual nationwide surveys of libraries and they have agreed to append four questions to each of six questionnaires for a total cost of $17,000.

Question G: Please elaborate a little on the need for $75,000 for special studies.

Answer G: The Register is required to conduct these studies under various sections of the new law. In the negotiations leading to the inclusion in the statute of a provision to phaseout the manufacturing clause by 1980, it was agreed that the Copyright Office would make a study to determine whether this would have an adverse impact on the printing trade unions and the printing industries. This study must be started now since it involves actually surveying imports of books, and the data cannot be collected retrospectively at some later date. A major issue in the revision was the status of public broadcasting. Central to this issue is the case of nondramatic literary material which public broadcasters would like to use without specific licenses. There is an understanding that this material will not be subject to compulsory licensing provided the Copyright Office reviews how the system is working and determines whether or not licenses are being granted by authors and book publishers.

Question H: Please review the funding arrangements for this office, including the modifications imposed by the subcommittee last year. How are these arrangements working?

Answer H: The modified funding arrangements went into effect on October 1, 1977. In the four months since then the Copyright Office has received approximately $900,000.00. Most of this money reflects registrations under the old copyright law. The new copyright law went into effect on January 1, 1978, increasing the registration fee from $6.00 to $10.00. It is too early to predict the effect that this increase and other substantive changes to the law will have on receipts for the remainder of the fiscal year.

Salaries and Expenses
Books for the Blind and Physically Handicapped

The fiscal 1979 appropriation request for "Salaries and Expenses, Books for the Blind and Physically Handicapped" is $43,072,700 and 121 positions, an increase of $14,219,000 and 7 positions over the comparable fiscal 1978 level. Of this increase, $3,631,528 is required to maintain the current level and $10,587,472 and 7 positions are required to meet growing workloads.

Question A: The government is spending millions of dollars on reading materials and equipment for handicapped readers. How do we know that machines work and books are in good condition?

Answer A: Quality control, inspection, and review are the answers. To accomplish these ends and fulfill the division's fiscal 1979 objectives five new positions are required to develop and implement appropriate quality control standards for all materials and services. An Electronic Design Engineer will develop and control specifications related to machines, recorded materials, and accessories. Two Quality Control Specialists will inspect and review braille and recorded books and magazines against technical standards prior to

shipment by contractors. In addition, two Production Control Assistants will monitor book and magazine manufacturing operations to ensure economic production and timely and effective distribution of completed materials to network libraries and individual patrons. Products valued at more than $28 million will be affected by the results of these efforts.

Question B: The division is asking for a total of more than $16 million to produce reading equipment. Please be more specific about your plans and what you will acquire with this money?

Answer B: The base of funds allotted for machines in fiscal 1978--$10,243,375--will enable the division to procure 60,000 record players to replace record players acquired for the program prior to 1970. In addition 74,100 cassette players will be procured: 57,100 to provide cassette access to over one-third of the readers who presently have only a record player; 17,000 to replace cassette players with only two-track capability. In addition, 52,000 additional individuals will begin service during fiscal 1979. $5,824,000 is requested to provide them with appropriate cassette and disc playback equipment.

Question C: You publish a variety of publications in large print, recorded, and braille editions. Is it necessary to produce each publication more than one way?

Answer C: Our readership is divided into three parts. People who cannot hold a book or turn its pages require a recorded publication either on disc or cassette. Many who are blind and who read braille require publications in braille. Still others with low vision can use large print publications. To meet these differing requirements, the program makes its magazines, bibliographies, and catalogs available in each of the three formats. For persons using the program we produce regular magazines announcing new books added to the program. These magazines are in the three media. To give readers access to retrospective information, we produce subject bibliographies and catalogs in large print, recorded, and braille editions. The catalogs are biennial compilations of books on disc, books on cassette, books in braille, and books in Spanish. One catalog listing disc, cassette, and braille titles is for younger readers. These catalogs and bibliographies serve the needs of enrolled readers and new participants in the same way as any public library card catalog and periodical guide. We regard the production of publications as essential to fulfilling the mandate of the program. Unless the users know what materials are in the collection, they cannot use the books and machines provided.

Question D: You are asking for a significant percentage increase in your research and development budget--$224,500. How do such monies benefit providing the machines and books that handicapped people need?

Answer D: The division's research and development is closely tied to service needs of handicapped users. The present funds, one percent of the total budget, are allocated carefully among projects that benefit the program either through immediate improvements and refinements or through providing changes in program direction. For example, the division's continuing concern for identifying and adopting technological advances that will stabilize production costs for braille books and magazines is beginning to bear fruit. Recent or

current projects show promise for speeding up the time for producing braille master plates and thereby reducing production costs directly; for providing almost instant braille copies of scholarly research materials needed by blind researchers, teachers, and the like; for reducing the bulk of braille with a similar reduction in storage space if braille can be easily transcribed in machine readable form and inexpensively duplicated and stored on ordinary cassettes. Future possibilities include tying some or all of these translation, production, and storage techniques to high-speed telecommunications transmission and thereby improving distribution channels from producers to libraries and/or the ultimate users and making it possible to respond promptly and efficiently to user requests.

Collection and Distribution of Library Materials (Special Foreign Currency Program)

The fiscal 1979 appropriation request for "Collection and Distribution of Library Materials (Special Foreign Currency Program)" is $3,860,100 and 10 positions, an increase of $418,900 over the comparable fiscal 1978 level. Of this increase, $401,900 is required to maintain the current level and $17,000 is required to meet growing workloads.

Question A: In what ways do overseas offices serve American libraries?

Answer A: The overseas offices supply to participating libraries publications which are then available on inter-library loan to any American library. These publications are supplied at almost no cost to the participants and being purchased with local currencies result in substantial savings in the United States balance of payments. Many of the publications would not be available at any price without on-the-spot representation. Producing the preliminary cataloging overseas, greatly reduces the processing costs and also facilitates the cataloging of publications in little known languages for which it would be extremely difficult in the States to recruit qualified staff. It is also possible for the overseas offices to print the copy for the Library of Congress printed card in scripts which cannot be easily handled or handled at all in some cases in the United States.

The various Accessions Lists which are published by the overseas offices serve as the only current bibliographic record for the countries covered for libraries throughout the world.

There are thirty-six American research libraries participating in one or more of the Special Foreign Currency Programs and an additional 284 libraries receive selected publications in English from the Pakistan and New Delhi offices.

Question B: How much longer will Special Foreign Currencies last in the countries where the Library of Congress has programs?

Answer B: The Library presently has programs in Egypt, India, and Pakistan. The best estimates available from the State Department indicate that Egypt will probably lose its excess currency designation within the next two or three years, i.e. fiscal 1980 or fiscal 1981. India will probably remain an excess currency country for six to eight years; Pakistan, barring radical changes, for about twenty-five years.

Question C: What does the Library expect will happen to the Special Foreign Currency program when the SFC funds run out?

Answer C: We anticipate that the participating libraries will contribute funds to continue cooperative acquisition programs similar to that operated in Jakarta, Indonesia. We hope that National Program for Acquisition and Cataloging funds will be appropriated to finance the administrative costs and the cost of acquiring publications for the Library. The participants will pay the purchase price of their copies and their share of the overhead. The present size of the programs will be scaled down since most participants will be more selective in their acquisition policies.

Collection and Distribution of Library Materials
(Special Foreign Currency Program)

Question D: What steps are being taken by the Library of Congress to prepare for the day when special foreign currencies are exhausted?

Answer D: The three offices are preparing cost studies for each phase of their programs. The Library is discussing with the participants their views on a dollar funded cooperative program and the extent to which they may be able to support such a program. The Library is also examining operations which might be transferred to the remaining SFC offices particularly to Pakistan where we expect the funds to be available for the longest period.

Question E: At the present time is it possible for any operations financed by NPAC to be accomplished by one of the Special Foreign Currency programs?

Answer E: At the present time the Pakistan Office is printing and distributing the Accessions List: Eastern Africa and the Accessions List: Southeast Asia thus saving the NPAC Regional Acquisition Centers in Nairobi and Jakarta this cost (see below). We also try to acquire items of equipment and furnishings needed by NPAC offices through the Special Foreign Currency Offices when such items are available and can be exported under the respective laws of the host country. We utilize SFC funds whenever possible for travel. The New Delhi Office does the microfilming of Indonesia newspapers and official gazettes. There are no further operations which can be transferred from an NPAC to an SFC Office at the present time.

Accessions List: Eastern Africa		
Printing	$14,300	
Postage	9,900	$24,200
Accessions List: Southeast Asia		
Printing	$16,900	
Postage	16,800	33,700
Total savings to NPAC U.S. dollar costs		$57,900

Furniture and Furnishings

Regular

1. The fiscal 1979 appropriation request for "Furniture and Furnishings - Regular" is $1,476,200, an increase of $659,500 over the comparable fiscal 1978 level. A decrease of $503,500 in the required amount to maintain the current level of operations is a partial offset against the increase of $1,163,000 which is required to meet growing workloads.

Question A: How much of your request for furniture and equipment is directly related to additional positions requested? What average figure is used for outfitting each new position?

Answer A: A total of $250,000 -- $73,000 for typewriter and $177,000 for furniture and equipment is to outfit the 233 new positions requested for 1979, the average cost being $760 per position.

Question B: For 1979 you are requesting $204,550 for typewriters. How many typewriters will this sum buy? Of these how many are needed for: (1) new positions and (2) replacements?

Answer B: 335 typewriters can be purchased, of which 119 are for new positions and 216 are for replacement requirements.

Question C: Could you give some examples of the types of computer related equipment that is proposed to be purchased in 1979?

Answer C: Full-text transmission equipment, an extended character set terminal, high speed communication devices, and microprocessors are examples of equipment that will be needed for the expansion of communications systems and distributed processing activities.

James Madison Memorial Library Building

2. The fiscal 1979 appropriation request for "James Madison Memorial Library Building" is $7,979,000, an increase of $1,765,000 over the comparable fiscal 1978 level. The entire $1,765,000 increase is required to maintain the current level of operations.

Question A: Has there been any change in the Library's plans for vacating rental space when the Madison Building is completed?

Answer A: The Library still plans to vacate most rental space after the Madison Building is occupied, but some work space will be retained in Building 159 at the Navy Yard Annex as well as low-cost storage space in one or two leased buildings.

Question B: Please explain your request for fiscal 1979 for an additional $7,750,000 for furnishings for the Madison Building.

Answer B: The 1979 request consists of five items:

(1) Compact bookshelves An increase of $1,500,000 from earlier appropriations needed to complete the procurement of this special shelving for the Music Division. Actual bids for the installation in the Law Library were considerably higher than anticipated.

(2) Carpeting A further increase of $250,000 to permit a change from roll carpet to carpet tiles to accommodate installations coordinated to the building schedule.

(3) Special purpose furniture A further request of $1,500,000 for this special category to add items deferred from our budget request in fiscal 1976.

(4) Office furniture A continuation of last year's request which was deferred in part. This $4,000,000 budget item is to provide work stations and typical office furniture that will be compatible with the new building and that is expected to increase work efficiency and improve staff productivity.

(5) Contingency An item of $500,000 to cover unforeseen needs and price increases.

Question C: Has there been any change in the date you expect to move into the Madison Building?

Answer C: The Architect of the Capitol tells us the building will be completed late in calendar year 1979 so we can plan our moves to begin early in calendar 1980.

Question D: How does this date affect your budget planning?

Answer D: Our budget requests for furniture and furnishings for the Madison Building began in fiscal 1973 and have been timed with projected occupancy dates in mind. They have also taken into consideration the time required to order and manufacture various types of furnishings. As completion dates have been deferred, some funding has also been deferred, but we are now at the period when we shall need funds if we are to procure furnishings in time to move into the building. Most procurements require at least six to mine months for production, so funds will be required during fiscal 1979 to meet the move schedules of early 1980.

Question E: Will all of the office furniture in the Madison Building be purchased new?

Answer E: In order to achieve a proper appearance for offices in the new building we plan to furnish most of the building with new furniture, but we have surveyed existing furniture and will move any that is in good condition and compatible with the new offices. We estimate that existing furniture of some $2 million in value can be moved and used in the Madison Buidling.

Question F: How will you procure these new furnishings?

Answer F: Through standard Government procurement procedures, mostly by competitive bidding.

Question G: How far has your procurement proceeded at this time?

Answer G: Our major contract to date is for compact bookshelving for the Law Library collections. This procurement has obligated all funds appropriated to date for this category of furnishings ($5,350,000). In addition, we have ordered some special purpose audio equipment and some conventional bookshelving.

Question H: Do you expect to obligate all funds during fiscal 1979?

Answer H: With the projected occupancy date of early 1980 we shall need to obligate nearly all appropriated funds during fiscal 1979.

Question I: Will there be a request in fiscal 1980 for additional funds?

Answer I: Yes, we have deferred until the fiscal 1980 request some items of special purpose equipment that can be bought quickly or will not be needed until late in the schedule of moves. The amount anticipated for the 1980 request is $500,000, but this might have to be greater if any of the fiscal 1979 request is deferred or if costs for procurements have increased more than have been anticipated in our budget planning.

Question J: Please consider carefully whether any of the funds requested in fiscal 1979 might be deferred until 1980.

Answer J: It would be possible to defer $1,625,000 of the $7,750,000 request until the fiscal 1980 budget.

Salaries and Expenses, Congressional Research Service

The fiscal 1979 appropriation request for "Salaries and Expenses, Congressional Research Service" is $26,379,000 and 862 positions, an increase of $3,388,000 and 49 positions over the comparable fiscal 1978 level. Of this increase, $1,655,005 is required to maintain the current level of operations and $1,732,995 and 49 positions are required to meet growing workloads.

Question A: Please tell the subcommittee about some of the studies of the Congressional Research Service conducted in 1976, the recommendations and your response?

Answer A: The highlights of our actions in response to study recommendations, principally those of the Hughes Commission in the Senate and the Brooks Commission in the House, have been appended to my prepared testimony and inserted elsewhere in this record. These are in the five general areas of Liaison with Congressional Clientele; Administrative Procedures and Organizational Changes; Improvement of Research Effectiveness and Capabilities; Service and Product Evaluation and Priorities; and Relationship with Other Support Areas and the Intellectual Community.

I would like to speak specifically about liaison with congressional clientele--our outreach program. An early order of business when I became Director in January 1977 was to recruit a Coordinator to head a newly created Office of Member and Committee Relations to expand and improve relations between the Service and the Congress.

We are deeply involved in a stepped up briefing and seminar/workshop program. For example, some members have reflected to me, and we found this true in the surveys we have made, that they are concerned whether their legislative assistants are properly utilizing

CRS, whether they understand our rules and regulations. Therefore, we have initiated a Legislative Assistants Institute where we have now briefed more than 250 LA's. The one day briefing comprises information on CRS services, capabilities and limitations; and give LA's a comprehensive understanding of basic reference and research techniques. Initially we look to having at least one "graduate" in each Member office; in a reasonable time I would hope that every legislative assistant on the Hill will have received this basic briefing. With such training LA's will be able to do more reference and quick research work in their own offices; members will receive the products more quickly and CRS will be better able to support LA's.

Seminars are also increasingly being held on substantive issues for Members and committee staff members. Not only do these seminars broaden Member and staff understanding of policy issues before Congress, they also often result in printed reports to a broader audience. In that regard we have begun to produce audio cassettes including highlights of the seminars for those who could not attend, and we are experimenting with video cassettes for the same purpose.

Question B: You are requesting rather substantial increases in the travel budget. How does your fiscal 1979 travel budget compare with other Legislative Branch analytical agencies such as the General Accounting Office, the Office of Technology Assessment and the Congressional Budget Office? How does it compare with the Federal Office of Management and Budget? Please answer with a table.

Organization	Fiscal 1979 travel budget 1/	Fiscal 1979 permanent full-time positions 1/	Travel dollars per position
CBO	$ 53,500 2/	208	$ 257
CRS	197,100	862	229
GAO	12,383,000	5,542	2,234
OTA	96,000	130	738
OMB	465,000	550	845

1/ U. S. Office of Management and Budget. The Budget of the United States Government, FY 1979. Appendix. Washington, For sale by by the Supt. of Docs., U. S. Govt. Print. Off., 1978. p. 17, 31, 43, 48, 72.

2/ U. S. Congress. Senate. Committee on Appropriations. Subcommittee on the Legislative Branch. Legislative Branch appropriations for fiscal year 1979. Hearings, 95th Congress. 2d session. Part 1 - Justifications. Washington, U. S. Govt. Print. Off., 1978. p. 257.

Question C: Why does CRS need $865,000 for professional and consultant services?

Answer C: The Legislative Reorganization Act of 1970 gave CRS broad authority to utilize the services of experts and consultants to prepare policy research studies requested by Members and committees when the Service would otherwise be unable to fill these requests because of time constraints or the degree of specialization involved. In its final report, the Commission on the Operation of the Senate

urged us to "make more use of contracts with outside experts to obtain information needed by congressional committees and to supplement CRS personnel."

For example, CRS supplemented its internal resources in fiscal 1977 with actuarial analyses of health and social security costs; cost projections for nuclear fuel reprocessing; a study of Federal housing programs; a study of the effect of the drought on Western states; and a study of corporate stock voting rights.

Our request for research positions in fiscal 1978 was denied and very few of the positions for which we request funding in fiscal 1979 are for analysts. Yet, as I have testified, the amount of indepth research we are called upon to perform continues to grow at a steep rate.

Question D: How was this increase of over $200,000 calculated?

Answer D: To partially compensate for growth in demand without corresponding growth in resources, we calculated the number of major projects (ten or more staff days of research time) that the research positions we were not granted in fiscal 1978 would produce in a year. The cost of using consultants (who require no space or facilities, and who are not a permanent expansion of our staff) to perform the calculated number of major projects would be $204,500.

Question E: Who will receive these funds?

Answer E: CRS makes contractual arrangements with individuals, and education and research organizations. In fiscal 1977, for example, CRS had 121 contracts with 117 contractors at an average cost of $4,802. Sixty-three contracts related to projects for committees, 7 to projects for members, and 55 to Congress-wide projects.

Question F: You are requesting increases of more than $500,000 in data base subscriptions and books and library materials. How do you justify such sizeable increases?

Answer F: Two factors are involved in these requests. First, we have had great success with our existing Reference Centers which not only bring our services closer to our Member clients, but also enable us to move large volumes of quick response work to the Centers, relieving the pressures on our Library-based facilities. This quick response capability is heavily and increasingly dependent on the availability, in the Centers, of access to a wide variety of data bases through computer terminals. As the number of requests filled in the Centers increases, the charges for data bases increase correspondingly, since these are usage charges.

In addition, each Center must be fully stocked with basic reference books and a wide variety of periodicals. Incidentally, more than two thirds of the "books and library materials" account consists of periodicals. Furthermore, these are not unnecessary duplications of material found elsewhere in the Library. Rather they are a working resource for congressional staff and CRS staff.

The second factor leading to the projected increase in data base usage charges is the increased sophistication of Hill staffs and of the policy analyses requested. Faced with rapidly growing workload

in this area without a corresponding staff increase, our current research analysts must make increasing use of econometric models and other data base tools to "stay even."

Question G: You mentioned ISIS, your new management information system, which apparently automates information about congressional requests. What steps have you taken to assure security of this sensitive information?

Answer G: The Inquiry Status Information System (ISIS) is designed to replace our existing manual inquiry control system and our current outmoded automated information processing techniques. From the outset we have been acutely aware of the necessity for maximum security in handling individual congressional requests. To that end ISIS will shortly be put into operation on an independent, stand-alone minicomputer located within the Senate Computer Center, where rigorous security measures are enforced.

Access to ISIS will be only by "hard-wired" terminals. Hardwire means that access to the computer is direct rather than by a leased telephone line, which might conceivably be "tapped." Further, the only terminals which can access ISIS will be in CRS and in the computer center. No one else, (not even Member offices!) can use other terminals to reach ISIS. Finally, ISIS is not connected to any other Library computer system so that there can be no accidental or deliberate crossover to inquiry information.

Given the incentive and unlimited financial resources almost any computer system, like any bank vault, can be penetrated. In our judgment we have taken every possible step to preserve the inviolability of ISIS.

Question H: Regarding the 813 positions available for the Congressional Research Service in fiscal 1978, to what extent have these been fully funded in fiscal 1979? In other words, what lapse rate are you using in fiscal 1979 for 813 positions?

Answer H: The fiscal 1979 request is for 93.94 percent of the cost of the 813 positions available for fiscal 1978. This is a lapse rate of 6.06 percent.

Question I: Is this realistic?

Answer I: A lapse rate this high is only realistic in the short run, and is only sustainable during periods of rapid staff growth. A rate of about 3 percent is more in consonance with normal staff turnover. Even with a 3 percent lapse rate, in the event of abnormally low turnover, filling of most vacancies must be delayed in order to save funds.

In order to accommodate a 6 percent lapse, one of the imbalances created by the rapid growth of CRS staff and the even more rapid growth of CRS workload, some positions must be "frozen" to recover the lapse. Either delays in filling or freezing vacancies clearly affect CRS' ability to provide timely responses in understaffed areas.

Question J: What lapse rate are you using for the 49 new positions in fiscal 1979?

Answer J: Full funding is requested for the 49 new positions requested in fiscal 1979. Seventeen of these positions are already on the staff in indefinite status; in order to maintain our current service to Congress in these areas, the 17 positions are needed on a permanent basis. The need for the remaining 32 positions is immediate.

Pay Raise Supplemental

Question: Do you have a fiscal 1978 supplemental request for the October 1977 pay raise?

Answer: Yes, we are requesting a total of $5.8 million in all appropriations for the Library. We are offering $45,800 for possible administrative absorption at this time. We have an analysis of increased pay costs in fiscal 1978 for insertion into the record.

LIBRARY OF CONGRESS

Supplemental for Pay Costs
Fiscal Year 1978

The Library of Congress is seeking a supplemental appropriation in fiscal year 1978 to cover the cost of pay raises.

Increased pay costs are the result of a pay raise for General Schedule employees in October 1977 and a pay raise for Wage Board employees effective in October and November 1977. The total cost of these raises in fiscal 1978 is estimated to be $5,845,800 of which $45,800 can be absorbed. The Library is unable to offer any additional absorption for the pay increases at this time. However, we will continue to monitor our obligations and advise the Committee of any possible absorption which can be made prior to mark-up of the Bill.

ANALYSIS OF 1978 INCREASED PAY COSTS
LIBRARY OF CONGRESS

Organizational unit and account title	Increase in direct pay and other related cost of this agency: Direct pay	Increase in direct pay and other related cost of this agency: Related cost	Amounts to be paid to other accounts that are not absorbed administratively	Net absorption: Possible by administrative action	Net absorption: Requiring increase in limitation	Net absorption: Total	Additional appropriation required
Salaries and Expenses, Library of Congress	$3,339,000	$333,000	$ ----	$ ----	$ ----	$ ----	$3,856,000
Wage board	167,400	16,600	----	----	----	----	
Salaries and Expenses, Copyright Office	559,000	56,000	----	----	----	----	615,000
Salaries and Expenses, National Commission on New Technological Uses of Copyrighted Works	18,000	1,800	----	19,800	----	19,800	----
Salaries and Expenses, Congressional Research Service	1,089,500	106,500	----	----	----	----	1,196,000
Salaries and Expenses, Books for the Blind and Physically Handicapped	113,000	11,000	----	----	----	----	133,000
Wage board	8,500	500	----	----	----	----	
Collection and Distribution of Library Materials (Special Foreign Currency Program)	15,000	1,500	----	16,500	----	16,500	----
Furniture and Furnishings	8,700	800	----	9,500	----	9,500	----
Total:							
Civ. Stat. pay systems	$5,142,200	$510,600	----	$ 45,800	$ ----	$ 45,800	$5,607,000
Wage board	175,900	17,100	----	----	----	----	193,000
Total, all pay increases	$5,318,100	$527,700	----	$ 45,800	$ ----	$ 45,800	$5,800,000

COPYRIGHT ROYALTY TRIBUNAL

STATEMENT OF THOMAS C. BRENNAN, CHAIRMAN
ACCOMPANIED BY FRANCES GARCIA, COMMISSIONER

BUDGET REQUEST

Senator SASSER. The last item on the agenda today is the fiscal year 1979 budget for the Copyright Royalty Tribunal.

The request for fiscal year 1979 is an amount of $935,000, an increase of $192,500 over the fiscal year 1978 level.

We are pleased to have with us today the Chairman of the Tribunal, Mr. Thomas Brennan. Mr. Brennan has had a long association with the Subcommittee on the Judiciary before being nominated by President Carter as Senior Commissioner of the Tribunal. Mr. Brennan is accompanied by Frances Garcia, who is also a member of the Tribunal and who chairs the Tribunal's Budget Committee.

You may proceed.

Mr. BRENNAN. Thank you, Mr. Chairman.

I have a very brief opening statement.

After more than a decade of legislative activity, the bill for the first general revision of the copyright law since 1909 was passed in the final days of the 94th Congress, and signed by President Ford on October 19, 1976. However, most provisions of the Act did not become effective until January 1, 1978. The Copyright Royalty Tribunal convened for purposes of the statute on December 1, 1977.

COMPULSORY LICENSING

The dominant trend in the legislative history of the copyright bill was the utilization by the Congress of compulsory licensing as the means of balancing the rights of the creators of copyrighted materials, and the needs of the users of such materials. Without recourse to the scheme of compulsory licensing, it is doubtful if the copyright bill could have been enacted.

Under the statutory compulsory licenses, any qualified person may make use of a copyrighted work without obtaining the permission of the copyright owner, provided the user observes certain requirements, the most important of which is the payment of a royalty fee.

Having established several systems of compulsory licenses, it became necessary for the Congress to provide a mechanism whereby the royalty rates could be determined and periodically adjusted, and the royalty fees could be distributed among the copyright owners who submitted claims for the use of their works. It was primarily for these purposes that the Copyright Royalty Tribunal was established.

The schedule of the royalty rate proceedings before the Tribunal is established in the Copyright Act. The first such proceeding, currently in progress, involves the use of certain categories of copyrighted works by public broadcasting.

The Copyright Royalty Tribunal is composed of five Commissioners nominated by President Carter with the advice and consent of the Senate. Our total personnel of the Copyright Royalty Tribunal is 10—that is, the five Commissioners and the five personal assistants.

BUDGET REQUESTS

The budget of the Tribunal for fiscal year 1978 was prepared for us by the Library of Congress since the Tribunal was not yet constituted. The budget request for fiscal year 1979 had to be transmitted to the Office of Management and Budget prior to the convening of the Tribunal, and thus the Commissioners had to make judgments as to budget items in the absence of any prior agency record as to the level of expenditures.

After convening on December 1, the Commissioners decided to briefly defer personnel decisions, and particularly the composition of the professional staff, until a more informed judgment could be made, taking into account the volume and complexity of the royalty rate and distribution proceedings and the experience of other regulatory agencies. As of now, the process of refining personnel guidelines and job descriptions is still in progress.

Thank you.

QUESTIONS AND ANSWERS

Senator SASSER. Thank you, Mr. Brennan. We are operating under very, very severe time constraints today. We have about 50 questions which we want to propound to you. We will ask you to respond to these questions in writing at your earliest possible convenience.

Mr. BRENNAN. We will be most happy to.

BUDGET REQUEST INCREASE

Senator SASSER. I might ask one. You are asking for a 26 percent budget increase this year?

Mr. BRENNAN. Yes, sir.

Senator SASSER. The average increase requested in this bill is 8 percent. Why should the subcommittee approve such a large increase for funds for a budget that includes only one new position?

Mr. BRENNAN. I think our position is somewhat different than the other agencies in that this is the first budget request which we have made on our own behalf. The budget for the existing fiscal year was prepared for us by the Library of Congress. So this is the first occasion when the commissioners have had the opportunity to some extent to take part in the formulation of our budget request.

You are correct, we are asking for only one additional position in the budget. However, the largest single increased item, almost $55,000, has to do with the reclassification of certain of the positions in the existing budget.

The Library of Congress in requesting, and the Congress in approving 18 positions in the current budget made the customary

assumptions as to how many of those slots should be professional and how many clerical.

The Commissioners, in reviewing that disposition, have come to the conclusionthat because of the nature of our work, most of these positions should be of a professional nature and relatively few of a clerical nature. That accounts for the largest single item.

Another major source of the increase has to do with the cost of hearings. The Library of Congress apparently did not include that in the previous budget request.

STAFF

Senator SASSER. What is your present staff and designate which of the staff are professional and which are clerical?

Mr. BRENNAN. The total staff at the present time is five. All five of those positions are GS–9s. They are personal assistants to Commissioners.

Senator SASSER. All the present staff now is professional?

Mr. BRENNAN. No, all of the existing staff would be classified clerical or administrative.

The Commissioners are in the process now of formulating job descriptions and conducting interviews with respect to the appointment of the professional staff. There have been no appointments made as yet to the professional staff.

Senator SASSER. You have no professional staff now?

Mr. BRENNAN. At the present time we have no professional staff.

Senator SASSER. What you have is clerical staff?

Mr. BRENNAN. Essentially, yes.

QUESTIONS AND ANSWERS

Senator SASSER. We would ask you, Mr. Brennan, to respond to these questions as quickly as possible.

Mr. BRENNAN. We would be glad to.

[The following questions were not asked at the hearing, but were submitted to the Copyright Royalty Tribunal for response subsequent to the hearing:]

COPYRIGHT ROYALTIES

Question: Please tell the Subcommittee how are the royalties raised and disbursed?

Answer: The statutory functions of the Copyright Royalty Tribunal (CRT) may be grouped in two general classifications: 1.) the periodic review and possible adjustment of copyright royalty rates, and 2.) the resolution of disputes concerning the distribution of certain copyright royalties.

The royalties are paid by cable television systems, public broadcasting, jukebox operators, and the manufacturers of records for the use of certain copyrighted works pursuant to the statutory compulsory licenses established in the Copyright Act. The copyright fees paid by public broadcasting entities and the manufacturers of records flow directly from the user of the copyrighted works to the owners of such works or their authorized representatives. The cable television royalties and the jukebox royalties are distributed according to a formula determined in the event of a controversy by the CRT. Copyright owners whose works have been utilized by cable television and jukebox operators file claims with the CRT.

Question: If Johnny Cash cuts a record, what copyright royalties would he receive?

Answer: Johnny Cash is one example of talented individuals who perform several different roles in the music industry. As a composer or lyricist, he would receive copyright royalties for his efforts from the users of his works. If he is functioning in the role of a music publisher, he would receive the publisher's share of certain royalties. He would not receive any copyright royalties directly as a recording artist or as a manufacturer of records from the users of his records since such payments are not required under existing copyright legislation.

Question: If a jukebox plays a record, what royalties must be paid, and who receives those royalties?

Answer: As of January 1, 1978, the operators of jukeboxes who wish to utilize the compulsory license provided for the use of copyrighted works must make an annual payment of $8.00 per box. These fees will eventually be distributed principally by the three major performing rights societies, American Society of Composers, Authors and Publishers (ASCAP), Broadcast Music, Inc. (BMI) and SESAC.

Question: What is the current status of the proposal to require broadcasters, jukebox operators, and other commercial users of records and tapes to pay a copyright

royalty to the recording artist and record label?

Answer: The proposed creation of a performance royalty in records and tapes was one of the most contested issues during the Congressional consideration of the legislation for the general revision of the copyright law. No such right was established in the new Copyright Act, but the Register of Copyrights was directed to further analyze the issue and to submit a report to the Congress.

Question: Tennessee has become one of the principal American music centers. What activities of your agency will influence the development of music related industries in Tennessee?

Answer: The activities of the Copyright Royalty Tribunal, and particularly the periodic review and possible adjustment of royalty rates will have an economic impact on many aspects of the music industry, both creative and user.

COPYRIGHT ROYALTY TRIBUNAL STAFFING

Question: I understand that the Congress intended that the Commissioners should perform their own professional work. Why is the Copyright Royalty Tribunal requesting funds for professional positions?

Answer: Senator John L. McClellan was the first member of Congress to conceive the concept of a Copyright Royalty Tribunal as a useful mechanism for the resolution of certain difficult copyright problems. Under Senator McClellan's proposal, which was passed by the Senate in both the 93rd and 94th Congresses, the CRT would not have had a permanent membership, but would have consisted of several ad hoc panels of members selected from the American Arbitration Association. Under the Senate bill, the Library of Congress was authorized to furnish administrative support and the Tribunal was authorized to hire temporary employees for particular proceedings before the agency.

During the consideration of the Senate bill in the House of Representatives, the bill was amended to provide that what is now the CRT should consist of members appointed directly by the President for specific terms. House Report 94-1476 provides that Commissioners "are expected to perform all professional responsibilities themselves, except where it is necessary to employ outside on a consulting basis." The House Report further states that "the President shall appoint members of the Commission from among persons who have demonstrated professional competence in the field of copyright policy." Of the five Commissioners nominated by the President, only one has previous experience in copyright policy matters.

Prior to the completion of legislative action on the Copyright Act, the Library of Congress prepared and transmitted the Fiscal Year 1978 budget request for the CRT. This budget request included funding for four professional positions. The budget request, including the funding for professional positions, was approved by both the House and Senate Appropriations Committees and thus funds for hiring professional staff are currently available to this agency.

Question: How is the staff hired? Are they covered by the merit system?

Answer: Section 805 of the Copyright Act provides that "The Tribunal is authorized to appoint and fix the compensation of such employees as may be necessary." The only employees hired to this date are the personal assistants to the Commissioners. Each Commissioner determined the procedure for selecting the personal assistant. The Copyright Royalty Tribunal is currently considering the qualifications of candidates who have applied for the position of Administrative Officer. The announcement of this position has been widely circulated and the most qualified person will be appointed. A similar process will be followed in filling other staff positions.

Question: What kind of legal counsel do you have available to the Tribunal? What are the needs in this area?

Answer: The Commissioners determined that it would be in the best interest of the agency to defer any action concerning the possible appointment of an attorney until the Commissioners could further study the Congressional intention concerning the operations of this agency, the nature and volume of professional responsibilities anticipated, and the practices of other agencies.

Question: What kind of accounting staff is available to the Tribunal? Is this adequate?

Answer: The Commissioners have deferred any action concerning the apointment of an accounting staff until more information becomes available concerning the timing, nature and volume of roylaty distribution proceedings.

Question: How many positions are funded in FY 1978? How many are requested for FY 1979? Please list the position titles and salaries for FY 1978 and FY 1979.

Answer: Under the fiscal year 1978 budget, 18 positions are funded. One additional position is requested for fiscal year 1979, for a grand total of 19 positions. As can be seen by the following breakdown, the majority of the clerical positions have been upgraded to professional staff.

POSITIONS, FISCAL YEAR 1978

	Grade	Salary
Commissioner	GS-18	$ 47,500
Commissioner	GS-18	47,500
Commissioner	GS-18	47,500
Commissioner	GS-18	47,500
Commissioner	GS-18	47,500
Attorney	GS-14	28,725
Administrative Assistant	GS-13	24,308
Accountant	GS-13	24,308
Accountant	GS-11	17,056
Accountant	GS-11	17,056
Secretary	GS-9	18,108
Secretary	GS-9	18,108
Secretary	GS-9	18,108
Secretary	GS-9	18,108
Secretary	GS-9	18,108
Clerk	GS-6	12,024
Clerk	GS-6	12,024
Clerk	GS-6	12,024
18 Positions		$475,565

POSITIONS, FISCAL YEAR 1979

Commissioner	GS-18	47,500
Commissioner	GS-18	47,500
Commissioner	GS-18	47,500
Commissioner	GS-18	47,500
Commissioner	GS-18	47,500
Attorney	GS-13	29,835
Administrative Officer	GS-13	28,623
Attorney	GS-12	24,070
Attorney	GS-12	24,070
Accountant	GS-12	24,070
Accountant	GS-12	24,070
Economist	GS-11	23,739
Economist	GS-11	23,739
Secretary	GS-9	19,617
Secretary	GS-9	19,617
Secretary	GS-9	19,617
Secretary	GS-9	19,617
Secretary	GS-9	19,617
Clerk Typist	GS-6	12,211
19 Positions		$550,012

The Commissioners have concluded that this breakdown is a reasonable and workable approach which will assist the Tribunal in arriving at a functional role.

Question: How many positions are currently filled? Could the request for a FY 1978 pay raise supplemental in the amount of $16,500 be eliminated?

24-128 O - 78 -- 24

Answer: Currently ten positions of the 18 are filled. They consist of five Commissioners and a secretary to each of the Commissioners. Since the Commissioners were not administered the oath until November 10, 1977 and as of present no staff with the exception of the secretaries has been hired, the $16,500 pay raise supplement for fiscal year 1978 can possibly be eliminated.

INGRADES AND REALLOCATIONS

Question: You are requesting $65,111 for ingrades and reallocations. What are reallocations? How much is for ingrades? For allocations? Give the details for the record, please.

Answer: The 1978 budget as prepared by the Library of Congress allowed for several clerical positions. The Commissioners have met with several other agencies of a similar structure and after much discussion agreed to upgrade the majority of those clerical positions to allow for additional professional staff. The entire $65,111 is for an upgrading of those positions.

After the Tribunal conducted several days of hearings it was apparent to each of the Commissioners that the individuals the Commissioners would be dealing with; that is the performing right societies, and those representing noncommercial broadcasting, cable T.V., jukeboxes and phono record distribution, are very competent and sophisticated in this field.

At present, four of the Commissioners are new to the copyright field. One of the ways that they will be able to become more knowledgeable in this complicated area and to fulfill their responsibilities and duties as charged by the Revised Copyright Act of 1976, is to hire a staff of competent professionals to assist them -- so that they may, in return, be able to render competent service, as well as be easily accessible to those involved. Each one of the Commissioners is determined to do the best job possible, but in order for them to accomplish that objective, they themselves, need to become sophisticated, as well as knowledgeable in this field. To accomplish this task, staff is needed. To obtain staff, this request has to be approved.

TRAVEL BUDGET

Question: You are asking for a $6,000 increase in the travel budget, for a total of $18,000. How necessary is this increase for an agency of only eleven employees?

Answer: The increase of $6,000 in the travel budget takes into consideration that if this Tribunal is to function in a professional manner and is to fulfill its charge as mandated by this Congress, it needs to become proficient and sophisticated with this subject matter as

soon as possible. Therefore, the Tribunal will be making itself accessible to those industries and individuals with a vested interest in copyright royalty matters by conducting hearings in those areas in which the music industry is concentrated, for example, Nashville, Tennessee, New York City and Los Angeles.

In addition, the Commissioners will also be attending seminars and workshops which will assist them in becoming sophisticated as well as knowledgeable in the copyright royalty field.

Onsite visits to the establishments of the industries and individuals concerned with copyright royalties are also anticipated. Only by having a better understanding of the involved operations will the Commissioners be able to make decisions and rulings on a more informative basis.

OFFICE SPACE

Question: You are seeking an increase of $18,000, for a total of $58,000 in FY 1979 for rental of office space. Why do you need $58,000 for office space for 19 people? How many square feet of space does this provide per person? How does this compare with GSA standards in terms of quality and amount of space?

Answer: When the Library of Congress contracted for the Tribunal's present space, it was recognized that additional space would be required to accommodate the total budgeted staff of the Tribunal. The Library of Congress secured an option for additional space of 3000 square feet, which is adjacent to the present location, which consists of 2600 square feet. In addition to the staff space requirements, a hearing room to accommodate approximately 75 people is needed. This room will also be used as a conference room. Storage space, reproduction and library facilities are also required. The additional footage, while essential, will barely be adequate to accommodate the expanding operation of the Tribunal.

HEARINGS

Question: You are requesting $35,000 for hearings in FY 1979. The FY 1978 budget for this activity is zero. How do you justify an increase of this magnitude?

Answer: The Cost of Hearings item was inadvertently left off the original budget as prepared by the Library of Congress.

This item will include expenses incurred for transcribing the hearings, rent for hearings rooms, and all related expenses.

The Copyright Act of 1976 charges the Tribunal to hold hearings as they pertain to compulsory licenses on

copyrighted works for the areas of the Tribunal's responsibility -- noncommercial broadcasting, cable T.V., jukeboxes and phono records. Hearings will also be required for the distribution of the funds collected on cable T.V. and jukeboxes. As the Tribunal goes into operation this coming year, it is expected that several hearings will take place.

The hearings fall into three categories:

1. Rule making proceedings (there will be several of these hearings)
2. Royalty rate determination proceedings
3. Distribution proceedings

PROFESSIONAL AND CONSULTANT SERVICES

Question: You are requesting $50,000 for professional and consultant services in FY 1979, an increase of $20,000 over FY 1978. Please justify this request.

Answer: The request of $50,000 for professional and consultant services in fiscal year 1979 is in anticipation of calendar year 1980 when there will be several important rate proceedings, perhaps the most important involving cable television and the impact of the payment of copyright fees on cable television based upon the experience to be gained during these two hearings.

OVERALL BUDGET INCREASE

Question: The total budget increase over FY 1978 is $192,500 which is a 26% increase. The average increase requested in this bill is 8%. Why should the Subcommittee approve such a large increase in funds for a budget that includes only one new position?

Answer: In addition, as support to the previous answer, the 26 percent increase requested by this budget is made up as follows:

10% Restructuring of staff
5% Cost of hearings
3% Professional and consultant services
2% Rental of space

These increases have previously been fully explained and justified in other sections of this text.

After considering the above extraordinary and one time increases, the rest of the budget line items (6%) are normal increases due to inflation and volume increase.

Tribunal Program

Question: What has the Tribunal accomplished in the three months it has been constituted?

Answer: The Copyright Royalty Tribunal convened on December 1, 1977. At the organizational meeting on that date, standing committees were constituted on Budget, Ethics, Personnel, and Rules. As a new agency, a number of matters required the immediate attention of the Commissioners, including the Fiscal Year 1979 Budget, the drafting of the Rules of Procedure, a proposed Code of Ethics, Sunshine and Privacy Act regulations, and the implementation of an equal employment opportunity program.

We commenced on December 8 the proceedings to establish certain public broadcasting royalty rates. We subsequently commenced three rulemaking proceedings to adopt regulations in areas mandated by the Copyright Act. In one of his last official acts, Senator John L. McClellan, Chairman of the Subcommittee of the Senate having jurisdiction in copyright matters, requested this agency to conduct a complete study of the impact of various home taping devices upon the traditional functioning of the copyright system. The Copyright Royalty Tribunal adopted a resolution to implement Senator McClellan's request, and has commenced the preliminary phase of the study project.

Tribunal Rules

Question: Have rules and regulations for the operation of your agency been promulgated and published in the Federal Register?

Answer: The Committee on Rules is currently engaged in the drafting of the Rules of Procedure for this agency. When the Committee submits its report, the proposed rules will be published for comment in the Federal Register, and then acted upon by the Copyright Royalty Tribunal.

Question: Who is responsible for drafting your organizational and operational rules and regulations?

Answer: The Committee on Rules is responsible.

Question: How many of the Commissioners on the Copyright Royalty Tribunal are lawyers?

Answer: Two of the five Commissioners are lawyers.

Question: As I understand your Act, you are required to hold several rulemaking proceedings. Is that correct?

Answer: That is correct.

Question: It is my understanding from my staff that certain of these rulemaking proceedings are already in progress. Is that correct?

Answer: Yes, that is correct.

Question: I assume that from these rulemaking proceedings, rules will be promulgated for affected industries. Is that correct?

Answer: The pending rulemaking proceedings involve subject matter relating to the procedures for the filing of claims with the Copyright Royalty Tribunal, the type of records to be required, and the gathering of information necessary for the distribution of royalties. The Copyright Royalty Tribunal is currently receiving comments from interested parties as part of the rulemaking process. In due course, the Commissioners will review the comments submitted, make the necessary and appropriate decisions, and draft and promulgate the regulations.

Legislative History

Question: Is it correct to say that a Commissioner or other staff person might need legal advice?

Answer: As an introduction to this and subsequent questions, it may be useful to remind the Subcommittee of the intent of the principal sponsors of the Copyright Act and of the legislative committees in both the Senate and House as to the functioning of the Copyright Royalty Tribunal.

Senator McClellan's proposal to establish the Copyright Royalty Tribunal was generally praised as an innovative and constructive means of resolving difficult copyright problems. While Senator McClellan viewed the Copyright Royalty Tribunal as a useful addition to the American copyright structure, he did not wish to establish a new Federal agency with full-time members, let alone a permanent professional staff. He was satisfied that the necessary functions of the Copyright Royalty Tribunal could be performed by ad hoc panels chosen from the American Arbitration Association. Senator McClellan's concept for the structure of the Copyright Royalty Tribunal was approved by the Senate in both the 93rd and 94th Congresses.

For various reasons, the House Judiciary Committee and subsequently the House found it desirable to convert the Copyright Royalty Tribunal into an independent agency with a more formal structure then was provided in the Senate bill. However, it is obvious from House Report 94-1476 that the House shared Senator McClellan's concerns and therefore in its report was very precise concerning the staffing and operations of the Copyright Royalty Tribunal. The report states that Commissioners "are expected to perform all professional responsibilities themselves." I am well acquainted with the proceedings of the conference committee on the copyright revision legislation. Senator McClellan's recommendation to the Senate managers of the bill that the Senate concur in the House version of the Copyright Royalty Tribunal was facilitated by the language in the House Report that the Copyright Royalty Tribunal would be a very small operation and that the Commissioners would perform their own professional work.

I am also acquainted with certain of the considerations involved in the selection by the White House of the present Commissioners. Since the Commissioners are officials of the Legislative Branch, the White House did engage in some consultation with the appropriate Congressional offices concerning the

qualifications sought for these positions. The legislative intent that the Commissioners should perform their own professional work was called to the attention of the White House and the President was urged to select Commissioners with a variety of professional backgrounds in such disciplines as law, accounting, and economics. It was indicated that a technical knowledge of copyright law was not necessary.

I believe that the Copyright Royalty Tribunal can and should function in the manner contemplated by the sponsors of the Copyright Act and the legislative committees of both Houses. As an individual Commissioner, I shall be guided in my positions on staffing questions by my understanding of the Congressional intent. I could not vote to hire employees to perform the functions discussed in this series of questions since I believe it would be an unnecessary expenditure of public funds and contrary to the intention of the committees which exercise legislative oversight over this agency.

Any action taken by a Federal agency obviously has legal consequences. The functions of this agency principally involve policy and economic questions. To the extent that a legal issue may arise, Commissioners should study the comments filed in the rulemaking proceedings and reach the necessary conclusions. As previously indicated, both the Senate and House Judiciary Committees were satisfied that these matters could be handled by Commissioners who are not lawyers.

Legal Matters

Question: If a non-lawyer has a legal question on rules and regulations that the Commissioners are promulgating, from whom does he or she seek advice?

Answer: Commissioners should study the comments submitted to the agency and seek other relevant information consistent with the prohibitions against ex parte contacts.

Question: Who is advising the Tribunal and individual Commissioners on the legal implications of the actions that have taken place thus far?

Answer: On matters requiring actions by the Tribunal, individual Commissioners make recommendations in the manner contemplated by the Copyright Act.

Question: Has any advice that is legal in nature been rendered to date?

Answer: The Commissioners have considered such matters.

Hearing Notices

Question: I assume that if you are getting ready to hold hearings that notices have been duly published. Who prepared those notices?

Answer: The hearing notices were drafted by the Chairman, reviewed and approved by the other Commissioners, and then published.

Question: Who rendered advice to the Tribunal and Commissioners on the statutory criteria of the notices, or in other words, who checked to make sure the notices were proper?

Answer: It is the responsibility of the Commissioners to review and approve the hearing notices.

Question: Who has monitored, evaluated and made recommendations on the legal aspects of matters thus far handled by the Copyright Royalty Tribunal?

Answer: The Commissioners have done so.

Professional Staff

Question: Do you or do you not feel it is necessary that the Copyright Royalty Tribunal have a counsel to assist and advise the Tribunal and the individual Commissioners who are non-lawyers?

Answer: It may be necessary at some time to hire an attorney but this should only be if the work load is such that it cannot be handled by the Commissioners.

Question: Mr. Brennan, do you think that at some time there will be some legal issues that will affect the Copyright Royalty Tribunal?

Answer: Yes, I do.

Question: Who will plan and coordinate studies on legal issues affecting the Copyright Royalty Tribunal?

Answer: If any such studies are necessary, they should be performed by the Commissioners, or by temporary consultants.

Tribunal Proceedings

Question: Soon, we hope the Copyright Royalty Tribunal will have policies and programs. Who will advise your Commission on policies, programs and controversial matters concerning your rulemaking responsibilities?

Answer: The question states that the Chairman hopes that "Soon" the Copyright Royalty Tribunal will have policies and programs. The timings of the proceedings before the Copyright Royalty Tribunal are determined by the provisions of the Copyright Act. Therefore, I do not understand why it is suggested that the Tribunal should now take actions in areas in which proceedings are not currently permissible under the Copyright Act.

Question: Will the Copyright Royalty Tribunal have policy decisions and opinions to render?

Answer: The functions of the Copyright Royalty Tribunal are to render the determinations required under the Copyright Act, which I have previously described.

Tribunal Staffing

Question: Who will assist the Copyright Royalty Tribunal in developing its policy decisions and opinions?

Answer: The intent of Congress was that if necessary the Copyright Royalty Tribunal should hire one or more consultants to assist the Tribunal in particular proceedings.

Question: What is the Copyright Royalty Tribunal present staff? Please designate which staff are professional and which are clerical.

Answer: The present Copyright Royalty Tribunal staff is five, all of whom would be designated as administrative or clerical.

Question: How long have you been operational?

Answer: The Copyright Royalty Tribunal convened on December 1, 1977.

Question: How many staff positions were budgeted for Fiscal Year 1978?

Answer: 13 staff positions were budgeted for Fiscal Year 1978.

Question: For how many staff positions are you asking now?

Answer: 14 staff positions are included in the Fiscal Year 1979 budget request.

Question: What steps or procedures have you taken to fill the positions now vacant?

Answer: A Committee on Personnel was constituted on December 1 and the Copyright Royalty Tribunal has published a job description for the post of Administrative Officer.

Question: Which staff position do you contemplate filling first?

Answer: The position of Administrative Officer will be filled shortly.

Question: Have you started the process?

Answer: Yes, we have.

Question: When did the process begin?

Answer: The process began with the constitution of the Committee on Personnel on December 1, 1977.

Question: When do you anticipate that people will be hired?

Answer: People will be hired when a majority of Commissioners are satisfied that there is a need for the employee and a qualified

person has been located.

Question: It is my understanding that the Copyright Royalty Tribunal was to be a working commission. With what activities have the Tribunal members been involved for the last months?

Answer: I believe this question has been previously answered in my testimony and earlier questions.

Question: Will the Commissioners be afforded any personal professional staff?

Answer: It was not the intent of the legislative committees that Commissioners have a personal professional staff.

Question: Do the other Commissioners share your views on staffing needs for the Tribunal?

Answer: The Committee on Personnel has not as yet acted on the question of professional staffing. When the Committee submits its report, it is possible that it will reflect a difference of opinion among Commissioners.

Question: What are some of the other Commissioners' views that have been expressed to you, as the Chairman of the Tribunal?

Answer: I have had private conversations with Commissioners concerning personnel matters. I would not wish to repeat or summarize the views of other Commissioners. However, in view of the Subcommittee's interest in the individual views of Commissioners, I shall transmit the report of the Committee on Personnel when the report is submitted.

Question: Do you intend to hire all your budgeted staff before the end of this fiscal year?

Answer: The Chairman has no authority to hire anyone other than his personal assistant. If you are inquiring as to my personal position concerning the current budgeted staff, I believe that the budgeted staff is larger than is necessary for the efficient operation of this agency.

Office Space

Question: Your current budget reflects an $18,000 increase in rent. I assume this is predicated on the increase of your staffing needs. Is that correct?

Answer: This subject was discussed in a previous question.

Question: How many people will the space that you currently have accommodate?

Answer: This subject was discussed in a previous question.

Question: How much space will be required to handle your full staff?

Answer: This subject was discussed in a previous question.

Question: Will you need, and do you plan to have, a hearing room?

Answer: An agency hearing room is desirable.

SUBCOMMITTEE RECESS

Senator SASSER. The subcommittee will stand in recess subject to the call of the chair.

[Whereupon, at 12:05 p.m., Wednesday, March 8, the subcommittee was recessed to reconvene at the call of the Chair.]

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 1979

MONDAY, MARCH 20, 1978

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

The subcommittee met at 1:35 p.m., in room S-128, the Capitol, Hon. Jim Sasser (chairman) presiding.

Present: Senator Sasser.

OFFICE OF TECHNOLOGY ASSESSMENT

STATEMENT OF SENATOR EDWARD M. KENNEDY, CHAIRMAN OF THE BOARD

ACCOMPANIED BY:

RUSSELL W. PETERSON, DIRECTOR
DANIEL V. DE SIMONE, DEPUTY DIRECTOR
THOMAS P. McGURN, ADMINISTRATIVE OFFICER
ELLIS MOTTUR, ASSISTANT DIRECTOR
LIONEL S. JOHNS, PROGRAM MANAGER, ENERGY
J. B. CORDARO, PROGRAM MANAGER, FOOD
CARL A. TAYLOR, PROGRAM MANAGER, HEALTH
ALBERT E. PALADINO, PROGRAM MANAGER, MATERIALS
ROBERT W. NIBLOCK, PROGRAM MANAGER, OCEANS
KARL J. BRUNINGS, PROGRAM MANAGER, TECHNOLOGY AND WORLD TRADE
ROBERT MAXWELL, PROGRAM MANAGER, TRANSPORTATION
SANFORD H. CORNETT, ASSISTANT ADMINISTRATIVE OFFICER
JOSEPH P. FITZGERALD, ASSISTANT ADMINISTRATIVE OFFICER

BUDGET REQUEST

Senator SASSER. The subcommittee will come to order.

We will begin this afternoon with the statement of Mr. Russell Peterson of the Office of Technology Assessment. I understand that Senator Kennedy is on his way. We will just go ahead and hear your statement now. When Senator Kennedy arrives, we will hear his statement.

But I might say that the fiscal year 1979 budget request for the Office of Technology Assessment is $10 million, which is an increase of $1,023,000 over the fiscal year 1978 obligation level. Virtually the entire fiscal year 1979 budget request is required to pro-

vide the same level of operation in fiscal year 1979 as in fiscal year 1978.

The request includes $6,026,000 to continue assessments initiated in fiscal year 1978 or earlier; $1,412,000 to finance the same number of new assessments in fiscal year 1979 as in fiscal year 1978; $2,262,000 for general administration; and $300,000 for program expansion.

If you would, please, Mr. Peterson, you may proceed.

Mr. PETERSON. Thank you, Mr. Chairman.

STATEMENT OF REPRESENTATIVE WINN

As you pointed out, Senator Kennedy is Chairman of our Board, and will be here shortly; and our Vice Chairman of the Board, Congressman Larry Winn, would like to insert his statement for the record, if you approve. May I give that to you, please?

Senator SASSER. It will be received and incorporated into the record.

[The statement follows:]

PREPARED STATEMENT OF REPRESENTATIVE LARRY WINN, JR.

Vice-Chairman, Technology Assessment Board

Before the Senate Subcommittee on Legislative Appropriations

Mr. Chairman and colleagues:

It is a pleasure to appear before you today to present the fiscal year 1979 budget request for the Office of Technology Assessment.

My purpose before the subcommittee today is twofold. First of all, I would like to convey the support of the Technology Assessment Board for this fiscal year 1979 budget. Secondly, as Vice-Chairman and a member of the Board, I would like to express some of my personal insights into the function of the Office of Technology Assessment.

My tenure with the Board is relatively short, beginning with the 95th Congress. However, my involvement with the Office goes beyond my Board membership. As a member of the House Science and Technology Committee, I became involved with the formulation of the organic act that created OTA, P.L. 92-484. As a consequence, I have been very supportive of the concept of technology assessment. Now, after seeing that concept become a working reality, I am still very supportive. Further credibility is given to the Office when you look at the history. Currently, there are more assessment requests before the Board than there is available funding. In fiscal year 1976, fifty-three (53) assessments were requested. Five of those were Board requests, with the remaining forty-eight being instituted by Congressional committee initiatives. Fiscal year 1978 appears to continue the trend of fiscal year 1977, when a total of forty-nine (49) assessment requests were made, three (3) of which were Board initiated.

The budget request which we are presenting before you today is for a total of $10 million. This represents a 10% increase above the available funding in fiscal year 1978. Even though we do not anticipate any carryover from fiscal year 1978, we are asking for continued availability of funds. My colleagues on the Board and I feel that this is a very reasonable increase to maintain approximately a constant level of effort. This increase of 10% is taken up in primarily two areas. First, inflation takes a sizeable portion of the increase--something beyond our control. The second area that has resulted in an increase in the budget is in response to a change in the OTA operating procedures. Last year, the Committee on Appropriations recommended that the manpower level be reduced from approximately 157 to 130, the basis for this recommendation being rooted in the concept that OTA should implement its assessments by outside contracts. That recommendation has been complied with. The manpower level is at or below the 130 level; however, placing more emphasis upon outside contracts has resulted in an increase to the projected outlay.

I would like to turn now to some of my own personal insights regarding the effectiveness of the Office. In the past year, the

Office has experienced a rather tumultuous period. This has resulted in the generation of a large amount of criticism from both outside and inside. Fortunately, though, I feel that the commanding majority of this criticism has been in a constructive vein, as opposed to destructive. This type of criticism is not too surprising when you consider the relative maturity of the Office. The first appropriation for OTA was in fiscal year 1974, making this the sixth budget request to date. The concept of technology assessment is a very new and even elusive concept. I do not feel that five years is too long a period to attain stability in operation. There is a lot of truth in the criticisms that have been lodged, but the important aspect is that we are making corrections in response to those criticisms. The reduction in manpower levels is a perfect example of that response. We even anticipate the possibility of additional modifications depending upon the outcome of the House Committee on Science and Technology oversight hearings which are currently in progress.

The Honorable Emilio Q. Daddario, the first Director of OTA, has laid a solid foundation for the Office during its formative years. The new Director, Russell W. Peterson, will provide an equally valuable contribution to OTA as it enters the more mature phase of its existence. Mr. Peterson eagerly pledges his wholehearted support to foster the maturing process of OTA and aggressively promulgate the policy of the Board. With this type of dedication and the accompanying support of the Board, I am certain that any criticisms or changes can be effectively implemented without incurring drastic instabilities.

Some questions have been raised in regards to the quality of the assessment reports. Perhaps the reports should be evaluated. I don't totally disagree with this idea. However, I feel the evaluation must be placed in the proper context. It must be recognized that these reports serve one and only one purpose--they are an aid or tool for the Congress to use in formulation of national policy. Consequently, they must be evaluated on that basis--an evaluation which will undoubtedly be very subjective. I feel that a far better evaluation of the reports already exists merely by looking at the number of Congressional users of OTA assessments. Twenty-nine (29) Senate and House Committees and one joint committee have requested 175 assessments. I contend that the quality of the reports must be surpassing the minimum level of quality to warrant an average of approximately five to six requests per committee.

In conclusion, I would like to restate that the budget we are presenting today is a fair and reasonable budget to maintain a constant level of effort at OTA, an effort that is and will continue to generate a very viable and worthwhile aid to the Congressional process. The Board as a whole is in support of this budget and has actively attempted to establish priorities that accurately reflect the needs of the nation and consequently the will of the Congress.

The future is very bright for OTA. The Office has a valuable, worthwhile function to perform. This does not mean we are not going to have problems; however, it has been demonstrated that the Office can resolve problems. The Board is actively and

enthusiastically responding to develop OTA policy and the Director is aggressively instituting that policy. This is the real significant aspect of the maturing OTA.

PURPOSES OF OTA

Mr. PETERSON. Thank you.

As you probably know, I have been Director of this organization for just the last 2 months. I consider it an honor to have this position, and I am pleased certainly for the opportunity to be here today to make this presentation to your committee covering our 1979 appropriation request.

The Congress set up OTA in order to aid it in its assessment of the beneficial and adverse impacts of technological applications on social, economic, environmental and political factors, with the view toward giving Congress an early indication of the opportunities or problems that might be coming as a result of technological applications.

ACCOMPLISHMENTS

I believe that OTA in its brief existence of just 4 years has compiled an impressive record. It has produced more than 60 reports which have been of use in the debate and proceedings of dozens of committees of the Congress and otherwise delivered needed information to congressional staffs.

Beyond this, its reports have influenced a number of executive agencies' programs independently of any action by the Congress.

Further, the OTA reports have been proven to be valuable to many business, professional, and citizens organizations which have a strong interest in the issues involved. Our writeup of the justification of estimates which we have submitted gives you examples of the projects we have carried out.

With your permission, Mr. Chairman, I will just give some excerpts from my testimony, if I may have the full testimony incorporated.

PREPARED STATEMENT

Senator SASSER. We will incorporate your full testimony. We appreciate a summarization.

[The statement follows:]

PREPARED STATEMENT OF RUSSELL W. PETERSON

Director of the Office of Technology Assessment

Before the Senate Subcommittee on Legislative Appropriations

Mr. Chairman:

I appreciate the opportunity to appear before your committee to discuss the Fiscal Year 1979 appropriation request for the Office of Technology Assessment. Let me say also that I am highly honored to have been selected to direct this Office in its important mission of providing an independent assessment capability for the Congress to aid in its deliberation of complex and critical technological issues.

In its brief existence, OTA has, I believe, compiled an impressive record. It has produced more than 60 reports, which have been of use in the debate and proceedings of dozens of committees of the Congress and otherwise delivered needed information to Congressional staffs. Beyond this, its reports have influenced a number of Executive agencies' programs independently of any action by the Congress. Further, OTA reports have proven to be valuable to many business, professional and citizens' organizations, with a strong interest in the issues involved.

Some of the more recent studies under way or completed by OTA will serve to indicate the broad spectrum of issues, technologies and parties with which the work of the Office is concerned. For example, a report just completed by the Energy Program assessed environmental, social, and economic impacts of rapid development of decentralized solar energy facilities. Another involved the transportation of coal by slurry pipeline. The Materials Program is investigating commodity recovery from subeconomic resources; this includes an assessment of the current and future status of oil shale development. One series of projects in the Food area is considering the impact of technology and research and development on the worldwide and nationwide food systems--including issues related to cost, nutrition, and foreign relations. One of our reports on Nuclear Proliferation is now being used as a textbook in two universities. The diversity of projects is reflected by OTA's structure, which is organized into eight functional program areas, with additional efforts in technology and world trade, in telecommunications, and in new and emerging technologies.

Probably the most important function of the Technology Assessment Board is the selection of the priority projects that can be covered by the OTA budget from the many requests OTA receives from the committees of the Congress, and from proposals submitted by the Board and the Director.

We are committed to place greater emphasis during the next stage of OTA's development upon longer-term analyses, directing OTA's assessments toward those issues which are likely to emerge in the future, and further enhancing the Office's capability to make Congress aware early, before the need to act arises, of opportunities and problems that might arise through technological

applications.

It appears to me that OTA's work to date has established a sound foundation for this effort. Its reports have served the Congress in many ways, not the least of which has been the development of a resource base and methodology that are both unique and responsive to the ever-changing needs of the Congress.

Recognition of this requirement to meet changing needs is reflected in our method of budgeting and planning OTA's FY 1979 activities. More than 15% of the funds requested are to be included in a "Reserve for New Initiatives." While providing reasonable resources for the completion of projects currently under way, and for requested follow-on to completed studies, the budget planning also recognizes the need to reserve a portion of funds to be distributed among the program areas on the basis of competing priorities brought about by as yet unknown requests from the Congress and by new proposals developed by the Board.

Probably the most critical assignment is the selection of assessments. Two problems have existed. First, we have not done enough on long range assessments. Second, short range projects are requested which could be handled by GAO, CRS, or CBO. OTA has addressed this second problem by participating in the joint GAO, CRS, and CBO monthly coordinating meetings, the Research Notification System, and an individual notification system with GAO. In addition to these, there are continuing meetings, discussions and exchanges of information between the staffs of the four organizations on subjects of mutual interest. Through these means, we intend to work toward as rational a division of labor as possible.

I am aware that the Congress intended from the start that OTA be operated principally as a contracting organization, and that its staff be kept small. As OTA has reduced its staff in conformity with the limiting language in the FY 1978 appropriation, it has increased the number of contractors relative to the number of staff positions. This is, of course, reflected in a higher level of costs projected for contract services during FY 1979.

A principal assignment of OTA's internal staff is to integrate the findings of numerous outside contractors and consultants and to produce a concise, consolidated, even-handed, authoritative, readable report that will meet the special needs of Congressional Committees. It is increasingly clear that this vital function should not be contracted for but needs to be handled by the OTA staff which, through experience and close coupling with the Congress, is becoming more adept in this special skill.

We are continuing to work to establish an optimum mix of staff, consultants, and contracting support so as to increase the efficiency and effectiveness of the Office. This will be further helped by the now completed relocation of OTA's staff to space at 600 Pennsylvania Avenue, S.E. Rather than being spread over nine different locations, for the first time the entire staff is housed under one roof. This will make staff interaction and resource sharing much easier, and will increase the ability to monitor project operations.

I trust that the detail contained in the Justification will serve to provide the necessary support for the appropriation we have requested. I would be pleased to respond to any questions about our request or about OTA in general.

RESPONSES TO CRITICISMS

Mr. PETERSON. We are currently responding to two criticisms that have been made of our program in the past. One was that OTA was focusing too much effort on short-term studies rather than on longer term studies. Another was that some of the things we have handled could probably have been better handled by GAO or the Congressional Research Service.

During the next stage of our development, we are committed to placing greater emphasis on the longer term analysis, and further enhance the office's capability to make Congress aware early, before the need to act arises, of opportunities and problems that might arise from technological applications.

Selecting the priority projects on which we will work is probably the most important function of our Board. We get requests from chairmen of many committees, from members of our Board and from the Director of our operation. Obviously, we can't work on all of them. We have to decide which ones are the highest priority and put the money we have available on those. That is the key assignment of our board.

The second problem involves requests that can be handled by GAO or CRS or the Congressional Budget Office. OTA has addressed the problem by participating in joint monthly meetings with the key people from those four organizations. Through a monthly notifications system, a report was put out by the Congressional Research Service and by many contacts among the organizations.

INCREASE IN CONTRACTING

I believe this problem is now under good control. I am aware that the Congress intended from the start that OTA be operated principally as a contracting organization and that its staff be kept small. As OTA has reduced its staff to conform to the limiting language of the fiscal year 1978 appropriation, it has increased the number of contractors relative to the number of staff positions. This is reflected in a higher level of cost projected for contract services during fiscal year 1979.

The principal assignment of OTA's internal staff is to integrate the findings of numerous outside contractors and consultants, and to produce a concise, consolidated, even-handed and authoritative, readable report that will meet the special needs of Congressional committees. It is increasingly clear that this vital function should not be contracted for but should be handled by the OTA staff which, through experience with the Congress, is becoming more adept in its special skill.

OFFICE SPACE

We are continuing the work to establish an optimum mix of staff consultants and contracting support, so as to increase the efficiency and effectiveness of the Office. This will be further helped by the

recent relocation of OTA staff to space at 600 Pennsylvania Avenue, SE. Rather than being spread over nine different locations, as has been true in the past, we are now for the first time housed under one roof. This will make staff interaction and resource sharing much easier and will enhance the ability to monitor project operations.

I trust that the details contained in the justification will serve to provide the necessary support for the appropriation we have requested.

INCREASE REQUESTED FOR NEW PROJECT

In your introductory remarks, Mr. Chairman, you talked about our request calling for a $300,000 increase in funds available for new projects. That is a proper analysis of our presentation as we see it.

Senator SASSER. Thank you very much, Mr. Peterson.

We are pleased to have with us today the distinguished senior Senator from Massachusetts, Mr. Kennedy, who is Chairman of the Board of the Office of Technology Assessment.

STATEMENT OF SENATOR KENNEDY

Senator Kennedy, we look forward to your comments this afternoon.

Senator KENNEDY. Thank you very much, Mr. Chairman. Maybe I will just file my statement, if I could.

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

[The statement follows:]

PREPARED STATEMENT OF SENATOR EDWARD M. KENNEDY

Chairman, Technology Assessment Board

Before the Senate Subcommittee on Legislative Appropriations

Mr. Chairman:

I want to thank you for this opportunity to testify today as Chairman of the Technology Assessment Board in support of the Office of Technology Assessment's appropriation request for fiscal year 1979. OTA's request for $10 million, if approved, would insure the continued intense use of OTA resources by the committees of the Congress.

Since 1974 when OTA first received funding and went into operation, 63 reports have been completed and returned to the requesting committees. More importantly, 70% of the committees, apparently pleased with the product, have returned with additional requests for OTA assessments. As Chairman of the Board, I know that we are anxious to respond to the committees favorably, quickly, and effectively. The new Director of the Office of Technology Assessment, Russell W. Peterson, and I come before you today to request that the full budget request of $10 million be enthusiastically approved by the Chairman and members of the Subcommittee.

Mr. Chairman:

Until June of last year, the Honorable Emilio Q. Daddario served as OTA's first Director. As a distinguished member of the House Committee on Science, Research and Development, Mim Daddario originated the concept of technology assessment and is the author of the legislation establishing OTA passed by the Congress in 1972. Mim served for three and a half years shaping the Office of Technology Assessment, bringing to it recognition and distinction.

Two hundred twenty four candidates from industry, science, educational institutions, government, citizens groups, were given thoughtful consideration by the Technology Assessment Board to fill the Director's job. The Honorable Russell W. Peterson, who is here with me today, was chosen by the Board to be OTA's new Director; he was sworn in January 23; and he has already demonstrated strong leadership in assuming the responsibilities of the office.

I would like to say a word here about our new Director. You all know him well because of his long and distinguished years in government service. Russ Peterson served as governor of Delaware, and as Chairman of the Council on Environmental Quality, after a long and productive career in industry.

Since his swearing in, Russ Peterson has made an enormous difference at OTA. He has requested and received from the Technology Assessment Board broad authority to manage the day-to-day operation of OTA, assuming full responsibility in all personnel areas. He has sent a clear message to the committees of Congress, to the science and technology community, and to the

taxpayers of this nation who in the final analysis foot the bill for OTA's operation--OTA stands ready to provide timely, objective assessments that neither partisanship nor bias have shaped.

Mr. Chairman:

The Office of Technology Assessment, as an independent research capability within the Congress, has a unique ability to address both the long and short range issues across the entire spectrum of physical, biological and social technologies.

As Chairman of the Health Subcommittee, I am very familiar with OTA assessments affecting the future of our health care delivery systems. The OTA report on the potential costs and effectiveness of computerized medical information systems has already had a significant impact on our future medical technology. Medical information systems would contain complete files on patients' symptoms, vital characteristics, and treatment, providing physicians with immediate access to the entire range of medical information. Such systems could contain information from medical texts and the most up-to-date research and medical journals, placing these at the immediate disposal of medical personnel. Serious questions relating to cost-benefit, the patients' rights to privacy, potential positive or adverse effects in malpractice issues, plague current federal policy. In an attempt to fulfill its early-warning role, the Office of Technology Assessment raised these issues before any medical information systems were placed into extensive use.

In the energy area, the Office of Technology Assessment has provided the Congress with assessments on issues related to both demand and supply, and is currently investigating alternative future energy sources. The Energy Program within OTA is studying conservation in residential applications, the impacts of increased coal utilization, and applications of solar technology. Reports were issued during the past year on the impacts of the projected natural gas curtailment, nuclear proliferation and safeguards, enhanced recovery of oil and Devonian gas, analysis of President Carter's proposed energy plan, and coal slurry pipelines.

Similarly, in many of its other program areas--in food, materials, oceans--OTA this past year delivered timely, comprehensive and authoritative reports useful to both the House and the Senate. In all, 14 reports were published during calendar year 1977. Of 175 requests received from Congressional clients since the office was founded, resources have permitted 118 to be approved by the Board for OTA action. The budget justification submitted to the Subcommittee summarizes the recent committee requests and describes the current activity in the OTA program areas. It is clear that even with full funding of OTA's budget request, it will not be possible to meet the growing demand for OTA assessments.

In addition, during the past year the OTA Board has been examining methods to improve the long-range forecasting capability of the OTA. The current budget request for fiscal year 1979 takes future committee demands for service into account as well as our mandate to provide long-range assessments to the Congress and the Nation.

Mr. Chairman:

One thing is very clear. And that is if OTA is to continue to increase its role in the decision-making by the Congress, it must have sufficient funds to do so. The budget request submitted is not inflated--it reflects a modest increase in current spending. It reflects the Technology Assessment Board's best estimate of how much OTA needs to continue to grow.

I know that Director Peterson would like to make a statement. And then perhaps we could respond to any questions you and the members of the Subcommittee might have.

TECHNOLOGICAL COMPONENTS OF LEGISLATION

Senator KENNEDY. Mr. Chairman, as you know, and the members of this subcommittee understand, so many of the issues that we consider in the Congress have broad technological implications. Many of the pieces of legislation that we pass have technological components. Whether we are talking in the areas of health or education or environment or housing or crime, in just about every aspect of public policy there are extremely significant technological questions.

This has been a recent phenomenon. The explosion of technology, really has taken place in the last 20 years. The increase in dependency of our whole economy and of our whole society on technology, this reliance on technology, is profound indeed. It was this dependency that justified the establishment of the Office of Technology Assessment.

DEVELOPMENT OF OTA

We have been going through some growing pains at OTA. Some of the work of our various panels have been absolutely superb. Some have not been as strong as they should be. But we have tried in the fashioning and the shaping of OTA, to blend both the political input that Representatives in the House and Representatives in the Senate have in these areas of technology assessment with the expertise of the scientific community. We have tried to develop a strong in-house staff, but we also want OTA to draw really from the very best experts in our society to guide us in the Congress in the field of technology.

I think we have been heartened by the fact that some 70 percent of the committees that we have worked with have asked for additional work by OTA.

SELECTION OF NEW DIRECTOR

I think we are extremely fortunate to be able to have persuaded former Governor Peterson to be our new Director. He has had a broad experience in the private sector, a brilliant academic career, effective administrative experience as a Governor, and also Federal experience as the Chairman of the Council on Environmental Quality. It seems to me we have a very important opportunity to respond to congressional needs and to our national needs.

INTERACTION WITH SCIENTISTS

I would say, finally, Mr. Chairman, there has been in these last several months greater interaction between the President's science adviser, Mr. Press, who is a familiar figure to Russ Peterson and many of us on the Board, with the Academy of Sciences, with the GAO, and with the other support agencies and the National Science Foundation. We have been working closely together. This budget gives OTA an opportunity to fulfill the hopes of those who supported its establishment and those who serve on the Board, the Members of Congress and the scientists who spend time with it.

It seems to me that this is a fair budget and a budget which will permit us to respond to the essential needs of congressional committees.

I think we have a strong leadership at OTA, and I think we recognize the job that has to be done.

Senator SASSER. Thank you very much, Senator Kennedy. I am sure that you have given this budget careful study.

I might say that I am advised that earlier this month the Board passed a series of resolutions which gave more authority to the distinguished Director. I was wondering, Senator Kennedy, if you would care to comment on this?

MEASURE FOR WORK BY OTA

Senator KENNEDY. The standard which will be the measure for the work that is done by OTA will be scientific excellence and credibility within the scientific community and within the congressional community. And the steps that were taken earlier this month were to insure a system for liaison and information will be available to the members of the Board, but to remove any potential opportunity or a possible perception of any narrow partisan or political intervention or interference in OTA assessments.

RESPONSIBILITIES OF THE DIRECTOR

The Board gave the administrative responsibility to the Director and established a system where there could be close liaison and interaction with members of the Board without any hint of political interference. I think with those steps that have been taken, that the credibility of the reports will be improved.

There are many distinguished staff members, and we want to encourage their work with outside scientists and consultants.

Basically the Board made an administrative decision which I think is sound and I think will strengthen OTA's reports and will give a greater degree of accountability and responsibility to the Director. That I think is what is necessary for an effective organization.

RAILROAD SAFETY AND COAL LEASING ASSESSMENTS

Senator SASSER. One quick question to you, Dr. Peterson. Would you give us the status of the two assessments which were mandated by the Congress; that is, the coal leasing study and the railroad safety assessments? Both of these matters are, I think, of paramount interest during this particular time.

Mr. PETERSON. Yes; Mr. Chairman. The railroad safety assessment was reported to the House committee this past week and the final report will be distributed shortly.

For the other one dealing with coal leasing, a preliminary report will be out about May 15, and the final report in July.

ANALYSIS OF ENERGY ALTERNATIVES

Senator SASSER. Dr. Peterson, is there any similar mandated work in the mill; and, if so, how much will it cost and how do you propose it to be financed?

Mr. PETERSON. Yes; there is another one introduced as a House resolution a couple of weeks ago. Last week a modified joint resolution was introduced both in the House and the Senate dealing with the same issue. This calls for making a comprehensive analysis of the energy alternatives before the country, setting up several scenarios, going out to the year 2000, as a means of giving the Congress a framework from which they can better deal with the critical energy issues.

We only had a very short time to look at this, but we think it is a pretty sound and important program. As I believe you know, the establishment of priorities for our work is normally a decision of our congressional Board. Obviously, if the Congress decides to mandate, that is something we will have to work on, too. This particular project is one which the joint resolution calls for spending $2 million and requires completion in 18 months.

We have looked at the resolution, and believe that that amount of money is a reasonable amount for the size of the activity requested, and we also think that it could be done in the 18-month interval.

But it is important to recognize that we are currently under this restriction of 130 people on our roll. We couldn't undertake such a project without the funds being appropriated, and without being relieved of that personnel ceiling. We need 10 more people, we think, in order to do that job properly.

MANDATED ASSESSMENTS

Senator KENNEDY. Could I make a comment?

Senator SASSER. Yes, indeed.

Senator KENNEDY. One of the things that we are very much troubled by is the mandated assessments. We have systems for establishing the priorities within OTA. The Board does an evaluating process. There are recommendations; there is a staff review; then the proposals are presented to the Board; finally the Board makes the decisions.

We have been very concerned by legislation in mandating various assessments. We generally don't have the resources. We don't know, because there has been no screening process, whether they lend themselves to OTA's competency or whether they fit into OTA's priorities.

We have asked the leadership on both sides of the aisle to insist that these kind of mandated assessments not be approved. It is a troublesome legislative procedure.

Obviously, if it is legislated, we are stuck with it. But it is a dilemma which the Director and the Board are faced with.

We, as I say, have talked to the policy committees of both the House and the Senate, both the Democrat and Republican leadership and hope that we can follow the regular process established at OTA for approving assessments.

But clearly, in some instances, we are circumvented. Then we are saddled with the assessment and have to do the best we can.

Senator SASSER. Thank you very much, Senator Kennedy and Dr. Peterson. On behalf of the subcommittee, I want to thank you, Dr. Peterson, and your staff; especially your Administrative Officer, Mr. McGurn, for his cooperation throughout the year.

QUESTIONS AND ANSWERS

We have several additional questions to submit and we will ask you to respond for the record.

Senator KENNEDY. Thank you very much.

Mr. PETERSON. Thank you.

Senator SASSER. Thank you, Senator Kennedy and Dr. Peterson.

[The following questions were not asked at the hearing, but were submitted to the Office of Technology Assessment for responses subsequent to the hearing:]

Questions Submitted by Senator Sasser

CHANGES IN OTA OPERATIONS

Question: Dr. Peterson, what changes do you propose to make in the operations of the Office? The relationship with the Board? Advisory Council?

I am currently concentrating on improving our internal communications and on getting to know the members of the staff and their methods of working so I will be in a better position to decide how we should organize to do our job most effectively. Although we rely on consultants and contractors to provide most of the specialized expertise needed for our assessments, the internal staff must play the unique role of providing the holistic perspective and integrating--an ability necessary to convert the many inputs from specialists into a comprehensive and understandable message and to deliver it effectively to the Members of Congress.

Any changes I make in our staff will be directed toward furthering this role.

I want to develop a close working relationship with the Technology Assessment Board and especially to help them carry out what I believe is their most important function--that is, the selection and authorization of the priority issues for our assessment. The number of important programs on which we might work will far exceed the capacity of our resources. It is essential that we choose the right ones for action. Greater emphasis on projects with a longer time focus appears in order.

The broad experience and substantial talent of the members of our Advisory Council, all of whom are very busy people on other full-time assignments, can best be used in advising the Board and the Director as to what are the most important programs to which OTA should be giving priority. I plan to help the Council focus on this important assignment while protecting them from involvment with operations of the Office.

USE OF INCREASE IN FUNDS

Question: You are asking for $10 million in FY 1979, which is about 10 percent more than you have for FY 1978. What are you going to use the additional funds for?

We are asking for $9,700,000 to continue work at our present level of effort. We are asking an additional $300,000 for new assessment initiatives.

USE OF CONTRACTORS

Question: What percentage of your work is done by contractors? Consultants? Staff?

For Fiscal Year 1979, we are estimating that 48% of our work will be done by contractors, 10% by consultants, and 42% by staff. A table showing the relationships for previous fiscal years follows.

Question: Has this changed in recent years?

Yes, a greater percentage of our work is being done by contractors.

Question: Are you still getting many requests from the committees for assessment help? Do you turn any down?

Yes. We have included a list of recent requests in our justification material. Last fiscal year we had 49 requests. So far this year, we have had 15 requests. Of the 175 requests received to date, we have not acted on 57.

DUPLICATION OF WORK

Question: How do you know if you are duplicating the work of others, particularly GAO and CRS?

We participate in monthly coordinating meetings with GAO, CRS, and CBO, and in the Research Notification System which outlines ongoing work of these agencies and OTA. There are continuous meetings, discussions and exchanges of information between the staffs of the four organizations on subjects of mutual interest.

PERSONNEL LIMITATION

Question: Your appropriation language carries a limitation of 130 employees and you have been working down to this number. How many do you have on your rolls today?

We currently have 128 full-time employees.

Question: What effect has this had on your operations?

As noted earlier, a larger percentage of our work is being done by contractors.

RENTAL OF OFFICE SPACE

Question: I see a new office rental item for $350,000 in fiscal year 1978 and 1979. Are you in your new space?

Yes, we have occupied the space.

Question: How much space are you renting for that amount?

38,647 square feet at $7.50 per square foot including utilities and custodial services. Discounting hallways and common areas, such as conference rooms, there is approximately 28,000 square feet of office space, which averages 130 square feet per employee. We also rent parking and storage space in the subbasement.

ASSESSMENT OF ENERGY POLICY ALTERNATIVES
S.J. RES. 122

Question: What is your reaction to S.J. Res. 122 introduced on March 15, 1978 by Senator Anderson (for himself, Mr. McIntyre, Mr. Hart, Mr. Percy, and Mr. Case) directing the Office of Technology Assessment to undertake a comprehensive evaluation of energy policy alternatives? A companion bill was introduced in the House on March 16, 1978, as H.J. Res. 800.

The major element which distinguishes this resolution from all of the studies of which we are aware is its unique policy perspective. The resolution asks for requirements necessary to meet various levels of energy consumption from a mix of potential sources to achieve a given condition of energy use in the United States. The policies necessary to meet each scenario are to be identified as to both the timing and the impacts of each of those policies. The assessment proposed should be useful to the Congress in understanding the risks and benefits of varying levels of solar, coal, nuclear and other energy resources in relation to each other. This should aid Congress in selection of policies which will steer the United States toward those energy levels and mixes which Congress perceives as suitable national goals.

Question: As the study is detailed in the resolution, is it feasible to do within the 18 month time frame outlined?

Yes, it can be completed within the time frame.

Question: Assuming that the $2 million is appropriated for FY 79, would it be possible to be ready to start the study immediately after the appropriation is passed in order to prepare an interim report early in the 96th Congress?

It would be possible to begin the study shortly after an appropriation was made if the OTA Board supported immediate action.

Question: How much of an increase in your requested Energy Projects Budget would be necessary in order to complete the whole study?

Approximately $2,000,000. An increase of about 10 positions in OTA's personnel ceiling would also be required.

GOVERNMENT PRINTING OFFICE

STATEMENT OF JOHN J. BOYLE, PUBLIC PRINTER

ACCOMPANIED BY:

SAMUEL L. SAYLOR, DEPUTY PUBLIC PRINTER
WALTER C. DeVAUGHN, ASSISTANT PUBLIC PRINTER FOR MANAGEMENT AND ADMINISTRATION
CARL A. LaBARRE, ASSISTANT PUBLIC PRINTER (SUPERINTENDENT OF DOCUMENTS)
BRYAN W. MERCER, COMPTROLLER
W. SCOTT SONNTAG III, CHIEF, CONGRESSIONAL INFORMATION SECTION

1979 BUDGET REQUEST COMPARED WITH 1978 APPROPRIATION

Senator SASSER. Next we are going to take up the budget of the Government Printing Office. With us today is Mr. John J. Boyle, the Public Printer, who will testify in support of fiscal year 1979 appropriations of $108,637,000 for the operation of the Government Printing Office, an increase of $1,965,364 over the comparable fiscal year 1978 level.

In addition, you are seeking an appropriation of $18 million for construction of a modern building for the Government Printing Office.

Please proceed, Mr. Boyle.

INTRODUCTION OF ASSOCIATES

Mr. BOYLE. Thank you, Mr. Chairman. First, I would like to introduce the members of my staff who are with me today.

On my right is Samuel Saylor, who is the Deputy Public Printer; Walter DeVaughn is the Assistant Public Printer for Management and Administration; Carl LaBarre, Assistant Public Printer, Superintendent of Documents.

To my rear, Bryan Mercer, our Comptroller, and Scott Sonntag, who is Chief of our Congressional Information Section.

I would like to present a short summary of our request, with the chairman's permission. I have a detailed statement which I have already submitted for the record. With the chairman's permission, I will just touch on the highlights.

PREPARED STATEMENT

Senator SASSER. Yes, indeed. Your entire statement will be inserted in the record.

[The statement follows:]

Prepared Statement of John J. Boyle

Last year Congress divided the Appropriation to the Government Printing Office for Printing and Binding into two separate Appropriations: The Congressional Printing and Binding Appropriation to finance publications produced for the Congress and the Printing and Binding Appropriation to finance publications authorized by law to be distributed without charge to the recipient. Congress also directed publishing agencies to pay printing and binding costs of the daily Federal Register and Code of Federal Regulations; directed GSA to reimburse GPO for the mailing of free Consumer Product Information publications; and directed that the General Sales Program be financed from sales receipts.

The funds requested for all Fiscal Year 1979 programs of the Government Printing Office aggregate $126,637,000. This amount consists of $73,961,000 for Congressional Printing and Binding, $11,476,000 for Printing and Binding authorized by law to be distributed without charge to the recipient, $23,200,000 for the various programs of the Office of the Superintendent of Documents, and $18,000,000 for Acquisition of Site and General Plans, and Designs associated with the proposed new plant for the GPO.

The amount requested for Congressional Printing and Binding for Fiscal Year 1979 is $2,287,000 more than the Fiscal Year 1978 appropriations, an increase of 3.2 percent. The increase is due mainly to anticipated volume increases for Hearings and Bills, Resolutions, and Amendments.

The amount requested for the other Printing and Binding for Fiscal Year 1979 is $1,476,500 less than the amount requested for Fiscal Year 1978. The decrease of 11.4 percent is due mainly to anticipated reductions in the number of pages for the daily Congressional Record and the Public Papers of the President and to certain cost cutting measures by redesigning the Weekly Compilation of Presidential Documents and eliminating the need for typesetting on the Public Papers of the President.

The new arrangement for financing the daily Federal Register and Code of Federal Regulations is working satisfactorily with the exception that it is causing us some cash-flow problems at this time because of a 30 to 60 day lag in receipt of payment. Hopefully, revisions in our cash management procedures will improve our cash flow. We are estimating that the change in the financing of the Federal Register from the Congress to the publishing agencies will in conjunction with other factors reduce the amount of information placed in the Federal Register. For example, the estimated number of pages of the daily Federal Register has now been reduced from 62,500 pages in Fiscal Year 1977 to 50,000 pages in Fiscal Year 1978. The related Federal Register publications--Weekly Compilation of Presidential Documents, U.S. Government Manual, and Public Papers of the President--are still financed by the Printing and Binding Appropriation.

Throughout Fiscal Year 1977 work continued on the creation of a machine-readable text data base for the Code of Federal Regulations and the U.S. Code. By the end of the Fiscal Year, approximately 83 percent, or 58,500 pages of the Code of Federal Regulations and 54 percent, or 12,273 pages of the U.S. Code had been captured and were in various work-in-process stages. We had estimated savings of approximately $2.1 million per year with the automation of the Federal Register and Code of Federal Regulations which was predicated on the historical rate of increase in the number of pages in the Federal Register. However, the new financing arrangement for the Federal Register approved by Congress, has caused us to make a reduction in the estimated page volume of this

publication. As a result, the expected savings from the automation project are expected to materialize over a longer period and new estimates will be made once a new trend is developed.

The House Information Systems installed a text processing system during Fiscal Year 1977. Using this system, the House Information Systems is submitting some Congressional Hearings and Bills in the form of magnetic tape containing fully composed pages for processing on the Videocomp 500's. Even though the total number of pages submitted in this manner was insignificant during Fiscal Year 1977, the volume of work is expected to increase. The conversion from hot metal to photocomposition will help in our efforts to hold the line on rate increases.

Other major improvements to our Production operation include the expansion of the original text processing and composition system to include a total of 67 video display terminals on line to 9 text processing special purpose computers, 5 high speed cathode-ray-tube phototypesetters, an on-line interactive page makeup system, and the necessary supporting peripheral equipment. This total typesetting system is, to our knowledge, one of the largest and most sophisticated in the commercial printing industry. In Fiscal Year 1977 more than 1,125,000 pages were composed for printing through this system with savings conservatively estimated at $6 million.

An automatic projection platemaking system was installed and became operational in the Offset Division in fiscal 1977. Many of the Congressional Hearings are imposed on this equipment at substantially reduced cost over manual methods. Annual savings of $100,000 are anticipated.

Also, in the Offset Division, 2 automatic cameras were installed which have increased production at least fourfold with estimated annual savings of $110,000.

In the bindery a new 8 box inserter, stitcher, trimmer was installed to replace an older piece of equipment with annual savings estimated at $30,000. The Production Reporting for Operations Budgeting and Expenditures (PROBE,) data collection system was expanded to include most of the Production and Documents area. These terminals located throughout the plant which provide for the collection of employee time and attendance and production records will reduce the costs of the present manual operations by an estimated $970,000 annually.

Another important advancement was the purchase of magnetic saddles for the presses used to produce the Congressional Record and Federal Register which now permit the use of photopolymer plates instead of stereo plates. When this conversion is completed it will result in annual savings estimated at $182,000.

Major equipment purchases in fiscal year 1977 approved by the Joint Committee on Printing include three 25x38" 32 page single unit web offset presses, two 35x50" 64 page two unit web offset presses, and five 54" sheet fed perfecting presses, all replacing obsolete worn-out equipment. These presses will start being delivered in fiscal year 1978 and when fully operational will reduce our costs by approximately $700,000 annually.

Improvements and cost reductions have been made in other areas outside of Production such as the Quality Control and Technical Department and the Data Systems Service. Throughout the plant we are handling an increased workload with fewer people as a result of better methods and more modern equipment.

All of these savings have been taken into consideration in arriving at our request for appropriated funds for Fiscal Year 1979.

I would now like to address the programs administered by the Superintendent of Documents, for which we are requesting $23,200,000 for Fiscal Year 1979.

These programs are:

1. The sale of Government publications produced by or through the Government Printing Office.

2. The distribution of Government publications to designated depository libraries.

3. The compilation of catalogs and indexes of Government publications, and

4. The mailing of certain Government publications for Members of Congress and other Government agencies, either in accordance with specific provisions of law or on a reimbursable basis.

The sale of Government publications is the largest activity within Documents. Through the mail order operation in our Central Office, the Distribution Center in Pueblo, Colorado, 25 bookstores and over 110 consigned agents in other Government agencies, nearly 56 million copies were sold in Fiscal Year 1977.

This volume of activity accounts for the greatest part of the expenses incurred by Documents. It has been the policy of the Government Printing Office to recover these costs with the revenue generated by our sales, in accordance with section 1708 of Title 44. While this principle guides the pricing of most sales items, the Public Printer does not control the prices of all publications that are sold. As a result, some publications are not self-sustaining.

In order to provide accurate financial reports, two separate Sales Programs were established. The General Sales Program covers the 25,000 titles priced to recover cost, with the remaining titles included in the Special Sales Program.

For Fiscal Year 1978, Congress removed all funding for the General Sales program from the Documents Salaries and Expenses Appropriation, and provided for the payment of these expenses from General Sales revenue, under a revolving fund arrangement. The Special Sales Program remains funded both by receipts and by the Documents Appropriation.

We expect the workload of the Sales Programs to increase by about 7 percent in the next year and we welcome the additional business. We can handle a rising workload without appreciable increases in our staff because of improvements we have made throughout our operation. We have a modern material handling facility in our Laurel, Maryland warehouse complex. We have streamlined the flow of orders and other paperwork throughout the office. Using an overall management plan for the automation of sales activities, the Sales Operating Information Systems, we have brought the power of the computer directly to bear on functions such as publication order processing, inquiry and order research and subscription data entry, and have started work on a new, more efficient automated system to handle our subscription mailing lists. We are streamlining and modernizing both the clerical and warehouse activities at the Pueblo Distribution Center and expect completion by April 1978. The results of these efforts are impressive. Total processing time for over 90 percent of our orders is now less than 5 days. The number of

refunds we have had to issue is down, the number of backorders on hand is down, and overall customer satisfaction has improved significantly as shown by a substantial decline in complaints and adjustment requests.

Documents' other programs are also experiencing progress and growth. A major milestone for the Depository Distribution program was reached in March 1977 when the Joint Committee on Printing approved the phased conversion of various documents to microform, for distribution to the Depository libraries. About 750 documents have already been converted to over half a million microfiche and distributed to the libraries. Using this media the librarians can receive documents which might otherwise not be available, and the handling costs for both the recipient libraries and the Superintendent of Documents is reduced.

Finally, the distribution of free Consumer Information publications by Documents is now being funded on a reimbursable basis, and is no longer included in the Salaries and Expenses Appropriation. In Fiscal Year 1977 over 14 million publications were distributed under this program, and the volume is continuing to grow.

Two final areas that I would like to address briefly are GPO employment reductions, and the proposed building. Overall employment in GPO has been reduced by 312 employees; from 8,226 on September 30, 1976, to 7,914 employees on September 30, 1977. This is the fewest number of employees on the rolls since January 1968. We are operating with fewer employees even though the volume of work has increased steadily over the years. GPO's use of electronic text processing and photocomposition technology are largely responsible for our ability to handle increased workload with fewer employees. Incidentally, as we automate an operation we make every effort possible to retrain those employees whose work is being mechanized. During Fiscal Year 1977 a total of 13,142 hours were reported for training to provide necessary skills to operate video keyboards and text processing systems.

I believe in the application of new technologies and will continue to make the Government Printing Office a leader in the use of these technologies in the printing industry. The technological innovations in the Government Printing Office should not affect our Equal Opportunity Program. To the extent possible, we will train non-skilled employees who are currently in dead-end jobs so they can compete for higher paying, more challenging positions. On December 5, 1977, I submitted an Equal Employment Opportunity Plan to the Civil Service Commission. This plan contains our EO goals and the details of our accomplishments to date.

Over 20 years ago it was evident that GPO needed a more modern, cost-effective building. In December 1976, after much consideration an area in Brentwood was selected as the new site location for GPO. As presently envisioned, the heavy production operations in the new building would be on a single level and the lighter supporting operations would be above. The total structure would contain 1.8 million square feet of occupied space. In our budget submission for Fiscal Year 1979, $18 million is requested for site acquisition and relocation.

This concludes my general statement. I will be happy to respond to your questions.

TOTAL PROGRAM FUNDING

Mr. BOYLE. The funds requested for all fiscal year 1979 programs of the Government Printing Office aggregate $126,637,000. This amount consists of $73,961,000 for congressional printing and binding, an increase of 3 percent over last year; $11,476,000 for printing and binding authorized by law to be distributed without charge to the recipient, a decrease of 11 percent under last year; $23,200,000 for the various programs of the Office of the Superintendent of Documents, an increase of 6 percent over last year; and $18,000,000 for acquisition of site and general plans, and designs associated with the proposed new plant for the GPO.

Because we have not obtained all necessary approvals from the Public Works Committees for the new GPO building, we are withdrawing our $18 million request at this time. If we do obtain the necessary approvals in the immediate future, we will ask, if there is time, for reinstatement of the funds in either this or a supplemental appropriation.

With the decrease of the $18 million, our fiscal year 1979 request totals $108,637,000, an increase of only 2 percent over our fiscal year 1978 appropriation.

The new arrangement for financing the daily Federal Register and Code of Federal Regulations, which was proposed by this committee last year, is working satisfactorily.

PRODUCTION IMPROVEMENTS

Throughout fiscal year 1977, work continued on the creation of a machine-readable text data base for the Code of Federal Regulations and the U.S. Code which will reduce printing and binding costs substantially.

By the end of fiscal year 1977, approximately 83 percent, or 58,500 pages of the Code of Federal Regulations and 54 percent, or 12,273 pages of the U.S. Code had been captured and were in various work-in-process stages of production.

We have made many other improvements to our production operation which include items such as expansion of our original text processing and composition system, modernizing of our offset division, and the installation of magnetic saddles for the presses used to produce the Congressional Record and the Federal Register.

We have also achieved improvements and cost reduction in areas other than the production department because of automation and improved management techniques. All of the projected savings have been taken into consideration in arriving at our request for appropriated funds for fiscal year 1979.

SUPERINTENDENT OF DOCUMENTS OPERATIONS

I would now like to address the programs administered by the Superintendent of Documents, for which we are requesting $23,200,000 for fiscal year 1979.

These programs include:

One, the sale of Government publications produced by or through the Government Printing Office.

Two, the distribution of Government publications to designated depository libraries.

Three, the compilation of catalogs and indexes of Government publications.

Four, the mailing of certain Government publications for Members of Congress and other Government agencies, either in accordance with specific provisions of law or on a reimbursable basis.

The changes in financing the general sales program and the consumer product information distribution, as proposed by this committee last year, are working satisfactorily.

We expect the workload of the sales programs to increase by about 7 percent in the next year and we welcome the additional business. We can handle a rising work load without increases in our staff because of improvements we have made throughout our operation.

One final area that I would like to address briefly is the GPO employment level. Overall employment in GPO has been reduced by about 600 employees over the past 2 years.

Total employees on the rolls as of September 30, 1977, is 7,914. This is the fewest number of employees on the rolls since January 1968.

This completes my summary and I will be glad to answer any questions you may have.

Senator SASSER. Thank you very much, Mr. Boyle.

APPROPRIATION JUSTIFICATION

I have a few questions. What is the total annual operating budget of the Government Printing Office in terms of dollars and also in terms of positions?

Mr. BOYLE. We are estimating in fiscal year 1979, our total budget to be somewhere about $626 million and our employment level will be about 7,600 employees. The $626 million is made up of $546.8 million of printing and binding that we do for the Congress and other Government agencies which we receive as income.

The sales program of the Superintendent of Documents will account for about $52.2 million income from sales of publications.

The salaries and expenses appropriations for the documents department will be $23.2 million. And there is an amount of about $4.5 million, which is income from reimbursable operations for the Superintendent of Documents. This totals $626.7 million.

REVOLVING FUND

Senator SASSER. What percent of your budget is financed by the Legislative Branch Appropriations Act?

Mr. BOYLE. Of this total dollar income, about 17 percent of our budget is financed from the legislative branch appropriation.

Senator SASSER. What is the source of the rest of the Government Printing Office budget?

Mr. BOYLE. The remaining source of our budget will come from the sales of printing and binding to the executive departments and independent agencies. Part of the work is done commercially and part of it is done in-house. The remainder comes from the sale of

paper and supplies, such as ink to other Government agencies, and to the Congress and the sale of publications to the general public.

GPO STAFFING

Senator SASSER. What is the trend in your staffing?

Mr. BOYLE. We have a trend, I believe, which will continue for the next 5 years because of the automation project. We have decreased our total employment by 600 people in the last 2 years.

We expect this trend to roughly continue for the next 5 years. Total employment is going down and it is all from being able to do more work with fewer people.

Senator SASSER. What happens to these people who are being displaced by the new technology? Are they unemployed?

Mr. BOYLE. That is a good question. Up to this point, the people who have left our rolls have gone through attrition. We hope to be able to keep reducing employees by attrition.

But in addition to this, we have cross training programs in the crafts and other areas affected by technology changes whereby we are teaching new skills to people in a craft that is disappearing.

DECREASE IN DISTRIBUTION OF CONGRESSIONAL RECORD

Senator SASSER. Last year, this subcommittee took the positive action of limiting the number of free copies of the Congressional Record that could be distributed.

Could you please give us a report on the results of this action and how much it amounted to in annual savings?

Mr. BOYLE. Yes, Mr. Chairman. Prior to the action taken by this committee, the total number of copies printed amounted to approximately 49,000 copies per day; each day the Congress was in session.

As a result of the actions directed by this committee, the total number printed and distributed was reduced by 10,200 copies. That was when the Members of the House and Senate were reduced by half the number of copies that could be sent out in their behalf.

In addition to that, as a result of our contacts with the committees together with the Joint Committee on Printing contacts with the committees we have had voluntary reductions of somewhere around 5,000 copies, which brought the total annual savings as a result of this committee's action to about $2.6 million.

CONGRESSIONAL DIRECTORY

Senator SASSER. This subcommittee did initiate action to change the Congressional Directory from an annual publication to a publication that is produced during the first session of each Congress with a supplement being produced in the second session.

Can you tell us the impact of this change on your operations, and how much of a savings this effected, if any?

Mr. BOYLE. Yes, sir, little or no impact on our production operation. In fact, we had less work to get the job out than we had when it was a full volume.

There has been some impact on our documents operation. The issuance of the supplement has caused a few administrative problems in the documents area, particularly to the public.

People are not familiar, with the issuance of a supplement and we have actually received thousands of letters wanting to know where is the Congressional Directory for the second session of Congress.

It has caused temporary and additional paperwork.

Also, in order for the supplement—which has just been delivered—to be useful, the recipient needs to have the previous directory because the supplement consists only of additions and changes. If they don't have a 1977 directory, they must buy the 1977 directory to get any use out of the 1978 supplement. It is a temporary problem. The cost is about $350,000 less than if we had printed the whole complete directory. So there is a savings just in this one change of about $350,000.

RECOMMENDATIONS FOR IMPROVEMENTS

Senator SASSER. Could you suggest any further actions that the subcommittee could take, which would result in further cost savings?

Mr. BOYLE. Senator, the Government Printing Office has little control over the work it receives from the Congress. It has no control over a particular publication. It has no control over the number of copies printed. The number of copies are either determined by statute or committee needs.

We do have some things that we could do. Quantity reductions could provide significant cost savings. Publications that are printed and not used are a pure waste of Government money. Publications, and I think we could all find some—that have already been printed before in some other form are a waste of money.

I have assigned high level members of my staff to work with all the employees, and I hope to incorporate it into our suggestion program, whereby all of us are going to be looking for suggestions to find ways to reduce the quantities and recommend ways to reduce some of the congressional printing.

We will forward those suggestions to the Joint Committee on Printing, with a copy to both the Senate and the House Appropriations Committee.

Immediately, I can't come up with any particular publication because, again, it is not under my purview. I think before the year is over, we will have some suggestions that can be used by the Joint Committee and the Appropriations Committee to reduce the total volume of printing.

GPO OPERATIONS STUDY

Senator SASSER. I know the Joint Committee on Printing is initiating a study which I think you alluded to, to eliminate duplication.

We appropriated $500,000 last year to the Joint Committee to finance a study by nongovernmental experts to try to see if we couldn't do away with some of the duplication.

SUBMITTED QUESTIONS

We have further questions to which we will ask you to respond for the record. We appreciate your testimony here today.

Mr. BOYLE. Thank you very much.

[The following questions were not asked at the hearing, but were submitted to the Government Printing Office for responses subsequent to the hearing:]

Questions Submitted by Senator Sasser

AUTOMATION OF FEDERAL REGISTER

Question: In your statement you indicated that creation of a machine-readable text data base for the Code of Federal Regulations and the U.S. Code was substantially complete. Would you tell us when this project will be complete and what we might expect in the way of annual savings?

Answer: All titles of the Code of Federal Regulations are presently in a machine-readable text data base. Titles 1 through 42 of the U.S. Code (which represents approximately 90 percent of the total volume of the U.S. Code) are also in a machine-readable text data base. It is anticipated that Titles 43 through 50 will be converted this Fiscal Year. The steps taken to-date will result in an annual savings of approximately $2 million when the conversion is completed.

Further development of the computer composition and file maintenance system for the U.S. Code and Code of Federal Regulations is continuing. The composition of the daily Federal Register has been recently transferred from hot metal to the photocomposition system. This step makes it possible for the Government Printing Office to automate the updating of the Code of Federal Regulations by merging the rules and regulations keyboarded for the daily Federal Register into the Code of Federal Regulations master files. This system for automated updating of the Code of Federal Regulations is scheduled for completion in fiscal 1978. When this system becomes fully operational there will be further savings and improved service.

TEXT PROCESSING SYSTEM

Question: In your prepared statement you mentioned that the House Information System installed a text processing system during Fiscal Year 1977. The Committee would be interested in your opinion as to the benefits of this system. Will the Federal Government save money, and if so, how much?

Answer: The Government Printing Office supplied data to the House Information Systems which indicated that the Government could save a minimum of $600,000 a year on Congressional Hearings which had been keyboarded by the House and furnished to the Government Printing Office in the form of magnetic tape. We believe that this figure is on the conservative side.

MODERNIZATION

Question: Are there any other projects that you are working on that have the potential for saving the Government money?

Answer: Yes, among other things we are in the process of converting our hot metal typesetting facilities to photocomposition. This conversion will permit an increase in productivity by increasing the output per employee with a resulting decrease in total employment. Other significant savings will come from the following:

Modernizing our press operations with three Group 86 presses, five offset perfecting presses, two Group 88 presses.

Purchase of previously leased IBM 370/145 computer and 370/158 computer.

Purchase of automatic photographic equipment to replace obsolete cameras and processors.

Adoption of new photopolymer platemaking systems.

Increase productivity through the establishment of a word processing center for the Documents area.

Develop automated order editing capability for Documents.

Installation of new conveyor system and order processing equipment for Pueblo Distribution Center.

FINANCING ARRANGEMENTS

Question: This Committee modified some of the financing arrangements for the Superintendent of Documents operations. Would you inform us how the Sales Program is working in view of the funding changes made in fiscal 1978?

Answer: Public Law 95-94, enacted on August 5, 1977, provides that all costs associated with the General Sales Program must be recovered entirely from sales receipts. The new arrangement has worked reasonably well, although we have experienced some cash flow problems. It should be recognized that sales prices of publications will have to be increased in order to assure proper recovery of costs due to increases in wages, postage, cost of printing and distribution, and other costs.

Question: Would you inform us how the Consumer Information Program is working?

Answer: Last year the Government Printing Office request for Salaries and Expenses included approximately $2.1 million to pay for the distribution cost associated with free Consumer Information Publications. This money was transferred from the Government Printing Office to the General Services Administration, which I believe was a good move. This program now operates on the same basis as other reimbursable programs that we carry out, in that the General Services Administration reimburses us for the cost of handling and distributing the publications.

MAIL ORDER IMPROVEMENT

Question: We know you have been working hard to modernize your operations at GPO. Please tell us about the improvements you have made in handling customers' mail orders?

Answer: We have made significant improvements in handling orders for publications. Over 90 percent of the orders received by Documents are processed within 5 workdays compared to last year when only 70 percent of the orders were being processed within 21 workdays. We have been able to simultaneously increase the amount of orders being processed and reduce the length of time necessary to process these orders.

BOOKSTORE PROGRAM

Question: The Committee is interested in your bookstore operations. Would you give us some background on this program?

Answer: We presently have 25 bookstores, six of which are located in the Washington area and 19 of which are located out-of-town. In addition, there is one pick-up station in the Laurel Warehouse. During Fiscal Year 1977, the bookstores had sales totalling more than $5 million and provided publications to more than 500,000 customers. The bookstore program is a self-sustaining program which provides an important outlet to customers who wish to buy Government publications.

GAO REPORTS

Question: During the past year, GAO issued two reports on GPO operations. Please comment on these reports.

Answer: The General Accounting Office issued one report dated January 26, 1978, entitled "Summary of Conclusions and Recommendations on the Operations of Civil Departments and Agencies". This summary report commented on two audit reports the Comptroller General had previously issued. One report issued February 22, 1977, is entitled "Government Printing Operations Improvements Since 1974". This was a follow-up review in which the Comptroller General reported on the corrective actions we have taken to date on prior General Accounting Office reports. On April 7, 1977, we reported to all appropriate authorities including the Chairman, Senate Committee on Appropriations, that in effect we have taken corrective action on all recommendations pertaining to the Government Printing Office.

The second report, commented on in the January 26, 1978, report was issued on May 4, 1977, and was entitled "Government Printing Office Production and Management Controls -- Improvement Opportunities". The General Accounting Office said that the Government Printing Office needed to improve its: (1) procedures for deciding whether to contract for printing or to do it in-house; (2) planning and scheduling of production; (3) productivity controls; and (4) controls over spoiled material. We have taken action on all findings and on June 9, 1977, reported on these to all appropriate authorities including the Chairman, Senate Committee on Appropriations.

The 1977 Congressional Source Book series entitled "Federal Program - July 1, 1975, through June 30, 1977", comments on one audit report dated December 29, 1975, entitled "Substantial Improvements Needed in the Government Printing Office's Services to Federal Departments and Agencies". The General Accounting Office recommended that (1) the Government Printing Office shorten its printing procurement process by eliminating some operations, using alternative procedures, and avoiding delays; (2) exercise better control over its procurement of printing by using an improved reporting system and labor standards; and (3) strengthen its contract compliance system to promote timely deliveries of printing orders to Federal departments and agencies.

On February 17, 1976, we reported to all appropriate authorities including the Chairman, Senate Committee on Appropriations, that the report title was overstated and the material presented in the report needed to be put into perspective. Nevertheless, we have taken corrective action on all recommendations in the report.

COMMITTEE PRINTING COSTS

Question: Would you develop for the record the cost of printing associated with each Committee of Congress for the last 2 years for which you have records so that we can look at the trends?

Answer: The following is a composite of the Congressional Source Report, as of September 30, 1977, which is furnished to each Committee Chairman on a quarterly basis. This report shows the amount of work completed and billed by committees and includes all billings furnished for the fiscal years indicated.

While this report is complete as far as billings are concerned it does not necessarily include all printing and binding costs for each committee because of work not completed and billed.

SUMMARY OF CONGRESSIONAL PRINTING BY ORDERING SOURCE

SENATE

	F.Y. 1975	F.Y. 1976	F.Y. 1977*
Senate	$ 6,435,619.00	$ 6,966,215.00	$ 4,744,061.00
Secretary of Senate	78,368.00	22,802.00	86,989.00
Senate Members	-0-	2,047.00	273.00
Aeronautical and Space Sciences	130,543.00	256,701.00	35,794.00
Agriculture and Forestry	565,728.00	590,426.00	478,142.00
Appropriations	973,514.00	1,407,801.00	532,508.00
Armed Services	474,291.00	510,430.00	409,492.00
Banking, Housing, and Urban Affairs	310,983.00	619,496.00	327,453.00
Commerce	895,839.00	897,344.00	539,971.00
District of Columbia	40,113.00	134,197.00	13,936.00
Finance	495,662.00	785,742.00	290,073.00
Foreign Relations	543,229.00	781,633.00	578,698.00
Government Operations	620,069.00	691,672.00	394,623.00
Interior and Insular Affairs	902,950.00	863,470.00	345,949.00
Judiciary	1,433,605.00	1,342,208.00	598,175.00
Labor and Public Welfare	642,491.00	833,969.00	210,912.00
Post Office and Civil Service	53,548.00	78,251.00	70,816.00
Public Works	516,253.00	428,907.00	271,685.00
Rules and Administration	208,491.00	149,174.00	187,994.00
Select Committee on Small Business	149,942.00	361,545.00	193,520.00
Democratic Policy Committee	73,901.00	40,631.00	-0-
Republican Policy Committee	7,619.00	5,754.00	-0-
Special Committee on Aging	189,174.00	243,310.00	113,509.00
Select Committee on Standards and Conduct	2,114.00	2,381.00	13,965.00
Select Committee on Nutrition and Human Needs	174,664.00	232,813.00	107,682.00
Veterans Affairs	354,759.00	413,852.00	244,462.00
Special Committee on Termination of the National Emergency	38,840.00	-0-	-0-
Select Committee on Presidential Campaign Activities	10,141.00	-0-	-0-
Committee on the Budget	180,814.00	421,630.00	148,993.00
Commission on the Operation of the Senate	-0-	-0-	116,926.00
Committee to Study Government Operations to Intelligence Activities	1,428.00	160,780.00	26,508.00
Select Committee to Study Senate Committee System	-0-	-0-	32,572.00
TOTAL	$16,504,692.00	$19,245,181.00	$11,115,681.00

* See footnote at end of table.

SUMMARY OF CONGRESSIONAL PRINTING BY ORDERING SOURCE

HOUSE OF REPRESENTATIVES

	F.Y. 1975	F.Y. 1976	F.Y. 1977*
House	$ 4,378,135.00	$ 4,884,683.00	$ 3,408,985.00
Clerk of House	66,792.00	29,433.00	42,366.00
House Members	95,395.00	444.00	9,679.00
Agriculture	254,622.00	307,584.00	159,259.00
Appropriations	2,167,339.00	2,624,612.00	2,323,605.00
Armed Services	583,979.00	537,763.00	382,611.00
Banking and Currency	513,458.00	669,666.00	380,898.00
District of Columbia	231,218.00	280,232.00	78,463.00
Education and Labor	929,823.00	888,677.00	300,659.00
Foreign Affairs	751,527.00	1,158,494.00	679,573.00
Government Operations	330,666.00	935,145.00	332,289.00
House Administration	116,774.00	149,113.00	35,488.00
Interior and Insular Affairs	442,658.00	442,831.00	422,121.00
Interstate and Foreign Commerce	968,235.00	1,285,868.00	841,810.00
Judiciary	1,483,895.00	821,247.00	480,093.00
Merchant Marine and Fisheries	409,442.00	396,169.00	293,734.00
Post Office and Civil Service	286,772.00	262,630.00	267,810.00
Public Works	247,137.00	452,897.00	259,743.00
Rules	4,046.00	25,695.00	5,631.00
Science and Astronautics	520,970.00	1,494,014.00	495,428.00
Internal Security	33,272.00	-0-	-0-
Veterans Affairs	368,008.00	179,888.00	94,688.00
Ways and Means	635,965.00	1,293,331.00	434,078.00
Select Committee on Problems of Small Business	157,717.00	306,423.00	107,461.00
Committee on Standards of Official Conduct	1,747.00	16,609.00	2,491.00
Select Committee on Committees	26,451.00	-0-	-0-
Commission on Congressional Mailing Standards	3,657.00	-0-	15,559.00
Committee on the Budget	97,524.00	210,475.00	138,205.00
Select Committee on Aging	7,734.00	229,884.00	92,994.00
Select Committee on Missing Persons in S.E. Asia	-0-	51,270.00	920.00
Select Committee on the Outer Continental Shelf	-0-	168,814.00	8,877.00
Select Committee on Narcotics Abuse and Control	-0-	-0-	98,684.00
Select Committee on Professional Sports	-0-	-0-	66,073.00
Select Committee on Assassinations	-0-	-0-	833.00
Select Committee on Intelligence	-0-	109,202.00	-0-
TOTAL	$16,114,958.00	$20,213,093.00	$12,261,108.00

* See footnote at end of table.

SUMMARY OF CONGRESSIONAL PRINTING BY ORDERING SOURCE

OTHER

	F.Y. 1975	F.Y. 1976	F.Y. 1977*
By Law	$ 5,737,556.00	$ 9,167,788.00	$ 4,425,887.00
Architect of Capitol	95,200.00	74,208.00	3.00
Joint Committee on Printing	57,374.00	97,268.00	52,686.00
Joint Committee on Atomic Energy	391,249.00	307,319.00	82,633.00
Joint Economic Committee	520,075.00	507,707.00	356,982.00
Joint Committee on Organization of Congress	-0-	-0-	1,316.00
Joint Committee on Internal Revenue Taxation	43,769.00	101,883.00	13,911.00
Joint Committee on Reduction of Nonessential Federal Expenditures	49,344.00	-0-	-0-
Joint Committee on Defense Production	-0-	43,028.00	57,619.00
Joint Committee on Library	-0-	2,660.00	-0-
Joint Committee on Inaugural Ceremonies	-0-	0-	23,522.00
Joint Committee on Congressional Operations	182,846.00	267,049.00	142,853.00
Joint Study Committee on Budget Control	307.00	-0-	10,735.00
Lump Sum Billings	34.329,254.00	39,944,200.00	32,827,694.50
American Indian Policy Review Comm.	-0-	-0-	136,189.00
TOTAL	$41,407,174.00	$50,513,110.00	$38,232,030.50

* Billings to date are incomplete and do not represent the entire Fiscal Year 1977.

DETAILS TO CONGRESS

Question: Would you develop for the record an elaboration of the tables on page 637 of Volume I of the Fiscal Year 1979 Hearings for the Legislative Branch so as to show the dollar costs associated with GPO personnel detailed to Congress?

Answer: "Details to Congress" will vary from day-to-day depending upon the needs of Congress. Some details are of long standing, while others will be on a day-to-day basis. Only total dollar amounts are maintained on details and no records are maintained by individual committees. In the future, we will maintain detail records and will provide to each Chairman the cost of details applicable to his committee along with his printing and binding report.

However, the following summary of details shows the man-year equivalents and total dollar cost over four years.

	1976	19TQ	1977	Est. 1978	Est. 1979
Man-year equivalents	173	43	165	170	163
Total dollars (millions)	$5.1	$1.2	$4.6	$5.6	$5.4

DEPOSITORY LIBRARIES

Question: H.R. 8358, to provide for the designation of libraries of accredited law schools as depository libraries of Government publications, has been approved by the House of Representatives and the Senate has also approved it with proposed slight modifications. What are your funding plans to implement this legislation should it become law effective October 1, 1978?

Answer: Although the Senate Bill provides for a total of 179 additional libraries eligible for depository status, we are projecting that not more than 60 libraries will come into the program in Fiscal Year 1979. We also estimate $9,775 as the annual cost to support a depository library and $3,500 as an additional start-up cost for each new depository library. Projecting the total of these two estimates, $13,275, multiplied by the 60 libraries coming into the program during Fiscal Year 1979, we estimate that our funding requirement for Fiscal Year 1979 will approximate $800,000. We will do our best to absorb as much of this cost as possible, but it seems almost inevitable that if this Bill becomes Law, we will be required to request additional funds through the supplemental appropriation procedures.

COST ACCOUNTING STANDARDS BOARD

STATEMENT OF ROBERT F. KELLER, DEPUTY COMPTROLLER GENERAL

ACCOMPANIED BY:

ARTHUR SCHOENHAUT, EXECUTIVE SECRETARY
NOAH MINKIN, GENERAL COUNSEL

1979 BUDGET REQUEST COMPARED WITH 1978 APPROPRIATION

Senator SASSER. The next item is the Cost Accounting Standards Board. The justification will be presented by the very able Deputy Comptroller General, Mr. Robert F. Keller.

The fiscal year 1979 budget request for the Cost Accounting Standards Board is $1,850,000, an increase of $13,000 over the comparable fiscal year 1978 level.

I might say, that is probably the smallest increase we have seen, Mr. Keller. I am glad to see that.

STATEMENT OF CHAIRMAN STAATS

If it is agreeable with you, Mr. Keller, and if there is no objection, the statement on the Board will be placed in the record.

Mr. KELLER. I was going to ask that, Mr. Chairman.

[The statement follows:]

24-128 O - 78 -- 27

Prepared Statement of Elmer B. Staats

CHAIRMAN, COST ACCOUNTING STANDARDS BOARD

MR CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

I am appearing before you today in my capacity as Chairman of the Cost Accounting Standards Board to discuss the budget estimates for Board operations during Fiscal Year 1979.

The other Board members who are appointed by me for a period of four years are Mr. Herman W. Bevis, former Senior Partner of Price Waterhouse & Company, certified public accountants; Dr. Gordon Shillinglaw who is a Professor of Accounting at Columbia University; Mr. Fred P. Wacker, Assistant Secretary of Defense (Comptroller); and Mr. John M. Walker, Vice President and Corporate Treasurer of Texas Instruments, Incorporated.

Mr. Arthur Schoenhaut is the Executive Secretary of the Board. He serves as director of a professional staff, presently numbering 22, and a total staff of 33.

Our budget estimate for Fiscal Year 1979 is $1,850,000. This amount is $13,000 more than was appropriated for Fiscal Year 1978. This small increase results from the continuing effect of the Federal pay increase in Fiscal Year 1978 which cannot be entirely absorbed.

Before describing the details of our budget estimate, I would like first to review briefly for you the Board's activities to date.

The Board has promulgated fifteen Cost Accounting Standards, two interpretations of Standards, and implementing regulations. All of these promulgations are required to be included in major negotiated defense contracts.

The major promulgations of the Board are listed in Appendix A to this statement. In addition, there are presently 13 subjects in various stages of research and development which we expect will culminate in Cost Accounting Standards or regulations. A brief description of these 13 subjects is included in Appendix B to this statement. The Board

continually evaluates its promulgations for the purpose of determining their effectiveness and what additional Standards are required.

The Board also has designed a Disclosure Statement of cost accounting practices which contractors must submit to the Government as a condition of contracting. These Disclosure Statements require major defense contractors to describe cost accounting practices they will follow for negotiated defense contracts. The disclosure requirement is now applicable to each contractor who receives in any one year negotiated defense prime and subcontract awards in excess of $10 million.

As of September 30, 1977, the Board has received copies of 1,488 Disclosure Statements from 219 companies. These Disclosure Statements facilitate the negotiation, audit, and settlement of contracts. In addition, the Board has established a computerized data bank into which are placed the responses contained in every Disclosure Statement received. We have the capacity to provide aggregate data with respect to any question or combination of questions covered by the Disclosure Statement. This data bank is of considerable assistance to the Board in its research into possible Standards. Much of this information is published in aggregate form in the Board's Progress Report to the Congress, and it is available to the public in the same form.

The task of issuing sound, fair Cost Accounting Standards is exceedingly complex. To assist the Board in achieving its objectives, the Board has continued its policy of seeking the cooperation of all those who have an interest in its work. The Board has established active, open consultations with representatives of all groups, including Government agencies, professional and industry associations, the academic community, and representatives of individual companies. There are now more than 1,300 organizations and individuals to whom Board proposals are regularly mailed during the course of the Board's research. These organizations and individuals generally have provided constructive comments on Board materials.

Recognizing that training on Board regulations and newly issued Standards could materially assist both industry and Government, the Board has been actively participating in established training programs of the Government and professional accounting and legal associations. In addition, Board Members and staff speak to interested groups and participate in panels, conferences, and the like which are sponsored by accounting or legal professional associations or by industry associations. These occasions have afforded opportunities to provide interested parties with information about the Board and also to answer questions and to discuss concerns about the Board's Standards and regulations. In conjunction with the Department of Defense (DOD), special efforts have been undertaken by the Board to explain its Standards and regulations to European contractors involved in negotiated DOD prime contracts and subcontracts. The Board pays all travel and living expenses in accordance with the standardized travel regulations whenever Board and staff members attend out-of-town business meetings.

The Board has also worked cooperatively with Federal agencies in the development of regulations implementing Cost Accounting Standards and pertinent Board rules and regulations. The Board sponsored establishment of an Interagency Advisory Committee to which procurement and finance representatives of DOD, ERDA, NASA, GSA, HEW and DOT are appointed. This Committee meets from time to time to discuss problems of common interest concerning the Board's regulations and Cost Accounting Standards and to discuss ways whereby uniform action can be taken by all Executive Branch agencies on such matters. The Administrator of the Office of Federal Procurement Policy is Chairman of this Committee.

During the past year, the Board has devoted major effort to a comprehensive study of the types of contracts and contractors which should be fully covered, partially covered, or exempted from Cost Accounting Standards Board promulgations. After this detailed examination of the subject, the Board promulgated new regulations which will exempt small business concerns and will reduce the requirements that certain

other companies must meet. In the judgment of the Board, these definitions provide demarcations between the various classifications that optimize the relationship between the probable benefits to be derived in pricing, administration and settlement of contracts and the probable costs of implementation.

The Board receives annual reports from Federal agencies which use Standards. The reports have provided an opportunity for agencies to comment on their experience in the use of Standards and Board regulations. The agencies have reported the following improvements in contract negotiation and administration because of Board promulgations:

1. More detailed and accurate data are being submitted in contractors' proposals, thereby increasing confidence in the accuracy of the proposals.

2. There is greater visibility of cost and pricing data in cost proposals.

3. The Disclosure Statement requirements and issued Standards have provided increased awareness of the contractors' cost accounting and estimating practices.

It has also been reported that Cost Accounting Standards have assisted in audits of Government negotiated contracts in the following ways:

1. Standards provide the auditor with a statutory basis for supporting questioned cost allocations.

2. There is greater visibility into a contractors' cost accounting practices.

3. The Standards provide firm guidelines for treating certain costs which contractors previously accounted for in various ways.

In October 1977 the Board held its second Evaluation Conference. The Conference was attended by about 300 persons. The Board received 26 written responses to its invitation for comments and oral presentations were made by representatives of 11 organizations. The Board believes that periodic evaluation conferences provide a worthwhile forum for discussion with con-

tractor and professional accounting representatives concerning their experience to date with promulgated Standards. Several staff projects have been initiated as a result of comments and suggestions made at the Evaluation Conference. The projects undertaken deal generally with facilitating the implementation of Cost Accounting Standards.

Turning now to our request for appropriations, our budget estimate of $1,850,000 for Fiscal Year 1979 will be allocated as follows:

$1,400,000 for salaries and related benefits of the members of the Board, permanent professional staff, part-time consulting assistants, and supportive clerical staff. This estimate covers the salary costs for 37 permanent positions for Fiscal Year 1979, the same number of positions as was estimated for Fiscal Year 1978. The 37 positions include three Board members from outside the Government. One of the 34 staff positions is currently unfilled.

$70,000 for travel of Board Members and staff, the same as the amount projected for Fiscal Year 1978. This travel estimate reflects a continuing need for field work to perform research and development of possible Cost Accounting Standards. We must travel to obtain on-site information at contractors' offices and plants regarding cost accounting practices if we are to assure that Standards give due consideration to the requirements and views of contractors, as well as those of the Government.

$200,000 for contractual services, computer services and reimbursement to other Government agencies for administrative and personnel services; this is the same amount projected for these services in Fiscal Year 1978.

$180,000 for costs of space and services furnished by GSA, communications, utilities, printing and reproduction, supplies,

materials, and equipment, which is a $2,000 increase over the amount projected for Fiscal Year 1978.

This statement covers, in general, a summary of the Board's activities and our budget estimate for Fiscal Year 1979. I will be glad to answer any of your questions.

APPENDIX A

MAJOR PROMULGATIONS BY THE COST ACCOUNTING STANDARDS BOARD

AS OF DECEMBER 31, 1977

	Description	Effective Date
1.	Contract Clause	July 1, 1972
2.	Disclosure Statement	July 1, 1972
3.	Disclosure Statement--Lowering floor for filing to new awards of $10 million	April 1, 1974
4.	Minimum amount for covered contracts increased from $100,000 to $500,000	January 1, 1975
5.	Modified coverage for certain classes of business units	March 10, 1978
6.	Criteria for Materiality	October 4, 1977
7.	Standard 401--Consistency in Estimating, Accumulating and Reporting Costs	July 1, 1972
8.	Interpretation No. 1 to Standard 401	July 1, 1972
9.	Standard 402--Consistency in Allocating Costs Incurred for the Same Purpose	July 1, 1972
10.	Interpretation No. 1 to Standard 402	July 1, 1972
11.	Standard 403--Allocation of Home Office Expenses to Segments	July 1, 1973
12.	Standard 404--Capitalization of Tangible Assets	July 1, 1973
13.	Standard 405--Accounting for Unallowable Costs	April 1, 1974
14.	Standard 406--Cost Accounting Period	July 1, 1974
15.	Standard 407--Use of Standard Costs for Direct Material and Direct Labor	October 1, 1974

	Description	Effective Date
16.	Standard 408--Accounting for Costs of Compensated Personal Absence	July 1, 1975
17.	Standard 409--Depreciation of Tangible Assets	July 1, 1975
18.	Standard 410--Allocation of Business Unit General and Administrative Expenses to Final Cost Objectives.	October 1, 1976
19.	Standard 411--Accounting for Acquisition Costs of Material	January 1, 1976
20.	Standard 412--Composition and Measurement of Pension Cost	January 1, 1976
21.	Standard 413--Adjustment and Allocation of Pension Cost	March 10, 1978
22.	Standard 414--Cost of Money as an Element of the Cost of Facilities Capital	October 1, 1976
23.	Standard 415--Accounting for the Cost of Deferred Compensation	July 10, 1977

APPENDIX B

CURRENT STUDIES

Selection of specific areas for research and possible development of Cost Accounting Standards is based primarily on (1) relationship to the objectives of Public Law 91-379, (2) significance of observed costing problems, and (3) relationship to other work of the Board. The Board has sought and obtained advice about the importance of various problems which are involved in contract cost accounting. The research projects selected are at various stages of development and may result in one or more promulgations on each subject. Preliminary proposals and research papers have been widely circulated for some subjects.

1. Cost Accounting Practice - This project is expected to result in amendment of the Board's regulations to provide definitions of the term "cost accounting practice" as used in the Board's promulgations. The project also will provide guidance to determine when a change in a cost accounting practice occurs.

2. Distinguishing Between Direct and Indirect Costs - This study covers the accounting concepts and principles governing consistent classification of costs as direct or indirect, and the bases for making distinctions.

3. Allocation of Indirect Costs - This subject deals with criteria for the accumulation of indirect costs in indirect cost pools and selection of appropriate allocation bases for such pools of cost.

4. Allocation of Manufacturing, Engineering, and Comparable Overhead Costs - This project covers the allocation of pools of manufacturing, engineering, and comparable overhead costs.

5. Accounting for Cost of Service Centers - Research on this subject involves the development of concepts for use in the accounting for the cost of service centers.

6. Allocation of Material-Related Expenses - This subject deals with the criteria for expense-pool creation and allocation-base selection pertaining to material-related expenses. The scope includes the functions traditionally associated with the flow of materials, such as material planning and control, purchasing, receiving and stores, internal and external transportation, distribution, etc.

7. Accounting for Insurance Costs - This research deals with criteria for the measurement of insurance costs, including self-insurance, and the appropriate treatment of retrospective premium adjustments.

8. Independent Research and Development and Bid and Proposal Costs - This subject covers the accounting for costs of performing independent research and development and costs of preparing bids and certain proposals by contractors engaged in Government contracts.

9. Indirect Costs of Colleges and Universities - This study involves an inquiry into the nature and composition of indirect cost rates of colleges and universities which have Government contracts and grants.

10. Cost of Money as an Element of the Cost of Operating Capital - This project was part of the broader topic dealing with cost of capital. The topic was split into two distinct subjects prior to the promulgation of the Cost Accounting Standard on Cost of Money as an Element of the Cost of Facilities Capital. The coverage of that Standard is limited to cost of money as related to facilities capital. Research is continuing on cost of money as related to operating capital.

11. Joint Product Costing - This study involves special cost accounting problems related to manufacturing processes in which multiple products are produced in a joint operation. Such processes are usually used in, although not limited to, the chemical and petroleum refining industries.

12. Accounting for Contract Terminations and Excess Capacity - This study concerns the inquiry into cost accounting principles and practices applicable to contracts which are terminated for the convenience of the Government and the costing of excess and idle plant capacity.

13. Accounting for Intracompany Transfers - This project covers the accounting problems involved in the pricing of intracompany sales or transfers of goods and services.

BOARD MEMBERS AND STAFF

Senator SASSER. We also have some questions to propound to you, Mr. Keller. We will do that in writing and let you respond in writing for the record, if you have no objection.

Mr. KELLER. All right, sir. I have nothing further to add. I am sure you are aware this is a very small staff consisting of 37 positions, counting 3 Board members who serve part time; 22 professionals and 11 clerical. That about makes up the operation.

QUESTIONS AND ANSWERS

We will be glad to submit the answers to your questions for the record.

Senator SASSER. We would appreciate that very much. We will get the questions to you forthwith. I am sure you will respond in your usual prompt fashion, and we will get our records in good shape.

Mr. KELLER. The Appropriations Committee always gets priority. [Laughter.]

Senator SASSER. That is what I have been told. I am glad to hear that. Thank you very much, Mr. Keller, and your associates.

Mr. KELLER. Thank you.

[The following questions were not asked at the hearing, but were submitted to the Cost Accounting Standards Board for responses subsequent to the hearing.]

Questions Submitted by Senator Sasser

Question: How does the work of the Cost Accounting Standards Board relate to the work of the Renegotiation Board?

Answer: The Cost Accounting Standards Board promulgates Cost Accounting Standards which must be used by all relevant Federal agencies in the pricing, administration and settlement of all negotiated prime contract and subcontract national defense procurements. The Renegotiation Board, because of its responsibility with respect to defense contracts, is recognized as a relevant Federal agency under Public Law 91-379 which created the Cost Accounting Standards Board. It therefore is required to and does use Cost Accounting Standards in its renegotiation work which is an aspect of the pricing, administration and settlement of contracts.

Question: What is the cost of the Board of the October 1, 1977 comparability pay raise? How much will be absorbed in FY 1978? In FY 1979?

Answer: The annual cost to the Board of the 1977 Executive Pay Raise is $122,450. In the past, the Board has always been able to absorb all Federal pay increases within the amounts appropriated each fiscal year. The Board will be able to absorb all of the Executive Pay Raise for fiscal year 1978. A small increase, $13,000, is being requested for fiscal year 1979. Of this amount $11,000 is related to the cost of permanent positions and will help offset the continuing effect of FY 1978 Executive Pay Raise and other Federal salary increases which cannot be entirely absorbed.

Question: Please compare and contrast the role of the Cost Accounting Standards Board and the Financial Accounting Standards Board.

Answer: There are a number of similarities between the Cost Accounting Standards Board and the Financial Accounting Standards Board. There is however a basic difference. The Financial Accounting Standards Board establishes standards for financial accounting and reporting. The standards are used by those issuing financial statements, practicing Certified Public Accountants and others concerned with the preparation and evaluation of financial statements. The Cost Accounting Standards Board is concerned with establishing Standards which are used in estimating, accumulating and reporting cost in connection with the negotiation and performance of national defense contracts.

The Financial Accounting Standards Board is a privately funded organization as compared to the Cost Accounting Standards Board which is a Federal agency operating with appropriated funds. In areas of mutual interest, the Cost Accounting Standards Board works closely with the Financial Accounting Standards Board. We review and comment upon their proposals particularly in the context of their impact on government contract cost accounting. In a similar manner we obtain views of the Financial Accounting Standards Board and its staff with respect to proposals of the Cost Accounting Standards Board.

Question: What is the status of the court suit that we discussed last year regarding disclosure?

Answer: The law suit instituted by Mr. Petkas against the Cost Accounting Standards Board Chairman to gain access to corporate Disclosure Statements on file with the Board has been dismissed. The dismissal by the District Court followed a stipulation by the parties which did not affect the Board's position that information concerning individual contractor's cost accounting practices is confidential business information and exempt from disclosure under the Freedom of Information Act. The Board affirmed its willingness to provide the public with composite information relating to cost accounting practices of national defense contractors who submit Disclosure Statements. Further the Board stands ready to assist in devising methods by which information may be obtained on composite bases that will be useful to those seeking data without violating the Board's commitment to preserve the confidentiality of the individual contractor's information.

Question: Is there anything else you would like to tell the subcommittee to bring us up to date on the questions we posed last year?

Answer: One of the questions posed last year was where does the Cost Accounting Standards Board stand in extending Cost Accounting Standards to Federal contracts with colleges and universities. During the year a substantial amount of research has gone into the question of the application of Standards to colleges and universities. As a result of that research, it appears that it may be appropriate to eliminate coverage of colleges and universities except as to Federally Funded Research and Development Centers. This action appears feasible because other Government provisions governing cost allowances of colleges and universities now provide sufficient protection and control.

Aside from the foregoing there is nothing to add to the responses to questions which were posed in the course of last year's hearings.

GENERAL ACCOUNTING OFFICE

STATEMENT OF ROBERT F. KELLER, DEPUTY COMPTROLLER GENERAL,

ACCOMPANIED BY:

H. L. KRIEGER, DIRECTOR, FEDERAL PERSONNEL AND COMPENSATION DIVISION
JAMES MARTIN, DIRECTOR, OFFICE OF PROGRAM PLANNING
CLERIO P. PIN, DIRECTOR, MANAGEMENT SERVICES
RICHARD L. BROWN, CONTROLLER

1979 BUDGET REQUEST AND 1978 APPROPRIATION

Senator SASSER. The last item for consideration today is the General Accounting Office. Mr. Keller will testify in support of a budget of $187,843,000 and 5,264 positions, an increase of $11,863,000 and 120 positions over the comparable fiscal year 1978 level. Of this $11.9 million increase, $7.6 million is, I am told, required to meet the increased cost of conducting existing operations, and $4.3 million is associated with the request for some 120 new positions.

Would you please proceed, Mr. Keller?

Mr. KELLER. Yes, Mr. Chairman.

STATEMENT OF COMPTROLLER GENERAL STAATS

I am sorry Mr. Staats cannot be here today. I would like to have his full statement offered for the record and hope that it will be accepted.

Senator SASSER. It will be accepted in full and inserted in the record.

[The statement follows:]

PREPARED STATEMENT OF ELMER B. STAATS

COMPTROLLER GENERAL OF THE UNITED STATES

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

We are presenting today the financial requirements to carry out the responsibilities of the General Accounting Office for fiscal year 1979. My statement will highlight the more detailed "Justification of Estimates" which was submitted to the Subcommittee earlier.

The request which we are supporting today is for $187,843,000, an increase of $11,863,000 over our 1978 appropriation. It will support 5,264 average positions in fiscal year 1979, an increase of 120 over the 5,144 authorized for fiscal year 1978. Of the $11.9 million increase about $4.3 million is attributable to our request for the additional 120 average positions; the balance of $7.6 million supports our current level of services. No increase in GAO staff was provided for in the 1978 appropriation.

After a detailed review of our workload and the opportunities for savings and improvements in Federal operations, I have concluded that we need a small increase in staff to do the job which the Congress expects of us.

Mr. Chairman, the scope of GAO responsibilities is immense. The Federal budget this year is $500 billion and we are charged with auditing essentially all of it. Furthermore, we need to review certain State and local government spending programs when they involve matching Federal dollars. The growth of tax dollars, whether Federal, State or local, and the proliferation of Federal programs over the years has simply put a strain on our ability to give them all adequate coverage. We have attemped over the years to be austere in our requests for additional resources. While we do not want to make our case on the basis of a cost/benefit analyses, the General Accounting Office more than pays its way. I will discuss this in greater detail later. I hope you will agree that the additional funds that we are requesting will yield an excellent return to the Federal Government.

In summary, the request which we are making has three basic objectives:

1. To be able to respond to specific congressional requests for assistance. We estimate our staff requirements to meet this objective in fiscal year 1979 will total 1,585 staff years, an increase of 20 over our requirements in 1978.

2. To maintain a minimum level of audit and program evaluation activity for all programs for which the GAO has audit responsibility under its basic statutes. Our objective here is to keep the Congress informed of executive agencies' progress and problems and to recommend ways to make Government more effective and less costly. As the Federal budget increases and new programs are enacted, our workload automatically increases. Despite our strenuous efforts to absorb this increased workload, we find it necessary to add 103 staff years in 1979 to carry out this objective. Further reduction of audit coverage would be highly unwise, in our opinion, from the standpoint of adequate congressional oversight. In the past, far more money has been saved, as a direct result of GAO-initiated audits, than was spent on them.

3. To carry out our continuing day-to-day responsibilities under GAO's basic statutes. These responsibilities include approving and monitoring agency accounting systems, settling claims by and against the Government, rendering legal opinions, and so forth. They are a part of GAO's continuing workload. Three fewer positions will be needed to carry out this objective in 1979.

STATUS OF FISCAL YEAR 1978 FUNDING

Before discussing our work and plans for fiscal year 1979, I will summarize the status of our FY 1978 appropriations.

Appropriation for FY 1978	$167,000,000
Anticipated reimbursements	500,000
Required to meet October 1977 pay increase	8,980,000
Total availability for FY 1978	176,480,000
Obligations through December 31, 1977	45,174,041
Estimated obligations through remainder of FY 1978	131,305,959
Estimated total obligations for FY 1978	176,480,000

THE GENERAL BASIS FOR OUR 1979 REQUEST

The requested increase is needed to meet the requirements of known workload that we cannot meet in any other way. I will describe some of the new demands on us, but first, I would like to put them in the perspective that we must deal with them.

Each year the audit and evaluation requirements of new legislation and the expansion of existing programs increase our workload. Their impact on our workload, for the most part, is clear and measurable. That is, we can reasonably estimate the staff resources we will need to do the work they require. The more difficult question is the extent to which we can reduce the need for increased staff by doing less work in other areas. As important as it is to minimize our need for additional staff, it is no less important that we meet all of our legal responsibilities.

Recently, we established a planning system to identify those matters of greatest interest or importance to Congress in which we can expect to make a significant contribution. This officewide system guides GAO work planning in such important areas as energy, income security, environmental protection, and procurement. This planning is done with the needs and interests of the Congress in mind, after consultation with congressional committees.

In this overall planning approach, as well as in selecting individual assignments, we continually probe the justification for and the significance of all proposed audit and evaluation work. It enables us to set more appropriate priorities; it also alerts us to areas where our audit and evaluation coverage is becoming unacceptably "thin." This latter point, particularly, is one that we cannot afford to overlook.

24-128 O - 78 -- 28

NEED TO AVOID UNACCEPTABLY
"THIN" AUDIT COVERAGE

In the past several years we have often dealt with increased workload by reprograming--reducing or eliminating work that would otherwise have been done.

In doing this we have tried to minimize the adverse effects on our continuing audit and evaluation responsibilities. I do not believe, however, that we can continue to divert staff from other work without jeopardizing the adequacy of our audit coverage of major Federal programs covering a wide range of congressional concerns and costing billions of dollars annually.

To illustrate, in fiscal year 1970, about 45 percent of GAO audit effort was related to national defense programs and expenditures. In fiscal year 1975 this percentage declined to about 29 and in 1977 to only 23 percent of our total. I do not consider a restoration of the 45 percent level necessary. However, some increase in emphasis on defense-related work will be needed in fiscal 1979--namely, an increase of 57 average positions. With this increase, defense-related work will still constitute only 25 percent of our total effort.

The demands of new legislation and other requirements beyond our control have also forced us to limit our work on a number of civilian agency programs. Consequently, in fiscal year 1979, GAO work on all major transportation agencies needs increased emphasis. Our work involving highway construction programs and financing, aviation safety and air traffic control, and navigation systems must be increased in fiscal year 1979 to assure adequate coverage. Reprograming to other more pressing demands, including most recently the Grain Standards Act of 1976, has meant also that GAO reviews of national defense programs and activities have had to be curtailed in the past several years.

We have reduced our coverage of the U.S. Postal Service, the District of Columbia Government, and the Consumer Products Safety Commission to levels that should not be long sustained. Reprograming to other more pressing demands has prevented us from doing what we consider to be necessary work in connection with important health, energy, and income security programs. GAO work on Federal initiatives for productivity improvement have also been deferred to satisfy other pressing demands. In all, we need 38 additional staff years in fiscal year 1979 to bridge what I consider to be gaps in our present audit and evaluation coverage in civilian areas.

Unquestionably it will be necessary, in the future as it has been in the past, for us to reprogram to meet the requirements of new and more immediate concerns. Still, we must have a total staff that is adequate to meet all the responsibilities we have been assigned.

IMPACT OF LEGISLATION AND OTHER
CONGRESSIONAL ACTIONS ON GAO
REQUIREMENTS FOR STAFF

I have pointed out that we will need 95 additional average positions in FY 1979 to "shore up" and to prevent the further erosion of our coverage of civilian and defense programs. Beyond that, 25 average positions will be needed to meet the requirements of recent legislation. Some legislation assigns GAO a particular one-shot review, usually within a specified time frame. This responsibility may continue over several years. For example, audit and evaluation work required by the Health Maintenance Organization Act of 1973 will be completed during the current fiscal year.

After the specifically required GAO work is completed, the programs covered by the legislative mandate become part of our continuing workload, to be scheduled for audit and review as warranted and as resources permit.

Other legislation, such as the Legislative Reorganization Act of 1970 and the Budget and Impoundment Control Act of 1974, gives us new continuing responsibilities and new areas of emphasis which become part of our basic legislative charter--no less so than the Budget and Accounting Act of 1921 and the Accounting and Auditing Act of 1950.

A very important statutory workload is that which flows from the enactment of any new legislation that adds or expands Federal programs. Each such statute gives GAO an audit responsibility no less than those for specifically required audits. I will briefly describe some of the legislative actions that will add to GAO staff requirements in fiscal year 1979.

Legislation Giving Specific Assignments to GAO

Fifteen statutes require specific audit and evaluation work to be done by GAO within a specified time frame. Four of these mandate work that will be completed in fiscal year 1978. The remaining 11 will impose major workload in fiscal year 1979, requiring 89 average positions. This exceeds the average positions required for this work in fiscal year 1978. Laws of this type which will require the largest staff increases are:

--The Toxic Substances Control Act (October 1976), which requires GAO to review the adequacy of an indemnity study required of the Environmental Protection Agency and to report our findings to the Congress within 6 months after we receive the study.

--The United States Grain Standards Act (October 1976), as amended which requires GAO, in cooperation with the Federal Grain Inspection Service and the Department of Agriculture's Office of Investigation, to thoroughly evaluate the status of inspection at interior locations, to identify needs for reform, and to report findings to the House and Senate Agriculture Committees by November 1979.

--Public Law 94-399 (September 1976), which established the Temporary Commission on Financial Oversight of the District of Columbia and requires the Comptroller General to review and approve the improvement plan developed for D.C.'s financial management systems and to monitor the installation of the approved systems.

Work on other legislation, including the Energy Conservation Act of 1976 and the Railroad Revitalization and Regulatory Reform Act of 1976, will require substantial GAO staff resources in both fiscal year 1978 and fiscal year 1979.

The important point is that work specifically mandated by legislation is a substantial part of our workload. Unless the additional staff required is available, we must perform this work by reducing audit coverage in other areas needing audit or evaluation.

I want to emphasize, Mr. Chairman, that although GAO is directed by the Congress to evaluate and report on a specific matter, our audit responsibilities do not end at the time that

report is made. For example, we were tasked by the Congress to report on the Health Maintenance Organization Act of 1973 but we will need to continue reviewing HMOs after that report is released. We were tasked by the Congress to report on the impact of anti-recession legislation and we have done that. But we have a continuing responsibility to look at what is happening because of the expenditure of anti-recession funds. Once the Congress passes a law, we are charged under our several enabling acts to review those programs--they simply become part of our normal workload; they don't go away.

Legislation Creating New Or Expanding Existing Programs

Also adding to our workload--and our need for staff--is legislation which creates or expands programs. Our fiscal year 1979 workload will be increased over fiscal year 1978 levels by a number of recent statutes which give us audit responsibilities even though they do not mandate completion of audits by a particular date. The following are a few examples of legislation enacted since our appropriation request for FY 1978.

--The Surface Mining Control and Reclamation Act of 1977 (August 1977) imposed Federal regulation on strip mining of coal in all parts of the country. We will need to review implementation and enforcement of this legislation.

--The Community Emergency Drought Relief Act of 1977 (May 1977) authorized grants and loans to applicants in drought impacted areas for projects that will augment community water supplies and promote water conservation. We will need to review this program in fiscal year 1979.

--1977 Amendments to the Clean Air Act (August 1977) gave additional responsibilities and authorities to the Environmental Protection Agency, involving such things as conversion to coal as a major source of energy, tightening of controls over automobile emissions, and consideration of environmental tradeoffs related to possible fuel savings. We will need to do considerable work in this area in fiscal year 1979.

--Youth Employment and Demonstration Projects Act (August 1977) which established four programs, provides youths opportunities for employment in their own or other communities and with State and Federal government agencies. Funding is $1.5 billion for fiscal year 1978. GAO will need to apply substantial resources to this area in fiscal year 1979.

We are requesting 20 additional average positions to meet the requirements of this expanded workload. Even with the additional resources required for work on these Federal programs and activities in fiscal year 1979, we will have to absorb the workload involved in auditing all of the above legislation in fiscal year 1978. This will increase our difficulties in maintaining an adequate level of audit coverage this year.

Likely Effects of Legislation Now Pending

Our policy in the past has been not to request staff in anticipation of the possible enactment of pending legislation--no matter how likely passage seems. This has meant that each year we must absorb the workload requirements of new legislation at least for the first year. Such requirements can be substantial.

For example, our division directors have estimated that legislation currently receiving serious consideration by the Congress would, if enacted, impose fiscal year 1979 workload demands on GAO of 250 average positions. If any or all of these proposals are enacted, we will either have to spread our staff more thinly or seek a supplemental appropriation, depending upon the impact of the legislation. For example, if the National Energy Act is approved we estimate our audit workload will increase 45 to 50 average positions.

As before, we are not requesting resources to fulfill the audit and evaluation requirements of any pending legislation. I mention these potential workload demands only to underline the need to fully fund our 1979 request for resources to meet present workload demands.

STAFF REQUIREMENTS BY PROGRAM CATEGORY

Attachment 1 is an overview of the way we plan to apply resources in fiscal year 1979 in each of our divisions and offices. That attachment refers to the section of our "Justification of Estimates" which describes the needs of each division and office.

As I pointed out earlier in my statement, we also view our need for staff in terms of GAO-wide program categories which require the participation of all or most GAO organizational units. Average position requirements for each of GAO's program categories are as follows:

Program category	Estimated average positions FY 1978	FY 1979	Change
Direct assistance to Congress (Specific mandates and Committee and Member requests)	1,565	1,585	+ 20
Review of programs, under current statutes, for economy, efficiency, and effectiveness	2,264	2,367	+103
Examination of agencies' financial systems, transactions, accounts, and reports	229	233	+ 4
Financial management improvement	160	161	+ 1
Claims settlement and debt collection activities	126	118	- 8
Legal services and decisions	239	239	-
Executive direction and management services	561	561	-
Total	5,144	5,264	+120

I would emphasize that all proposals for work in each of these categories--not just year-to-year changes--are subjected to rigorous review within GAO.

DIRECT ASSISTANCE TO CONGRESS (SPECIFIC MANDATES AND COMMITTEE AND MEMBER REQUESTS)

This is our second largest program category. It is the one under which we

--perform special work mandated by statute,

--respond to committee and Member requests for audit and evaluation work,

--testify at hearings,

--assign staff to congressional committees,

--give advice and assistance in connection with pending legislation,

--perform accounting, auditing, and advisory services for House and Senate financial and administrative operations, and

--perform congressional liaison activities.

By far the largest of these areas is work in response to committee and Member requests for audit and evaluation work. For several years this work has been increasing--from 8 percent of GAO's professional staff resources in fiscal year 1968 to about 35 percent for fiscal year 1977. The great majority of our effort here is for committees rather than individual Members. For example, in fiscal year 1977, 75 percent of our congressional request work was for committees whereas 25 percent was for individual Members.

GAO staff at all levels recognize the importance of our direct assistance role, and the need to respond as promptly and completely as possible. The large increase in the number of requests for our testimony is just one indication that our work is being used to a growing degree. We estimate that during the first 6 months of this fiscal year we will have testified 75 times.

The increase of 20 average positions to a total of 1,585 for work in this program category is a minimal one. It includes the requirements of specific studies mandated by statute that I have already discussed in some detail. Requirements in this category would be greater except for several actions we have taken:

--When more than one committee or Member requests work in an area of general interest, GAO staff works with the requestors and is often able--perhaps by slightly altering ongoing or planned work--to meet their needs simultaneously.

--Close and continuing contacts with committees and Members and their staffs are helping us to meet the objectives of requests with less extensive audit work, by providing information from prior reviews or work in progress or by arranging to use studies developed by others.

--GAO's planning system and our increasing contacts with congressional committees help to assure that our self-initiated work is closely related to current congressional concerns and interests.

There is, of course, a very close relationship between our direct assistance work and that which constitutes our continuing coverage of agencies and programs. Request work frequently covers subjects which GAO would audit even if no request had been received. The converse is also true; that is, the more relevant our work is to current needs of Congressional Committees, the less likely it is that request work will be forthcoming.

The principal difference between our direct assistance work and that of our other program categories is that direct assistance is performed in response to specific requests or requirements, rather than in support of Congress under our continuing legislative mandates.

Our requests for staff, and our program and assignment planning systems on which they are based, recognize these relationships. It is important for us to know and be prepared to meet the specific needs of committees and Members. But in testing the adequacy of our present and planned coverage of agencies and programs, we consider all related work, including that which was performed at the request of a committee or Member.

Concern has been expressed frequently both in Congress and in GAO about the time required in many cases to respond to congressional requests. While we have made substantial progress, we are implementing new ways to do all of our audit and evaluation work more promptly--while still doing an acceptable professional job. Over the past several months we have had an internal task force seeking ways to speed up the issuance of our reports.

REVIEWS OF ECONOMY, EFFICIENCY, AND PROGRAM EFFECTIVENESS

This is our largest program category and the one that will require the largest increase over fiscal year 1978 levels. In fiscal year 1979 we will need to devote 2,367 average positions to work under this category. This is 103 more than the 2,264 available in fiscal year 1978.

Work under this category includes a wide variety of audits and evaluations of virtually all Federal agencies' programs. Our work under this category is an important way to provide the Congress with the information it needs in overseeing executive agencies and their programs. It also provides analyses and alternatives for Congress to use in considering program reauthorizations, new appropriations, and, frequently, new program proposals.

GAO's objective in planning work under this category has been to provide a reasonable level of coverage over the range of Federal programs and agency operations, with particular emphasis on those of greatest interest to the Congress. Increasingly, in recent years, our audit and evaluation work considers the interrelationships of Federal programs. By so doing we provide the Congress with information on program gaps and overlaps and we probe areas in which Federal programs may even be operating inconsistently or at crosspurposes.

GAO work under this category is accomplished through a large number of individual assignments. We have prepared a "handout" that illustrates the range and diversity of these individual assignments.

Each individual assignment has a clearly, defined objective. But through the program planning system that I referred to earlier in my statement, these assignments form parts--"building blocks"--of more comprehensive evaluations of major issues of highest national interest.

Currently, GAO-wide planning has been assigned to our operating divisions for 34 such major issues. They cover program areas such as health, energy, and income security. They also include key management functions, such as personnel, procurement, and logistics. Assigning planning leadership for each major issue to a single GAO division helps to assure that work on

the various issues seeks common objectives, is coordinated within GAO, and assures that there are no gaps or omissions in our audit coverage.

As I have already pointed out, the key to adequate coverage is adequate staff. GAO's planning and programing system is designed to make the best use of staff. It also identifies where audit and evaluation coverage is thin. The increase of 103 average positions that we are requesting for this program category will be used both to meet the requirements of recent legislation which created or expanded Federal programs--audit of which is made necessary by GAO's basic statutory authorities--and to shore up the coverage of Federal programs. I have spoken about each of these points earlier in my statement. Suffice it now to say that this is the program category they affect most heavily.

COMMENTS ON OTHER PROGRAM CATEGORIES

All of our program categories--and our plans with respect to them--are described in the "Justification of Estimates." So far in my statement I have discussed only the major ones. I will now highlight the others.

Examination of Agencies' Financial Systems, Transactions, Accounts, and Reports

GAO work under this category is primarily directed to the manner in which Federal agencies meet their responsibility for fiscal and financial accountability. As with work in the other categories that I have already discussed, this work covers virtually all Federal agencies. We review the completeness and accuracy of accounting records and statements, the validity of financial transactions, the adequacy with which Federal financial assets are controlled, and the promptness and usefulness of financial reports.

We audit accounting and financial management systems as they are actually operating to make certain that the approved systems are, in fact, being followed. We audit and settle the accounts of accountable officers in both civilian and military departments and agencies and at military finance centers. We also audit Government corporations, as required by the Corporation Control Act of 1945. Work in this category is performed by various operating divisions, but planned and guided by the Financial and General Management Studies Division.

A total of 233 average positions will be required in fiscal year 1979 for work in this category--4 more than will be available in fiscal year 1978.

Financial Management Improvement

This category comprises GAO-wide work directed to improving financial management in Government. In fiscal year 1979, we will:

1. Review and, where warranted, approve agency accounting systems--with the goal of having all agency accounting systems approved by the end of fiscal year 1980.

2. Help committees to obtain and effectively use the fiscal, budgetary, and program information they need. This is an important part of our work--one which got particular emphasis as a result of the Budget and Impoundment Control Act of 1974.

3. Help Federal, State, and local governments to improve their accounting, auditing, and program evaluation standards and methods. A major objective is to improve auditing at Federal, State, and local governmental levels to provide greater assurance that Federal grant and revenue sharing funds are given proper audit attention at all levels of government.

4. Participate in the Joint Financial Management Improvement Program (with Treasury, OMB, and the Civil Service Commission), as provided in the Budget and Accounting Procedures Act of 1950.

In fiscal year 1979, 161 average positions will be required for work in this program category--an increase of 1 from fiscal year 1978.

Claims Settlement and Debt Collection Activities

This category includes our work in settling claims by and against the United States. Under it, we pursue claims presented to us for settlement. We are continuing our efforts to streamline the procedures by which we handle both debt and payment claims. Management improvements will permit us to reduce our staff for this job by 8 in fiscal year 1979, to 118.

Legal Services and Decisions

Our legal work covers virtually the full range of Government activity. This work involves:

--preparing decisions required by law to be rendered by the Comptroller General to the executive agencies.

--preparing advisory opinions upon request from committees, subcommittees and Members of Congress.

--reviewing, monitoring, and reporting to the Congress on executive branch impoundment actions under Title X of the Impoundment Control Act of 1974.

--representing the Comptroller General, in suits brought under the Impoundment Control Act of 1974, and in connection with his responsibilities under the Energy Policy and Conservation Act.

--rendering decisions on protests and complaints against agency and grantee contract award actions.

--providing legal assistance on audit reports.

--providing legal services to GAO divisions and offices.

--assisting the Department of Justice in the development and trial of suits involving matters in which GAO has an interest.

--furnishing legal reference and legislative drafting services.

--rendering decisions to claimants upon request for review or reconsideration of claims.

Staff requirements for this program category in fiscal year 1979 will be 239 average positions, the same as in 1978.

Executive Direction and Management Services

This category includes activities required to provide central management services for the Comptroller General and GAO's operating divisions,

--Direction and control of the operations of the General Accounting Office by the Office of the Comptroller General.

--The functions of the Office of Policy, the Office of Program Planning, the Office of Internal Review, and the Information Officer.

--The functions of our Management Services Organization: direct support to all of GAO's divisions and offices in

*personnel management and staff development,

*accounting, financial management, and ADP management,

*administrative and library services, and

*publishing.

Average position requirements for this program category in fiscal year 1979 will remain at 561.

RESULTS OF GAO WORK DURING THE PAST YEAR

In asking the Committee's support for our appropriation request, I consider it important to relate the results or accomplishments of our work over the past year. As you know, we do not have authority to direct agencies to accept or comply with our recommendations. The extent to which we are successful in bringing about improvements depends basically on (1) the adequacy of our factual analysis and the persuasiveness of our findings and recommendations and (2) the support our reports receive from the Congress. We are, therefore, advisers to the executive agencies and to Congress as we make our recommendations.

Moreover, the impact of the General Accounting Office is not easy to measure in many cases, because agencies sometimes make changes not only because of our recommendations but because of recommendations from other sources--committees of Congress, outside organizations, and even editorials in the press. Some of these changes take place many months after our reports are issued or, in some cases, after repeated recommendations over a period of years. For example, GAO has been advocating for over 15 years--through periodic reports--that tax and loan account balances should be interest bearing. The Treasury Department finally took action this past year; savings to the Government will aggregate annual savings of about $140 million.

Finally, it is important to note that the very presence of an oversight agency like GAO--that can ferret out problems and make them visible to the public and to the Congress--is an important asset in any governmental setting. Nevertheless, GAO does make an effort to keep a record, which is included in our annual report, of changes that are clearly related to our efforts.

I am distributing a separate document drawn from our annual report which sets forth GAO's accomplishments in fiscal year 1977. These break down into four general categories:

1. Actions taken by the agencies or by the Congress, implementing GAO recommendations which result in savings that can be readily measured or quantified.

During the past year GAO recommendations acted on by Federal agencies saved $4.4 billion and those acted upon by the Congress saved $1.2 billion, for a total of $5.6 billion. These included 124 actions involving 28 different agencies and several which were Government-wide in scope. They cover actions in such varied areas as automatic data processing, Federal communications activities, procurement and contracting, facilities construction and operation, financial management improvement, utilization of Federal personnel, and improvements in the method for measuring pay comparability and determining pay schedules.

2. Management improvements that could not be readily measured or quantified, made as a result of GAO reports.

Examples include more effective screening of military enlistees, more effective promotion of U.S. products for export, better management for improving air traffic control, ending agricultural deficiency payments for crops not grown and reducing interest costs.

3. Debts due the United States collected as a result of GAO's claims activities.

In fiscal year 1977 we collected $8.0 million owed the United States, for which executive agency collection efforts had been unsuccessful.

4. Actions taken to improve program effectiveness.

These recommendations, while not designed to produce savings, point out ways in which Federal programs can be made more effective or where program objectives can be carried out at a lower cost. In fiscal year 1977, accepted GAO recommendations which fall into this category include such matters as upgrading the effectiveness of internal audit, improving consumer safety, improving control over the FBI's domestic intelligence operations, having better accountability and control for nuclear warheads, strengthening grain inspection, increasing sealift readiness of the National Defense Reserve Fleet, preventing possible conflicts of interest, and focusing attention on Federal banking regulation.

These and many other examples of accomplishments are set forth in the more detailed statement which has been made available to you.

This concludes my prepared statement. I hope you will agree that the additional funds requested will yield an excellent return for the Federal Government. We are now prepared to respond to any questions you may have.

1978 AND 1979 BUDGET REQUESTS AND POSITIONS COMPARED

Mr. KELLER. I have an abbreviated version which I would like to give.

Senator SASSER. Please proceed.

Mr. KELLER. The request we are supporting today is for $187,843,000, an increase of $11,863,000 over our 1978 appropriation. It will support 5,264 average positions in fiscal year 1979, an increase of 120 over the 5,144 authorized for fiscal year 1978. Of the $11.9 million increase about $4.3 million is attributable to our request for the additional 120 average positions; the balance of $7.6 million supports our current level of services. No increase in GAO staff was provided for in the 1978 appropriation.

In summary, the request that we are making has three basic objectives.

First, to be able to respond to specific congressional requests for assistance. We estimate our staff requirements to meet this objective will increase by 20 over our requirements in 1978.

Second, to maintain a minimum level of audit and program evaluation activity for all programs for which the GAO has audit responsibility under its basic statutes. Despite our strenuous efforts to absorb a substantially increased workload, we find it necessary to add 103 staff-years in 1979 to carry out this objective.

Third, to carry out other day-to-day responsibilities under GAO's basic statutes. These responsibilities include approving and monitoring agency accounting systems, settling claims by and against the Government, rendering legal opinions, and other similar type activities. They are a part of GAO's continuing workload. Three fewer positions will be needed to carry out this objective in 1979.

Taken together, fulfillment of these three objectives will require us to use an additional 120 staff-years in fiscal year 1979 over fiscal year 1978 levels. I will now discuss briefly the two objectives that will require staff-year increases in fiscal year 1979.

The 20 additional staff-years needed to respond to congressional requests are to: One, fulfill requirements of legislation specifically mandating GAO to do audit and evaluation work within a specified time frame; and two, respond to committee and member requests for audit and evaluation work. Of this, 5 staff-years are required for audit and evaluation work specifically mandated by recent legislation.

The other 15 staff-years are required to respond to increased requests of committees and members. It seems likely that we will need to increase our work in response to these requests by more than 15 staff-years. However, we are attempting to keep our request for additional resources to an absolute minimum. We have compiled a listing of completed or in process work for the Senate Appropriations Committee which I would like to submit for the record as illustrative of work we do for the Congress.

SUMMARY OF ASSISTANCE

Senator SASSER. The summary of assistance to the Committee on Appropriations of the U.S. Senate will be inserted in the record at this point. A listing of reports and studies issued and in process will be received and inserted in the subcommittee files.

[The summary of assistance follows:]

SUMMARY OF ASSISTANCE TO THE SENATE APPROPRIATIONS COMMITTEE AND SUBCOMMITTEES, JANUARY 1, 1977–DECEMBER 31, 1977

1a. *Assistance to the Committee and Subcommittees—Formal and Informal Assistance.*

	Full committee	All subcommittees	Total
Formal reports:			
Assistance provided	25	13	38
Requests pending	5	25	30
Subtotal	30	38	68
Informal assistance:			
Assistance provided	9	41	50
Requests pending	5	22	27
Subtotal	14	63	77
Total	44	101	145

b. *Assistance to Members of the Appropriations Committee.*—One hundred and forty-one requests were handled for twenty-three Members of the Committee. Seventy-nine are closed, sixty-two are open.

c. *Weapons Systems Studies Furnished or In Process.*—Twenty-eight Weapons Systems Studies were issued to the committee and twenty-five are planned for issuance in February 1978.

2a. *Claims.* Approximately forty-eight claims were processed in response to constituent requests of Members of the Senate Appropriations Committee. Eighteen were pending as of December 31, 1978.

3a. *Legal Assistance.* Forty-two legal opinions and decisions were rendered to eighteen Members of the Senate Appropriations Committee on subjects of interest to them or their constituents.

PERSONNEL REQUESTS

Mr. KELLER. We are limiting our request for an increase to maintain a minimum level of audit and program evaluation activity to 103 additional staff-years. This is so even though recent legislative actions will make it necessary for us to reprogram 128 staff-years from work that we would otherwise have done. Of this, 49 staff-years is estimated to be needed in 1979 to meet responsibilities under GAO's basic audit coverage for new and expanded programs.

Another 79 staff-years is estimated to be required to backfill staff-years that will have to be reprogramed in fiscal year 1979 from our regular audit coverage to meet responsibilities recently mandated by specific legislation. The difference of 25 staff-years will be absorbed.

LEGISLATION GIVING ASSIGNMENTS AND CREATING PROGRAMS

Individual attachments to my statement illustrate legislative requirements for which we have not been funded. They include: one, legislation giving specific assignments to GAO; and two, legislation creating new or expanding existing programs.

[The information follows:]

LEGISLATION GIVING SPECIFIC ASSIGNMENTS TO GAO

Fifteen statutes require specific audit and evaluation work to be done by GAO within a specified time frame. Four of these mandate work that will be completed in fiscal year 1978. The remaining 11 will impose major workload in fiscal year 1979. Laws of this type which will require the largest staff increases are:

--The Toxic Substances Control Act (October 1976), which requires GAO to review the adequacy of an indemnity study required of the Environmental Protection Agency and to report our findings to the Congress within 6 months after we receive the study.

--The United States Grain Standards Act (October 1976), as amended which requires GAO, in cooperation with the Federal Grain Inspection Service and the Department of Agriculture's Office of Investigation, to thoroughly evaluate the status of inspection at interior locations, to identify needs for reform, and to report findings to the House and Senate Agriculture Committees by November 1979.

--Public Law 94-399 (September 1976), which established the Temporary Commission on Financial Oversight of the District of Columbia and requires the Comptroller General to review and approve the improvement plan developed for D.C.'s financial management systems and to monitor the installation of the approved systems.

Work on other legislation, including the Energy Conservation Act of 1976 and the Railroad Revitalization and Regulatory Reform Act of 1976, will require substantial GAO staff resources in both fiscal year 1978 and fiscal year 1979.

LEGISLATION CREATING NEW OR EXPANDING EXISTING PROGRAMS

The following are examples of legislation enacted since our appropriation request for fiscal year 1978 which give us additional audit responsibilities.

--The Surface Mining Control and Reclamation Act of 1977 (August 1977) imposed Federal regulation on strip mining of coal in all parts of the country. We will need to review implementation and enforcement of this legislation.

--The Community Emergency Drought Relief Act of 1977 (May 1977) authorized grants and loans to applicants in drought impacted areas for projects that will augment community water supplies and promote water conservation. We will need to review this program in fiscal year 1979.

--1977 Amendments to the Clean Air Act (August 1977) gave additional responsibilities and authorities to the Environmental Protection Agency, involving such things as conversion to coal as a major source of energy, tightening of controls over automobile emissions, and consideration of environmental tradeoffs related to possible fuel savings. We will need to do considerable work in this area in fiscal year 1979.

--Youth Employment and Demonstration Projects Act (August 1977) which established four programs, provides youths opportunities for employment in their own or other communities and with State and Federal Government agencies. Funding is $1.5 billion for fiscal year 1978. GAO will need to apply substantial resources to this area in fiscal year 1979.

AUDIT AND EVALUATION RESPONSIBILITIES

Mr. KELLER. It is, I believe, important to emphasize that when the Congress mandates GAO to evaluate and report on a specific matter, our audit responsibilities do not end when the report is made. For example, we were specifically tasked by the Congress to report on the Health Maintenance Organization Act of 1973 but we will need to continue reviewing HMO's after that report is released.

The point I am making here is, the more programs Congress adds, the more our workload increases. I am sure you know better than I, there are very few programs discontinued. We do have an overall audit responsibility. We think our coverage is getting too thin in some areas.

The increase that we are requesting is, we believe, the minimum one needed to prevent further erosion of GAO's coverage of Federal agencies and their programs. In the past several years, when GAO's workload has increased, we have often dealt with the increase by reprograming—reducing or eliminating work that we would otherwise have performed. This can be done for a time—but only for a time. Reprograming actions are effective only when the total resource level is adequate to do our whole job. Otherwise, we jeopardize the adequacy of our audit coverage of major Federal programs covering a wide range of congressional concerns and costing billions of dollars annually.

PROGRAM AND PERFORMANCE

We will need the additional staff-years that we are requesting to adequately fulfill our responsibilities for audit and evaluation work in connection with a variety of Federal programs. Many such programs require a continuing significant level of effort. For example, Federal cash benefit programs administered by four different Federal agencies will involve outlays of some $148 billion in fiscal year 1978. These programs warrant audit and evaluation coverage in terms of the results that they are achieving and the effectiveness and efficiency by which they are managed. They also impose a formidable audit requirement to detect and to prevent error, fraud and abuse. I would like to submit for the record a booklet entitled "Illustrative Examples of U.S. General Accounting Office, Program and Performance, Fiscal Year 1977" which gives further examples of our work.

Senator SASSER. The booklet will be received and inserted in the subcommittee files. The text of the booklet appears beginning on page 1146 of the U.S. House of Representative's hearings on the legislative branch appropriations for fiscal year 1979.

EFFECTS OF PENDING LEGISLATION

Mr. KELLER. I would like to speak briefly of the effects of legislation now pending. There are a number of bills pending in the Congress, some of which look like they might become law which will put an additional workload on the General Accounting Office. We have nothing in the budget estimates to take care of any of these programs.

We have always had a policy of not requesting staff for anticipated programs. We did run an estimate among our division heads as to what the workload might be if some of this legislation is enacted. They come up with a figure of 250 average positions. This may be high; it may be low. But it shows you the type of thing that we are dealing with.

It is not in my statement, but I would mention we have the lobbying registration bill which would be administered by GAO. What the legislative outcome is going to be, I don't know. The financial disclosure bill, which passed the Senate last year and is now pending before the House, would put quite an additional audit responsibility on the Comptroller General.

The only point I am trying to make is we have nothing in our estimates for this. If any of these major programs passed, I would be less than honest if I didn't say we would probably be up for a supplemental to take care of it.

In asking the committee's support for our appropriation request, I consider it important to point out that savings resulting from GAO work far and away exceed amounts appropriated for our use. As you know, we do not have authority to direct agencies to accept our recommendations. The extent to which we are successful in bringing about improvements depends basically on, one, the adequacy of our factual analysis and the persuasiveness of our findings and recommendations; and two, the support our reports receive from the Congress.

Moreover, GAO's impact is not easy to measure in many cases, because agencies sometimes make changes not only because of our recommendations but because of recommendations from other sources—committees of Congress, outside organizations, and even editorials in the press. Some such changes take place many months after our reports are issued.

1977 GAO ACCOMPLISHMENTS

Nevertheless, GAO does keep a record of changes that are clearly related to our efforts. During the past year GAO recommendations acted on by Federal agencies saved $4.4 billion and those acted upon by the Congress saved $1.2 billion, for a total of $5.6 billion.

I would quickly add that these dollar accomplishments while impressive, are not the total—or even the most important—of GAO's accomplishments. Management improvements that cannot be readily quantified and GAO recommendations that make programs more effective are also important.

Then, too, the very presence of an oversight agency like GAO—that can ferret out problems and make them visible to the public and to the Congress—is an important asset in any governmental setting.

I am distributing a separate document drawn from our annual report which sets forth GAO's accomplishments in fiscal year 1977.

This concludes my prepared statement. I would only add that we think an investment in GAO is a good investment for the Federal Government. We hope you can see your way clear to accommodate our request.

SAVINGS EFFECTED BY GAO

Senator SASSER. Thank you, Mr. Keller.

The justification document indicates that the work of the General Accounting Office has been responsible for a very considerable amount of savings of taxpayers' funds for fiscal 1977. For example, GAO, in collaboration with Congressional action, as you testified, saved the taxpayer $1.1 billion in fiscal 1977. The total savings, as you testified, amounted to over $5 billion in fiscal 1977.

Could you give the subcommittee some examples of those savings that you have alluded to, just concrete examples?

Mr. KELLER. I would be very happy to, Mr. Chairman.

They are tabulated in the booklet which I have offered for the use of the committee. I might add that in the booklet you will find 124 actions, involving 28 different agencies, several of which were Government-wide in scope and cover a wide variety of areas. I will mention just a few significant or representative items.

ADMINISTRATION CHANGES

For example, we effected an estimated annual savings of $3.5 billion, which is a good part of the total, by recommending administration changes in the pay setting process for Federal white-collar employees, which reduced compensation costs and made the pay rates more comparable with those in the private sector.

COST OF LIVING ADJUSTMENTS

In another action, we recommended elimination of the extra 1 percent in cost-of-living adjustments in the Federal retirement annuities which resulted in an estimated annual savings to the Government of $228 million. We collected $8 million owed to the United States for which executive agency collection actions had been unsuccessful.

NONMEASURABLE IMPROVEMENTS

In addition to these examples, I would like to point out that there are improvements recommended in GAO reports that agencies adopt which cannot be readily measured or quantified. For example, management improvements resulted in more effective screening of military enlistees, more effective promotion of U.S. products for export, and better management for improving air traffic control.

GAO recommendations designed to achieve greater program effectiveness resulted in improvements in consumer safety, control of the FBI or domestic intelligence operations and strengthening grain inspection procedures. These are just a few examples.

Again, Mr. Chairman, you will find a complete listing of our documented savings in the booklet which I have passed out.

Senator SASSER. The booklet will be received and inserted in the subcommittee files. The text of the booklet appears beginning on page 1176 of the U.S. House of Representative hearings on the legislative branch appropriations for fiscal year 1979.

NEW POSITIONS REQUESTED

Senator SASSER. You are requesting a $4.3 million increase for 120 new positions in fiscal year 1979. Based on your answer to the previous question, Mr. Keller, do you believe these new positions, if approved by the Congress, would pay for themselves in savings to the Federal Government?

Mr. KELLER. Based on our track record I have every reason to believe that they will, Mr. Chairman. Every dollar appropriated to GAO has yielded many times that amount in savings to the Government. Over the past 10 years the rate has been about 10 to 1.

I want to point out that we can't do the job alone—in so far as management decisions are concerned—because we can't require the Department or agency or the Congress to take a particular action. However, we think we can go a long way toward bringing about these type of accomplishments by producing good reports based on accurate factual data.

Senator SASSER. Do you believe there would be a cost to the Federal Government associated with not hiring 120 additional staff personnel?

Mr. KELLER. I think there is a definite historical basis for saying that a dollar appropriated to GAO results in x dollars saved. I can't give you a bond, but I think that will happen.

Senator SASSER. Maybe that is the way to balance the Federal Government; just hire enough people to work for GAO. [Laughter]

QUESTIONS AND ANSWERS

We have some additional questions which we will submit to you and ask that you respond in writing for the record. The first question regarding the Corps of Engineers is from Senator Schweiker. Mr. Keller, I want to thank you and your staff for the assistance and cooperation which you, at the General Accounting Office, have provided the subcommittee throughout the year. I also want to say thank you for appearing here this afternoon.

[The following questions were not asked at the hearing, but were submitted to the General Accounting Office for response subsequent to the hearing:]

ARMY CORPS OF ENGINEERS

Question: Can you inform me of the status of your investigation of the U.S. Army Corps of Engineers transfer of real estate and construction functions of the Pittsburgh District to the Huntington, West Virginia District?

Answer: We met with the Division Engineer, General Heiberg, during the week of March 27, 1978, and on April 10, 1978, began a detailed field review with our Cincinnati Regional Office. We have found that the Army Corps of Engineers intends to cut travel orders on April 28, 1978, for their personnel located in the Pittsburgh District for transfer to the Huntington, West Virginia District.

Question: How quickly will the three congressional requestors receive GAO's preliminary assessment of this transfer?

Answer: We have agreed with the requestors to compress our review and brief them of its results on April 24, 1978.

Question: Has GAO asked the Secretary of the Army to postpone this transfer until GAO completes its investigation?

Answer: We have not because (1) we have no basis or justification at this time for making such a request, and (2) GAO will have its preliminary results available and to the requestors on April 24, 1978, for their action.

FY 79 STAFFING INCREASE

Question: What would be the adverse effects, if any, if the 120 new positions were not approved by Congress? How would you reallocate your resources? What, if anything, would be discontinued?

Answer: Mr. Chairman, the increase we are requesting is directly related to increased responsibilities and workload. If we don't get the increase we will simply have to do less in other important areas. We believe that the increase is necessary to prevent our coverage of major programs from eroding. I mentioned in my statement the need to increase our defense related work. I don't believe that we can continue to reprogram from this important area, in which government expenditures are so significant. Also, we need to make sure that civilian programs get the audit attention they need to increase effectiveness and efficiency and to minimize losses through mistake, fraud or abuse.

COORDINATION OF WORK

Question: I understand that you have recently been making special efforts to more closely coordinate the work of the General Accounting Office with needs of the various Appropriations Subcommittees particularly through informal staff-to-staff meetings. What have been the results of your efforts?

Answer: We have been making special efforts in this regard. Mr. Staats and I strongly believe that the information and analyses available from GAO can be of material assistance to the staff of the Appropriations Subcommittees. We have had a good series of meetings with a number of the subcommittees of both the Senate and the House. Most Subcommittees seem to have been very receptive to our offers of assistance. We have been doing such things as reviewing agency budget justification data, preparing series of questions for use when agency witnesses appear, summarizing past and current GAO work, providing draft reports, and developing staff studies or "white papers" on subjects of specific interest. We have also been discussing our proposed areas of self-initiated work so as to obtain the benefit of Subcommittee staff thinking as an aid in our own work. So you can see that we also obtained some benefits out of this process which are, to our way of thinking, rather considerable.

MAJOR ACQUISITIONS

Question: The largest group in the Procurement and Systems Acquisition Division is in the responsibility area of Major Acquisitions. Please describe their work.

Answer: Our major acquisition work can be described in three categories:

1. Individual system work
   a. Monitoring progress on individual major acquisitions--both Civil and Defense
   b. Providing appropriate committees of the Congress with reports on key decisions to be made with respect to individual systems

2. Studies of selected management problems, such as,
   a. Use of life cycle costing in selecting alternative weapons
   b. Test and evaluation operations
   c. Revisions to the acquisition process recommended by the Procurement Commission

3. Overall status report on cost, schedule, and performance of major civil agency and defense systems

MAJOR ACQUISITIONS CONTINUED

Question: What is the total cost of these major systems?

Answer: There are 147 major defense programs, totalling $250 billion. We look at about 30 each year, chosen on the basis of their status in the acquisition process and any issues we have identified in the monitoring process I mentioned previously. There are 161 major civil programs that total about $24 billion.

Question: Is GAO really qualified to make judgments regarding highly technical weapons systems?

Answer: Primarily our reports are based upon data available in the agencies' own files. However, we have a multi-disciplined staff now, not just accountants and auditors as one might expect. We have mechanical engineers, industrial engineers, aeronautical engineers, avionics specialists, economists, and, in our Human Resources Division we have an M.D. We also have a roster of technical consultants that we call upon occasionally. These specialists help us interpret the technical data in agencies' files and identify any issues that should be called to the attention of the Congress and the head of the agency.

DEFENSE AUDITS

Question: Mr. Staats, you say that the percentage of staff time devoted to military audits has decreased in recent years. Could you give us an example involving this shift in emphasis and results?

Answer: Our Logistics and Communications Division activities provide an example. This Division is charged with, among other things, the readiness status of U.S. combat and logistics organizations, and efficiency and economy studies of the acquisition, management, use and disposition of Government buildings and facilities and the military and civilian management, movement, storage, maintenance and use of the billions of dollars invested in military and civil agencies' supplies and equipment.

The efficiency and economy reviews of this Division have been very successful in saving the taxpayers money. For example in fiscal year 1977, savings directly attributable to the Logistics and Communications Division were $386 million. The Division also contributed to an additional $395 million in savings from various sources including Congressional action which resulted in reduced appropriations as a result of its work.

DEFENSE AUDITS CONTINUED

This Division is also responsible for audits of federal information systems, records management and matters involving the Privacy Act of 1974, P.L. 93-579, and the Freedom of Information Act, P.L. 93-502. In fiscal year 1976 we devoted approximately 1 staff year of effort to this area. Because of increasing public and Congressional concern and interest in this area, we found it necessary to consider this as one of GAO's special issue areas. We increased our effort in this area to 16 staff years in 1977 and have committed 26 staff years for 1978.

In FY 1976 we received only 1 request from the Congress for work in this area. In FY 1977 we received 5 requests, and in 1978 to date we have received 10 requests. Overall, including work on congressional requests initiated in 1977, and continuing into 1978, we are currently working on 13 requests from the Congress in this area.

The Division Director has found it necessary to divert resources from other areas--primarily from the Military Preparedness area--to meet the increased audit requirements in the information systems, privacy and freedom of information areas. And he has found it necessary to defer work with potential for significant savings in the facilities and materiel management area.

CONGRESSIONAL ASSISTANCE

Question: You pointed out in your prepared statement that your congressional request work has increased from 8 percent in 1968 to 35 percent in 1977. How do you feel about this mix?

Answer: Since becoming Comptroller General, I have emphasized the importance of responding to the needs of Committees and Members of Congress for review and evaluation work. The result has been that our direct assistance work has increased significantly. I believe that this emphasis has made GAO a more effective organization.

GAO's responsibility to provide the Congress with independent reviews and evaluations of Federal programs and operations requires all of the resources that we are now able to devote to it. Further increase in the proportion of resources that we devote to such requests could jeopardize the effective performance of our other responsibilities. We need to assure that Congress as an institution can continue to look to GAO to adequately perform the overall review and evaluation responsibility assigned to it. We would hope, therefore, to retain approximately the "mix" that we now have.

CONGRESSIONAL ASSISTANCE CONTINUED

Question: How do you decide which requests to fill?

Answer: We have not been able to develop a written standard regarding congressional requests for audits and reviews. As a general rule, if the request involves a significant issue, we try to find a way to perform the required work.

Question: When you receive a substantial Congressional request--an unexpected one--that needs to be handled quickly, how do you staff for it?

Answer: When a request of this type is received, we work with the requestor to see if it can be satisfied through any of our ongoing self-initiated work. If it cannot, then we handle the staffing needs through reprogramming--reducing or eliminating work that would otherwise have been done.

DUPLICATION AND OVERLAP

Question: Do you believe that the General Accounting Office, the Congressional Budget Office, the Congressional Research Service, and the Office of Technology Assessment are duplicating or overlapping work?

Answer: Concern has been expressed by this subcommittee in the past regarding possible duplication and overlapping of work. It is something we are very much aware of but do not consider a problem.

We have instituted a number of liaison and coordinating arrangements between GAO/CBO/CRS/ and OTA. These arrangements are designed (1) to prevent duplication and overlap by keeping each of us informed of the work and plans of the other and (2) to permit us to use the knowledge and perspectives of the other. I have a "handout" which briefly describes these arrangements.

(The information follows:)

LIAISON AND COORDINATING ARRANGEMENTS
BETWEEN GAO/CBO/CRS AND OTA

In recent years, Congress has significantly increased the support agency assistance available to it. Both the Office of Technology Assessment and the Congressional Budget Office have

been established in the past few years and have steadily increased the scope of their operations. The Congressional Research Service has expanded its policy analysis, scope, and responsibilities. And, the staff of the General Accounting Office has diversified, strengthened and grown. Each of these agencies meets particular support needs of the Congress. Necessarily then, the agencies will be dealing with the same general subjects at the same time. Yet, each treats the subject from the perspective most suited to its assigned role.

While the roles and perspective of CRS, CBO, and OTA differ from those of GAO, they nevertheless are dealing with some of the areas in which GAO is substantially interested. Similarily, much of the work that GAO does will be of interest to one or more of the other congressional support agencies. Consequently in our liaison and coordinating arrangements, we seek to:

--enable each agency to continue serving Congress in accord with its particular mandates, and inform congressional clients of the work being done by each agency.

--encourage the sharing of information and work products and, in appropriate cases, the conduct of joint research activities.

--keep Congress informed of resources available and projects underway or recently completed.

--facilitate the improvement of products by stimulating interagency contacts at both the research and management levels.

OVERALL COORDINATING MECHANISMS

Some of the overall liaison and coordinating approaches common to all of the four agencies are described below. Specific

information on coordination with each agency is indicated thereafter.

--The first step in any significant General Accounting Office project is a search and review by project staff of the work already completed or in process on the subject, either in other Government agencies or outside the Government. Work completed or underway in CBO, CRS, or OTA, of course, is identified immediately. A system for reporting study and research projects in process at GAO, CBO, CRS, and OTA was instituted in January 1976, in line with the recommendations of Senate Report No. 94-511. Products of the system include a list of assignments in process and new starts in each of the agencies as well as those which were completed in the last six months. This report shows--for each assignment--the assignment title, and number, a brief description of its objectives, the source (whether requested by committee, Member, or, in GAO's case, self-initiated), the end product sought, the date initiated, and the planned completion date. It indicates whether liaison for that particular assignment is planned with each of the other agencies, and for ready reference provides the name of the person most knowledgeable about the assignment. The report is used by GAO to keep abreast of ongoing work at the other congressional staff agencies and, in so far as possible, to supplement other coordinating approaches already in effect. The monthly report is supplemented by a weekly one which shows new starts and completions during the week. The weekly report is not cumulative.

--A GAO instruction (GAO Order 1420.1--titled "Cooperation and Coordination with the Congressional Budget Office, the

Congressional Research Service, and the Office of Technology Assessment" dated August 24, 1976) emphasizes to GAO staff the need for effective coordination and cooperation and provides specific guidance to facilitate it.

--Cooperation with CBO, CRS and OTA has been emphasized throughout GAO. A block of instructions on this subject has been included in training courses given to professional staff from trainee to supervisory levels.

--When each new job is started in GAO, the professional staffs determine whether their counterparts in CBO, CRS, and OTA have performed--or have ongoing--work in related areas. Depending on the nature of the job, this is done either by review of the Research Notification System Report or by person-to-person contact. To facilitate person-to-person contact and cooperation, each member of GAO's professional staff was given an August 15, 1977, memorandum containing a list of CRS/CBO/OTA contacts for each GAO major issue area and summary guidelines on the overall coordination and cooperation process.

--Occasionally, GAO receives a congressional request for work by GAO which more properly comes under the jurisdiction and responsibilities of CBO, CRS, or OTA. In such cases, contacts with the congressional requestor and the appropriate congressional support agency are made to arrange for reassignment of the requested work.

--An informal, unstructured group comprising top level representatives from GAO/CBO/CRS and OTA meets about every 6 weeks to assure that the various coordinating arrangements are working effectively. The representatives are:

John D. Heller, Assistant to the Comptroller General, GAO

Robert Levine, Deputy Director, CBO
Dan DeSimone, Deputy Director, OTA
Gilbert Gude, Director, CRS

The group promotes additional cooperation among the four work products, and dealing with issues of mutual concern as they may arise.

LIAISON WITH THE CONGRESSIONAL BUDGET OFFICE

The Program Analysis Division (PAD) is assigned responsibility for GAO's liaison with CBO. PAD assists GAO's other divisions in contacting CBO officials, distributes CBO publications to cognizant GAO officials and stays abreast of CBO activities that affect GAO. In practice, PAD is involved in much of the informal, day-to-day contact between the two agencies. Recent instances include:

--A long term association with CBO's Human Resources Division in connection with their Welfare Reform Budget Issue Paper and our ongoing evaluation of the Transfer Income Model - a computer model used to analyze welfare issues. We reviewed the draft Request for Proposal (RFP) and participated in the review panel which selected the contractor to conduct the analysis supporting the Budget Issue Paper. We have maintained a regular dialogue with the CBO staff on the results of our evaluation effort.

--Keeping CBO informed of our work under Title VIII of the Congressional Budget Act of 1974 through meetings and through our annual report to Congress on Progress under Title VIII.

--Exchanging views on changes needed to existing functional

classifications for the budget. GAO published a proposed functional classification structure in August 1976, and PAD is continuing contact with the numerous concerned parties in this area including CBO to arrive at an improved budget structure and to meet the requirements of section 601(i) of the Congressional Budget Act of 1974.

--Working with CBO in information about intergovernmental financial matters. We are completing an analysis of the flow of Federal aid to State and local governments which was coordinated with CBO, and they will be asked to comment on the draft report.

--Participating with CBO in preparing descriptions and analytical comparisons of tax expenditures and similar direct spending programs for the Senate Budget Committee. This material is due to be published in a committee print in 1978.

--Exchange of ideas regarding the growth of unobligated balances in the Department of Defense and the budgeting for foreign military sales.

GAO encourages informal, day-to-day contact between all GAO divisions and offices and CBO. The following are examples of contacts involving PAD and other GAO divisions:

--Economic Analysis. GAO uses economic analysis as a tool in performance of its reviews. This includes use of the major economic models--DRI, Wharton, and Chase. Budget Committees also use models as an analytical tool in considering alternative levels of expenditures and revenues. CBO uses such models in its forecasting of alternative fiscal policies. Work in connection with these models is

coordinated through informal meetings and exchange of ideas, commenting on each others' work, and closely coordinating new job starts. Additionally, we have made a number of computer runs for CBO on energy problems and helped them obtain econometric services from DRI and Wharton. We negotiated a Wharton contract for CBO and the Budget Committees under a GAO "umbrella."

--Program Analysis and Evaluation. GAO does extensive program analysis and evaluation work at the request of committees and on a self-initiated basis. We have briefed CBO and committee staffs on GAO work in each budget functional area. Results of GAO review and evaluation of Federal programs and activities are regularly available to CBO and committee staffs.

--Impoundment Reviews. GAO is required to analyze and report on each Presidential impoundment (recession or deferral). CBO also analyzes Presidential impoundment messages. We work closely with all legislative groups which request information related to impoundment matters. Our contacts with committee staff members and with CBO are on an informal basis. We often brief staff members on issues being raised in our reports on the impoundment messages.

LIAISON WITH THE CONGRESSIONAL RESEARCH SERVICE

GAO's Office of Program Planning is the focal point for cooperation and coordination with CRS. GAO/CRS liaison and mutual support activities include:

--Mutual Briefing Sessions on Progress and Plans in Areas of Joint Interest. For example we have held such sessions for:

Colorado River Basin
Nutrition Education
Federal Housing Programs
Financial Disclosure and Employee Ethics
Federal Agencies Employment and Use of Consultants
Reduction of Fraud and Other White Color Crimes
Against the Government

International Economic and Military Programs Subjects for briefing sessions are chosen because of their current interest and significance. The briefing sessions last about four hours. They are conducted by senior staff in both agencies with participation of all such staff having significant responsibilities in the areas involved. Because of the nature of the subject matter, participants are normally drawn from several different divisions of both the General Accounting Office and CRS. This wide-ranging participation is encouraged since it heightens the opportunity for interchanges between the two organizations. The purposes of the sessions are to inform the other congressional agencies about the work approaches being taken in the selected areas; to receive substantive suggestions and inputs about the subject matter; and, perhaps, even more important, to generate the degree of mutual understanding and rapport that leads to informal interchanges as a regular course of business in both agencies. To these ends, the session are unstructured stressing participation and discussion.

--Bibliographical Data. CRS's extensive bibliographical resources including its "Major Issues" system, (an analysis of some 200 current issues), its "Bill Digest File," and its "Selective Dissemination of Information System" (a bibliography of literature included in some 180 major categories of current interest) are all made available to GAO through computer hook up. We make considerable use of this data resource, along with other data resources available to us, in both our program and assignment

planning. Some examples of topics "searched" for bibliographical data in the last two months to support our work include:

Microwave Landing Systems
Standards and Principles for Determining Military Pay
Light Water Breeder Reactor
Research and Development Management
Fiber Optics
Management Rights in Collective Bargaining
Medical and Dental Care in Prisons
Pricing Policies for Supplemental Natural Gas
Computer Software Tools and Techniques
F-16 Foreign Sales

When used in conjunction with other available data bases, this computerized service has been found to be extremely valuable in providing GAO staff members with current citations pertaining to work that they are performing or planning.

--Exchange of Reports. The exchange of reports between GAO and CRS is a matter of routine. CRS "multilith" reports and its "Issue Briefs" are received and made widely available throughout GAO as a regular function of our central library. They are used extensively by staff at all levels. GAO reports are automatically sent directly to CRS. Also, CRS receives copies of GAO's Monthly List of Reports, Comptroller General Decisions, the GAO Review, and the Annual Report of the Comptroller General.

--GAO Sourcebook Files. Responding to responsibilities given GAO by the Congressional Budget Act of 1974, in 1975 and 1976 we developed and published pilot Congressional Sourcebooks on: Requirements for Recurring Reports to the Congress, Federal Program Evaluations, and Federal Information Sources and Systems.

The coverage and scope of these publications were expanded in the 1977 inventory process:

Requirements for Recurring Reports to the Congress. This Sourcebook provides, for each required report: issuing agency, report, due date, agency contact, related budget function, congressional recipients, law or authority for report, and a description of report content. It is indexed by subject, agency, congressional recipient, legal authority, and budget function. The Reports Sourcebook has 2000 report entries from 249 executive, legislative, judicial, and independent agencies and Federally chartered corporations. It was released to the Congress in September 1977.

Federal Program Evaluations. This book provides by agency: The unit sponsoring evaluation, the unit managing the evaluated program, programs evaluated, related budget function, program authorization, an informative abstract on report content, and bibliographic information such as author, contractor, or person responsible for preparation of the evaluation. It is indexed by subject, agency, budget function, authorizing law for program, congressional relevance, and program name. The Evaluations Sourcebook contains 1700 entries from 60 Federal agencies (including GAO evaluation studies). It will be released to Congress in March 1978.

Federal Information Sources and Systems. This Sourcebook identifies the system title, agency, OMB funding title and code, congressional relevance, descriptors, and an informative abstract which contains systems purpose, inputs, contents, outputs and availability, and an agency contact for major Federal information systems or sources. It is

24-128 O - 78 -- 30

indexed by subject, title, agency, congressional relevance, program, and budget function. The Systems Sourcebook contains 1500 entries from 91 executive and legislative agencies. It was released to Congress in November 1977. GAO has made computer tape files for the Reports and Systems Sourcebooks available to CRS in proper format for use on the CRS SCORPIO automated data system. A tape file for the Evaluation Sourcebook will also be made available to CRS when work is completed in March 1978. CRS is now preparing the Reports and Systems Sourcebook files for on-line access through the SCORPIO system which is available to Congress, GAO, and CRS.

--Training Exchanges. Each agency offers "spaces" in seminars or other training arrangements of mutual interest to the extent that they are available. As GAO develops the program plans which outline the manner in which we approach major Federal program areas, we frequently conduct symposia as a basis for obtaining the views of Federal officials, academia and affected industries, consumer and other interested groups. CRS participation is invited as the subject matter suggests. While both agencies have their individual training needs, we have found it useful to share opportunities for each to benefit from the perceptions and perspectives of the other.

--Professional Staff Exchange. A limited staff exchange "program" involving a few professional staff members of GAO and CRS is now being implemented. The program's purpose is to provide selected staff members from each office with an in-depth understanding of the type of work performed by the other, the manner in which it is approached and the results that it seeks. It is intended to

increase the range and depth of interpersonal contacts among the professional staff of both agencies leading to continuing cooperation after the participants return to their regular jobs.

The first three exchanges--between GAO's Office of General Counsel and CRS's American Law Division; GAO's Program Analysis Division and CRS's Science Policy Research Division; and GAO's International Division and CRS's Foreign Affairs Division--have been completed. The reaction of the participants and their various supervisors has been favorable. We are now evaluating their critiques to identify how the program can be improved before the next round of exchanges is begun.

--Mutual Consultation on Work Assignments. As pointed out earlier, one of the first steps in GAO assignment planning is to determine whether others inside or out of Government have done or are planning work in related subjects. As is apparent from the foregoing, coordinating and cooperation arrangements with CRS go well beyond this and seek mutual consultative advice and assistance--as appropriate and within resource constraints. The use of consultants and experts is fostered throughout GAO. By agreement with CRS, the name, specialty area, and phone number of each CRS' senior specialists are widely circulated throughout GAO so that they can be readily contacted. CRS has similar data on and access to GAO staff for advice and consultation. While considerable mutual consultation is occurring, we continue to strive to make more and better use of all available consultative services.

LIAISON WITH THE OFFICE OF TECHNOLOGY ASSESSMENT

GAO's Program Analysis Division is responsible for strengthening GAO-wide coordination and cooperation with the Office of Technology

Assessment. It provides staff support to the Comptroller General in his role as a member of the Technology Assessment Advisory Council and is responsible for assisting GAO divisions in their day-to-day liaison with OTA.

There have been numerous meetings, discussions, and exchanges of information between GAO and OTA staffs on various subjects of mutual interest. On a monthly basis, we provide OTA with listings of all reports we issue and copies of reports as they are requested. We also have been providing to OTA, on a bimonthly basis, listings of our planned assignemtns in subject areas of interest to OTA.

DEFENSE SECTOR AUDITING

Question: You indicated, in your statement that the number of resources devoted to Defense sector auditing has decreased over the past 8 years to a level at which coverage is too thin. If the Committee approves your proposed increases, what areas do you intend to "beef" up?

Answer: Some of the areas in need of additional audit coverage in the Defense sector are:

--NATO arms development and procurement programs;

--DOD's research and development programs on weapon systems;

--Industrial preparedness;

--Civil preparedness as to the roles of Federal, State and local governments; and

--Readiness work

TRAVEL

Question: With as many people located throughout the country and overseas, why do you need to spend $12.4 million for Travel?

Answer: A considerable amount of travel is required in order for GAO to adequately fulfill its audit responsibilities, many of which are directed by Congress. Since Congress requires GAO to obtain firsthand information, we have to deal with Federal, State, and local governments; contractor plants; hospitals; military bases; foreign governments; etc., in as many as 2,000 worldwide locations annually. This travel, which is both performance and supervisory in nature, is necessary in order to perform top-quality, professional audit work which involves the compilation, analysis, and interpretation of data at various sites of operation. Without adequate travel funds, we would not be able to effectively perform our audit responsibilities. The travel requirements of our regional and overseas offices alone would constitute about 75 percent of our total request.

EQUAL EMPLOYMENT OPPORTUNITY

Question: Are you meeting your Equal Employment Opportunity goals?

Answer: Perhaps the best way to gauge the results of our EEO affirmative action program is to measure the extent to which minority persons and women joined our professional staff between July 1974 and December 1977. Forty two months ago 242 minority men and women comprised 7 percent of our professional workforce. Today the respective figures are 409 and 10.2 percent an increase of 167 positions. Over the same period the number of professional white women went from 216--6 percent of all professionals--to 423 or 10.5 percent, a gain of 207 positions.

Between January 2, and March 1, 1978, 129 professionals joined our staff of which 27 or 20.9 percent were minority persons, and 34 or 26.4 percent were white women. Our total professional staff now stands at 4035. Of this number 416 or 10.3 percent are minority persons, and 435 or 10.8 percent are white women.

These figures mean little unless they are measured against the net increase in our total professional staff. Over the same 42 months the number of all GAO professionals went from 3549 to 4024, a gain of 475. Minority men and women thus accounted for 35.2 percent of the increase, and white women for 43.6 percent. (For recordkeeping purposes we make a distinction between minority women and white women so as to avoid the so-called "Double-counting", i.e., inflating results by counting minority women in both the female and minority columns.)

This increased level of minority and female representation among GAO professionals can be attributed to a two pronged effort:

1. The "preprofessional" upward mobility program, established in 1974, has moved 44 employees over a career development ladder from clerical to professional jobs as of March 1, 1978. Another 32 are now at various stages on the ladder, with 17 more scheduled to enter the program around late summer.

2. Most of our new minority and women professionals, however, are recruited from outside the agency. Our hiring effort for the 12-month period ending June 30, 1977, resulted in the employment of 29 minority persons (men and women) and 21 white women, a total of 50 people out of 117 hired for GS-7 and 9 entry level positions. Our combined minority/female hiring figure was therefore 42.8 percent, a number exceeding the 39 percent goal set in our affirmative action plan.

In the first quarter of FY 1978 we hired 43 persons for entry level professional positions. Of this number, 11 or 25.6 percent were minorities and 12 or 28 percent were white women.

In recruiting minority persons for upper level positions (GS-11 and above) we did not do as well in FY 1977 as in the previous year. In 1977, 9.6 percent of our hires were minorities compared

to 17.4 percent in 1976. In hiring white women, however, the results were almost identical for both years--19.8 percent in 1976 and 19 percent in 1977.

During the first quarter of FY 1978 we hired 29 persons for upper-level positions. Of this number 5 or 18 percent were minorities and 7 or 25 percent were white women. Our goals for the year are 20 percent for minorities and 20 percent for white women.

DOLLAR "RATE OF RETURN"

Question: What is your dollar "Rate of Return" for staff years given you? How has this changed over the past several years?

Answer: Over the past 5 years we have averaged a dollar "Rate of Return" of $120,000 for each professional staff year used in our accounting and auditing work. This figure represents measurable savings only. We make numerous recommendations which result in both management and program improvements which result in financial savings not fully or readily measurable. This year alone, GAO recommendations acted on by Federal agencies saved $4.4 billion and those acted on by the Congress saved $1.2 billion, for a total of $5.6 billion.

GROWTH

Question: Please review the growth of the General Accounting Office staff over the last 5 years as compared to the rest of the legislative branch.

Answer: (The information follows:)

COMPARISON OF APPROPRIATIONS
FY 1970 to FY 1978

FISCAL YEAR	LEGISLATIVE BRANCH APPROPRIATIONS 1/ & 2/	INCREASE OVER PRECEDING YEAR	PERCENTAGE OF INCREASE	GAO APPROPRIATION 3/	INCREASE OVER PRECEDING YEAR	PERCENTAGE OF INCREASE
1970	$ 250,562,900	$		$ 70,287,100	$	
1971	283,821,000	33,258,100	13.3	79,991,000	9,703,900	13.8
1972	349,981,000	66,160,000	23.3	89,208,000	9,217,000	11.5
1973	371,513,000	21,532,000	6.2	98,065,000	8,857,000	9.9
1974	424,898,000	53,385,000	14.4	109,450,000	11,385,000	11.6
1975	487,411,000	62,513,000	14.7	124,989,000	15,539,000	14.2
1976	601,713,000	114,302,000	23.5	141,541,000	16,552,000	13.2
1977	743,577,500	141,864,500	23.6	157,089,500	15,548,500	11.0
1978	857,185,000 4/	113,607,500	15.3	175,980,000	18,890,500	12.0
Total of Increases		$ 606,622,100	242.1 5/		$ 105,692,900	150.4 5/

1/ Does not include any appropriations for the Government Printing Office, the General Accounting Office, construction, site acquisitions, initial furnishing of new structures, or trust funds
2/ Source: OMB's The Budget of the United States, editions for 1972 through 1979
3/ Source: House of Representatives Print for 1979
4/ This figure is an estimate
5/ Percentage increase above FY 1970 base

ACCESS-TO-RECORDS

Question: Are you encountering any significant access-to-records problems in your audit operations?

Answer: The passage of Public Law 95-125 has adequately resolved all access to records problems we had at IRS. IRS is cooperating fully with us. During the upcoming fiscal year we anticipate spending about 95 staff years on work in the tax administration area. We have already had discussions with the Appropriations subcommittees of the House and Senate that deal with IRS to make sure that our work is consistent with their interests and concerns. Some of the areas we will be working on that are of interest to the subcommittees are tax simplification, audit quality, intelligence, and the use of computers by IRS.

We have experienced difficulty in trying to work out the access to records problems with the FBI. Although we enjoy a good working relationship with the FBI, at all levels of the agency, we still do not have the degree of access to the files that is granted to GAO by statute. Without this access we cannot be assured that we have seen all of the information necessary for us to adequately perform our work. Accordingly, our reports on the FBI must be qualified and the Congress cannot have the assurance that it normally expects from our reports.

STAFF ASSIGNED TO CONGRESSIONAL COMMITTEES

Question: What is the authority for assignment of staff to Committees?

Answer: Authority for assigning GAO staff to congressional committees is stated in Section 312(b) of 31 U.S.C. 53 as follows: "The Comptroller General shall also, at the request of any such committee, direct assistants from his office to furnish the committee such aid and information as it may request."

Question: How many are assigned and to which committees?

Answer: During FY 1977, 92 GAO people were assigned to various House Committees and 9 GAO employees were assigned to Senate Committees. The number of employees and the various committees they were assigned to are listed below.

(The information follows:)

Summary of Personnel Assigned
To Congressional Committees
October 1, 1976 - September 30, 1977

Committee	Number of Assignments
SENATE	
Governmental Affairs:	
Investigations Subcommittee	5
Rules and Administration Committee	2
Special Committee on Aging	1
Senate Select Committee on Ethics	1
TOTAL	9
HOUSE	
House Administration Committee	13
House Appropriations Committee:	
Housing and Urban Development Subcommittee	1
Subcommittee on Military Construction	1
Surveys and Investigations Staff	29
Banking, Finance, and Urban Affairs Committee:	
Oversight and Regulations Subcommittee	2
House Commission on Administrative Review	3
Education and Labor Committee:	
Subcommittee on Equal Opportunities	1

Committee	Number of Assignments
Government Operations Committee:	
Subcommittee on Commerce, Consumer, and Monetary Affairs	9
Subcommittee on Intergovernmental Relations and Human Resources	1
Subcommittee on Government Information and Individual Rights	1
Interstate and Foreign Commerce Committee:	
Subcommittee on Investigations	4
Subcommittee on Energy and Power	4
Judiciary Committee	2
Post Office and Civil Service Committee	3
Science and Technology Committee	3
Committee on Standards of Official Conduct	7
Select Committee on Aging	2
Select Committee on Narcotics and Drug Abuse Control	1
Select Committee on Professional Sports	2
Ways and Means Committee:	
Oversight Subcommittee	3
TOTAL	92
JOINT	
Joint Committee on Atomic Energy	1
COMBINED TOTAL	102

Question: How is GAO reimbursed for staff assigned to the House?

Answer: The House committees are not required under any legislative provision to reimburse GAO for salaries of staff members on House committee assignments. GAO has to negotiate for reimbursement on a case-by-case basis. The House committees do, however, reimburse GAO for travel expenses incurred by the employees on congressional assignments.

Question: How is GAO reimbursed for staff assigned to the Senate?

Answer: The Senate committees are required to reimburse GAO for any employees assigned to their respective committees. This authority is stated in Section 235(c) of 31 U.S.C. 1175-"A committee of the Senate, or a joint committee whose expenses are disbursed by the Secretary of the Senate, shall reimburse the General Accounting Office for the salary of each employee of that office for any period during which that employee is assigned or detailed to such committee or joint committee."

INFORMATION IMPROVEMENTS

Question: You state on page 20 that GAO is assisting Committees in obtaining the fiscal, budgetary, and program information they need as well as helping them use it effectively. How do you accomplish this?

Answer: Our August 30, 1977, Report to Congress (PAD 77-73), "Progress in Improving Program and Budget Information for Congressional Use," describes recent accomplishments in this area. The following summarizes the results described in the report.

As required by the Congressional Budget Act of 1974, GAO has assisted both authorizing and appropriations committees by providing leadership and assistance in: meeting their recurring needs for program and budget information; developing systems for authorizing committees' oversight and budget activities; using information generated by the evaluative approach of title VII of the Congressional Budget Act of 1974 to assist committees in their budget as well as oversight activities; and facilitating the future congressional use of zero-base budgeting information.

During the past year GAO developed an automated data base for providing program authorization and budgetary information obtained from executive agencies to authorizing committees. The data base contains information on Federal programs and activities authorized by legislation and has been sustantially developed for most committees. GAO has continued working to identify needs for information at the program level and recommended improved structures for reporting information in budget justifications, the budget appendix and other documents. GAO is working on improving budget practices; the focus is on the methods of financing now being used and those proposed for Federal programs and on the related effectiveness of the congressional control

they provide. GAO is also working toward improving standard classifications to best satisfy congressional information needs. However, the Office of Management and Budget has resisted change in several areas. GAO publishes three sourcebooks useful to the Congress.

This work is accomplished through working very closely with committees, committee staff members, and agency officials in (1) defining and developing clear statements of congressional information needs and (2) working with the agencies to ensure that congressional needs are satisfied to the maximum extent practicable. The GAO staff performing this work is comprised of a wide variety of disciplines including program analysts, budget analysts, management analysts, information specialists and computer specialists to meet the wide range of congressional information needs.

EFFECT ON PENDING LEGISLATION

Question: Your statement indicates that legislation currently pending would have a significant impact on GAO's workload if passed. Can you give us some examples.

Answer: Two examples of proposals, currently pending before the Congress, which if passed, would significantly impact GAO's workload are the National Energy Act and the Lobbying Act. These two acts alone would increase our audit workload by an estimated 75 to 80 average positions.

The National Energy Act requires GAO reviews of grants to schools and hospitals for the installation of energy conservation measures, and examination of pricing and taxing provisions, cogeneration of electricity and process steam and deregulation of natural gas.

The Lobbying Act designates the Comptroller General as the official who will have the chief responsibilities for administering the act.

ROLE OF GAO

Question: There was criticism expressed in the media last year regarding the billion dollar budget. Would you give us your response to this criticism?

Answer: The media reports, from which the criticism stemmed, were misleading in that they did not distinguish the Congress--and the cost of operating it--from other activities in the Legislative Branch. The Legislative Branch performs many public services and general governmental functions unrelated to the operation of the Congress. We estimate that approximately $805 million supports the operation of the Congress. Therefore, while the proposed Legislative Branch budget for FY 1979 is $1.2 billion, the cost of operating the Congress itself is considerably less than that.

(The information follows:)

	BA Enacted & Proposed FY 1978	BA Estimates FY 1979	Difference
I. Appropriations in Direct Support of Legislative Branch			
Senate	162,048	184,638	+ 22,590
House	292,908	297,949	+ 5,041
Joint Items	57,415	73,111	+ 15,696
Office of Technology Assessment	7,681	10,000	+ 2,319
Congressional Budget Office	10,400	11,368	+ 968
Architect of the Capitol	93,415	63,409	- 30,006
Library of Congress (CRS)	22,991	26,379	+ 3,388
Government Printing Office	71,674	73,961	+ 2,287
General Accounting Office	59,833	63,867	+ 4,034
TOTAL	778,365	804,682	+ 26,317
% Increase			3
% of BA	72	69	
II. Appropriations in Support of Other Government Functions			
Government Printing Office	34,998	52,676	+ 17,678
Library of Congress	139,614	172,358	+ 32,744
Copyright Royalty Tribunal	742	935	+ 193
Botany Garden	1,371	1,392	+ 21
Cost Accounting Standards Board	1,837	1,850	+ 13
U.S. Tax Court	8,399	8,825	+ 426
Comm. on Security & Coop. in Europe	347	350	+ 3
Comm. on Financial Oversight of D.C.	3,000	3,000	-
General Accounting Office	116,147	123,976	+ 7,829
TOTAL	306,455	365,362	+ 58,907
% Increase			19
% of BA	29	32	
III. Offsetting Receipts	9,205	9,211	6
% of BA	- 1	- 1	
Total Legislative Branch	1,075,615	1,160,833	+ 85,218

EDUCATION

Question: What has been the nature of your contribution to oversight and legislative committees in their deliberations on programs underway or on legislation going through the extenstion or renewal process in the area of education?

Answer: We have made some significant contributions in this area in the last several months and presently have underway several efforts.

For example, the Subcommittee on Elementary, Secondary, and Vocational Education, House Committee on Education and Labor, has held extensive hearings since last summer on the renewal of the Elementary and Secondary Education Act.

Last summer we provided information to the Subcommittee, for use in its hearings, on our ongoing work on the adequacy and usefulness of evaluations of Office of Education programs. Our September 1977 report on this subject pointed out the need for improvements in evaluating Office of Education programs.

In October we testified before this Subcommittee on two more studies which were underway. One dealt with education services to institutionalized neglected and delinquent children. The other dealt with education of handicapped children in State schools. Our reports on these subjects will be available for the Subcommittee's use during its mark-up session.

We also provided the Subcommittee a report on January 20, 1978, on the need for better criteria for awarding grants for school desegregation. Although this program was not included in the Elementary and Secondary Education Act, the Subcommittee asked us to provide a report so that the subject of grants for school desegregation activities could be considered along with the Elementary and Secondary Education Act.

We are also in the process of revising and updating for the Subcommittee an economic analysis section of our October 1976 report on the Impact Aid program. Changes were made in 1974 amendments to education legislation which our prior work did not include because our data was collected before the amendments took effect. The revised economic analysis will provide the Subcommittee some insights into the impact of the amendments.

We now have underway work on several other education matters which we are committed to provide information on. These include (1) work for the Senate Budget Committee on the National Direct Student Loan Program under which loans are made to students to enable them to enter or continue their postsecondary education and (2) work for the Subcommittee on Education, Arts, and the Humanities, Senate Committee on Human Resources, on the Right to Read program which is intended to improve reading skills of persons and impact on the Nation's illiteracy rate.

We believe that our efforts are making a significant contribution toward helping these committees fulfill their responsibilities.

ALASKAN PIPELINE ACT

Question: The Alaskan Pipeline Act gave GAO some "Executive Type" work overviewing reporting required by certain regulatory agencies. In your view, is this work that GAO should continue to do?

Answer: We do not think GAO should continue to do this work because it involves us in the regulatory agencies' operational problems. We believe we could contribute more toward assisting the Congress in reducing paperwork problems by expending the resources committed to this work on broader based studies of regulatory and other agencies' systems for managing their information-gathering activities.

Question: If not, who should do it?

Answer: Our first preference would be that reports clearance responsibility for the regulatory agencies be returned to the Office of Management and Budget (OMB). We believe this function can be more efficiently managed within one agency, rather than split, as it is at present.

We recognize that the Pipeline Act amendment to the Federal Reports Act expressed the Congress' concern that OMB could prevent the independent regulatory agencies from obtaining information necessary for carrying out their missions. Recognizing this concern, the Commission on Federal Paperwork recommended that reports clearance authority for regulatory agencies be returned to OMB, but any denials of authority for information collection should be promptly reported to the Congress. This would enable the Congress to override OMB's denial, should it wish.

We support that recommendation in principle. However, OMB has not committed itself to that position nor, in our view, has it committed sufficient resources to effectively carry out the clearance function.

Question: What are your plans in this regard?

Answer: The Commission on Federal Paperwork recommended that a Department of Administration be established to oversee numerous management and administrative functions. We did not support that recommendation.

As an alternative, we proposed establishment of an independent commission charged with broad responsibility for overseeing the Government's statistical and paperwork management activities. One of these activities would be performing the reports clearance function for all agencies.

We are currently working with the House Government Operations Committee to prepare draft legislation along these lines. In the meantime, we will continue to carry out our Federal Reports Act responsibilities to the best of our ability.

GRAIN INSPECTION

Question: What are GAO's plans for evaluating the effectiveness of grain inspection and weighing at the interior markets of the U.S. which is required by the Grain Standards Act of 1976?

Answer: Since passage of the act in October 1976, we have been monitoring the Federal Grain Inspection Services' progress in implementing the changes required by the act. Our plans are to start the examination required by the act in fiscal year 1978. Audit work will be broader than specifically required by the act. In addition to the evaluation of inspection and weighing activities at interior locations specified by the act, we plan to:

--evaluate inspection and weighing activities at export ports, performed by the Federal Grain Inspection Service and the States, to see how well it is working;

--interview selected foreign buyers to see if they perceive an improvement in the quality and accuracy of weights of U.S. grain shipments they are now receiving;

--follow-up on actions taken on problems noted during our prior review such as (1) inadequate attention being given to complaints from foreign buyers, (2) improvements needed in the U.S. grain standards and (3) the export of grain through Canadian transport elevators on the basis of inspection certificates issued at Great Lakes ports; and

evaluate the Services' monitoring of the quality and weights of U.S. grain shipments upon arrival at foreign ports.

In FY 1979, we expect to expend about 10 staff years on this assignment.

CONRAIL

Question: How has Conrail's formation and continuing financial problems affected GAO's operations and how is GAO coordinating with the various other organizations monitoring Conrail's progress?

Answer: Due to our responsibilities under the Railroad Revitalization and Regulatory Reform Act of 1976 and because of the Congressional interest in Conrail's success in providing adequate rail service to the Northeast and Midwest, GAO has diverted considerable resources to audits in this area. We recently issued a report on Conrail's efforts to improve its freight car utilization (CED-78-23). We are presently working on a review on Conrail's results over its first 2 years of operation as measured against original projections and an assessment of the reasonableness of recent Conrail projections for the next 5 years. We expect work at Conrail to consume from 10 to 15 staff years of effort during fiscal year 1979.

GAO, ICC, USRA, and DOT all are responsible for monitoring Conrail in one way or another. The four agencies and Conrail have designated liaison points and are coordinating their efforts through meetings and other communications. Our mutual objective is to comply with our statutory responsibilities with a minimum of duplication and disruption to Conrail. The Congress should understand however that some redundancy in monitoring is inherent in the legislation and the nature of Congressional and public interest.

TOXIC SUBSTANCES

Question: What is the status of the Environmental Protection Agency's implementation of the Toxic Substance Control Act of 1976 and what audit efforts will GAO undertake in this area during fiscal year 1979?

Answer: The Toxics Act charges EPA with responsibility to identify chemical substances that present an unreasonable risk to human health or the environment and to take appropriate regulatory actions to minimize the risks. EPA has missed deadlines in two major areas--publication of an inventory of chemicals after which "new" chemicals are subject to premanufacture notification and the regulation of Polychlorinated Biphenyls (PCBs).

EPA was required to issue inventory reporting requirements by July 1, 1977, and to publish the inventory by November 11, 1977. The reporting requirements were issued on December 23, 1977--5 months late. Currently, EPA expects to publish the inventory in December 1978--13 months late.

The Toxics Act requires EPA to issue PCB labeling and disposal regulations by July 1, 1977. The deadline was not met and the regulations were issued on February 17, 1978--over 7 months late. According to EPA, the delay occurred because of the complexity and technical nature of the regulations.

During fiscal year 1979, we will be involved in a continuing effort to evaluate the impact of missed deadlines on EPA's implementation of the Toxics Act. Missing the inventory deadline, for example, will result in delaying implementation of controls over new chemicals, one of the more important aspects of the Act. Also, the Act requires EPA to conduct by January 1, 1979, a study on possible indemnities to persons affected by EPA-administered laws. GAO is required to evaluate and report to the Congress on the adequacy of the study within 6 months after EPA submits it to the Congress.

SURFACE MINING CONTROL AND RECLAMATION ACT

Question: What are GAO's plans for carrying out its legislative responsibilities under the recently enacted Surface Mining Control and Reclamation Act of 1977 (P.L. 95-87) which created

the Office of Surface Mining Reclamation and Enforcement (OSM) within the Department of the Interior?

Answer: We view the main thrust of the Act to be directed toward Land Use Management and Control issues; i.e., regulating surface impacts and enforcing reclamation requirements for coal mining operations through a permit program administered by the Secretary of the Interior and the reclaiming and restoring of land damaged in past mining operations. As a result, we believe the primary thrust of our work under this act should be concentrated on monitoring the act's standards and enforcement implications and the status and usage of its' Abandoned Mine Reclamation Fund for reclaiming land damaged in past operations. In this regard, we are currently undertaking a preliminary survey in order to obtain a working knowledge of OSM responsibilities and activities. Specifically, the thrust of our survey work will be to (1) develop an understanding of the functional, organizational, and operational set up of the new office; (2) gain an in-depth knowledge of the intergovernmental coordination and cooperation between the Department of the Interior and the State Governments and (3) measure or gauge OSM's compliance with the intent of the law.

Based on the results of our survey work, we plan to allocate up to 10 staff years of audit effort during FY 1979.

CSC REORGANIZATION

Question: What are your views on the proposed reorganization of the Civil Service Commission?

Answer: We have had a limited time in which to thoroughly analyze and reach a final position on the proposed reorganization and legislative changes. Consequently my views are somewhat tentative and subject to modification as the Administration proceeds with its own refinements and changes. We plan to follow carefully the progress of both the organizational changes and the policy changes.

We can, however, state at this time that, while we have reservations about the implementation of some of the recommended changes, we favor in principle many of the concepts included in the proposed reorganization plan and legislation. These include provisions covering the separation of the personnel management functions from the appellate and merit enforcement functions, changes in the adverse action and appeal procedures, a revised performance appraisal system, more flexible selection procedures and the greater delegation of authority to the agencies, modification of veterans preference, the Senior Executive Service, and pay for performance.

RETIREMENT PROGRAMS

Question: An issue of national proportions is the financial status of employee retirement programs. Retirement plans for Federal personnel are often criticized as being too generous, underfunded, and poorly administered. What work does GAO have underway or planned in this important area?

Answer: GAO has long been concerned about Federal retirement systems. Beginning in 1974, we have issued a series of reports covering a number of issues related to basic policies, financing, administration, and benefits of the various retirement programs. We are particularly concerned that the Government does not have an overall policy to guide retirement system development which has resulted in many differing and inconsistent provisions among the systems. We are quite concerned over the growing unfunded liabilities of Federal pension programs (estimated to be over $280 billion in 1976) caused by the continuing failure to recognize the true costs accruing under the programs. Another major concern on which we have reported is the large number of disability retirements that occur each year, especially in the civil service and District of Columbia systems.

Our Federal Personnel and Compensation Division is and will continue to devote considerable effort to reviews of Federal retirement matters. For example, we will be issuing any day now a report questioning the need for 20-year retirement at any age for all military personnel. A major effort that is nearing completion is a study requested by three House chairmen on the desirability of adopting a universal retirement system with consistent benefit provisions for all Federal personnel. Among the many issues being addressed in this study is the question of whether social security coverage should be extended to those Federal civilian employees now excluded from the program.

Up to now, very little has been done by us or anybody else on the essential issue of how much Federal retirees should receive after a career in the Government service or, for that matter, what is the proper length of a working career before retirement should be allowed. These types of issues will be the primary focus of our future work.

PERSONNEL CUTBACKS

Question: In a recent report you stated that personnel restrictions and cutbacks would weaken effective implementation of Government programs. Are you suggesting that action to reduce the cost of operating the Government can be carried too far?

Answer: We fully support the goal of an effective, efficient work force no larger than needed to do the essential work required to accomplish programs and activities authorized by the Congress. However, we believe the Congress must carefully examine the impact of future personnel reductions on specific programs and activities.

Although staff shortages sometimes are the result of agency mismanagement, some programs are inadequately staffed for reasons over which the agencies have little or no control. For example, insufficient funds can prevent an agency from hiring the employees it needs; personnel ceilings can have a similar effect.

In February 1978 we reported on this matter to the Congress (FPCD-77-85), summarizing many reports we have issued in the past several years illustrating the problems caused by insufficient personnel. These problems, affecting a broad range of Government programs, include work backlogs, ineffective implementation of legislative mandates, excessive use of overtime and consultants, and, in several cases, criminal abuses.

SUPPORT PERSONNEL REQUIREMENTS

Question: You recommended that defense start a broad program to develop support personnel requirements on the basis of work measurement. Your report emphasized that 1.67 million military and civilian personnel were involved. After you issue reports like this, do you learn whether the agency follows your advice?

Answer: We learn the agency's response from a variety of sources. In this case we met with defense people on related matters and saw important changes underway. The report included a model for an effective staffing system. The model is being used to date by the Office of the Secretary of Defense and the Navy. We understand the Army is being urged to use it. As the report showed, the Air Force was previously well into this area. The Marine Corps because of its small size and logistic dependence on the Navy is not really able to apply the model as comprehensively to its support activities.

We are pleased with this overall response which is an important step for good management.

EMPLOYEE PRODUCTIVITY

Question: Personnel represent one of this country's most valuable and costly resources. The effective utilization of this resource is vital. An effective human resources research program is a key ingredient in identifying ways to better use our people. Last year you issued a report on the need to improve the management of the Department of Defense's human resources research efforts. Have DOD and the services been responsive to your recommendations?

Answer: It is our understanding that DOD has begun a serious effort to improve the management and utilization of their human resources research effort, particularly in terms of providing greater assurances that the results of these important efforts are used by all those who could benefit from them. For example, in 1977 the Navy sponsored a "National Symposium of the Military Services on Utilization of People-Related RDT&E."

As is our normal practice, we have scheduled a follow-up review later this year to evaluate specifically the actions taken by DOD and the services.

ALL-VOLUNTEER FORCE

Question: An item of national importance which GAO reported on recently was the cost of the All-Volunteer Force. What additional work does GAO plan specifically with respect to the All-Volunteer Force as a method of getting people into the military?

Answer: Much of GAO's work in the Department of Defense has generally touched on the All-Volunteer Force particularly with how well specific aspects of our military program have been managed. In the immediate future we hope to study the effectiveness of the All-Volunteer Force, particularly with respect to manpower as opposed to equipment. Some of the necessary ingredients are an explicit statement of manpower goals and objectives for the All-Volunteer Force, criteria for measuring progress in achieving the goals and objectives, and finding data that would permit such measurement. We are not certain that it is possible to determine the effectiveness but we believe it is our responsibility to try.

FEDERAL PAY COMPARABILITY SYSTEMS

Question: The issue of Federal employees' pay has received much attention recently. Many people feel that Federal employees are overpaid. In your opinion have the Federal pay comparability systems functioned as they were intended and, if not, what can be done to improve the Federal pay-setting systems?

Answer: GAO has been studying the Federal pay-setting processes for some time and has made many recommendations for improvements. The Civil Service Commission has made or initiated studies and improvements that have covered most of the issues that concerned us. However, most additional improvements will require legislation.

Among the many issues in the area of pay comparability that require attention and, in most cases legislation, are the inclusion of benefits, as well as pay, in determining Federal employees' compensation; revision of the General Schedule to more logically reflect the many varied and nonhomogeneous occupations now included under this pay system; the inclusion of State and local government salaries in pay comparability surveys; and compensating for the 6-month lag between the date of the comparability data and the Federal pay adjustment. Other deterrents to comparability which have been cited in our reports and which we have made recommendations for improvements include the problem of compression of salaries at senior levels; problems in the Federal Wage System; and problems in pay systems for nonappropriated fund employees.

ADMINISTRATIVE LAW JUDGE PRACTICES

Question: We understand that GAO is reviewing the Administrative Law Judge Practices. What results have you achieved and do you plan to do more work in this area?

Answer: We have found that there are opportunities to improve the adjudication process; agency personnel management systems for ALJs are not particularly effective; and the Civil Service Commission's role is not clearly defined.

We have also found that the title "Administrative Law Judge" may not apply to certain administrative law functions. Since our current work does not cover this area in detail we plan to review the broader questions involved in the use of this title.

DEPARTMENT OF ENERGY

Question: What impact has the establishment of the Department of Energy had on GAO's work in the energy area?

Answer: As far back as early 1975, we voiced the opinion that all Federal energy policy functions should be consolidated into a single agency; and we have supported the establishment of a Department of Energy to bring together the many fragmented Federal energy programs and offices. With enactment of the Department of Energy Organization Act, the Comptroller General is required to

--conduct studies of existing statutes and regulations governing DOE programs,

--review the policy and practices of DOE,

--review and evaluate the procedures followed by DOE in gathering, analyzing, and interpreting energy data and information relating to energy conservation, and

--evaluate particular projects and programs of DOE.

We anticipate that these responsibilities, coupled with our review and evaluation of new or proposed energy programs, will increase GAO's workload in the energy area. In addition, we will focus attention on actions required during DOE's initial development stages and on the interrelationships between Federal, State, local, and private entities involved in energy related decisionmaking.

COORDINATION OF ENERGY WORK

Question: What has been your experience in coordinating GAO's energy and materials work with OTA, CRS, and CBO?

Answer: Generally our coordination efforts with OTA, CRS, and

CBO have been productive. Although we have noted some overlap in proposed and planned work--especially between GAO and OTA--we have generally been able to resolve potential problems through discussions prior to the commencement of detailed work.

In this regard, we have initiated procedures to periodically meet with OTA to discuss planned projects and resolve potential overlaps/duplications as early as possible. In addition, we recently developed a list of proposed technology assessment projects which we believe warrant study and would be particularly well suited to OTA's assessment capabilities.

Finally, we have found that OTA, CRS, and CBO have all made every possible effort to cooperate with us in coordinating our energy and materials work.

FOCUS ON ENERGY WORK

Question: What do you envision as the most important areas of interest that you will be concentrating next year's energy work on?

Answer: We have an Energy Work Planning System which is designed to provide both long-term direction for GAO's energy work, and a means for adjusting our emphasis in a timely manner to new developments. It is our view that the following eight "lines-of-effort," listed in order of priority, will guide the basic thrust of GAO work in the energy area during the coming year.

1. How do Federal efforts affect energy conservation actions?

2. What are the prospects for transition to essentially inexhaustible energy resources?

3. What will be the role of fossil fuels in meeting future energy needs?

4. What are the problems and potential solutions associated with making nuclear fission a substantial energy source?

5. How do Federal financial incentives, tax policies, and regulatory policies affect energy supply actions?

6. Is the international component of U.S. energy policy coordinated and consistent with domestic energy requirements?

7. Is the Federal Government wisely exercising its trusteeship over energy sources on Federal lands?

8. What improvements are needed in the public and private sectors' energy policy decisionmaking?

The first seven lines-of-effort should receive priority attention; however, we expect to do some work in the last non-priority "line-of-effort." In addition, although we view

these as the most significant energy issues currently facing the Nation, we will respond to any issue outside this framework that warrants our efforts.

NUCLEAR REGULATORY COMMISSION

Question: What progress is GAO making on its 5 year mandated assessment of the operations of the Nuclear Regulatory Commission?

Answer: We feel we are making excellent progress and are "on track" in meeting GAO's mandate to Congress. Under the Energy Reorganization Act of 1974, GAO is required to evaluate the operations of NRC in the areas of (1) its licensing and regulatory activities, (2) the effectiveness, efficiency, and safety of NRC licensed activities, and (3) making recommendations to Congress to improve NRC's overall regulatory effectiveness. We must prepare a report to the Congress on our assessment by January 19, 1980.

Our approach for meeting this reporting mandate has been to consider the three areas cited in the legislation in each major review that we undertake. As a result, we have already made significant progress in addressing those areas which Congress wanted us to evaluate. We have reported to the Congress on many aspects of NRC's licensing and regulatory activities and on the effectiveness, efficiency, and safety of NRC licensed activities and have recommended to the Congress areas where we found legislative changes were needed in order to improve NRC's overall regulatory effectiveness. To date, we have issued over 31 reports affecting NRC operations and currently have 12 additional assignments ongoing.

We see our 1980 assessment report as a comprehensive evaluation of NRC operations, based on our observations and reviews during the 5 year period 1975-1979. We feel we have identified the major nuclear issues and problems and will evaluate NRC progress toward resolving these issues. We look forward to presenting our assessment report to the Congress in 1980.

PROFESSIONAL AUDIT REVIEW TEAM

Question: What progress have GAO and the other participatory federal agencies made under their Professional Audit Review Team responsibilities?

Answer: The first professional Audit Review Team report was issued on December 5, 1977, and described actions needed to improve the credibility of energy data by (1) verifying and validating data, (2) separating the data programs from the energy policy function, and (3) documenting and testing computer models used for forecasting energy supply and demand over various time horizons. In commenting on the report, the Secretary of Energy said the

identification of areas needing improvements was most helpful and that corrective action has been taken or is planned.

MEDICARE AND MEDICAID ABUSE

Question: There has been considerable congressional concern in the area of Medicare and Medicaid fraud and abuse. What has GAO been doing in this area?

Answer: In October 1977 the President signed the Medicare/Medicaid Anti-Fraud and Abuse Amendments (P.L. 95-142). We have worked very closely with the legislative committees in both houses in the development of this important legislation. In fact, last month I received a very nice letter from Senator Talmadge, Chairman of the Subcommittee on Health of the Senate Finance Committee, expressing his appreciation for the contributions of the General Accounting Office in the development and refinement of the legislation.

Some of the specific amendments which were based in part on our our work were

--The increased penalty for defrauding Medicare and Medicaid.
--The authorization of issuance of subpoenas by the Comptroller General to facilitate our reviews of Social Security Act programs.
--The requirement for the protection of patients' personal funds in nursing homes.

Section 12 of the Medicare/Medicaid Anti-Fraud and Abuse Amendments requires GAO to make a comprehensive study of the claims processing system under Medicare for the purpose of determining what modifications should be made to achieve more efficient claims administration. This is going to be a major undertaking which we anticipate will require about 10 staff years.

INTERAGENCY MEDICAL PROGRAM

Question: House and Senate Appropriations Committees have, in the past few years, expressed a desire to have Federal agencies increase their operating efficiency and reduce operating expenses in the area of direct health care delivery by instituting an active interagency medical resources sharing program. What effort has GAO made to address this important issue?

Answer: Our Office agrees that this is an important issue, especially in a period of time in which the Congress is addressing the rapidly increasing costs of medical care in the nation as a whole.

Our most recent audit efforts have concentrated on the opportunities currently available for the Department of Defense, Veterans Administration, and the Department of Health, Education, and Welfare's Public Health Service to share the costly specialized

medical resources of cardiac catheterization laboratories and computed tomography scanners. In addition, we have developed hospital sizing models for use by the Department of Defense and Veterans Administration which take into account the reductions possible in the planned construction sizes of Federal hospitals if interagency sharing takes place.

We have also addressed the specific issue of the obstacles which prevent increased interagency sharing of resources. This major effort, undertaken at the request of the House Appropriations Committee, involved five GAO regional office staffs. In all, these staffs visited about 50 Federal hospitals and clinics. Our report, containing legislative recommendations to the Congress and other recommendations to the Office of Management and Budget and the involved agencies, should be issued in April.

INCOME SECURITY

Question: What do you have in mind for 1979 regarding the multibillion dollar programs (approximately 50 percent of the Federal budget) associated with the American system of income security?

Answer: In the income security and social services issue area, we are increasing our level of effort for several programs that we have not been able to look at in depth before because of limited resources. This is attributable to the factors discussed below.

It has become increasingly apparent that we can make a significant contribution in the income security area by doing a considerable amount of work on title II of the Social Security Act (the Retirement and Survivorship Insurance area), the Aid to Families with Dependent Children area, the Social Services area, the Social Security Disability Programs area and the Railroad Retirement Board.

We also see the need to review the status of the Social Security Trust funds and make an evaluation of the types of programs that ought to be paid from such funds and which should be paid for by appropriated funds.

In addition to the contribution that we believe we will be able to make in the current welfare reform deliberations, our preliminary work and inquiries indicate that serious problems exist in the above multibillion dollar programs that may equal or exceed those in the Supplemental Security Income Program. Although the primary thrust of the work we want to do is to contribute to the overall improvement of the American income security system and stability of the trust funds, we recognize that welfare reform will not occur immediately. Therefore, it is essential that these programs be corrected in the interim to assure that only those intended to be served are served in the best way possible and that waste, inefficiency and ineffectiveness are eliminated.

EMPLOYEE RETIREMENT INCOME SECURITY

Question: Since the enactment of Employee Retirement Income Security Act, there has been continual publicity on the complexity of this legislation and the impact on businesses and workers. What work is GAO undertaking in this area?

Answer: To date, GAO's work completed on Pension Plans has been totally in response to congressional requests or in response to specific legislative requirements. It has included the study and issuance of a series of reports to the Senate Committee on Human Resources on fiduciary practices of State and local Government Pension Plans. These were issued in support of the Committee's study required by the legislation. It has also included a report to the House Committee on Ways and Means and the Committee on Education and Labor on the adequacy of the Pension Benefit Guaranty Corporation's request for a premium rate increase.

In addition, in response to a request from 116 members of the Congress, we are finalizing two reports on the effect of ERISA on small businesses. Other major assignments in process include a review of the effect of the unfunded liabilities of State and local pension plans on Federal grant programs and an examination of the financial statements of the Pension Benefit Guaranty Corporation.

ERISA is complex and we believe there is much work that should be done in this area. However, because of the overall demands on the staff of GAO, which I discussed in my statement, we have only seven full time staff members assigned to pension work and have been unable to undertake any work in the area on our own initiative.

OMB-CIRCULAR A-76

Question: Your justification with respect to General Procurement Work makes reference to OMB Circular A-76. What is your position on this controversial issue?

Answer: We have a study of this matter underway and expect to issue a report on it in a month or so. Fundamentally, we support the general policy of relying upon private industry when feasible and economical to do so. However, we are finding many management problems in the implementation of this policy. For example, cost comparisons are not always made, and some are not properly made. The OFPP is working on many aspects of implementation of A-76 and we expect to see significant improvement over the next few years.

CONCLUSION OF HEARING

Senator SASSER. This concludes our hearings on the fiscal year 1979 legislative branch appropriations bill. If any additional material from Senators or interested members of the public is received by the subcommittee on matters already discussed, the clerk of the subcommittee is directed to have the material included in the record following the conclusion of today's hearings.

Mr. KELLER. Thank you very much.

Senator SASSER. Thank you.

The subcommittee is adjourned.

[Whereupon, at 2:35 p.m., the hearings were concluded and the subcommittee was recessed to reconvene at the call of the Chair.]

MATERIAL SUBMITTED SUBSEQUENT TO HEARING

[CLERK'S NOTE.—The following material was submitted subsequent to the hearing. The chairman has directed that it be placed at this point in the record.]

LETTER FROM HON. WALTER F. MONDALE, VICE PRESIDENT OF THE UNITED STATES

April 28, 1978

The Honorable James Sasser
Chairman, Subcommittee on Legislative
Appropriations
U.S. Senate
Washington, D.C. 20510

Dear Senator Sasser:

I would very much appreciate it if additional funds could be made available to me in my clerk hire allowance for FY 1979, raising that allowance to $767,000. These funds would be used for an additional legislative issues person.

Thank you for your consideration of this request.

With best wishes,

Sincerely,

Walter F. Mondale

LETTER FROM HON. MILTON R. YOUNG, U.S. SENATOR FROM NORTH DAKOTA

December 15, 1977

DEC 16 AM

Honorable Warren G. Magnuson
Acting Chairman
Senate Appropriations Committee
United States Senate
Washington, D. C. 20510

Dear Senator Magnuson:

Thank you for your memorandum requesting concurrence in the enclosed report prepared by the Senate Finance Committee in response to Section 302 of Senate Resolution 110.

If the filing of this report is required and therefore concurrence is necessary, I have no objection to the filing of the report. I do, however, have some very serious misgivings about the recommendations to broaden the exempt functions of political organizations and also the recommendation to increase the limitation on deductions for living expenses for Members. Should legislation on either of these matters be introduced and subsequently brought to a vote in the Senate, I would have to vote against them.

With kind regards,

Sincerely,

MILTON R. YOUNG

LETTER FROM HON. WILLIAM PROXMIRE, U.S. SENATOR FROM WISCONSIN

April 6, 1978

The Honorable Jim Sasser
Chairman
Legislative Branch Subcommittee
Senate Appropriations Committee
Washington, D. C.

Dear Jim:

S.Res. 110 calls upon the Appropriations Committee to make a report on the question of raising the present $3,000 allowance Senators now get under the tax laws for a second home or dwelling, to $6,800 a year.

You have asked for my opinion about that as the Committee must report on it.

I object to it and would oppose it. At a time when Senators actually lived about 5 or 6 months in Washington and the other half a year in their state, it was justified. But now most Senators live here permanently and have only a token residence in their State, unless they live close by.

For these reasons and because I believe existing emoluments and salaries are more than sufficient to support a Senator or Member of the House, I would oppose it.

Would you record my objection for the Record?

With best wishes.

Sincerely,

William Proxmire, U.S.S.

Letter From Gilbert Gude, Director, Congressional Research Service

September 12, 1977

Dear Mr. Chairman:

We appreciate and understand your concern about a recent Evans and Novak column ("On the Hill, Easy Access for Foreign Agents").

The column, as does its title, implies a great deal more than it says. It is a fact that a secretary of the Soviet Embassy appeared on Deck A of the Library, location of our Foreign Affairs and National Defense Division. He requested a copy of an unclassified report which had received some publicity. As a matter of courtesy CRS honors some requests from embassies for copies of published materials. In this instance, however, the requested report had not been released by our client committee and thus, under the CRS policy of confidentiality of client relationships, was not available.

It should be emphasized at this point that no classified material was involved in the reported episode (security measures are described below), that the embassy secretary's presence and request were challenged by two CRS researchers and their supervisor, that the individual did identify himself to the supervisor, and that the confidentiality of our clients in connection with the unclassified document was preserved.

The incident has, however, served a useful purpose in focusing our attention on the security problems inherent in the main Library Building which, by its design and usage permits accidental or planned access by the public to work areas. The problem of public access will, of course, be significantly reduced when CRS moves to the Madison Building in 1979. We have, however, despite our belief that the Evans and Novak column did not accurately characterize the incident in question, increased our efforts to restrict visitors to the Foreign Affairs Division and other areas of CRS by more strategic placement of receptionists and by the more liberal use of "RESTRICTED AREA" signs. In addition we are asking our staff to be even more alert to the presence of persons unknown to them for both professional and personal security reasons.

As to security measures surrounding classified materials stored and used in the divisions, they are tight and systematic: clearance and need-to-know are required for access to classified materials, extremely limited access safes are used for storage and classified materials are used only behind closed doors. All other information related to specific congressional assignments is treated as "CRS confidential" but could not be placed under security measures such as are applied to classified information without seriously hampering the Service's work.

We recently took the opportunity to show our facilities and the security steps we have taken to a member of your staff. We look forward to continuing to work closely with the Subcommittee and its staff, and appreciate your interest in our operations.

Sincerely,

Gilbert Gude

Gilbert Gude
Director

LETTER FROM HON. MILTON R. YOUNG, U.S. SENATOR FROM NORTH DAKOTA

March 21, 1978

Honorable James R. Sasser, Chairman
Subcommittee on Legislative Branch
Senate Appropriations Committee
Washington, D. C. 20510

Dear Jim:

Approximately two years ago, legislation was passed requiring government agencies who had Civil Service rehired annuitants on the rolls to pay their full salary rather than the differential between their retired pay and the salary level for their grade. In the Legislative bill for Fiscal Year 1977 the House, by a provision in the bill, said the law concerning rehired annuitants was not applicable to the House. The Senate agreed to this position of the House and made it applicable to rehired annuitants in the Senate. The Fiscal Year 1978 bill continued this practice in the House until January 1, 1978 and in the Senate until October 1, 1978.

It has recently been determined that prior to January 1, 1978 the House, by separate action affecting the House only, "grandfathered in" all rehired annuitants on the rolls as of January 1, 1978. This means that rehired annuitants employed after January 1, 1978 salary would be paid in full by the Member or committee that hires them.

I believe the Senate should follow the same procedure as the House by permanently "grandfathering in" all Civil Service rehired annuitants on the rolls as of October 1, 1978.

Your concern in this matter will be greatly appreciated and if I can be of any assistance in this regard, please let me know.

With kind regards,

Sincerely,

MILTON R. YOUNG

LETTER FROM HON. TED STEVENS, U.S. SENATOR FROM ALASKA

April 17, 1978

Honorable James R. Sasser, Chairman
Subcommittee on Legislative Branch
Senate Appropriations Committee
Washington, D.C. 20510

Dear Jim:

Roughly two years ago, Congress passed legislation requiring government agencies who had civil service rehired annuitants on the rolls to pay their full salary rather than the differential between their retired pay and the salary level for their grade. In the Legislative bill for Fiscal Year 1977, the House, by a provision in the bill, said the law concerning rehired annuitants was not applicable to the House.

The Senate agreed to this position of the House and made it applicable to rehired annuitants in the Senate. Fiscal Year 1978 will continue this practice in the House until January 1, 1978 and in the Senate until October 1, 1978.

Recently, it has been determined that prior to January 1, 1978, the House, by separate action affecting the House only, "grandfathered in" all rehired annuitants on the rolls as of January 1, 1978. This, of course, means that rehired annuitants employed after that date would be paid in full by the Member or Committee that hires them.

It is my hope that the Senate will adopt this same procedure by permanently "grandfathering in" all civil service rehired annuitants on the rolls at the end of this current Fiscal Year.

Enclosed is language that you may find appropriate to accomplish this end.

With best wishes,

Cordially,

TED STEVENS
United States Senator

PROPOSED AMENDMENT TO THE LEGISLATIVE BRANCH APPROPRIATION BILL

viz: At the proper place in the Administrative Provisions insert the following new section:

Sec. . Effective October 1, 1978, amounts required to be deposited in the Treasury of the United States to the credit of the Civil Service Retirement and Disability Fund under section 8344 of title 5, United States Code, with respect to any individual who is an officer or employee of the Senate (including an employee in the office of a Senator) on September 30, 1978, shall be paid from the contingent fund of the Senate so long as the individual serves continuously as an officer or employee of the Senate.

LETTERS FROM ROBERT A. MALSTROM, FINANCIAL CLERK OF THE SENATE

April 25, 1978

Honorable Jim Sasser, Chairman
Subcommittee on Legislative Branch
Appropriation
Committee on Appropriations
United States Senate

Dear Mr. Chairman:

In response to a request from Mr. Terrence Sauvain, the following refers to the seventy (70) positions of Mail Carrier in the Senate Post Office under the jurisdiction of the Sergeant at Arms and Doorkeeper.

The authorized rate for mail carriers is $9,129 per annum; except for those individuals whose daily tour of duty begins on or before 6:00 a.m., the rate is increased by 10% to $10,203 per annum.

In addition, those individuals who were occupying mail carrier positions before October 1, 1976, continue to be paid at the rate in effect at that time, plus cost-of-living increases, for a current rate of $12,530 per annum.

Therefore, the seventy positions are currently shown as indicated below:

at $ 9,129 per annum	- 32
at 10,203 per annum	- 12
at 12,530 per annum	- 26
Total authorized	- 70

Respectfully,

Robert A. Malstrom

Robert A. Malstrom
Financial Clerk, U. S. Senate

April 27, 1978

Dear Mr. Chairman:

This is in response to the request of the Subcommittee clerk for a recapitulation of the latest budget modifications involving the statutory positions in the Office of the Sergeant at Arms and Doorkeeper. The enclosed pages are furnished in answer to that request.

Respectfully,

Robert A. Malstrom

Robert A. Malstrom
Financial Clerk, U. S. Senate

BUDGET ESTIMATE

APPROPRIATION S.O.E. - Office of Sergeant at Arms and Doorkeeper

FISCAL YEAR 1979 DATE:

	$ 19,417,615.
Total Compensation.....	19,417,615.
Estimate.....	19,418,000.

Estimate for Fiscal Year 1979.....$ 19,418,000.

Less: Appropriated for F.Y. 1978:

Regular.....$ 16,681,000.

1st Suppl.....

2nd Suppl..... 1,219,000. ..... 17,900,000.

Increase/~~Decrease~~.....$ 1,518,000.

Anticipated Fiscal Year 1978 Pay Raise Supplemental

Pay Comparability, October 1, 1977

INCREASE = $500,000 - Anticipated available as carryover balance from fiscal year 1977 to fiscal year 1978.

1,018,000 - New positions, position salary increases and decreases.

RECAPITULATION

OFFICE: OFFICE OF THE SERGEANT AT ARMS AND DOORKEEPER

POSITIONS	Number of Positions			Current Gross Salary
	6-30-76	9-30-77	Current	
Administrative Office	36	58	67	$ 843,680
Senate Pages	32	32	32	288,190
Drivers-Messengers	6	8	8	131,744
Senate Chamber	52	50	48	636,166
Press Gallery	8	6	6	154,298
Radio-TV Press Gallery	4	4	5	134,787
Periodical Press Gallery	2	2	2	56,385
Press Photographers Gallery	3	2	2	56,385
Recording Studio	17	17	17	411,163
Cabinet Shop	10	7	9	173,272
Telephone Exchange	24	23	25	345,112
Janitors Department	63	67	67	726,203
Barber Shop		9	9	137,830
Service Department - Administrative	26	17	15	267,784
Service Department - Cheshire Section		17	15	208,535
Service Department - Equipment Section	23	30	32	472,560
Service Department - Duplicating Section	44	34	35	537,000
Service Department - Folding and Inserting Section	34	38	40	490,818
Service Department - Microfilm Center	9	11	11	159,489
Service Department - Warehouse	7	7	7	90,753
Senate Post Office	77	80	80	961,051
Capitol Police	514	514	523	8,112,101
Computer Center	69	156	185	4,022,309
TOTAL	1,060	1,189	1,240	$19,417,615

STATUTORY POSITIONS

OFFICE: OFFICE OF THE SERGEANT AT ARMS AND DOORKEEPER (ADMINISTRATIVE OFFICE)

POSITIONS	Number of Positions			Current Gross Salary
	6-30-76	9-30-77	Current	
Sergeant at Arms and Doorkeeper	1	1	1	$ 52,500
Administrative Assistant to Sergeant at Arms	1	1	1	44,034
Telecommunications Adviser	1	0	0	
Secretary to the Sergeant at Arms	1	1	1	17,363
Secretary for Personnel Administration		1	1	22,196
Secretary	1	0	0	
Assistant Chief Clerk			1	19,332
Clerk	1	1	0	
Deputy Sergeant at Arms and Doorkeeper	1	1	1	46,719
Chief Clerk, Deputy Sergeant at Arms	1	1	0	
Assistant Chief Clerk, Deputy Sergeant at Arms	1	1	0	
Chief Clerk		1	1	28,103
Clerk	1	0	1	13,962
Secretary to the Administrative Assistant		1	1	16,647
Stockroom Clerk	1	0	0	
Auditor	1	1	1	12,888
Special Officer	1	1	1	14,678
Chief Messenger	1	1	1	14,320
Telephone Operator	3	0	0	
Laborer	1	0	0	
Laborer	1	0	0	
Systems Programmer	1	0	0	
Clerk	1	0	1	18,258
Equipment Supervisor	1	0	0	
Senior Addressograph Operator	1	0	0	
File Clerk	1	0	0	
Special Employee	12	5	5	7,160 ea. 36,800

STATUTORY POSITIONS

OFFICE: OFFICE OF THE SERGEANT AT ARMS AND DOORKEEPER (ADMINISTRATIVE OFFICE - CONTINUED)

POSITIONS	Number of Positions			Current Gross Salary
	6-30-76	9-30-77	Current	
Executive Secretary to the Sergeant at Arms		1	1	$ 28,103
Special Assistant		1	0	
Auditor		1	1	15,036
Secretary to the Special Assistant		1	1	13,067
Secretary to the Deputy Sergeant at Arms		1	1	23,628
Clerk		3	3	11,814 ea.
Auditor		1	1	12,888
Receptionist		1	1	15,394
Special Employee		8	8	7,160 ea.
Clerk		1	1	19,690
Clerk		1	1	12,888
Auditor			1	15,752
Executive Assistant			1	42,065
Parking Attendant		14	20	4,475 ea.
Purchasing Clerk		1	1	15,036
Clerk		1	1	12,530
Supervisor of Door Attendant		1	1	19,153
Assistant Supervisor of Door Attendant		1	1	17,184
Parking Attendant Supervisor		2	2	10,740 ea.
Clerk			1	10,382
Messenger			1	10,382
TOTAL - ADMINISTRATIVE OFFICE	36	58	67	$843,680

STATUTORY POSITIONS

OFFICE: OFFICE OF THE SERGEANT AT ARMS AND DOORKEEPER (SENATE CHAMBER)

POSITIONS	Number of Positions			Current Gross Salary
	6-30-76	9-30-77	Current	
Floor Assistant		1	1	$ 19,332
Assistant Doorkeeper	1	0	0	
Messenger Acting as Assistant Doorkeeper	1	1	0	
Messenger Acting as Assistant Doorkeeper	3	3	0	
Messenger at Card Door	1	1	1	19,332
Messenger at Card Door	1	1	1	17,542
Messenger at Pass Door	2	2	2	13,962 ea.
Messenger	25	25	0	
Messenger	4	4	0	
Messenger	1	1	0	
Messenger	2	1	0	
Chief Messenger for the Minority	1	1	0	
Messenger for the Minority	3	3	0	
Press Liaison	1	1	1	16,468
Assistant at the Press Door	1	1	1	12,530
Skilled Laborer	1	0	0	
Skilled Laborer	1	0	0	
Attendant	1	0	0	
Laborer	2	0	0	
Floor Assistant		2	2	18,079 ea.
Messenger for Service to Press Correspondents		2	0	
Senior Door Attendant			2	15,036 ea.
Door Attendant			25	12,530 ea.
Door Attendant			6	11,814 ea.
Door Attendant			1	10,740
Door Attendant			1	10,382
Chief Door Attendant for the Minority			1	13,962

STATUTORY POSITIONS

OFFICE: OFFICE OF THE SERGEANT AT ARMS AND DOORKEEPER (SENATE CHAMBER - CONTINUED)

POSITIONS	Number of Positions			Current Gross Salary
	6-30-76	9-30-77	Current	
Door Attendant for the Minority			3	$ 12,530 ea.
TOTAL - SENATE CHAMBER	52	50	48	$636,166

STATUTORY POSITIONS

OFFICE: OFFICE OF THE SERGEANT AT ARMS AND DOORKEEPER (CABINET SHOP)

POSITIONS	Number of Positions			Current Gross Salary
	6-30-76	9-30-77	Current	
Chief Cabinetmaker	1	1	1	$ 27,566
Cabinetmaker	2	2	2	18,437 ea.
Assistant Chief Cabinetmaker	1	1	1	23,807
Finisher	1	1	1	18,437
Upholsterer	1	1	1	18,437
Cabinetmaker	1	1	1	17,005
Night Foreman	1	0	0	
Secretary-Receptionist	1	0	0	
Secretary	1	0	0	
Assistant Cabinetmaker			2	15,573 ea.
TOTAL - CABINET SHOP	10	7	9	$173,272

STATUTORY POSITIONS

OFFICE: OFFICE OF THE SERGEANT AT ARMS AND DOORKEEPER (TELEPHONE EXCHANGE)

POSITIONS	Number of Positions			Current Gross Salary
	6-30-76	9-30-77	Current	
Telecommunications Director		1	1	$ 34,010
Assistant Telecommunications Director		1	1	25,060
Chief Telephone Operator	1	1	1	18,258
Assistant Chief Telephone Operator	3	2	2	15,036 ea.
Telephone Operator	20	18	18	11,814 ea.
Teletype Operator			2	12,530 ea.
TOTAL - TELEPHONE EXCHANGE	24	23	25	$345,112

STATUTORY POSITIONS

OFFICE: OFFICE OF THE SERGEANT AT ARMS AND DOORKEEPER (SERVICE DEPARTMENT-ADMINISTRATIVE)

POSITIONS	Number of Positions			Current Gross Salary
	6-30-76	9-30-77	Current	
Assistant Chief Telephone Operator	1	0	0	
Telephone Operator	1	0	0	
Skilled Laborer	1	0	0	
Director, Service Department	1	1	1	$ 41,170
Assistant Director, Service Department	.1	1	1	28,640
Night Supervisor, Service Department	1	0	0	
Assistant Night Supervisor	1	0	0	
Truck Driver	1	1	1	16,110
Assistant Truck Driver	1	1	1	13,604
Clerk	1	2	1	12,888
Clerk-Stenographer	1	1	0	
Messenger	12	0	0	
Photostat Operator	1	0	0	
Laborer, Service Department	2	0	0	
Secretary to the Director, Service Department		1	1	16,468
Time and Attendance Clerk		1	1	12,888
Repairman		1	0	
Mimeograph Operator		1	1	11,456
Supervisor, Supply Section		1	1	16,289
File Clerk		1	0	
Night Superintendent		1	1	23,807
Assistant Night Superintendent		1	1	23,270
Receiving Clerk		2	2	11,456 ea
Secretary-Receptionist			1	14,857
Secretary			1	13,425
TOTAL - SERVICE DEPARTMENT-ADMINISTRATIVE	26	17	15	$267,784

STATUTORY POSITIONS

OFFICE: OFFICE OF THE SERGEANT AT ARMS AND DOORKEEPER (SERVICE DEPARTMENT - EQUIPMENT SECTION)

POSITIONS	Number of Positions			Current Gross Salary
	6-30-76	9-30-77	Current	
Clerk	1	1	2	$ 12,888
Assistant Equipment Supervisor	1	1	1	18,616
Secretary-Receptionist	1	1	0	
Secretary	1	1	0	
Clerk in Service Department	-1	0	0	
Automatic Typewriter Repairman	6	6	6	17,542 ea.
Automatic Typing Technician	1	0	0	
Repairman	1	0	0	
Repairman	1	0	1	16,468
Repairman	3	3	3	16,110 ea.
Mailing Equipment Repairman	1	1	1	16,468
Supervisor, Supply Section	1	0	0	
Laborer, Service Department	4	5	2	10,382 ea.
Equipment Supervisor		1	1	23,270
Messenger		3	4	10,382 ea.
Inserting Machine Operator		1	2	12,888 ea.
Photostat Operator		1	0	
Mimeograph Operator		1	1	11,456
Clerk-Stenographer			1	12,530
Assistant Supervisor, Typewriter Repair Section		1	1	19,511
Supervisor, Typewriter Repair Section		1	1	21,301
Inventory Clerk		1	1	14,857
Assistant Inventory Clerk		1	1	11,814
Technical Clerk			1	13,425
Chief Messenger			1	11,456
Technical Clerk			1	13,962
TOTAL - SERVICE DEPARTMENT - EQUIPMENT SECTION	23	30	32	$472,560

STATUTORY POSITIONS

OFFICE: OFFICE OF THE SERGEANT AT ARMS AND DOORKEEPER (SERVICE DEPARTMENT - FOLDING AND INSERTING SECTION)

POSITIONS	Number of Positions			Current Gross Salary
	6-30-76	9-30-77	Current	
Telephone Operator	1	0	0	
Laborer	1	0	0	
Supervisor, Folding Section		1	1	$ 21,301
Chief Machine Operator	1	0	0	
Assistant Chief Machine Operator	1	0	0	
Machine Operator	1	0	0	
Inserting Machine Operator	11	6	6	12,888 ea.
Folding Machine Operator	8	8	8	13,425 ea.
Laborer, Service Department	9	10	13	10,382 ea.
Special Employee	1	0	0	
Messenger		5	5	10,382 ea.
Senior Folding Machine Operator		1	1	13,783
Addressograph Operator		1	1	13,425
Mimeograph Operator		1	1	11,456
Warehouseman		1	1	11,456
Technical Clerk		1	0	
Assistant Supervisor, Folding Section		1	1	17,184
Assistant Night Supervisor, Folding Section		1	1	14,857
Night Supervisor, Folding Section		1	1	15,752
TOTAL - SERVICE DEPARTMENT - FOLDING AND INSERTING SECTION	34	38	40	$490,818

OFFICE: OFFICE OF THE SERGEANT AT ARMS AND DOORKEEPER (COMPUTER CENTER)

POSITIONS	Number of Positions			Current Gross Salary
	6-30-76	9-30-77	Current	
Applications Analyst		0	2	28,819
Applications Programmer	1	0	0	
Assistant Director Computer Center		1	1	36,158
Assistant Operations Manager		1	1	26,492
Assistant Tape Librarian		2	2	13,246
Clerk	1	0	0	
Communications Software Programmer Analyst		0	1	26,492
Communications Software Specialist		0	1	32,220
Communications Systems Specialist		0	1	29,535
Computer Center Manager	1	0	0	
Computer Performance Analyst		1	0	
Computer Resource and Performance Analyst		0	2	22,912
Computer Shift Supervisor		3	3	18,079
Computer Specialist		0	4	28,819
Computer Specialist	4	4	0	
Computer Specialist	3	3	0	
Computer Terminal Installer		0	3	12,888
Computer Terminal Installer		4	0	
Data Base Systems Programmer		0	1	26,492
Data Conversion Operator		2	2	11,277
Data Resources Manager		0	1	25,060
Data Standards Specialist		2	0	
Director Computer Center	1	1	1	41,170
Documentation Specialist		0	1	22,017
Hardware Manager		0	1	25,060
Job Controller	1	0	0	

OFFICE: OFFICE OF THE SERGEANT AT ARMS AND DOORKEEPER (COMPUTER CENTER) (CONT)

POSITIONS	Number of Positions			Current Gross Salary
	6-30-76	9-30-77	Current	
Job Controller		0	6	16,826
Junior Network Technician		0	2	15,215
Junior Operator		5	4	14,678
Junior Systems Programmer		0	1	23,270
Keypunch Operator	1	2	1	12,351
Laborer, Service Department	1	0	0	
Lead Analyst	1	1	0	
Lead Operator		12	0	
Lead Operator		0	6	16,110
Liaison and Documentation Specialist	1	1	0	
Manager, Administrative Applications Development		0	1	34,368
Manager, Computer Operations		0	1	34,368
Manager, Data Network		0	1	34,368
Manager, Legislative Applications Development		0	1	34,368
Manager, Planning, Budget, and Administration		0	1	34,368
Manager Programmer	1	0	0	
Manager, Systems Programming		0	1	34,368
Manager, User Training and Liaison		0	1	34,368
Messenger		2	2	10,382
Network Equipment Supervisor		0	1	26,492
Network Supervisor		1	0	
Network Technical Control Supervisor		0	1	32,220
Network Technician		4	2	23,270
Network Technician		0	2	19,153
Office Manager		0	1	20,048
Office Supervisor		1	0	

OFFICE: OFFICE OF THE SERGEANT AT ARMS AND DOORKEEPER (COMPUTER CENTER)(CONT)

POSITIONS	Number of Positions			Current Gross Salary
	6-30-76	9-30-77	Current	
Office Systems Specialist		0	8	18,258
Office Systems Specialist		0	9	16,647
Office Systems Specialist		0	2	15,036
Office Systems Specialist		19	0	
Office Systems Supervisor		0	1	28,819
Office Systems Supervisor		0	1	26,492
Office Systems Training Supervisor		0	1	26,492
Operations Clerk		7	6	13,246
Operations Manager		1	0	
Operations Scheduler		1	1	22,912
Operations Supervisor		1	0	
Operator	6	0	0	
Printing Operator		5	0	
Production Manager		0	1	25,060
Production Manager	1	1	0	
Program Analyst	2	2	0	
Programmer	1	0	0	
Programmer Analyst	8	13	0	
Programmer Analyst		1	0	
Programmer Analyst	2	2	7	21,838
Programmer Analyst		0	4	18,974
Programmer Operator	1	0	0	
Quality Controller		3	0	
Receptionist		0	1	13,246
Receptionist		0	1	12,172
Secretary		0	1	21,122

OFFICE: OFFICE OF THE SERGEANT AT ARMS AND DOORKEEPER (COMPUTER CENTER)(CONT)

POSITIONS	Number of Positions			Current Gross Salary
	6-30-76	9-30-77	Current	
Secretary		1	1	15,752
Secretary		0	1	14,857
Secretary		0	1	14,320
Secretary		0	1	14,141
Secretary		0	3	13,962
Secretary	1	1	0	
Secretary/Receptionist	1	1	0	
Secretary/Receptionist		0	1	13,604
Secretary to Superintendent, Service Department	1	0	0	
Secretary/Typist		2	0	
Secretary/Typist		0	1	13,067
Senior Applications Analyst		0	2	32,220
Senior Applications Analyst		0	2	31,146
Senior Computer Specialist		0	1	32,220
Senior Computer Specialist	4	5	5	31,146
Senior Job Controller		3	3	22,912
Senior Network Technician		0	2	26,492
Senior Office Systems Specialist		0	7	22,912
Senior Programmer	1	0	0	
Senior Programmer Analyst		0	10	26,492
Senior Programmer Analyst		0	13	24,344
Senior Programmer Analyst	7	10	0	
Senior Programmer Supervisor	2	2	0	
Senior Systems Programmer		0	2	31,146
Senior Systems Programmer		0	3	28,819
Senior Training Specialist		0	1	22,912

OFFICE: OFFICE OF THE SERGEANT AT ARMS AND DOORKEEPER (COMPUTER CENTER)(CONT)

POSITIONS	Number of Positions			Current Gross Salary
	6-30-76	9-30-77	Current	
Special Projects Officer		0	1	32,220
Standards Specialist		1	1	28,819
Supervisor Operator	1	0	0	
Support Operator	3	0	0	
Systems Analyst	2	4	0	
Systems Clerk	1	0	0	
Systems Programmer	4	6	1	26,492
Systems Supervisor	1	3	0	
Tape Librarian		1	1	14,678
Technical Clerk	1	0	0	
Technical Training Specialist		0	1	26,492
Technical User Liaison		0	1	16,468
Technical Writer	1	1	0	
Text Processing Specialist		0	1	19,332
Text Processing Specialist		0	2	17,542
Text Processing Specialist		0	1	14,678
Training Specialist		2	0	
Training Specialist		4	0	
Training Specialist		0	3	18,258
Training Specialist	—	0	4	16,647
TOTAL - COMPUTER CENTER	69	156	185	$4,022,309.

Letter From Sidney S. Sachs, Chairman, American Bar Association

February 28, 1978

The Honorable Walter D. Huddleston
U.S. Senate
3327 Dirksen Senate Office Building
Washington, D.C. 20510

Re: SGT 1620-200-F-1
Library of Congress Reorganization

Dear Senator Huddleston:

As Chairman of the American Bar Association Standing Committee on the Facilities of the Law Library of Congress, I write to express my concern about the consolidation of the "Books-Law" appropriation with the item for "Books-General" of the Library. This issue has a historical precedent in that it was addressed in legislative branch appropriation hearings in 1945. At that time Judge Harold M. Stephens, Associate Justice of the United States Court of Appeals and Chairman of this Standing Committee testified that:

> "We think the policy carried on during 100 years to keep the law library of Congress and the general library administratively, and from the standpoint of appropriations separate, has been a very wise policy because the law library is a highly specialized organization, and its book purchasing allocation, and servicing requires expert knowledge."

In my January 26, 1978, statement before the hearings of the Joint Committee on the Library, I expressed the current concern of our Standing Committee relative to this consolidation of funds in this way: (Testimony p. 6)

> "C. The history of the reorganization plan suggests that it involves exposure of the Law Library to loss of its separate identity by assimilation into other parts of the Library.*
>
> *An illustration of the Committee's concern relates to a change recently made in the budget procedures. It is our understanding that from 1832 through the fiscal year ended June 30, 1977, the budget request submitted each year to Congress included an item for law books and a separate item for "Books for the General Collections." For fiscal year ended June, 1977, however, The Librarian submitted, and Congress approved, the expenditure of $286,000 for acquisition of books and legal periodicals and other material for the Law Library. Congress appropriated $1,760,000 for other books.

> For fiscal year ended 1978, however, the proposed budget as approved by Congress combined these two items, so that it is now within the power of The Librarian to spend, on materials other than Law Library materials, funds which heretofore would have been available only for Law Library materials."

At the hearings of the Joint Committee several members of the Committee expressed their concern about this consolidation of funds and suggested that the "purchase of books for the Law Library and the purchase of books for the general collection be continued to be separate." (Remarks of Frank Thompson, transcript p. 22). Without statutory mandate, encroachment upon the Law Library's funds for the maintenance and growth of the law collections is a distinct possibility. This could result in a diminution in the reputation of the Law Library and its ability to serve Congress and the Nation.

I respectfully request the Subcommittee on Legislative Appropriations to take all steps necessary to ensure the integrity of the acquisition activities of the Law Library.

Sincerely,

Sidney S. Sachs

LETTER FROM HON. HOWARD W. CANNON, U.S. SENATOR FROM NEVADA

December 31, 1978

TO ALL SENATORS

Honorable
United States Senate
Washington, D. C.

Dear

This Committee in recent months has been concerned about its statutory obligations in considering the approval of payments from the contingent fund of the Senate (2 U.S.C. 68, Supp. V. 1975) as such relates to the "10 percent official expense" provision of the 1978 Legislative Branch Appropriations Act and each Senator's official office expense allowance.

To meet this Committee Chairman's responsibility under the Senate contingent fund statute and to give full recognition to the legislative intent contained in the "10 percent official expense" provision, we requested a legal opinion from the Comptroller General of the United States.

In brief, that opinion holds "that Congress intended the determination of what are to be 'official expenses,' of up to 10 percent of each Senator's office expense allowance be made by the Senator alone (except that the law... specifically precludes reimbursement of expenses for meals or entertainment). Therefore, we believe that... your Committee's function in approving vouchers for expenditures from the 10 percent category is limited to insuring that the vouchers are regular in form, have been certified by the Senator as being for official office expenses not otherwise provided for in 2 U.S.C. 58 (a), and are not for meals or entertainment."

By virtue of this opinion, it is our conclusion that in considering "10 percent official expense" vouchers submitted to this Committee that we shall (1) adopt the Comptroller General's opinion; (2) approve such reimbursement requests pursuant to Section 112 (a), P.L. 95-94, 91 Stat. 653, 663, August 5, 1977; and (3) thereby consider only the form of the expenditure and not the substance.

This Committee will therefore make no judgment as to whether such expenditures are proper. All Senators should be aware that the propriety of any of them may be called into question at any time by other sources.

For your further guidance, I enclose a copy of the Comptroller General's opinion providing a deeper examination of this subject which should be of assistance to Senators in considering questions about official office expenditures.

With all best wishes,

Sincerely,
HOWARD W. CANNON
Chairman

Letter From Elmer B. Staats, Comptroller General of the United States

December 16, 1977

The Honorable Howard W. Cannon
Chairman, Committee on Rules and
Administration
United States Senate

Dear Mr. Chairman:

This is in response to your request, as conveyed by your staff, for an interpretation of the extent to which section 112(a) of Pub. L. No. 95-94, 91 Stat. 653, 663, August 5, 1977, the Legislative Branch Appropriation Act of 1978, restricts or modifies the duty or discretion of the Senate Rules Committee, under 2 U.S.C. § 68 (Supp. V, 1975) to approve payments from the contingent fund of the Senate.

Under 2 U.S.C. § 68, no payment may be made from the contingent fund of the Senate unless sanctioned by your Committee, and approval by the Committee of a voucher is "to be conclusive upon all the departments and officers of the Government." Prior to enactment of Pub. L. No. 95-94, reimbursement from the contingent fund for Senators' office expenses was authorized for seven categories of expenses, by section 506(a) of the Supplemental Appropriations Act of 1973, as amended (2 U.S.C. § 58(a)(Supp. V, 1975)).

The 1978 Legislative Branch Appropriations Act extensively amended 2 U.S.C. § 58(a). In addition to making adjustments in the existing seven categories, section 112 of the 1978 Act created a new category which permits:

> "reimbursement to each Senator for such other official expenses as the Senator determines are necessary * * * but only to the extent such expenses do not exceed for any calendar year ten percent of the total amount of expenses authorized to be paid to or on behalf of such Senator under this section for such calendar year." (Emphasis added.) Pub. L. No. 95-94, § 112(a)(2).

This new category is paragraph (9) of 2 U.S.C. § 58(a).

Section 112(a)(3) further amends 2 U.S.C. § 58(a) in several respects. No reimbursement may be made under paragraph (9), the 10 percent category (and one other category), for any expense incurred for entertainment or meals. In addition, "detailed itemized vouchers" are required for expenses incurred under the 10 percent category, in place of the more general "itemized vouchers" required for other categories of contingent fund expenses authorized by 2 U.S.C. § 58(a). In this connection, the semi-annual statement of expenditures from the contingent fund, which is required (by 2 U.S.C. § 104a (1970)) to be made available to the public by the Secretary of the Senate, is to "contain a separate section setting forth, in detail, all expenses reimbursed under paragraph (9) [the 10 percent category] * * *."

Sections 111 and 112 were added to H.R. 7932, 95th Congress, the bill which was the derivative source of the 1977 Act, by the Senate Appropriations Committee. S. Rep. No. 95-338, 4 (1977). As reported by the Senate Appropriations Committee, H.R. 7932 made one-tenth of each Senator's office allowance available to meet official office expenses, other than those falling within the specific

categories in 2 U.S.C. § 58(a), but did not contain any provision as to how these official expenses were to be determined. Had the language proposed by the Appropriations Committee been enacted, there could be little doubt that the Rules and Administration Committee would still have the responsibility, in approving vouchers for expenditures under 2 U.S.C. § 58(a) to assure that they were for "official expenses."

However, Senator Cranston introduced Amendment No. 509 during floor debate on H.R. 7932. This amendment substituted the phrase "such other official expenses as the Senator determines are necessary," for the phrase "other official office expenses." The amendment was approved.

Senator Cranston explained the purpose of the amendment as being to assure that the new 10 percent category would give each Senator maximum discretion to determine what his necessary official expenses should be:

> "Its purpose is to make explicit that the Senator himself, each Senator, has the authority to decide what are the legitimate expenses to be paid from the new category of the official office expense account entitled 'Other Official Office Expenses.'
>
> "The committee's purpose in setting up this new category was to allow Senators to decide what other expenses are necessary and legitimate to run their offices and to cover the variety of official business expenses which presently do not fall within the enumerated categories.
>
> "Our amendment makes the Committee's intent totally clear and beyond any question or doubt.
>
> "I applaud the committee's action in taking steps to get away from the arbitrary list." (Emphasis added.) 123 Cong. Rec. S12006-12007 (daily ed., July 15, 1977).

The Chairman of the Legislative Branch Appropriations Subcommittee, Senator Huddleston, in discussing the controls on expenditures from the 10 percent category during debate on Amendment No. 509, pointed out that invoices and vouchers would have to be filed with the Secretary of the Senate, and published twice a year, and went on to conclude that the possibility for abuse of the section is very remote. Id.

Later, during floor debate on Amendment No. 508, which would have increased the discretionary category from 10 to 15 percent, Senator Cranston made it clear that the purpose of the discretionary category was to limit the controls on official expenses to the reporting requirement. He suggested that after "allowing Senators to decide how a portion of their official office accounts are spent," they will be convinced that this principle can be extended to the entire office accounts:

> "This experiment will demonstrate that Senators will expend official funds wisely, prudently, and with self-discipline.
>
> "It will demonstrate that press and public scrutiny of the detailed reports of expenses reimbursed will be more than adequate to dis-

courage any unreasonable or inappropriate uses of public funds.

"It will demonstrate that the current arbitrary and bureaucratic limitations on office account expenditures are totally and completely unjustifiable." Id., at S12009.

While the Legislative Branch Appropriations Act, 1978 does not specifically repeal the requirement of 2 U.S.C. § 68, that the Rules and Administration Committee sanction all payments made from the contingent fund of the Senate, the legislative history and language of the Act indicate that Congress intended the determination of what are to be "official expenses," of up to 10 percent of each Senator's office expense allowance, be made by the Senator alone (except that the law, as noted above, specifically precludes reimbursement of expenses for meals or entertainment). Therefore, we believe that, as a consequence of Pub. L. No. 95-94, your Committee's function in approving vouchers for expenditures from the 10 percent category is limited to insuring that the vouchers are regular in form, have been certified by the Senator as being for official office expenses not otherwise provided for in 2 U.S.C. § 58(a), and are not for meals or entertainment.

We trust that this discussion will be of some assistance to you and your Committee.

Sincerely yours,

Comptroller General
of the United States

Letter From Harry B. Littell, Legislative Counsel of the Senate

April 11, 1978

Honorable James R. Sasser
Chairman
Subcommittee on the Legislative Branch
Committee on Appropriations
United States Senate
Washington, D. C.

Dear Mr. Chairman:

I am writing to request the inclusion of an administrative provision in the Legislative Branch Appropriation bill for fiscal year 1979 which would increase the number of Senior Counsels on the staff of this Office from four to five.

The position of Senior Counsel was established in 1957 by the Legislative Branch Appropriation Act, 1958, and three attorneys were authorized to be so designated. In 1963, the number was increased to four. The position was established to give recognition to attorneys who have served on the staff of this Office for a substantial period of time and to provide a salary differential over the maximum which can otherwise be paid. At the present time, the salary of a Senior Counsel is $51,500 while the maximum otherwise payable is $49,941. The designa-

tion of an attorney as a Senior Counsel is subject to the approval of the President pro tempore.

One of the attorneys on the staff, Blair Crownover, has served with distinction for sixteen years. I believe that this length of service (and even a shorter period of service) merits designation as a Senior Counsel. If the number of Senior Counsels is increased to five, I will submit Mr. Crownover's designation to the President pro tempore for his approval.

I am requesting a permanent increase in the number of Senior Counsels so that similar situations can be met in the future. When the position was established in 1957, and increased to four in 1963, there were ten attorneys on the staff of this Office (not including the Legislative Counsel), while today there are fourteen. I believe that in future years there will be at least five attorneys on the staff whose length of service will merit recognition as a Senior Counsel.

The President pro tempore has approved my submission of this request. No increase in the appropriation for this Office for fiscal year 1979 will be necessary by reason of increasing the number of Senior Counsels to five. I am enclosing a suggested administrative provision which would accomplish this increase.

Thanking you, I remain

Respectfully,

Harry B. Littell

Harry B. Littell
Legislative Counsel

ADMINISTRATIVE PROVISION

Sec. . Effective October 1, 1978, the number of attorneys in the Office of the Legislative Counsel of the Senate who may be designated as, and receive the compensation of, a Senior Counsel is increased to five.

Letter From Irvin P. Schloss, Director, Governmental Relations Office, American Foundation For The Blind, Inc.

March 17, 1978

Hon. James R. Sasser
Chairman, Subcommittee on
Legislative Branch Appropriations
Committee on Appropriations
United States Senate
Washington, D. C. 20510

Dear Senator Sasser:

On behalf of the American Association of Workers for the Blind, American Foundation for the Blind, and Blinded Veterans Association, I am writing to respectfully urge you and the members of your Subcommittee to appropriate the full amount of $43,019,078 requested by the Library of Congress for its Books for the Blind and Physically Handicapped program for the fiscal year ending September 30, 1979.

As you know, this program provides books and magazines in braille and recorded form to blind and other physically handicapped persons who cannot use ordinary printed material. Thus, it is understandably an essential service for which there is no substitute, since the readers it serves cannot use library service available to the general public.

Since most of the blind and severely visually impaired persons in the United States are 65 and older who lost their sight after retirement, this vital Library of Congress program represents the principal uniquely special service these older blind individuals receive in our country today. You can well imagine their personal appreciation to the Congress for establishing and financing this exemplary program which makes it possible for them to continue to read independently without imposing on others.

We sincerely hope that the Subcommittee will act favorably on the 1979 budget request of the Library of Congress for this program. Since more than 90 percent of the funds requested are for direct services to readers, this vital service is probably the most effective federal program in achieving the mission for which Congress created it.

We would appreciate having this letter made a part of the record of hearings on the 1979 appropriation for the Legislative Branch.

Respectfully yours,

Irvin P. Schloss
Director
Governmental Relations Office

STATEMENT OF DR. JACK CARLSON, VICE PRESIDENT AND CHIEF ECONOMIST, CHAMBER OF COMMERCE OF THE UNITED STATES

The Chamber of Commerce of the United States greatly appreciates the opportunity to share the Chamber's concern about the upward trend in federal spending and regulations and to recommend changes in the Administration's proposals for spending, as well as related economic policies.

We have brought much of the information that follows to the attention of other Committees which consider the Economic Report, the overall budgets and special messages of the President. We want to present it to the Legislative Subcommittee which bears the heavy responsibility for review and reporting appropriation bills dealing with the Legislative Branch itself. Even though our comments are late we hope our views can have some bearing on the actions you are yet to take.

SPECIFIC RECOMMENDATIONS

The Chamber recommends slowing the growth in the proposed appropriations for the Legislative Branch by at least 3 percent, from an 11% proposed increase to 8% or less, so that it does not exceed the President's recommended growth of the Executive Branch, which itself is growing too rapidly. We have observed a very large increase in many Legislative Branch budgets in the past and now proposed for FY 1979, including the Congressional Budget Office, the General Accounting Office and the Library of Congress. We recommend that these budgets grow less rapidly during FY 1979.

In particular, we are concerned with the 20 percent proposed increase in the Library of Congress budget, the 14% increase in the Congressional Budget Office budget, the 14% increase in Senate staffing and the 7% increase in the General Accounting Office.

GENERAL POSITION

(1) The Administration's request for increasing total federal outlays by 8% or $38 billion in FY 1979 is excessive and should be trimmed by at least 2 percentage points or about $10 billion for FY 1979.

(2) The proposals for excessively expanding federal regulatory agency budgets will cause lower productivity, job losses, lower incomes and higher inflation. On this account, those agencies should be held to last year's budget levels, or adjusted only for pay increases.

(3) Appropriate language should be inserted in your appropriation bills to insure government will desist from causing shortages of resources, such as is occurring now with limits on available timber from federal lands.

(4) The proposed tax relief scheduled for FY 1979 should be increased and enacted 3 months earlier. Also, tax relief should be designed for FY 1980 and beyond.

(5) With slower growth in spending, despite somewhat more tax relief, the federal deficit should decline.

(6) The Congress should refrain from repeating last year's enactment of cost-push inflationary and job-destroying legislation.

SLOW-DOWN FEDERAL REGULATIONS

The Chamber strongly recommends slowing-down the extremely rapid growth in spending increases for regulatory authorities. The Administration unfortunately proposed very large growth in the regulatory budgets. For example, for regulatory agencies that are now hurting economic well-being -- such as for FTC, OSHA, EEO, and EPA -- the President proposed spending increases two to four times faster than for other activities (see Table 1).

TABLE 1

CARTER'S PROPOSED SPENDING INCREASES FOR REGULATORY AGENCIES THAT REDUCE JOBS AND INCREASE INFLATION FY 1979	
Federal Trade Commission's Consumer Protection Enforcement	13%
Occupational Safety and Health Administration	17%
Equal Employment Opportunity Commission	23%
Environmental Protection Agency's Enforcement	26%

These and other regulatory authorities, over and above their Federal budget costs, have greatly increased costs of doing business and consumer prices from just two years ago, according to the latest Chamber-Gallup Business Confidence Survey (see Table 2).

TABLE 2

THE IMPACT OF GOVERNMENT REGULATIONS AND REQUIREMENTS TODAY ON EMPLOYEES' TIME AND COMPANIES' COSTS COMPARED TO TWO YEARS AGO

	Much More	Somewhat More	About the same	Somewhat Less	Much Less
All Business	69%	27%	4%	0	0
Small Business	56%	36%	8%	0	0

Source: February 1978 Chamber-Gallup Business Confidence Survey

The January 1978 Survey of Current Business, a Commerce Department publication, revealed that output per unit of input in the non-residential business sector was 1.4% smaller than it would have been without pollution abatement and employee safety regulations. This is equivalent to about $10 billion less output

or about 350,000 fewer jobs each year and equivalent to $165 less income for the average American family each year. It is also equivalent to a 1/2% increase in consumer prices.

The Administration's proposals for greatly increasing regulatory budgets will add to lost output, income and jobs. For example, in the case of clean air and water the total regulatory cost burden was $40 billion in 1977, as reported to have been estimated by the Council on Environmental Quality. If the impact of the regulation is proportional to EPA's regulatory budget, American producers can expect the Administration's proposed 26% increase in EPA's Enforcement budget to cause another $10 billion cost burden, which in turn could cause 1/2 percentage point higher consumer prices and 350,000 fewer jobs.

This expectation is reinforced by the latest Chamber-Gallup Business Confidence Survey. Over half of American businesses surveyed expect to spend significantly more money for Federal regulations.

During the next few years 90% of American business expect Federal regulations to cause serious problems (see Table 3).

TABLE 3

BUSINESS EXPECTATIONS FROM FEDERAL GOVERNMENT REGULATIONS
DURING THE NEXT FEW YEARS

Very Serious Problems	Serious Problems	Not very Serious Problems	Hardly Any Problems
57%	33%	9%	1%

Source: February 1978 Chamber-Gallup Business Confidence Survey

Harassing and cost-increasing regulations were reported among regulations dealing with:

- Health and Safety of Employees
- Health and Safety of Consumers
- Environment
- Equal Employment Opportunity
- Production and Use of Energy and Fuels
- Credit and Financial Transactions
- Land Use
- Farm Production
- Housing and Construction
- Transportation

- Employee Training and Education
- Other Government Regulations

And, importantly, the benefits of the harassing regulations in many cases are not even measurable.

In order to preserve jobs and prevent acceleration of inflation, the Chamber strongly recommends maintaining regulatory budgets at FY 1978 dollar levels in FY 1979. In addition the Chamber recommends intensifying your review and control of appropriations for regulatory authorities, because of the great adverse impacts they have on jobs and inflation and personal freedom.

SLOW-DOWN SPENDING GROWTH

In order to provide for tax relief larger than proposed by the Administration but needed for a sustained recovery, Federal outlays in FY 1979 must grow more slowly. Instead of an 8% growth in Federal spending amounting to $38 billion, the Chamber recommends that this be slowed-down by 2 percentage points or approximately $10 billion. Consequently, we recommend that your Committee reduce the Administration's proposals by at least 2% overall.

PROVIDE LARGER TAX RELIEF

Our recommendations are based upon full consideration of the needs of a healthy economy.

We feel the Administration and the Joint Economic Committee (March 20, 1978 Report) are much more optimistic about the economic outlook than the economic indicators merit and this consideration should influence recommendations to change the Administration's spending and taxing policies. The same excessive optimism was true last year when the Administration, with the apparent concurrence of the overall policy committees of the Congress, significantly underestimated inflation and overestimated economic growth (see Table 4).

TABLE 4

ADMINISTRATION RECORD ON FORECASTING

	Forecasts made February 1977 for 1977		Actual for 1977	Differences between Forecast and Actual	
	Carter*	Chamber		Carter*	Chamber
Real GNP Increase	5.4%	4.9%	4.9%	+0.5%	None
Consumer Price Increase	5.1%	6.5%	6.5%	-1.4%	None

* Fiscal Year 1978 Budget Revisions, February 1977.

The same bias appears to be present in the Administration's 1978-79 forecast. With the magnitude of the proposed tax relief, which we feel is anemic, and proposed spending increases, the growth of the economy will be too low through both 1978 and 1979. Inflation will be too high at 6½% (see Table 5).

TABLE 5

ADMINISTRATION AND CHAMBER FORECASTS

	1978			1979		
	Without Tax Relief	With Adm. Tax Relief		Without Tax Relief	With Adm. Tax Relief	
	Chamber	Chamber	Carter	Chamber	Chamber	Carter
GNP, adjusted for inflation	3.7%	3.9%	4.7%	3.2%	3.9%	4.8%
Unemployment Rate	6.5%	6.4%	6.3%	6.7%	6.4%	5.9%
Consumer Price Index	6.4%	6.6%	5.9%	6.3%	6.5%	6.1%

The FY 1979 tax cut of $24 billion does help to encourage the economy by adding 0.7 percentage points growth to the economy which in turn will add over 1/2 million additional jobs and lower the unemployment rate by about 1/4 percentage point.

However, the Administration's tax relief is too small for a number of reasons:

(1) With a slower growth of spending there would be flexibility to increase tax relief and yet reduce the deficit below the Administration proposal.

(2) With only a $24 billion net tax relief Federal taxes would increase nonetheless by $39.2 billion, or by 10%, or by $653 for the average American family, still the second highest increase in U.S. history (see Table 6).

TABLE 6

INCREASES IN FEDERAL TAXES
FY 1979

	Billions of Dollars	Percent Change From FY 78	Dollars for Average Family
Social Security Taxes	$17.8	14%	$297
Personal Income Taxes	$11.3	6%	$188
Excise Taxes	$ 5.3	26%	$ 88
Corporate Income Taxes	$ 3.6	6%	$ 60
Customs, Estate, Gift & Others	$ 1.2	7%	$ 20
Tax Increases	$39.2	10%	$653
Total Taxes FY 79	$439.6	--	$7,327

(3) The Administration's tax relief is poorly designed and would add to the tax burden during the later part of FY 1979 and subsequent years. This

is shown by the fact that 1% growth in either inflation or income would cause Federal taxes to increase by 1.4% in FY 1979 compared to 1.2% during FY 1978 (see Table 7).

TABLE 7

PERCENTAGE INCREASE IN FEDERAL TAXES
FOR 1% INFLATION OR REAL INCOME GROWTH

	FY 1978 With Current Law	FY 1979 With Administration Proposal
Social Security	1.0%	1.1%
Personal Income	1.5%	1.7%
Corporate	1.3%	1.4%
Others	0.5%	0.6%
Total	1.2%	1.4%

Tax relief should be larger and should not be counteracted by changes that cause higher tax burdens in the future.

(4) The Administration's tax relief is shortsighted and should be tailored to slow-down the high growth of taxes in future years. The 15% growth in taxes from FY 1979 to FY 1980 will set a new U.S. record increase of $65.5 billion or $1,092 for the average American family. Greater permanent tax relief should be provided to prevent this explosion in taxes (see Table 8).

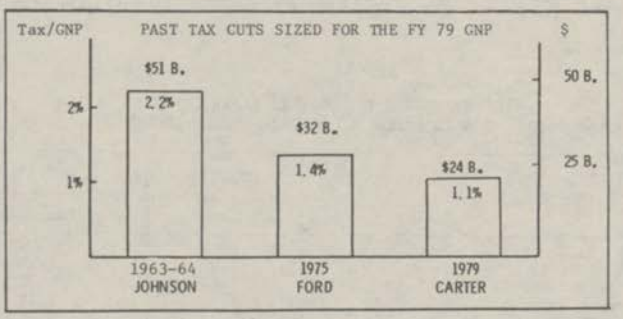
TABLE 8

INCREASES IN FEDERAL TAXES
FY 1980

	Billions of Dollars	Percent Increase From FY 79	Dollars for Average Family
Social Security Taxes	$18.2	13%	$303
Personal Income Taxes	$33.8	18%	$563
Excise Taxes	$ 5.6	22%	$ 93
Corporate Income Taxes	$ 6.6	11%	$110
Customs, Estate, Gift & Others	$ 1.3	7%	$ 22
Tax Increases	$65.5	15%	$1,092
Total Taxes FY 80	$505.1	--	$8,423

(5) The proposed tax relief is small compared with tax relief in the past for the same purpose. In relative terms the tax cut of 1963-64 was more than twice as large and occurred at the same phase in a business recovery. Today it would be $51 billion sized for the FY 1979 economy in contrast to only $24 billion currently proposed by the Administration (see Chart 1).

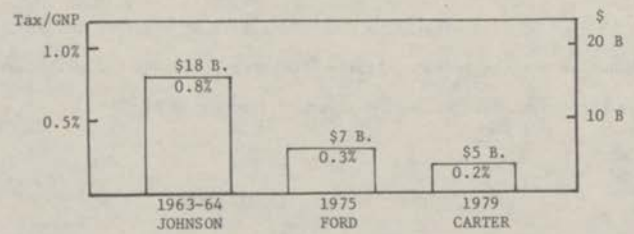
CHART 1



(6) The Administration's proposed tax relief is small for business, only $5.1 billion or one-fifth of the total tax relief. This is the smallest proportion earmarked for business tax relief in two decades since it amounts to less than one-third the tax relief of 1963 and 1964 and it is only three-quarters the tax relief of 1975 (see Chart 2).

CHART 2

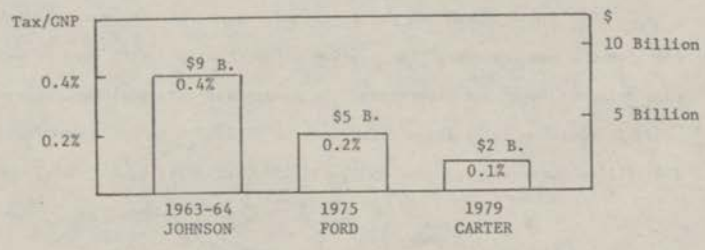
PAST TAX RELIEF FOR BUSINESS
SIZED FOR THE FY 1979 GNP



The Administration's proposed tax relief to directly stimulate investment is particularly anemic. This stimulus for investment is much smaller than has occurred in the past -- only 22% of the 1963-64 direct investment stimulus and only 40% of the 1975 direct investment stimulus (see Chart 3).

CHART 3

PAST TAX RELIEF FOR DIRECT INVESTMENT
SIZED FOR THE FY 1979 GNP



Yet, it has been the decline in the growth of investment in plant and equipment that has led to less modern equipment for each worker and thus less output per man hour, or productivity (see Table 9).

TABLE 9

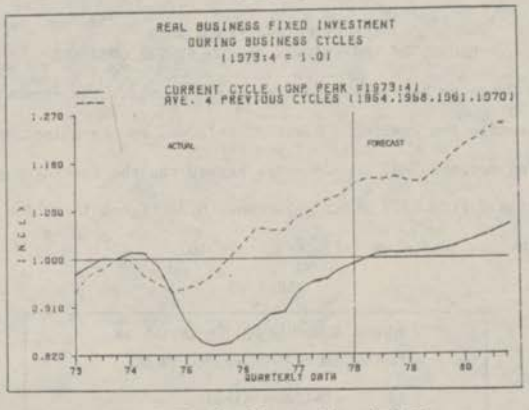
GROWTH IN INVESTMENT IN PLANT AND EQUIPMENT
AND PRODUCTIVITY

	Investment Growth After Adjusting for Inflation	Capital per Labor Hour	Productivity Growth
1948-1966	3.4%	3.1%	3.3%
1966-1973	3.0%	2.8%	2.1%
1973-1977	-0.3%	1.8%	1.5%

Source: Economic Report of the President

The slow pace of business fixed investment can also be shown in relationship to the recovery from the 1975 recession in contrast to other much healthier economic recoveries (see Graph 1).

GRAPH 1



Source: National Chamber Forecasting Center

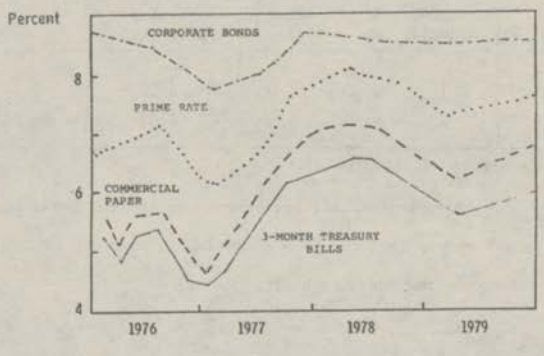
Tax relief should be provided in the form of both an increase in the Investment Tax Credit and more adequate depreciation allowances. During 1977 depreciation allowances fell short of paying for replacing wornout equipment and structures by $17 billion. The same shortfall is forecast for the next five years.

It is not enough to blame monetary policy for anemic investment, as stated in the Joint Economic Committee Report (March 20, 1978). The discouragement of investment is occurring also because of acts by the Congress. For example, enactment of increases in Federal minimum wages and social security

taxes will reduce investment for each new worker by $4,000 in 1979 and $8,000 by 1985.

With the policies recommended by the Chamber we would expect interest rates to perform better than would occur otherwise. Long-term rates would not move upwards, even though short-term rates would fluctuate (see Graph 2).

GRAPH 2
INTEREST RATES



INFLATION AND FEWER JOBS
CAUSED BY LEGISLATION PASSED BY THE CONGRESS

The Congress has failed to adequately consider the economic consequences of all the legislation enacted. Clearly, this was the case last year. The Administration recommended, the Congress passed and the President signed into law legislation during 1977 which will cause 0.8% higher inflation during 1978 and 1.8% higher inflation by 1979 (see Table 10).

TABLE 10

HIGHER CONSUMER PRICES CAUSED BY
FEDERAL LEGISLATION PASSED IN 1977

(% Change in Level)

ACTS	1978	1979
MINIMUM WAGE	0.5%	1.2%
SOCIAL SECURITY	-	0.1%
FARM	0.2%	0.3%
OTHERS	0.1%	0.2%
INCREASE	0.8%	1.8%

The same legislation will cause 313,000 fewer jobs to be created during 1978 and eliminate 1.4 million jobs by 1979 (see Table 11).

TABLE 11

IMPACT OF 1977 LEGISLATION ON EMPLOYMENT
(Change in levels in thousands)

	1978	1979
MINIMUM WAGE	-605	-1,230
SOCIAL SECURITY	0	-108
FARM PRICE SUPPORT	-108	-109
FEDERAL PAY INCREASE	-102	-110
ECONOMIC STIMULUS PROGRAM	502	206
TOTAL	-313	-1,351

Letter From George E. Perry, President, Ethnic Employees of the Library of Congress

March 8, 1978

The Honorable Jim Sasser
Chairman
Subcommittee on the Legislative Branch
Committee on Appropriations
United States Senate
Room S-128, U.S. Capitol
Washington, D. C.

Dear Senator Sasser:

I hereby request permission of you to testify on behalf of the Ethnic Employees of the Library of Congress, an officially recognized Library of Congress employee organization (founded in 1973), before the Subcommittee on the Legislative Branch, Committee on Appropriations, at its hearings on the Library of Congress budget request for Fiscal Year 1979.

I am writing this letter as a result of consultations with E.E.L.C. officers and rank and file members on this matter.

Sincerely,

George E. Perry

George E. Perry
President, EELC
General counselor, EELC

Letter From Hon. Jim Sasser, U.S. Senator From Tennessee

March 15, 1978

Mr. George E. Perry
President, EELC
Library of Congress
Washington, D.C. 20540

Dear Mr. Perry:

Thank you for your letter requesting an opportunity to testify on behalf of the Ethnic Employees of the Library of Congress. I received your letter on March 10, 1978, two days after the hearing on the budget of the Library was held.

However, I welcome your submission of written testimony to be included in the permanent hearing record, and I invite you to submit any testimony that you desire. Simply attach the testimony to a letter to me requesting that the testimony be included in the permanent hearing record. Please send a copy of the letter and of the testimony to Mr. Terrence Sauvain, Clerk of the Legislative Branch Subcommittee, Senate Appropriations Committee, S-128, The Capitol. There is a necessity that the material be received as soon as possible in order to be sure that it is included.

While I am sorry that your request was received too late for you to testify orally, I look forward to receiving your written testimony.

Sincerely,

Jim Sasser
United States Senator

Statement of George E. Perry

The EELC organization, the rank and file EELC members and its officers, appreciate the opportunity granted by the Subcommittee on the Legislative of the Senate Appropriations Committee to submit this written statement on behalf of the Ethnic Employees of the Library of Congress.

The EELC asks that this statement (and attachments thereto) be included in the fiscal 1979 permanent hearing record of the Subcommittee on the Legislative Branch, Committee on Appropriations, United States Senate.

It should be noted here that the Executive Committee of the Ethnic Employees of the Library of Congress authorized me to submit this statement before your Subcommittee and that the Black Employees of the Library of Congress (BELC) Board granted me permission in my service as general counselor of the BELC to represent the views of the BELC in this statement.

Why is the EELC before you? The EELC is presenting this statement today because we believe that the EELC testimony will benefit the Library. The EELC has been involved in the life of the Library and its employees continuously since the founding of the organization in 1973. The membership of the EELC consists of: employees in middle management and first-line supervisory positions and in non-supervisory positions, employees that are specialists in area studies and computer sciences, reference librarians, processing assistants and deck attendants, employees with higher

grades and with lower grades, employees in all departments and most divisions of the Library, Black, White and Brown, of Asian, Afro-American, Hispanic, East European origin as well as West European background. The EELC is indeed a cross-section of the Library staff and the interests of the organization are Library-wide. The EELC membership is intimately involved with various aspects of Library operations, and ethnic and racial minorities, from whom it draws primarily its membership, form the backbone of the operations of the Library.

The EELC throughout its four and a half year history has been concerned with improper Library management practices, favoritism, corruption, discrimination of all kinds at the Library based on race, national origin, sex and age - that is, racism, ethnophobia, sexism and agism - low staff morale, and the resulting extraordinary wastefulness of funds which the EELC must protest to your Subcommittee.

The EELC wishes to emphasize the following points in this opening statement:

1. The EELC is concerned that the Library may be suffering from the disease of Gigantism - continuous, uncontrolled and abnormal growth of the Library budget, staff and buildings. We are specifically referring to abnormal increases in FY 1978, proposed increases in FY 1979, and projected increases in FY 1980 (of 293 new positions in connection with the occupancy of the Madison Building alone). We are concerned about the abnormal increase from the 1977 actual Library budget of $155 million to the 1978 Library budget estimate of $181 million to the unprecedented 1979 budget estimate of $220 million or an increase of about $26 million from 1977 to 1978 and an astronomical increase of about $39 million in 1979 over 1978.
   We note a huge increase of the Library staff in the 1970's from the already high figure of 3,848 positions in FY 1970 to the unprecedented total of 5,272 staff positions in FY 1978. These increases occurred as follows: The total number of staff positions from all funds in Fiscal Year 1970 was 3,848 (which represented a significant decrease in staff positions as compared to the previous fiscal year); in FY 1971 the staff positions increased to 3,963; in FY 1972 4,135; in FY 1973 4,375; in FY 1974 4,504; in FY 1975 4,649; in FY 1976 4,930; in FY 1977 5,090; in FY 1978 5,272.
   An unprecedented total of 477 new positions were originally requested in Library estimates for fiscal year 1979. Of these new positions 293 new positions were requested with the expectation of occupancy of the Madison Building in FY 1979. The deferral of that occupancy meant that those 293 new positions for the JMMB were deferred until FY 1980 leaving us however with the still considerable increase of 233 new positions in FY 1979.
   The EELC believes that we have reached the limit as regards number of buildings under the Library's management. Serious study must also be given to the question of what constitutes optimum size of the Library staff.
   The Library's giantism reminds one of the multi-headed monster of Greek mythology, the Lernaean Hydra: this monstrous serpent was represented as having nine heads each of which was replaced by two after being cut off (hence, any persistent evil difficult to extirpate).
   Shall we keep adding more staff and increasing the budget while ignoring the problems of the staff already existing in the Library?

2. The EELC and the BELC are here before you because they are interested in advancing programs which are not at present at the forefront while they are opposed to programs that are being advanced by the Library management apparently without prior consultation with the Appropriations Subcommittees of the U.S. Congress or with the Joint Committee on the Library. We ask that any new programs

or abnormal expansion of present programs, be discussed by Library of Congress officials with the Appropriations Subcommittees of Congress and the Joint Committee on the Library prior to their formal presentation in a Fiscal Year Budget Request to Congress - only if these programs are approved in advance by Congress should appropriations requests be made.
If Congress does not have the time for this activity the EELC and BELC propose the establishment by legislation of a Board of Regents for the Library of Congress that would exercise some control over Library programs and expenditures. The EELC and BELC employee organizations representing rank and file staff of the Library would be pleased to offer their views to Congressional Appropriations Subcommittees and the Joint Committee on the Library concerning the advisability of programs proposed by Library management.

3. The EELC and the BELC are opposed to cosmetic changes (plants, umbrellas) that detract from the seriousness of the Library as a research institution and tend to stress image rather than reality.

4. The EELC and the BELC are opposed to transforming the Main Library Building, at great expense, into a minor league museum, a process requiring large expenditures on increased staff, furniture, rugs and the like - for show, image purposes to satisfy the whims and vagaries of the Librarian.
The EELC and the BELC are also opposed to an expansion of the Library's traveling exhibit grand plans - the taxpayers' hard earned money should not be spent in a Library for show but instead those monies should be spent to send specialists traveling into the Library's stacks to do the serious, hard work of improving the Library's collections - that work would not be image-making and would not be "seen" but it would be felt by Congress and the researchers.

Mr. Chairman and Members of the Legislative Appropriations Subcommittee of the United States Senate:

The EELC and the BELC suggest that the Librarian of Congress - who in fact is not a librarian at all and whose lone claim to distinction as an executive was acquired in the process of working at a museum, under questionable arrangements - is toying with the Library of Congress, making it his personal playground at the expense of Library tradition, dignity and scholarship.

5. The BELC and the EELC favor a strengthened affirmative action program for meritorious, competent minority employees as opposed to the token program of the Library administration (as regards the present Librarian's lack of commitment to affirmative action please see page 3 of the EELC Statement before the Joint Committee on the Library of January 26, 1978 and concerning the possible establishment of administrative machinery outside the Library for handling LC employee discrimination complaints please see page 5 of that EELC Statement - a copy of which is attached to this statement). BELC and EELC affirmative action statements through the years seeking a real rather than a token affirmative action program have been ignored by three Library administrations including the present one and, in general, the Library administration has placed less and less emphasis on input of employees concerning the strengthening of affirmative action while each year another layer of supervision is interposed between the Librarian and the Affirmative Action Coordinator. The term itself "Coordinator" indicates the lack of authority of the Affirmative Action "Coordinator" and the Equal Opportunity "Coordinator" at the Library of Congress. What is needed in these two key positions at the Library is not "coordination" but direction, initiative and leadership by these two officials and that the Library administration permit them to exercize that desperately needed leadership.

The EELC and the BELC ask that a new executive position of Director, Equal Employment Opportunity Office be authorized by Congress (such a position already exists in another agency in the Legislative Branch - the General Accounting Office) and that this Director report directly to the Librarian of Congress. The EELC and the BELC ask that the person selected to occupy this new position have a proven record of having achieved a real affirmative action program (rather than a token one) in another Government Agency or in the private sector. (In Special Announcement 884 of March 20, 1978 on Library of Congress Reorganization, the Librarian of Congress, Dr. Daniel J. Boorstin, announced inter alia that Mr. Robert W. Hutchison, recently Director of the Management Policy Office and for a long time, from 1965 to 1976, the Library's Director of Personnel, has been redesignated the Library's Director of the Equal Employment Opportunity and Special Programs Office - the EELC and the BELC are opposed to the former Director of Personnel being now the Director of the Equal Employment Opportunity Office.).

The EELC and the BELC note the absence of the LC Affirmative Action Coordinator and the LC Equal Employment Coordinator at the Library budget hearings before your Subcommittee and that of the House and ask that the Librarian include both officials henceforth among the staff accompanying him at the hearings before your Subcommittee and that of the House and that they be witnesses before your Subcommittee and that of the House. We note that the Assistant Librarian of Congress did not supply accurate, precise data at the February 21, 1978 hearings before the House Appropriations Subcommittee on the Legislative concerning the total number of discrimination cases pending in the Library's EO Office.

6. The EELC and the BELC are distressed by the absence of an American Ethnic Racial Center at the Library of Congress and they support the establishment through legislation of such a Center at the Library of Congress.
While the American Folklife Center deals with song, dance, music and folklore, the American Ethnic Center would deal with the history, politics, sociology and psychology of ethnic racial groups in America and would attempt also to survey and enrich the long neglected American ethnic racial collections of the Library of Congress.
Such an Ethnic Racial Center would study and analyze the transubstantiation of these ethnic racial groups into the American Nation.

7. The estimated Library of Congress budget for Fiscal Year 1979 totaling $220 million is larger than the national budget of several countries.
The EELC and the BELC pose the following questions on the Library of Congress Budget:
   When last has the Library had an audit by the General Accounting Office?
   How often does the Library have GAO audits?
   Has there been a Library-wide audit by GAO?
   How often are gift and trust fund activities of the Library audited by GAO?

8. The EELC and the BELC note that the Library of Congress Trust Fund Board composed of three ex officio members (the Secretary of the Treasury, Chairman; the Chairman of the Joint Committee on the Library; and the Librarian of Congress, Secretary) and two members appointed by the President for a term of five years each met only three times during a twelve fiscal year period, FY 1965 through FY 1976, that is on August 17, 1966 September 7, 1972 and November 26, 1974 (See Annual Reports of the Librarian of Congress - Appendix 1: Library of Congress Trust Fund Board, Summary of Annual Report - for FY 1965 through FY 1976).
It is not clear whether there is strong financial accountability to Congress as regards the uses of the

Library's private funds that amount to several million dollars.
I wish to bring to the attention of your Subcommittee the following: While the Library of Congress Trust Fund Board Act does not specify what officers there shall be or who they shall be, it does state: "The board may adopt rules and regulations in regard to its procedure and the conduct of its business." For 50 years - from 1926 to 1976 - the Board was organized by the election of the Secretary of the Treasury as its chairman and the Librarian of Congress as its secretary; at a meeting of the Board during FY 1977, on May 10, 1977, "a change in the By-laws made The Librarian the chairman." (Emphasis added; See Library of Congress Information Bulletin, June 3, 1977, page 368 - a copy of which is attached to this EELC Statement). The EELC and the BELC are opposed to this change and ask that the Secretary of the Treasury, a Government Official outside the Library, continue to be elected its chairman.
On behalf of the EELC I will be happy to answer in writing or in person any questions that you may have on this statement.

Supplemental Statement of George E. Perry

The Ethnic Employees of the Library of Congress (EELC) is a Library employee organization founded in 1973 whose membership consists primarily of ethnic and racial minority employees - Asian Americans, Black Americans, East European Americans, and Hispanic Americans - working together for the good of the Library and of America.

To solve problems one has to identify and acknowledge the existence of these problems. The Library suffers from the serious problems of low staff morale, discrimination, mismanagement, and corruption. The existence of these problems was pointed out by representatives of the EELC and BELC employee organizations at the Boorstin nomination hearings before the Senate Rules Committee in 1975. And it was in response to these problems in particular - opposition of Black, Ethnic and other employees to improper management practices - that a Task Force was suggested as one of the methods "along with any other means that could be found to discover the inadequacies of the Library." (page 370 of: Nomination of Daniel J. Boorstin of the District of Columbia to be Librarian of Congress ... Washington, U. S. Government Printing Office, 1975).

The Task Force report does not acknowledge what are the real major problems facing the Library - it indeed suppresses their existence. These major Library problems and abuses are: mismanagement and corruption including falsification of educational and professional claims, racial and ethnic discrimination, oppression and harassment of racial and ethnic minority employees' organizations, abuse of fitness for duty examinations, and lastly and perhaps worst, the enthusiastic protection and indeed promotion of all these noted abuses.

The Task force did not examine nor acknowledge the existence of corruption and mismanagement at the Library of Congress nor did it acknowledge discrimination of all kinds at the Library based on race, national origin, sex and age - that is, racism, ethnophobia, sexism and agism.

The Task Force operated during the year 1976 - the first year of Dr. Boorstin's administration. During that year the Boorstin administration pursued and encouraged a policy of division of the Library's Black employees into two camps - one fighting against the other, made attempts to destroy the Black Employees of the Library of Congress and the Ethnic Employees of the Library of Congress by banishing the BELC from the Library and threatening twice in 1976, in April and May, withdrawal of recognition of the EELC (another threat of withdrawal of recognition of EELC by the Boorstin administration was made this month, Jan. 1978), launched charges against the leaders of BELC and EELC for exposing false claims and corruption of a high Library administration official. Dr. Boorstin also refused to meet with representatives of the two Library minority rights organizations, BELC and EELC, even though

these organizations offered to meet with him as the Agency Head - and he has not met with the EELC and the BELC to this date even though he has been Librarian of Congress for over two years - since November 12, 1975.

As regards the Task Force itself, Dr. Boorstin appointed as its Head, Dr. John Y. Cole who, the EELC pointed out early to the Boorstin administration, was the person who falsified the Librarian's Annual Report for FY 1974 by stating that there were organizational changes in the Slavic and Central European Division in FY 1974 and the Annual Report dropping the name and title of George Perry from the list of officers in that Annual Report while in fact no organizational changes had either been announced or taken place in the Slavic Division during FY 1974 and Perry was an officer of the Library during that entire Fiscal Year.

The Task Force was composed exclusively of management. The problems of the Library had been created by management. And it is clear why the Task Force refused to acknowledge the existence of major problems of their own making. The EELC also wishes to point out that any barely democratic institution would have included employee organization representatives including those of LC minority rights organizations BELC and EELC.

In a joint EELC-BELC communication to Senator Howard W. Cannon, Chairman, Senate Rules Committee, dated April 13, 1977 the EELC and BELC pointed out, among several other matters, that the Librarian had not met with the EELC and BELC for almost a year and a half at that time even though the BELC and EELC had offered to meet with him and also the BELC and EELC pointed out that the Task Force Chairman Cole had falsified the Librarian's Annual Report for FY 1974 in the Perry case. Senator Cannon on April 14, 1977 requested comments of the Librarian, Dr. Boorstin, on the April 13, 1977 EELC-BELC letter which included the fact that Dr. Boorstin had not met with the BELC and the EELC and the falsification matter by John Y. Cole.
Dr. Boorstin's reply of May 6, 1977 to Senator Cannon contains no comments on the refusal of the Librarian to meet with the EELC and the BELC and on the Cole falsification.
I present both documents to the Joint Committee on the Library.

The Task Force report is a superficial document. It finds that the major organizational problem is lack of communication among administrative units and recommends the formation of various new offices and coordinating committees while it admits at the same time that Committees have not been working well at the Library and that Committees may tend to usurp functions of individual management officials.

The EELC believes that the findings of the Task Force ignore the real problems facing the Library. The EELC asks the Joint Committee on the Library to ask The Librarian:

What does the Library intend to do about mismanagement and corruption?

Why are persons appointed to top positions at the Library that do not have the educational qualifications for these positions? For example, why did the Librarian appoint in April 1976 as Director of Personnel a person who has no degree in Personnel management or public administration - which individual now serves as Director of Personnel of a Federal Agency, the Library of Congress, employing 5,119 employees.

Why did the Librarian appoint as Deputy Librarian (that position was supposed to be occupied by a professional librarian with an M.L.S. degree since Dr. Boorstin is not himself a professional librarian) a person who has no library science degree or no other graduate degree but only one year of law school - but is known for his oppressive tactics against ethnic minority employees as reported to the EELC? It should be pointed out that the present Director of Personnel Mr. Zimmerman had been a close confidante of the Deputy Librarian Mr. Welsh; Mr. Zimmerman also had a meteoric rise through the Intern Program - a scandalous program that secures special treatment and rapid advancement of inexperienced persons from outside the Library at the expense of qualified, mature, experienced employees inside the Library held down to low grades.

Unfortunately, the Librarian of Congress, Dr. Boorstin, is both corrupt and a racist. During the nomination hearings, I pointed out Dr. Boorstin's racist views and lack of commitment to affirmative action; it was also stressed that Dr. Boorstin's use of federal employees paid from appropriated funds to prepare his Pulitzer-prize winning book, Americans: The Democratic Experience, for which he later collected royalties, was not only improper but illegal.

On September 8, 1975, in a press conference, I stated on behalf of the EELC that the issue no longer seems to be whether the nominee should be confirmed as Librarian of Congress but whether there should be a Congressional investigation of Dr. Boorstin and his activities, arrangements with the Secretary of the Smithsonian Institution Dr. Ripley, etc., while serving as Director of the National Museum of History and Technology (see page 298 of Boorstin Nomination Hearings volume cited above and also Washington Post of Sept. 9, 1975, page C2).

Following the approval of the nomination of this corrupt official, Dr. Boorstin, by the Senate Rules Committee, I stated in a press interview published in the Washington Star of Sept. 17, 1975(Capital that the EELC will continue to oppose Dr. Boorstin "even after he Spec.ed is confirmed and even after he comes into the Library" because of p.A-5) his lack of commitment to affirmative action - tokenism equals sophisticated racism - and because of his illegal activity - the use of $111,000 in government employees' salaries for his private purposes, that is, for the preparation of his own book for which he later collected royalties thus enriching himself through the acknowledgedly unlawful use of government employees; it should be noted that the Chairman of the Senate Rules Committee, Senator Howard W. Cannon, stated (see Washington Star of September 11, 1975, page A-2): "I think that it was not only improper but illegal for him /Dr. Boorstin/ to use people paid from appropriated funds on a book for which he later collected royalties."

Dr. Boostin's acts during his tenure of over two years as Librarian of Congress from November 12, 1975 to the present Jan.26, 1978- have confirmed EELC's statements of 1975 and have proven conclusively that he is not fit to be Head of the National Library of the United States - the leading cultural center of this Nation.

Why has the Library not even meaningfully investigated a white former Division Chief for false claims while the Library did suspend and remove respectively the leaders of two LC employee organizations for testifying before Congress (the Metropolitan Area Congressional Caucus) and informing the staff about these abuses by a Library official supported by the entire Library administration?

Why did the Library fire for false educational claims the Black head of an employee organization who charged the Library with racial discrimination before the American Library Association in 1971 and why did the Library's Director of the Management Policy Office testify in Federal District Court last month (Dec. 1977) that this person, who heads at present the union negotiating team, is both a great leader and a fraudulent person? Is this not sophisticated racism of the worse kind?

Why does the Library have as Labor-Management Relations and Appeals Officer a person who was found by a Federal District Judge - Judge William B. Bryant in his Memorandum and Order of November 6, 1974, to have engaged in intimidation of ethnic and racial minority employees who were potential witnesses in a hearing and who was in charge of successful Library manoeuvers to deprive minority employees of their right to have BELC represent them in the Labor-management field?

Why has the Librarian appointed in 1976 as Legal Advisor to the Director of Personnel Mr. Peter J. Watters, a person who has made a career out of the oppression of competent, conscientious Black and Ethnic minority employees and who, as president of the Library of Congress Federal Credit Union, engaged in violation of LCFCU by-law as determined by the National Credit Union Administration in 1976 and who has fought through unfair means against the participation of BELC and EELC representatives in the management of the LCFCU?

Why does the Library have as Personnel Operations Officer a person who has falsified personnel documents as reported to BELC and EELC?

The EELC and the BELC also have documentation indicating incompetence of a key Library office - the Personnel Security Office.

What does the Library administration intend to do about widespread discrimination on the basis of race, national origin, sex and age - how will the Library deal with the problems of racism, ethnism, sexism, and racism?

What does the Library administration intend to do about incompetent and unqualified employees now occupying important positions in Library management?

The EELC considers Corruption and Discrimination at the Library matters of fundamental importance which have not been considered or even acknowledged by the Librarian's Task Force.
The EELC and the BELC, because of the seriousness of these problems at the Library have asked the Joint Committee on the Library in 1974, 1975, 1976 and 1977 to conduct an investigation of the Library of Congress administration. No such investigation has occurred but a well organized effort has been made by the Library administration to destroy the EELC and BELC for exposing mismanagement and corruption. The EELC asks for the cessation of exclusion, harassment and indeed oppression of BELC and EELC and their leadership by Library management and recognition by the Library and the U.S. Congress that the activities of the BELC and EELC minority rights organizations are in the interest of the Library and of the Nation and have as their aim and purpose the strengthening of this national institution - the Library of Congress.

The EELC and BELC shall continue to perform their duty to help expose the problems at the Library, offering constructive solutions thereby helping to correct the problems.

The EELC and the BELC wish to make the following proposal which should be implemented immediately by Congress in view of the seriousness of the situation at present:

Establishment of an Office of Ombudsman (a government official appointed to investigate complaints made by employees and employee organizations against abuses or capricious acts of public officials-Library officials) for the Library of Congress outside the Library of Congress where documentary and other evidence of corruption, incompetence and mismanagement now in the hands of the BELC and the EELC can be presented and acted upon with the aim of purifying Library management of corrupt and incompetent elements. The Ombudsman's Office should be provided with a large staff to check complaints and to conduct investigations and should have authority to recommend or impose punishment including removal of corrupt Library officials. Such ombudsman offices have,with a high degree of uniformity, almost always cured the problems and abuses referred to them, whether at the state, county, municipal or other level. Could it be that the Library administration is afraid of establishing so efficient a device which it has now for at least five years actively proposed and considered?

Assuming the continuation of existing abuses the EELC and the BELC would recommend that the Library be transferred from the Legislative Branch and placed in the Executive Branch of the U.S. Government in accordance with the recommendation of the Bryant Memorandum of 1962 (See pages 371-372 of the Boorstin Nomination Hearings volume cited above and also the Annual Report of the Librarian for FY 1962, pages xi-xii, 89-111).

This would ensure that Corruption and Discrimination at the Library could be presented outside the Library under the pending reorganization of the U.S. Civil Service Commission and that these problems at the Library may be aired before a Neutral, third party rather than having The Librarian tending to approve all of the actions of the managerial team, right or wrong, as at present, and The Librarian being - in conflicts between himself and employees - the defendant, the prosecutor, the jury, and the judge. This is a unique situation at the Library, which, combined with the lack of oversight investigations by the Joint Committee on the Library, has resulted in intolerable working conditions at the Library transforming the Library from Archibald MacLeish's Fortress of Freedom of World War II to a Cage of the 1970's for many of its employees - racial and ethnic minority and other competent employees.

It must be emphasized that employees of the Library - a Federal Agency with more than 5,000 employees - are denied the rights enjoyed by employees of other Federal agencies.

The EELC asks for the establishment of administrative machinery outside the Library for handling employee discrimination complaints

and grievances - possibly in the reorganized Equal Employment Opportunity Commission. It is not proper that The Librarian be the defendant and also the Prosecutor, Jury and Judge in such cases as at present. This system which is completely unacceptable to EELC and BELC has led to abuse - with the Librarian tending to side with management right or wrong in grievance cases and the Librarian often arbitrarily overruling the recommendation of Hearing Examiners in discrimination cases where discrimination is established by the Hearing Examiner.

The EELC also proposes the decrease through legislation of the almost autocratic power of the Librarian of Congress - this concentration of power in one person, The Librarian, is inconsistent with the fact that the Library was created by the U.S. Congress which is and has been the leading democratic institution in the world. This concentration of power has led to abuses. In the 1975 Boorstin nomination hearings (see page 184 of the Boorstin Nomination Hearings volume cited above) the EELC stated on this matter:

> In this connection, I wish to emphasizethat:
>
> The Librarian of Congress enjoys broad, almost autocratic powers, and has done so with the consent of Congress and by authority of law since 1897, when, by the act of February 19, 1897 (29 Stat. 544), he was granted power to establish the Library's rules and regulations.
>
> The quotation is from the Government document entitled: "Nomination of Lawrence Quincy Mumford to be Librarian of Congress," hearing before the Committee on Rules and Administration, U.S. Senate, 88th Congress, Second Session, July 26, 1954, page 144.
> In the Mumford nomination hearing the then chairman of the Senate Rules Committee, Senator William E. Jenner stated on this subject: "The Librarian functions as an autocrat subject only, probably, to the Joint Committee on the Library advices" - page 8 of the above document-"he"- the Librarian-"is an absolute autocrat entirely"-p. 17 of above document.
> The EELC wishes to point out the paradox that the Librarian of the leading democratic institution in the world, the Congress of the United States, is an autocrat by the act of 1897.
> The year 1975 is not 1897, a year when the Library had less than 100 employees, as opposed to about 4,500 at present. Congress may wish to reexamine the almost autocratic powers of the Librarian, which have led to abuse.

The Library now has 5,119 employees and new approaches are needed in this new era. The EELC favors a Board of Regents or a Board of Trustees to supervise the Librarian of Congress composed of Members of Congress and of private citizens - the concept of a supervisory board of regents or trustees for the Library of Congress is of course not new: it was proposed in several forms in the 1896 hearings of the Joint Committee on the Library on the condition and organization of the Library of Congress - which incidentally were held for several sessions between November 16 and December 7, 1896 (See The Story Up to Now: The Library of Congress, 1800-1946, pages 126-136). What is new is the unprecedented size of the Library and of its staff and the power of the Librarian over this ever-increasing Library and staff; the Supervisory Board concept which was not adopted in 1897 should be reexamined in 1978 in view of new circumstances.

The EELC will submit shortly to the Joint Committee on the Library a Supplemental Statement on Reorganization.

LIBRARY OF CONGRESS TRUST FUND BOARD MEETS

The Library of Congress Trust Fund Board met on Tuesday, May 10, at 10:30 a.m. in the Office of The Librarian. Members of the Board attending were Walter S. Gubelmann, a public member appointed by the President, Representative Lucien N. Nedzi, chairman of the Joint Committee on the Library, a member *ex officio,* and The Librarian of Congress, Secretary of the Board. Mrs. Charles W. Engelhard, the second Presidential appointee, had planned to come but was detained in New York. The Secretary of the Treasury, also a member *ex officio,* was out of the country but was represented by Paul H. Taylor, Deputy Fiscal Assistant Secretary of the Treasury. In the absence of the Secretary of the Treasury, The Librarian was selected to be acting chairman.

A major portion of the meeting was devoted to consideration of revising the definitions for the use of five trust funds. After considerable discussion and with the understanding that some points raised would be investigated and resolved, the changes recommended by the Library, some of which will require *cy pres* action, were all approved by the Board.

Changes in the By-laws to facilitate action were also considered at length. There was general agreement on the changes, but some of them will require amendment of the Library of Congress Trust Fund Board Act. Since the act does not specify what officers there shall be or who they shall be, a change in the By-laws made The Librarian the chairman.

The Swann Bequest—the principal remaining in the Swann estate—for the purchase, preservation, and exhibition of cartoons and caricatures, was accepted by the Board, which will administer it. The Library received the Caroline and Erwin Swann Collection of such materials in 1974 and outstanding examples from it are included in the current Library exhibition "They made them laugh and wince and worry and . . ."

March 28, 1978

The Honorable Jim Sasser
Chairman, Subcommittee on the Legislative Branch
Committee on Appropriations, United States Senate
Room S-128, U. S. Capitol
Washington, D. C. 20510

Dear Senator Sasser:

I appreciate your letter of March 15, 1978 (which I received on the 25th) in response to my letter of March 8, 1978 (received by you on the 10th).

Enclosed is a five-page EELC statement and attachments thereto; I ask that this EELC testimony along with the attachments be included in the permanent fiscal 1979 hearing record of the Subcommittee on the Legislative Branch, Committee on Appropriations, U. S. Senate.

I wish to note that the EELC was also graciously granted earlier this year the opportunity to present written testimony by Congressman Adam Benjamin, Jr., Acting Chairman, Subcommittee on the Legislative, Appropriations Committee, U.S. House of Representatives, and the EELC did submit a similar statement on March 6, 1978 before that Subcommittee on the Budget Request of the Library of Congress for Fiscal Year 1979. I believe that the above mark the first time that a Library of Congress employee organization has been offered the opportunity to submit written testimony before both the Senate Subcommittee on the Legislative and the House Subcommittee on the Legislative - on the Library of Congress annual budget request; it is therefore with a deep sense of responsibility that the EELC submits this statement. The EELC believes that employee organizations have much to offer that is fresh, productive and constructive in the budget hearing process; the EELC employee organization looks forward to presenting, with the permission of Congress, oral testimony next year - and for many years to come - before both the Senate and the House Subcommittees and answering questions on the LC annual budget request - for the benefit of the Library.

Enclosed for your information is a copy of a letter that I sent on March 19, 1978 to the Honorable S. Dillon Ripley, Secretary, Smithsonian Institution. I have benefited from the study of the Hughes Report on the Smithsonian in the preparation of the EELC statement on the Library of Congress. What is important to me about the Hughes Report is that: 1) Congress stood up to an Agency and exercised in fact rather than in theory its oversight responsibilities - the Congress should do the same with the Library that it did with the Smithsonian with the aim of improving the accountability of the Library to the Congress. 2) The concept of the Regents can be and will apparently be used in the Smithsonian to exercise some measure of control and review over the actions of the Secretary; the EELC believes that the concept of the Regents should be introduced in the Library for the same reason - to exercise some measure of control and review over the actions of the Librarian.

On this occasion, I am sending you, for the information of Congress, a copy of a memorandum dated March 27, 1978, by EELC and BELC to the General Counsel of the Library - it involves the problem of a Library of Congress employee organization - the LCFCU - being run by Library management officials; I have tried for the last three years (1976, 1977, 1978), on behalf of EELC and BELC, to present problems of the LCFCU management to the National Credit Union Administration but I have faced at the NCUA the politics of indifference or outright stonewalling.

I would be remiss in my duty if I did not point out to Congress that the Library of Congress is and has been in a moral crisis for some time - the crisis is deepening with the passage of every year - the situation, however, is not hopeless - the EELC and the BELC are optimistic believing as they do that there is good in every human being

which they are seeking out in their continuing endeavor to maintain and improve American values and institutions.

Sincerely,

George E. Perry

George E. Perry
President, EELC
General counselor, BELC

March 19, 1978

Honorable S. Dillon Ripley
Secretary, Smithsonian Institution
Member, Board of Trustees
American Folklife Center
at the Library of Congress

Dear Dr. Ripley:

Thank you for offering me your personal copy of the Hughes report the other day at the House Appropriations Subcommittee hearings on the Smithsonian.

Enclosed is a copy of my March 6, 1978 testimony on behalf of the Ethnic Employees of the Library of Congress (EELC) and the Black Employees of the Library of Congress (BELC) before the House Appropriations Subcommittee on the Legislative.

Sincerely,

George E. Perry

George E. Perry
President, EELC
General counselor, BELC

MEMORANDUM FROM HOWARD R. L. COOK, VICE PRESIDENT, ETHNIC EMPLOYEES OF THE LIBRARY OF CONGRESS

TO : John J. Kominski, Esquire
General Counsel
Library of Congress

DATE: March 27, 1978

FROM : 1. Howard R. L. Cook HRC
Executive Director, BELC; Vice President, EELC
2. George E. Perry GEP
President, EELC; General Counselor, BELC

SUBJECT: Request for Review and Decision concerning Possible Conflict of Interest

We have been authorized by the Executive Committee of the Ethnic Employees of the Library of Congress (EELC) which we serve as president (Perry) and vice president (Cook) and by the Executive Board of the Black Employees of the Library of Congress (BELC) which we serve as executive director (Cook) and general counselor (Perry) to request that you as general counsel of the Library of Congress conduct a review of possible conflict of interest and issue a decision upon the following:

The Library of Congress Federal Credit Union (LCFCU) - besides being a federal credit union subject to supervision by the National Credit Union Administration - is a Library of Congress Employee Organization (see for example the Library of Congress Personnel Office publication LC and You, Washington 1975, page 35, where the LCFCU is cited as an employee organization along with the BELC and the EELC) subject to LCR 2022-2 under which

it is recognized and operates within the Library of Congress.

LCR 2022-2 (Recognized Employee Organizations Concerned with Welfare, Financial Assistance, Recreational, Cultural, or Professional Activities), Section 2. D. states:

"An employee may participate in the management of a recognized organization and be designated to act on behalf of that organization so long as there is no conflict of interest or incompatibility with the duties of his/her position. (See also LCR 2023-2, Section 6.)".

LCR 2023-2, Section 6. Participation in Management of Employee Organizations provides in full:

" Staff members have the right to be members of an employee organization (see LCR 2022-2). However, staff members shall not participate in the management of an employee organization as officers of the organization or represent it in dealings with management when such activity might result in a conflict of interest or otherwise be incompatible with law or with their official duties.

Ordinarily, the duties of managerial executives who determine management policies and put them into effect and the duties of staff members in the Personnel Office, other than those in a purely clerical capacity, are inconsistent with participation in the management or representation of an employee organization.

Conflict of interest will be deemed to exist when a staff member is an officer of an employee organization or actively represents it on specific matters of direct official concern, and also has continuing responsibility as a management official for making administrative decisions or formal recommendations on cases or policies advocated by the same or similar employee organizations, or has management responsibility for dealing with officers or representatives of the same or a similar employee organization. The conflict must be immediate and real, not remote and theoretical."

It is noted that the two top officers of the LCFCU are also top management officials: Mr. Peter J. Watters, President, LCFCU, is a staff member in the Personnel Office, that is Legal Advisor to the Library's Director of Personnel, and Mr. Arthur J. Lieb, Treasurer, LCFCU, is Administrative Officer, The Assistant Librarian of Congress.

In my (George Perry) statement of candidacy of March 7, 1978 I stated as regards possible conflict of interest: "To those employees who have had difficulty in obtaining loans I wish to point out that all of the present Credit Union officers, six of the Board members and all three of the Credit Committee members are Management Officials and as a result might be in a conflict of interest position." My (Perry) statement was published by the LCFCU in its pamphlet: Library of Congress Federal Credit Union, 43d Annual Meeting (a copy of the pamphlet is enclosed) circulated to the staff on March 17, 1978 - with no comment by the LCFCU on the matter of possible conflict of interest.

We ask that you review this matter and issue your decision and recommendation promptly, advise the appropriate LCFCU officials of their possible conflict of interest and of the regulations in question, communicate your decision and recommendation to the Librarian of Congress (in accordance with LCR 2023-8, Section 4. B.) and to us as the representatives of the EELC and BELC organizations that have raised this question of possible conflict of interest.

We take note of the fact that you served as a Member, Board of Directors, LCFCU a few years ago while also serving simultaneously as a top management official of the Library - General Counsel - but you are not at present an official of the LCFCU.

We are sending a copy of this memorandum to Mr. Lawrence Connell, Jr., Administrator, National Credit Union Administration.

43d ANNUAL MEETING

The 43d Annual Meeting of the Library of Congress Federal Credit Union will be held on Wednesday, March 22, at 3:30 p.m. in the Coolidge Auditorium. In accordance with LCR 2022-2, staff members may attend this one hour meeting on official time providing attendance does not interfere unduly with the work of the Library as determined by employees' supervisors.

Reports by the President and Treasurer and by the heads of the Credit and Supervisory Committees will be made and an election of officers will be held. A drawing for a color television and other prizes will be held for members in attendance.

Copies of the Credit Union's Annual Report will be available in the Credit Union office on the day prior to the Annual Meeting.

The Nominating Committee has renominated incumbents Edward Knight (Economics Division), Jack McDonald (Loan Division), and Peter Watters (Personnel Office) for three vacant seats on the Board of Directors and incumbent Hugh McNeil (Cataloging Distribution Service) for the Credit Committee. George E. Perry was nominated by petition for a seat on the Board of Directors.

In order to provide the widest membership participation possible, all-day voting will take place on March 21, the day prior to the Annual Meeting, from 9 a.m. to 4 p.m. in the Credit Union Conference Room, SB-1012, Thomas Jefferson Building. Members unable to vote at that time may cast their ballots during the Annual Meeting.

The following biographical information and statements on candidacy were supplied by each candidate for publication, and they are printed exactly as supplied. The Library of Congress Federal Credit Union, its officers, volunteers and employees take no responsibility for the accuracy of the statements.

Candidates for the Board of Directors

Edward Knight - Specialist in Industrial Organization and Corporation Finance, Economics Division, CRS. Educational qualifications: B.A. (Economics), College of William and Mary; Graduate work in Economics, American University. Length of L.C. service: 17 years. Length of Credit Union membership: 17 years. Credit Union experience: Member of the Board of Directors, 1972-1978. Statement on candidacy: "During my tenure I have sought to: discourage the adoption of services and policies which would adversely affect the financial soundness of our organization; encourage adoption of policies which will effectively meet the changing credit needs of our members; and assure that the Credit Union is managed in a manner that will maximize dividends at a record level of 7% and keep interest rates on loans at reasonable levels, despite the effects of inflation. As a practicing economist, I have provided advice which I hope has been useful in making policy decisions, particularly during periods when our economy is experiencing difficulty."

Jack McDonald, Jr. - Chief, Loan Division. Educational qualifications: B.A. (Sociology), M.A. (Library Science). Length of L.C. service: 15-1/2 years. Length of Credit Union membership: 15 years. Credit Union experience: Supervisory Committee, 1969-71; Board of Directors, 1972 to present. Statement on candidacy: "I have a sincere desire to work toward aiding my fellow employees in any way I can during these

times of economic stress. I feel my past years of Credit Union experience in helping to develop new policies and programs has been beneficial in carrying out this mission."

George E. Perry - Greek Area Specialist*Division:Slavic & Central European* *I am also in the process of appealing an adverse action taken against me by the Library administration for whistleblowing." Educational qualifications: B.A. with Honors in English, Cornell Univ.; M. International Affairs, Columbia Univ.; M. Phil. in Public Law & Govt., Columbia Univ. Length of L.C. service: 14 years with a break due to the adverse action. Length of Credit Union membership: 13-1/2 years. Credit Union experience: My Credit Union experience consists of several years of challenges to the present official makeup of the Credit Union which involved obtaining a decision by the National Credit Union Administration against the present Board of Directors. This decision by the NCUA said that the present Board of Directors had committed violation of the Credit Union by-law. Statement of candidacy: "I have fought as general counselor of the BELC and president of the EELC for greater participation of minorities in the operation of the LC Credit Union. To those employees who have had difficulty in obtaining loans I wish to point out that all of the present Credit Union officers, six of the Board members and all three of the Credit Committee members are Management Officials and as a result might be in a conflict of interest position. This being the case I am your choice."

Peter J. Watters - Legal Advisor, Personnel Office. Educational qualifications: B.A. (Government); Juris Doctor Degree, U. of Maryland Law School; Member, Maryland Bar. Length of L.C. service: 19 years. Length of LC Credit Union membership: 19 years. Credit Union experience: Nine years as Director of LC Federal Credit Union, including one-half year as Vice President and almost five years as President; current President. Statement on candidacy: "I will continue to utilize my considerable experience to make our CU responsive to its members. I will continue to withstand the challenges of the two dissidents, who have little or no financial experience and no regard for the truth or accuracy of their statements. Our superb financial condition and the vast number of members that we have assisted give lie to them. Our members in successive meetings have shown overwhelming support for our leadership by relegating the challenges to their proper place at the bottom of the election returns. I am confident that the members shall do so again.

Candidate for the Credit Committee

Hugh B. McNeil - Supervisory Clerk, Cataloging Distribution Service. Educational qualifications: High School Graduate. Length of L.C. service: 22 years. Length of Credit Union membership: 19 years. Credit Union experience: Six years on Credit Committee. Statement on candidacy: "I, Hugh McNeil, in accordance with LC Credit Union policy, do hereby declare myself a candidate for this year's LC Credit Union election for a member of the Credit Committee."

EXTRACT FROM HANDBOOK OF INFORMATION FOR THE STAFF, LIBRARY OF CONGRESS

THE LIBRARY encourages staff members to participate in officially recognized employee organizations outside of duty hours or on duty time when officially authorized. If you are interested in one or more of the groups listed below, ask the Employee Relations Office for further information or for the names of current officers or membership chairpersons.

Black Employees of the Library of Congress (BELC)

All staff members, without regard to race or color, are eligible for membership in BELC, whose purpose is to promote equality for blacks and other minorities in all work relationships. Its publication, *F.R.E.E.D.*, appears monthly. It sponsors various programs on equality of opportunity of interest to the staff and represents its members in individual or collective grievances, complaints, or appeals.

Credit Union

The Library of Congress Federal Credit Union is a cooperative organization, under the direction of LC staff members, that offers savings accounts, loan accounts, and other services at a convenient location within the Library. Its interest rates and accounting practices, like those of all federally chartered credit unions, are closely supervised by the National Credit Union Administration.

Ethnic Employees of the Library of Congress (EELC)

The EELC is a cultural and professional association devoted to the general welfare of its members, communication among ethnic employees and between these and other employees of the Library, fostering of cultural and professional development of ethnic employees, and betterment of the Library's ethnic collections and services. The organization publishes a newsletter, *Ethnic Clarion*, and plans to publish a periodical, *Ethnic Review*. It sponsors various lecture programs related to ethnic culture and interests.

STATEMENT OF DANIEL J. BOORSTIN, LIBRARIAN OF CONGRESS

1. The Library of Congress' growth has largely been mandated by law. The Legislative Reorganization Act of 1970 greatly increased the responsibilities of the Congressional Research Service and the report accompanying the bill predicted a threefold growth in the CRS. CRS's budget in 1970 was $4,683,000 and $26,379,000 has been requested in 1979. Its budgeted positions were 323 in 1970 and 862 have been requested in fiscal 1979.

The 1965 act to extend the national reading program for the blind to the physically handicapped resulted in an increase in readers. This coupled with inflation has caused the budget for this program to increase from $2,458,600 in 1965 to $43,072,700 which has been requested for fiscal 1979. Readers participating in the program rose from 102,500 to an estimated 756,300 for fiscal 1979.

The National Program for Acquisitions and Cataloging was authorized by Title II-C of the Higher Education Act of 1965 and greatly increased the Library of Congress' ability to acquire and catalog foreign language materials. This program was designed primarily to assist colleges and universities in their cataloging of foreign language materials that are used to support their graduate area and ethnic studies programs.

As the Librarian of Congress expressed in his opening statement, the Library of Congress is the de facto national library and the national services provided by the Library of Congress to the library and information industry are essential to bibliographic control of this nation's information.

The Library of Congress is freely open to persons of all races, ethnic origin, religion, and sex in accordance with the principles upon which this government was founded. It is entirely appropriate that this nation's national library contains materials originating from every corner of the globe in that our citizenry is made up of persons of mixed ethnic origins. Their heritage should most certainly be preserved in the national library and be available for every citizen to have an opportunity to explore his or her beginnings. Each of these programs entailsgrowth and cost money. We do not believe that the Library of Congress has grown too rapidly. It has grown to meet the changing needs of society.

2. Proposed new programs in the Library of Congress are discussed with Members of the Joint Committee on the Library. The Appropriations Committees must approve funds for new programs.

3. The Library of Congress' main building is one of the architectural splendors in the nation's Capital. A small investment of funds for picnic benches and umbrellas has made the beautiful Neptune Plaza more inviting to the tourists and has provided space where they can sit and have an inexpensive lunch in pleasant surroundings. The Library has received many compliments and words of thanks from our visitors for providing them an opportunity to have a place to sit and view their surroundings.

4. The Library of Congress' Great Hall is probably the most elegant exhibit hall in Washington. The collections of the Library contain some of our most precious historical heritage. A refurbishing of the exhibit space in the Great Hall has made it possible for the Library to display this material in order that the public can have an opportunity to view these national treasures. The traveling exhibit program at the Library of Congress has been designed to share these treasures at the lowest possible cost with Americans who cannot travel to Washington. Libraries, historical societies, museums, colleges and universities, etc. are greatly interested in mounting inexpensive exhibits of high quality as an extension of their educational function. We consider the investment in this program a real national service.

With respect to improving services in the stacks, the Library has within the past year established a Committee on Book Storage and Management to make recommendations to improve stack service and to more efficiently store the collections.

To improve service to scholars visiting the Library of Congress to do research, the Librarian has established a scholars committee made up of visiting scholars who meet periodically to discuss common interests. Further, the new reorganization provides for a Council of Scholars who will be in residence for extended periods of time to not only pursue their own area of interest but to provide guidance and assistance to the Library in their particular fields of expertise.

5. The Library of Congress does not view its affirmative action program as a "token" program. Since its inception in 1973, 134 employees have participated in an upward mobility program known as "TAP" and have received on-the-job training and tuition to provide an opportunity for them to have career opportunities heretofore unavailable because of lack of formal training. Over 950 have taken advantage of the Library's program to provide tuition to employees to pursue educational opportunities, not necessarily job related, at local institutions. We believe this to be one of the more liberal programs in the government. The Equal Opportunity and Special Programs Office is in the Office of the Librarian. The Coordinator of the Affirmative Action Program and the Equal Opportunity Office Coordinator report to an official who is directly responsible to the Librarian of Congress.

Many Library officials responsible for major Library programs do not appear before the Appropriations Committee. Witnesses must of necessity be limited and the Librarian, Deputy Librarian of Congress, and Assistant Librarian of Congress can speak to matters relating to affirmative action and equal opportunity. The witness list is not a "priority" list. Precise data on the number of cases pending before the Equal Opportunity Office was furnished for the record of the hearings in the House Subcommittee on Legislative Appropriations.

6. The proposed new reorganization provides for a Director for Area Studies under the Assistant Librarian for Research Services. Under this will be the American, European, Asian, Hispanic, and African and Middle Eastern Divisions. This new reorganization will provide increased emphasis on ethnic and area studies. This new organizational unit will be charged with the task of surveying area collections and will be responsible for exploiting the unparalleled collections of the Library in their area for the benefit of scholarship.

7. When was the last LC audit by GAO?
The last audit of LC (vouchers, payroll, etc.) by GAO was for fiscal years 1975 and 1976.

How often does GAO audit LC?
No fixed cycle or period, but whenever they desire. Generally they do it every two years.

Has there been a Library-wide audit by GAO?
Not recently.

How often are gift and trust funds audited by GAO?
No fixed time, but at their option.

8. All gifts and trust funds available to the Library of Congress are reported in the Library's budget presentations and a detailed accounting is made to the Congress in the Annual Report of the Librarian of Congress. For the information of the Committee, legislation is currently pending to allow the Secretary of the Treasury to designate an Assistant Secretary as his alternate to the Library of Congress Trust Fund Board. This legislation was requested by the Secretary of the Treasury and other members of the Trust Fund Board.

SUPPLEMENTAL STATEMENT OF GEORGE E. PERRY

The Ethnic Employees of the Library of Congress, an officially recognized employee organization founded in 1973, whose membership consists primarily of ethnic and racial minority employees, wishes to stress the following concerning the Library's Affirmative Action Plan and related matters:

1. The EELC believes that the Librarian of Congress who has refused to consult with the EELC organization relating to equal employment opportunity throughout his entire two and a half year tenure at the Library is in violation of the law - The Equal Employment Opportunity Act of 1972, Section 717 (b), requires that the Librarian "shall ... consult with ... interested ... organizations relating to equal employment opportunity". A consultation is defined as a conference or a meeting to deliberate together and to exchange views.
The Librarian and the Library administration are also in violation of LCR 2026, Section 6.A.4 b. when they refuse to consult or deal with the EELC employee organization concerning the draft of the Library's Affirmative Action Plan - which is a matter of particular applicability to the EELC and its members. LCR 2026, Section 6.A.4.b. states in part: "Recognition of a labor organization does not - preclude the Library from consulting or dealing with a ... professional ... association, not qualified as a labor organization, with respect to matters ... which ... are of particular applicability to it or its members."
The EELC requests that the Librarian in accordance with the law consult with the EELC relating to equal employment opportunity at the Library and it also requests that the Library in accordance with LCR 2026 consult informally with the EELC, a minority employee rights organization, when the proposed Affirmative Action Plan for FY 1979 is drafted and circulated.

2. The EELC again unequivocally condemns, as it has done in 1974, 1975, 1976, and 1977, the token character of the Library's affirmative action plan. The 35 positions committed during FY 1978 to the TAP program represent a little more than half of one per cent of the total of over 5,000 staff positions in FY 1978. The EELC asks that the positions committed to the Affirmative Action Plan be increased to a meaningful 150 to 200 positions per fiscal year.

3. The EELC asks that a full-time Hispanic Program Coordinator be designated - with the urgent task of hiring more Hispanic-American workers for the Library. According to the latest LC Minority Employment, November 1977 statistics (Library of Congress Information Bulletin of January 13, 1978, page 13) the 35 Hispanic employees at the Library of Congress constitute only 0.7 percent of the total LC staff. According to the Washington Post of March 25, 1978, page A5, the percentage of Hispanic workers for the whole government is 3.4 percent. That means that LC's percentage of Hispanic workers is only one fifth of the percentage for the whole government and that the Library of Congress should have about 175 Hispanic-American employees to match the percentage of Hispanic employees in the government as a whole (which 3.4 percentage incidentally is considerably lower than the percentage of the Hispanic American population in the United States variously estimated at 11 to 15 million).

4. The EELC asks that the Library provide opportunities for promotion to grades GS-13 and above for Black women - two percent of whom only are now at grades above GS-13 (See LCIB of Feb. 17, 1978, page 110).
Provide opportunities for promotion of Asian women and White ethnic minority women to grades GS-12 - GS-13 and above.
Hire also Hispanic women, handicapped women and elderly women.

5. The EELC asks that the Library cease discrimination against Black and Ethnic minority male employees who are fully qualified to fill regular positions in the Library but are bypassed in favor of outsiders or non-minority employees, often less qualified than minority employees.
6. The EELC asks that there be a speeding up of the painfully slow handling of in-house discrimination complaints

by increasing the small staff in the Library's Equal Opportunity Office.

7. The EELC asks that the average grade of TAP positions be raised from the present GS-5 to GS-7 level (See Library of Congress Information Bulletin of July 15, 1977, page 181) and at least one third of the positions in the expanded Affirmative Action Plan should be at the GS-9 to GS-11, GS-12 to GS-14 range.

8. The EELC asks that the LC administration indeed fill during a given fiscal year all the positions pledged under the Affirmative Action Plan for that year. During FY 1976 there were pledges for 48 positions but only 32 positions were filled in FY 1976. The 1977 Affirmative Action plan established a goal of 38 positions to be filled through the TAP Program during the fiscal year but only 24 positions were filled in FY 1977.

9. The EELC is opposed to the redesignation of Mr. Hutchison, the Library's former Director of Personnel as the Library's Director of Equal Employment Opportunity. The Director of Equal Employment Opportunity should have a proven record of having achieved a real affirmative action program (rather than a token one) in another Government agency or in the private sector.

10. The EELC asks that the LC Affirmative Action Coordinator and the LC Equal Opportunity Coordinator accompany the Librarian at the Library budget hearings before the House and Senate Appropriations Subcommittees and that they be given the opportunity to testify before these two subcommittees.

Attached are copies of:

1) The EELC Statement of March 28, 1978 before the Subcommittee on the Legislative Branch, Committee on Appropriations, U. S. Senate, on the Budget Request of the Library of Congress for Fiscal Year 1979 (see page 4 on affirmative action etc.), and
2) The EELC Statement of January 26, 1978 before the Joint Committee on the Library, U. S. Congress, on Reorganization of the Library and the Need for an Ombudsman (see pages 3 and 5 on affirmative action and the handling of discrimination complaints).

Both above EELC statements are hereby made part of the present EELC Statement on the Library of Congress Affirmative Action Plan for FY 1979.

STATEMENT OF DANIEL J. BOORSTIN, LIBRARIAN OF CONGRESS

1. As part of its preparation to meet the statutory requirement for development of affirmative action programs for equal employment opportunity, the Library has regularly conducted open affirmative action hearings annually except for 1978 when it dealt through consultations with employee unions and associations. The association known as the Ethnic Employees of the Library of Congress has taken advantage of such opportunities to fully explain its views and suggestions for the yearly Affirmative Action Plans. Views from all employees are encouraged. The contributions and opinions of the Ethnic Employees of the Library of Congress will be carefully considered in the drafting of the 1979 plan by the Coordinator of Affirmative Action.

The Library disagrees with the contention of the Ethnic Employees of the Library of Congress that this is a "token" program and is buttressed in its belief by employee reaction in opinion surveys. Over 134 employees have participated in the Training, Appraisal, and Promotion (TAP) Affirmative Action program, and over 950 have taken advantage of the tuition support program, which represents expenditures for education of over $260,000.00.

2. It is true the Library has not filled its full number of pledged positions to the TAP program for the past two years. Steps have been taken to correct our procedures so that all pledges are met.

3. A full-time Hispanic Program Coordinator for Affirmative Action is being considered for future budget proposals. In the interim every effort is being made to recruit Hispanic-Americans to the Library staff.

4. Opportunities for employment for all minorities at the higher grade levels are currently a prime concern of the Affirmative Action Office. This concern was expressed as an objective of the fiscal year 1978 Affirmative Action Plan. The first of a series of managerial self-assessment seminars has been completed in which minorities and women participated and received training and encouragement toward managerial careers. The attached statistics give figures on the employment of women and minorities in GS-12 positions and above. As part of our personnel program, serious efforts are made to recruit the handicapped, and the Library is particularly proud of the number of blind and handicapped employees utilized in a range of occupational skills and talents.

5. The Library's Personnel Office, in cooperation with the departments, is recruiting for potential candidates for positions in the Library from an extensive list of over 100 sources where minority candidates would be available. Information about vacancies and careers in the Library are made available to these sources on a regular basis.

6. During fiscal year 1977, the Equal Opportunity Office estimated that it took approximately 40.1 work days to process a discrimination complaint. During this year, the total number of hours spent on processing complaints by part-time staff (i.e., staff other than the Equal Opportunity staff which numbers five full-time persons) was 3,917.

7. The Library of Congress, in concert with most government agencies, has concentrated its attention on the upward mobility of lower salaried employees. The Congressional Research Service Affirmative Action program known as Program Crossover has, additionally, provided opportunities for employees to move into professional series with promotion opportunities reaching to GS-15.

8. See number 2.

9. It is our aim that the new organization of the equal opportunity and affirmative action functions in the Office of the Librarian will give greater visibility to this commitment by top management to provide even greater resources to this significant statutory responsibility.

10. Many Library officials responsible for major Library programs do not appear before the Appropriations Committee. Witnesses must of necessity be limited, and the Librarian, Deputy Librarian of Congress, and Assistant Librarian of Congress are prepared to voice their interest in speaking to matters relating to affirmative action and equal opportunity. The witness list is not a "priority" list by any means.

LC MINORITY EMPLOYMENT, NOVEMBER 1977

ANALYSIS OF FULL-TIME EMPLOYMENT ALL PAY SYSTEMS

Category	May 1977 Number	May 1977 Percent	November 1977 Number	November 1977 Percent	Percent Change*
American Indian	4	0.1	4	0.1	0
Black	1718	36.0	1742	36.1	+0.1
Oriental	129	2.7	137	2.8	+0.1
Spanish Surnamed	35	0.7	35	0.7	0
All Other Employees	2885	60.5	2909	60.3	−0.2
Total	4771		4827		

COMPARISON OF MINORITY EMPLOYMENT AT LC BETWEEN MAY 1971 AND NOVEMBER 1977

General Schedule and Similar Pay Systems

Number and Percent Minority

	May 1971 Number	May 1971 Percent	November 1977 Number	November 1977 Percent	Net Change
GS 1-4	562	76.7	291	62.6	−14.1%
GS 5-8	639	48.1	899	53.6	+ 5.5%
GS 9-11	165	19.1	327	28.8	+ 9.7%
GS 12-13	61	12.3	137	15.9	+ 3.6%
GS 14-15	11	6.0	20	6.4	+ 0.4%
GS 16-18	1	1.6	4	4.2	+ 2.6%
Total	1439		1678		

ANALYSIS OF FULL-TIME EMPLOYMENT GENERAL SCHEDULE AND SIMILAR PAY SYSTEMS

Pay System General Schedule and Similar	Full Time Employees	Black	Percent Change*	Spanish Surnamed	Percent Change*	Oriental	Percent Change*	American Indian	Percent Change*	All Other	Percent Change*
GS 1-4	465	286	+1.5	0	−0.2	5	+0.7	0	0	174	−2.0
		61.5%				1.1%				37.4%	
GS 5-8	1676	860	+0.3	13	+0.1	25	+0.1	1	0	777	−0.5
		51.3%		0.8%		1.5%		0.1%		46.3%	
GS 9-11	1135	275	+0.5	9	−0.2	43	0	0	0	808	−0.3
		24.2%		0.8%		3.8%				71.2%	
GS 12-13	862	73	+0.7	8	+0.2	54	+0.1	2	0	725	−1.0
		8.5%		0.9%		6.2%		0.2%		84.0%	
GS 14-15	314	9	−0.5	3	0	8	−0.3	0	0	294	+0.8
		2.9%		1.0%		2.5%				93.6%	
GS 16-18	96	1	−0.1	1	−0.1	2	0	0	0	92	+0.2
		1.0%		1.0%		2.1%				95.8%	
Total Employees	4548	1504		34		137		3		2870	

There are 279 employees paid under wage and other systems; 240 (86.0%) are minority-group employees.

BREAKDOWN BY SEX

Pay System General Schedule and Similar	Full-Time Employees	Male	Percent Change*	Female	Percent Change*
GS 1-4	465	190	−2.4	275	+2.4
		40.9%		59.1%	
GS 5-8	1676	658	+0.1	1018	−0.1
		39.3%		60.7%	
GS 9-11	1135	544	−0.6	591	+0.6
		47.9%		52.1%	
GS 12-13	862	493	−0.9	369	+0.9
		57.2%		42.8%	
GS 14-15	314	245	−2.3	69	+2.3
		78.0%		22.0%	
GS 16-18	96	83	−0.5	13	+0.5
		86.5%		13.5%	
Total	4548	2213		3335	

*Indicates change since May 1977.

[Because of rounding off numbers, some percentages may not add up to an even 100 percent.—Ed.]

LETTERS FROM EILEEN D. COOKE, DIRECTOR, AMERICAN LIBRARY ASSOCIATION, WASHINGTON OFFICE

March 21, 1978

The Honorable James R. Sasser, Chairman
Legislative Appropriations Subcommittee
Committee on Appropriations
United States Senate
Washington, D.C. 20510

Dear Senator Sasser:

On behalf of the American Library Association, I should like to request that this letter be made part of the hearing record on FY 1979 appropriations for the Library of Congress.

The American Library Association, founded in 1876, is the oldest and largest national library association in the world. A nonprofit educational organization of over 35,000 librarians, library trustees and public-spirited citizens, the Association is dedicated to the development of library and information service for all the American people.

The Association has always maintained a strong interest in the Library of Congress, which provides essential services for libraries and scholars throughout the country as well as critical information for Members of Congress.

Throughout its history, the Library of Congress has performed a leading role in the development of modern, efficient library services in this country. It not only serves the informational needs of Congress, but publishes the national bibliography, provides materials for the blind and physically handicapped, preserves the national heritage by preventing the deterioration of materials, applies automation technology to library cataloging, and makes the publications of foreign countries accessible to American scholars and research institutions. For these reasons the American Library Association strongly endorses the request of the Library of Congress for an appropriation of $193,385,500 for FY 1979, an increase of $36,836,900 over last years level. Of this increase, $12,173,399 is required to maintain the current level of services as a result of inflation. The rest of the proposed increase, $21,297,001 is required to meet the growing workload demands on the Library.

The American Library Association urges Congress to give special attention to the need for continued support of activities within the Library's Processing Department which benefit public and academic libraries throughout the country. Of particular concern to us is the advanced automated library techniques utilized through the Machine Readable Cataloging (MARC) Program which provides timely cataloging information directly to libraries through its subscription service and indirectly through technical information centers. By making cataloging information available on computer tapes for research libraries, regional library networks and commercial bibliographic services on a national scale, this successful MARC program has meant that costly duplication of effort has been avoided in hundreds of libraries while the students and readers using the catalogs in these institutions have enjoyed speedy access to the most up-to-date materials being published.

The Consolidation of Serials (CONSER) project, which is an effort to build a national data base of serial publications, provides the Library with the means to make cataloging of magazines and periodicals available on a national scale, just as the MARC program makes book and monograph information available to libraries. The computer cataloging of serials, one of the most desirable but most difficult applications of computer technology to library activities, provides a major breakthrough in making information accessible to library users. While libraries often subscribe to more than 1,000 periodicals and devote as much as three-fourths of their book budget to them, the problem of describing, locating and retrieving the latest available information about them is an insurmountable task.

The National Union Catalog (NUC) is designed to make the work of librarians more efficient and gives scholars greater access to the Library's materials for their needed research. The NUC provides a full bibliographic description and information on the location of the materials listed and links the collections of over 1100 libraries. Also the extent of the Library of Congress' holdings and

its bibliographic records have been greatly increased by the National Program for Acquisitions and Cataloging (NPAC). The main thrust of NPAC is foreign acquisitions. Since the program began in 1966, more than 1.1 million reports have been searched and orders have been placed for 229 thousand titles not previously acquired. Because of this important program, fifty-six libraries now receive depository sets of the resulting cataloging cards.

The Library's efforts at bibliographic description are not limited to the book. The Library is able to catalog annually some 7000 titles of new nonprint materials, with the collaboration of the National Information Center for Education Media (NICEM). These materials include motion pictures, filmstrips, slide sets, transparency sets, and video recordings. We commend this effort which is a good beginning but it should be noted that there are a number of nonprint materials that are not yet represented in the Library's system. The Library of Congress shares an enormous responsibility for maintaining the record of culture past and present. We support the Library's leadership in this area which enhances and supplements the capabilities of the many libraries that serve the American people.

The Library of Congress has pioneered the use of computers to solve the enormous problem of storing and retrieving information which is the heart of library work. The Library's progress in producing machine readable cataloging data for the growing computerized information systems across the country has opened up a whole new era for students and other library users. Today a large proportion of libraries are dependent on advances being made through LC's automation program. While much of this year's substantial increase in the automation budget will be devoted to services for Congress, it is our belief that these improvements will have significant bearing on LC's ability to deliver speedier and better assistance to the Nation's libraries.

We would particularly direct your attention to the nationally significant work of the Library of Congress in preserving the deteriorating materials which have been a major problem for libraries. Much of the material published since 1870 is rapidly deteriorating because of the quality of the paper on which it was printed. The Library's leadership and coordination in developing a program to assist libraries in finding ways to preserve this material is essentially a nationwide effort which involves many institutions and organizations. Another desirable aspect of this national program is for the Library to function as a clearinghouse for information regarding preservation and microreproduction. The Library must continue to provide the essential leadership and active involvement with other organizations in this vital activity. The American Library Association strongly supports the Library of Congress' efforts in this field and urges the subcommittee to approve the Library's requests for preservation of library materials.

We also strongly support the Library's request for funds for the National Reading Program for the Blind and Physically Handicapped. The Division for the Blind and Physically Handicapped performs an important and unique national service. It requests seven new positions to improve the quality control of materials and to support new readers. In many cases these readers are totally dependent on the materials acquired and distributed by the Division, as ALA members who serve the blind and physically handicapped through the regional and subregional libraries of the Division's network of cooperating agencies can testify.

Finally, we note that the Library of Congress has plans to strengthen its public education programs. In 1977 seven traveling exhibits visited thirty-seven separate locations in the United States. The American Library Association believes the public education programs to be a very important function of the Library of Congress. Its collections, services, and work products are unique national resources and should be made more widely known and available to the research, cultural, business, and library communities in this country and abroad.

In conclusion, Mr. Chairman, we ask that the subcommittee approve the full request of $193,385,500 for the Library of Congress.

Sincerely,

Eileen D. Cooke

Eileen D. Cooke
Director
ALA Washington Office

March 21, 1978

Dear Senator Sasser:

This letter is submitted on behalf of the American Library Association, a nonprofit educational organization whose 35,000 members are dedicated to the improvement of library service. We request that it be made part of the hearing record on FY 1979 appropriations for the Government Printing Office.

We continue to be concerned that government publications not be priced out of the reach of nonprofit libraries whose users often have no other access to these basic and useful documents. We feel that under your leadership some progress has been made in recent years to reduce the skyrocketing costs of government printing, and we appreciate your efforts.

We note continuing improvement in communications between the GPO and the library community, particularly the depository library community. We commend the Public Printer for seeking and acting upon the recommendations of depository librarians. Numerous improvements in the depository library program have been initiated at the advice of the Depository Library Council to the Public Printer.

We support legislation (HR 8358) passed by both House and Senate to provide for the designation of libraries of accredited law schools as depository libraries, provided that these libraries comply with all of the requirements of the depository laws. We recommend that the budget of the Office of Superintendent of Documents be adequate to accommodate this proposed expansion of the depository library system. We also strongly urge that depository libraries continue to be inspected by the staff of the Public Printer. For most effective service to users of government documents, it is important that all depository libraries comply with requirements relating to access by the public and the retention of documents.

GPO's micropublishing project is now underway, and we are pleased that its implementation is resulting in the increased availability of materials across the system. Continuing discussions (between librarians and GPO) regarding details of the program are occurring through the Depository Library Council and through individuals. We commend GPO for working with the printing officers of various government agencies to bring additional non-GPO materials into the system, in both microform and print formats.

The Joint Committee on Printing and its staff have also played a significant role in achieving improvements at GPO. The Monthly Catalog is much improved in format and timeliness. We hope that improvements will continue to be made in the timeliness of this publication. We also welcome the shared cataloging project between GPO and the Library of Congress which should eliminate duplicate cataloging and indexing of government publications. The results of this project will help not just depository libraries, but all libraries which house government documents. The increase in automation activities at GPO is a development we view as necessary to improve service and increase efficiency.

Last year your subcommittee approved an appropriation of $500,000 for the Joint Committee on Printing to conduct an independent, objective, in-depth examination of GPO management and operations. That study is now about to begin. We commend the subcommittee for its action, and look forward to the results of the study.

The American Library Association is also concerned about the overall operation and management of GPO. Within ALA a special ad hoc committee, composed primarily of documents librarians, has just completed a review of Title 44, the basic printing statute. The committee has recommended changes to improve and refine the depository library program. We hope that these recommendations will be considered in the course of the management study.

Summary of Recommendations

Although many libraries are depository libraries and receive most government publications through this system, many other libraries are purchasers of government documents. We request that the subcommittee adequately fund the Office of Superintendent of Documents of the Goverment Printing Office so that government publications are not priced so high that nonprofit libraries are no longer able to acquire them for the use of the public.

We also request that the Superintendent of Documents' budget be adequate to accommodate the expansion of the depository library system as proposed in HR 8358, designating libraries of accredited law schools as depository libraries.

We support the upcoming review of GPO management and operations. We also believe that Title 44 has become so complicated with piecemeal amendments over the years that a comprehensive revision is now in order. The American Library Association has recently recommended changes in Title 44, and we stand ready to be of assistance in this regard.

We appreciate the opportunity to present our views to the subcommittee, and we ask that this letter be made a part of your FY 1979 hearing record.

Sincerely,

Eileen D. Cooke
Director
ALA Washington Office

Letter From Paul A. Willis, Director of Libraries, University of Kentucky

September 27, 1977

SEP 30 1977

Senator Walter D. Huddleston
3327 Dirksen Senate Office Bldg.
Washington, D. C. 20510

Dear Senator Huddleston:

I am writing to you about the proposed reorganization of the Law Library at the Library of Congress.

I was extremely hesitant to write as I do not want to offer interference with internal administrative matters at the Library of Congress. A staff member at the Library of Congress suggested that I might write to you and after much thought I decided to do so. Let me make it clear that I simply wish to call attention to this important issue and offer my observations. I have been associated with law libraries since 1966 and was the Law Librarian at the University of Kentucky for several years.

I think that it is important for the Law Library at the Library of Congress to be in an administrative position which allows it both maximum flexibility and proper level of monetary support in order for it to perform its critical missions. You know better than I do the dependence of Congress on the services of the Law Library and other units at LC. I am hopeful that the Law Library will remain in a position to offer to the legal community in the nation the services of a national law library. Other law libraries, such as those in Kentucky, have great need for this. We do not have in the legal profession the support of national libraries such as the National Agriculture Library or the National Library of Medicine. I trust that nothing will be done in the final reorganization that will deter the future development of the Law Library as an essential element of the Library of Congress.

Sincerely,

Paul A. Willis
Director of Libraries

Letter From Daniel J. Boorstin, Librarian of Congress

October 11, 1977

Dear Senator Huddleston:

This is in response to the thoughtful letter you referred to me from Paul A. Willis, Director of Libraries, University of Kentucky.

As I have discussed with your Subcommittee, when I assumed the position of Librarian of Congress I felt the need for an overall review of the organization of the Library of Congress--the last such review was over 35 years ago. Consequently, I appointed an internal Task Force to look at the Library's structure and to plan ahead taking into account all of the new technologies, the need for interdisciplinary research, and the Library's many responsibilities to the Nation. In addition, I appointed outside advisory groups representing various constituencies. I asked each of these groups to look at the Library as a whole and at the ways in which the Library was fulfilling its mission and ways to improve service to the Nation.

I and my staff carefully evaluated all of the recommendations and on August 18 issued a proposed reorganization of the Library of Congress. I emphasize proposed because a final decision on the reorganization has not been made. This reorganization was developed to improve services to the Congress, the public, and libraries.

The proposed reorganization does restructure those units of the Library serving scholars. I am somewhat puzzled as to the reactions of law librarians to the proposed restructuring of the Law Library. It has become apparent to me during the last two years that the Law Library has been lagging behind in its services to the legal community in comparison to other units of the Library that serve scholars and some of this can be explained by the "isolated" position of the Law Library in the Library of Congress organizational structure. The Law Library is a department of 90 positions compared to the Processing Department with 1,500 positions. It is my intention to enhance the services of the Law Library in order that it can indeed be a National Law Center. As you know, law is a discipline that is dependent upon much more than simple legal treatises. This reorganization will emphasize that law is an integral part of the universe of knowledge. We are also looking toward improving service to scholars in all disciplines.

You will note on the enclosed chart that the divisions of the Law Library will be comparable with the other area subject divisions of the Research Services Department. Comprising the Law Library and the National Law Center will be the American British Law, European Law, Asian Law, Hispanic Law, and African and Near Eastern Law Divisions. The area studies divisions under the Office of the Assistant Director for Special Collections and Area Studies will be American Studies, European, Asian, Hispanic, and African and Near Eastern Divisions. I do believe it is important in studying a country to understand the law as well as the history and the culture. We hope that the lateral relationships will allow for increased emphasis on interdisciplinary scholarship, greater cooperation, and improved services to the public. We want very much to revitalize the Law Library and to expand its services by the increased use of automation, the publication of broader bibliographic and scholarly studies, etc.

The Library of Congress classification system is arranged in such a way that the legal collections will not be dispersed and the Law Library will remain as a separate unit within the Library having

custody of the Library's legal materials. Clearly, it was the intent of the Congress that the law collections be separate from the general collections. The proposed reorganization continues this relationship and makes the Law Library a part of the Research Services Department which will embody all of our public research and reference services.

The report of the outside Law Advisory Group to the Task Force addressed itself to the broad questions of how the Law Library can better serve the legal community. I would hope that the newly restructured Law Library will be able to carry out many of these recommendations. Most of the recommendations of the Advisory Committee relate to legal programs comparable to national programs being carried on in other areas of the Library and which will complement these services. The Advisory Committee did recommend that the Law Library remain a separate entity, which of course, as I have said, it will. The Committee's report also mentioned that they would regret seeing the Law Library's "potential jeopardized by radical changes in the relationship of the Law Library to the rest of the Library of Congress...." I do not see this organization as a radical change. Rather, I would hope the new organization would bring about radical improvements in the Law Library's services to this Nation's legal community.

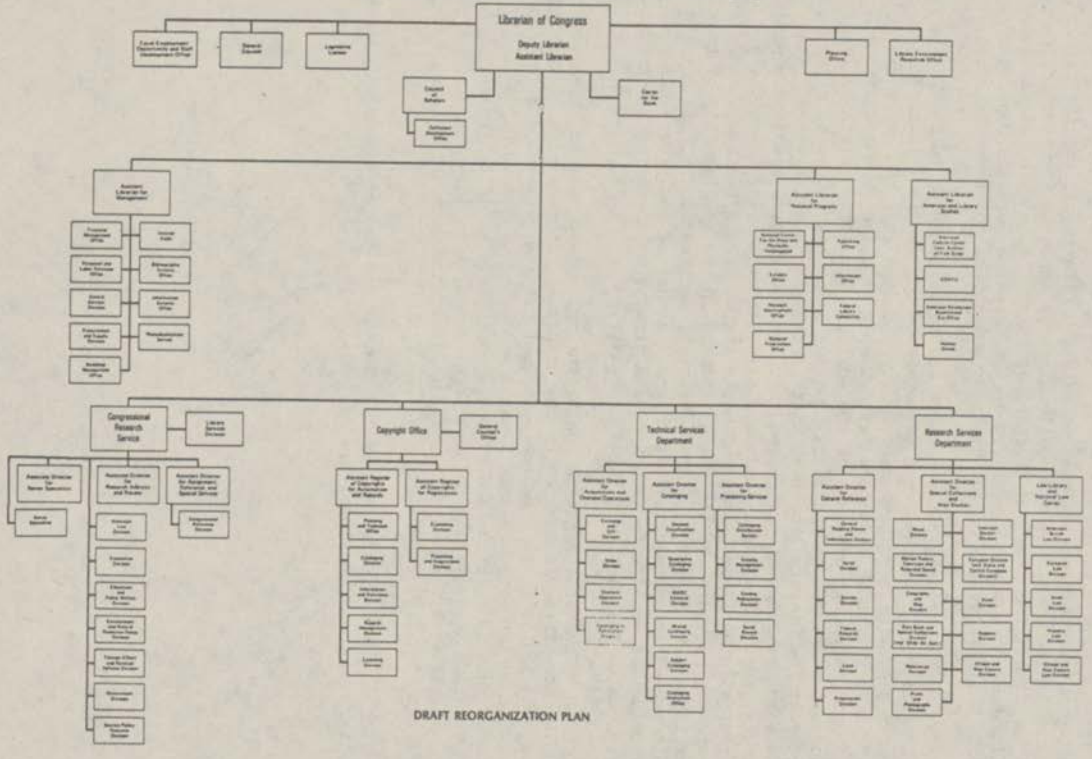
When studying this restructuring, I gave serious attention to the Law Library's service to the Congress. In the areas of foreign law, the senior legal research personnel provide research and reference service to the Congress, and I might add do very good work. We would expect this to continue and we would hope there would be greater cooperation in providing foreign legal research to the Congress and to the executive branch with the area subject divisions in the proposed Research Services Department.

Please assure Mr. Willis that we are indeed conscious of the library needs of the legal profession.

Sincerely yours,

Daniel J. Boorstin
Librarian of Congress

THE LIBRARY OF CONGRESS



DRAFT REORGANIZATION PLAN

LIST OF WITNESSES, COMMUNICATIONS, AND PREPARED STATEMENTS

Page

Applebaum, Edmond L., Director, Administrative Department, Library of Congress 261

B

Barden, Charles S., Jr., Deputy Assistant Director for Administration, Congressional Budget Office 207
Berry, Paul L., Director, Library Environment Resources, Library of Congress 261
Blum, James L., Assistant Director, Budget Analysis Division, Congressional Budget Office 207
Bolling, Hon. Richard, U.S. Representative from Missouri 1
Letters from 4, 5, 166
Boorstin, Dr. Daniel J., The Librarian of Congress 261
Statements of 287, 546, 550
Letters from 286, 556
Boyle, John J., Public Printer, Government Printing Office 395
Brennan, Thomas C., Chairman, Copyright Royalty Tribunal 359
Brown, Richard L., Controller, General Accounting Office 427
Brunings, Karl J., Program Manager, Technology and World Trade, Office of Technology Assessment 377

C

Campioli, Mario E., Assistant Architect of the Capitol 221
Cannon, Hon. Howard W., U.S. Senator from Nevada, letter from 514
Caraway, J. Lewey, Superintendent, Senate Office Buildings, Architect of the Capitol 221
Carlson, Dr. Jack, Vice President and Chief Economist, Chamber of Commerce of the United States, statement of 520
Carlson, Tony, memorandum from 114
Carroll, Elliott, Executive Assistant, Architect of the Capitol 221
Cary, Freeman H., The Attending Physician, Congress of the United States, letter from 167
Chiles, Hon. Lawton, U.S. Senator from Florida, letter from 72
Cook, Howard R. L., Vice President, Ethnic Employees of the Library of Congress, memorandum from 541
Cooke, Eileen D., American Library Association, Washington Office, letters from 552, 554
Cordaro, J. B., Program Manager, Food, Office of Technology Assessment 377
Cornett, Sanford H., Assistant Administrative Officer, Office of Technology Assessment 377
Crowley, George D., Jr., attorney, Washington, D.C., letter from 278
Croxton, F. E., Director, Reader Services Department, Library of Congress 261
Crump, Ben H., Assistant Financial Clerk of the U.S. Senate 31
Crupi, Emanuele, Budget Officer, Architect of the Capitol 221
Curran, Donald C., Assistant Librarian of Congress 261
Cylke, Frank Kurt, Chief, Division for the Blind and Physically Handicapped, Reader Services Department, Library of Congress 261

Page

D

DeSimone, Daniel V., Deputy Director, Office of Technology Assessment 377
DeVaughn, Walter C., Assistant Public Printer for Management and Administration, Government Printing Office 395
Dickerson, Denver, Staff Director, Joint Committee on Printing 19

F

Fern, Alan, Director, Research Department, Library of Congress 261
Fish, Mello G., Special Assistant to the Sergeant at Arms, letter from 199
Fitt, Alfred B., General Counsel, Congressional Budget Office 207
Fitzgerald, Joseph P., Assistant Administrative Officer, Office of Technology Assessment 377

G

Garcia, Frances, Commissioner, Copyright Royalty Tribunal 359
Gargano, Joseph, Special Assistant, Joint Committee on Printing 19
Greigg, Stanley L., Director, Office of Intergovernmental Relations, Congressional Budget Office 207
Gude, Gilbert, Director, Congressional Research Service, Library of Congress 261
Letters from 311, 492
Statement of 295

H

Harris, Robert D., Deputy Assistant Director, Budget Analysis Division, Congressional Budget Office 207
Hemperley, John O., Budget Officer, Library of Congress 261
Henshaw, Edmund L., Jr., Clerk, House of Representatives, statement of 170
Hoffmann, F. Nordy, Sergeant at Arms of the Senate 77
Letters from 82, 197
Howard, Joseph H., Director, Processing Department, Library of Congress 261

J

Jabbour, Alan, Director, American Folklife Center, Library of Congress 261
Javits, Hon. Jacob K., U.S. Senator from New York 1
Statement of 15
Johns, Lionel S., Program Manager, Energy, Office of Technology Assessment .. 377

K

Keller, Robert F., Deputy Comptroller General, Cost Accounting Standards Board 413, 427
Letter from 255
Kennedy, Hon. Edward M., U.S. Senator from Massachusetts and Chairman of the Board of the Office of Technolgy Assessment 377
Prepared statement 386
Kenyon, Carleton W., Law Librarian, Library of Congress 261
Kilby, Henry C., Jr., Assistant Budget Officer, Architect of the Capitol 221
Kimmitt, J. Stanley, Secretary of the Senate 35
Kreiger, H. L., Director, Federal Personnel and Compensation Division, General Accounting Office 427

L

LaBarre, Carl A., Assistant Public Printer (Superintendent of Documents) Government Printing Office 395
Levine, Robert A., Deputy Director, Congressional Budget Office 207
Littell, Harry B., Legislative Counsel of the Senate, letter from 517

M

Malstrom, Robert A., Financial Clerk of the Senate 31, 69
Letters from 32, 35, 74, 495
Martin, James, Director, Office of Program Planning, General Accounting Office 427

Page

Martinson, Ronald L., Administrative Assistant, Office of the Sergeant at Arms of the Senate 77
Maxwell, Robert, Program Manager, Transportation, Office of Technology Assessment 377
McGuirl, Marlene C., attorney and chief, American-British Law Division, Library of Congress, statement of 279
McGurn, Thomas P., Administrative Officer, Office of Technology Assessment .. 377
Mercer, Bryan S., Comptroller, Government Printing Office 395
Minkin, Noah, General Counsel, Cost Accounting Standards Board 413
Mondale, Hon. Walter F., Vice President of the United States, letter from 489
Mottur, Ellis, Assistant Director, Office of Technology Assessment 377
Murphy, George, Director, Office of Classified National Security Information, Office of the Secretary of the Senate 35

N

Nemeyer, Carol, Assistant Librarian of Congress for Public Education 261
Niblock, Robert W., Program Manager, Oceans, Office of Technology Assessment 377
Novotny, Thomas W., Director, Congressional Research Service, Library of Congress 261
Nugent, William R., Assistant Director, Information Systems Development, Administrative Department, Library of Congress 261

P

Padgett, Faye, Deputy Staff Director, Joint Committee on Printing 19
Paladino, Albert E., Program Manager, Materials, Office of Technology Assessment 377
Perry, George E., President, Ethnic Employees of the Library of Congress:
Letters from 529, 540
Prepared statements 530, 534, 548
Peterson, Russell W., Director, Office of Technology Assessment 377
Prepared statement 382
Pin, Clerio P., Director, Management Services, General Accounting Office 427
Pincus, Paul, Landscape Architect, Architect of the Capitol 221
Poulin, William E., Director, Senate Computer Center, Office of the Sergeant at Arms of the Senate, letter from 84
Memorandums from 112
Proxmire, Hon. William, U.S. Senator from Wisconsin, letter from 491

R

Raines, William F., Jr., Administrative Assistant, Architect of the Capitol 221
Ridgely, William A., Special Assistant, Secretary of the Senate 35
Ringer, Barbara, Register of Copyrights, Library of Congress 261
Rivlin, Dr. Alice M., Director, Congressional Budget Office 207

S

Sachs, Sidney S., Chairman, American Bar Association, letter from 512
Sasser, Hon. Jim, U.S. Senator from Tennessee, letter from 530
Saylor, Samuel L., Deputy Public Printer, Government Printing Office 395
Scheppach, Raymond C., Assistant Director, Natural Resources and Commerce Division, Congressional Budget Office 207
Schloss, Irvin P., Director, Governmental Relations Office, American Foundation for the Blind, Inc., letter from 519
Schoenhaut, Arthur, Executive Secretary, Cost Accounting Standards Board 413
Sheldon, Charles S., II, Research Director, Special Study on Economic Change, Joint Economic Committee 1
Sonntag, W. Scott, III, Chief, Congressional Information Section, Government Printing Office 395
Staats, Elmer B., Comptroller General and Chairman, Cost Accounting Standards Board:
Prepared statements 414, 427
Letter from 515
Stark, John R., Executive Director, Joint Economic Committee 1

Page

Stevens, Hon. Ted, U.S. Senator from Alaska, letter from 493
Stone, Hon. Richard (Dick), U.S. Senator from Florida, letter from..... 72

T

Taylor, Carl A., Program Manager, Health, Office of Technology Assessment 377
Thompson, Hon. Frank, Jr., U.S. Representative from New Jersey..... 19
Letters from..... 22

W

Ward, Tom, Supervising Engineer, the Capitol, Architect of the Capitol 221
Welsh, William J., Deputy Librarian of Congress..... 261
White, George M., Architect of the Capitol..... 221
Letters from 226, 231, 251
Willis, Paul A., Director of Libraries, University of Kentucky, letter from 555
Winkelmann, Frederick W., General Counsel, Architect of the Capitol..... 221
Winn, Hon. Larry, Jr., U.S. Representative from Kansas, prepared statement.... 379

Y

Young, Hon. Milton R., U.S. Senator from North Dakota, letters from..... 490, 493

SUBJECT INDEX

ARCHITECT OF THE CAPITOL

	Page
Budget request and positions	221
Building and grounds, care of	233
Capitol grounds:	
Master plan for future development	224
Walkway approaches and steps on West side, replacement	245
Capitol powerplant	230
Language change	245
Modifications and enlargement	223
New positions	245
Dirksen Office Building, construction of extension	224
Duties of the Architect of the Capitol	224
Contrasted with duties of the Sergeant at Arms	225
Elevator operator positions	234
Fire protection improvements	226
Furniture study	225
Improvements	241
Madison Memorial Building project, status of	223
Maintenance and improvements, cyclical	222
Maintenance items, annual recurring	222
Mandatory items	221
Mechanical problems	235
Modular furniture experiment	234
New positions	222
Salaries	242
Pay raise supplemental, fiscal year 1978	247
Programs for major projects, continuation of and initial	223
Selected account changes to "no year"	245
Senate Computer Center, new positions and shuttle service	244
Senate restaurants operations	235
Article on	237
Where to eat in the Senate (article)	240
Travel limitation	250
Utilities supplied to other than legislative agencies	227
Utility services not related to Legislative Branch, projected costs	229

CONGRESSIONAL BUDGET OFFICE

Advance budgeting	213
Automatic data processing (ADP)	210
Budget information users group	212
Budgetary estimates	208
Computer operations, avoidance of duplication	212
Congressional budget process	212
Contracting process	211
Management of priorities	218
Other services budget request	209
Planning for the future	209
Program and policy analysis	208
Studies and surveys	211

Page

Summary statement 208
Travel budget 216

COPYRIGHT ROYALTY TRIBUNAL

Budget request 359, 368
Compulsory licensing 359
Copyright royalty 362
Hearings 367
In-grades and reallocations 366
Legal matters 371
Legislative history 370
Office space 367, 374
Positions, fiscal years 1978 and 1979 365
Proceedings 372
Professional and consultant services 368
Program 369
Rules 369
Staff 361, 363, 372, 373
Travel 366

COST ACCOUNTING STANDARDS BOARD

Board member and staff 423
Colleges and universities, application of standards 425
Current studies 420
Disclosure, status of swift 425
Major promulgations 419
Pay raise cost 424
Relation to work of:
  Renegotiation Board 424
  Financial Accounting Standards Board 424
  Renegotiation Board 424

GENERAL ACCOUNTING OFFICE

Access to records 468
Accomplishments, 1977 445
Administration changes 446
Administrative Law Judge practices 482
Alaskan Pipeline Act 475
All-volunteer force 481
Army Corps of Engineers 448
Assignments and creating programs 441
Assistance, summary of 440
Audit and evaluation responsibilities 444
Budget requests and positions compared, 1978 and 1979 440
Congressional assistance 451
CONRAIL 476
Coordination 449
Cost-of-living adjustments 446
  Energy 482
CSC reorganization 478
Defense audits 450, 464
Department of Energy 482
Dollar "rate of return" 466
Duplication and overlap 452
  Liaison and coordinating arrangements between GAO/CBO/CRS and OTA 452
  Liaison with the Congressional Budget Office 456
  Liaison with the Congressional Research Service 458
  Liaison with the Office to Technology Assessment 463
  Overall coordinating mechanisms 453
Education 474
Employee:
  Productivity 480
  Retirement 479, 487
  Energy work, focus 483
Equal employment opportunity 465

Page

Federal pay comparability systems 481
Grain inspection 476
Growth 466
Improvements, nonmeasurable 446
Income security 486
Information improvements 471
Interagency medical program 485
Major acquisitions 449
Medicare and medicaid abuse 485
New positions requested 447
Nuclear Regulatory Commission 484
OMB-Circular A-76 487
Pending legislation, effects of 444
Personnel:
  Cutbacks 479
  Requests 441
  Support requirements 480
Professional audit review team 484
Program and performance 444
Retirement programs 479, 487
Savings effected 446
Staff assigned to congressional committees 468
  Summary of personnel 469
Staffing increase 448
Surface Mining Control and Reclamation Act 477
Toxic substances 477
Travel 464

GOVERNMENT PRINTING OFFICE

Bookstore program 407
Committee printing costs 408
Congressional Directory 402
Congressional Record, decrease in distribution of 402
Depository libraries 412
Details to Congress 412
Federal Register, automation 405
Financing arrangements 406
GAO reports 407
Improvements:
  Mail order 406
  Production 400
  Recommendations 403
Justification 401
Mail order improvement 406
Management study 403
Modernization 405
Production improvements 400
Program funding 400
Recommendations for improvements 403
Revolving fund 401
Staffing 402
Superintendent of Documents operations 400
Text processing system 405

JOINT COMMITTEE ON PRINTING

Activities outlined 20
1979 budget request and 1978 appropriation 19
Composition savings at the Government Printing Office 20
Congressional Record:
  Distribution 27
  Limited publication 27
Equipment modernization at the Government Printing Office 19
Justifications 21, 26, 166
Legal counsel 21

Page

Management study of Government Printing Office 19, 27
Reduction in printing costs 28

JOINT ECONOMIC COMMITTEE

1979 budget request 2
Support 17
Domestic issues 18
Exchange rates fluctuation 17
Growing economy 13
Impact of the committee 13, 18
Justifications 8, 165
Nonlegislative authority or responsibility of the committee 13
Oil prices rise 17
Protectionism 17
Special study 2
Support 17
Temporary National Economic Committee 13, 17

LIBRARY OF CONGRESS

American Folklife Center 340
American Television and Radio Archives 341
Analysis work, in-depth 264
Automated systems support 331
Books for the blind and physically handicapped, salaries and expenses 266, 345
Budget request and positions 261
Cataloging distribution service 323
Central support services 338
Collection and distribution of library materials (special foreign currency program) 347
Congressional Research Service 266, 351
Budget request 273
Information and reference protection 274
Requests by type versus budget positions (chart 2) 277
Staff years by category (chart 1) 276
Workload 273
Copyright Office 342
Furniture and furnishings 349
James Madison Memorial Building 268
Occupancy 263
Related expenses 342
Law Library 329
Lincoln's Gettysburg Address manuscripts 269
Continuous display effect 270
Implication of collections dispersement 272
Library of Congress, principle of 270
Location 269
Presentation letter of manuscript to the Library of Congress 272
Viewers 271
Preparation of books 321
Preservation of library materials 336
Reader Services Department 327
Readers served, number of 267
Reference centers 265
Repository of cultural materials 262
Research and reader services 325
Salaries and expenses 319
Special foreign currency program 268
Staff space problems 264
Support positions requested 264
Symbol of freedom of information and learning 263
Travel fund 266

OFFICE OF TECHNOLOGY ASSESSMENT

Accomplishments 381
Components of legislation, technological 388

Page

Contracting, increase 384
Contractors, use 392
Criticisms, responses to 384
Development 388
Director:
  Responsibilities 389
  Selection 388
Duplication of work 393
Energy policy alternatives 390, 393
Funds, increased use 392
Interaction with scientists 389
Mandated assessments 390
Measure for work 389
New project, increase requested for 385
Office space 384
  Rental 393
Operations, changes 392
Personnel limitation 393
Purposes 381
Railroad safety and coal leasing assessments 389

U.S. SENATE

Office of the Secretary of the Senate

Financial clerk of the senate

Adminstrative and clerical assistants to Senators 70
Agency contributions and longevity compensation 157
Allocation for the committees 159
Attending Physician, Office of the 166
Automobiles and maintenance 160
Capitol guide service 194
  Administrative review 200
  Justifications 195
Chaplain, Office of the 34
Clerk hire and legislative assistance allowances 71
Committees:
  Allocation for 159
  Authorizations, presentation 159
  Employees 69
Committee on Rules, decision of the 160
Compensation and mileage of the Vice President and Senators 31
Conference committees 69
Contingent expenses of the Senate 158
Deputy President Pro Tempore, Office of the 33
Expenditures, control of 158
Expense allowances of the Vice President, leaders, and whips 33
Floor assistants to the Majority and Minority Leaders 34
Folding documents 165
Fragmented procedure 161
Funding:
  Full 70
  Mechanism of the Contingent Fund 158
Inquiries and investigations 69
  Authorized by Senate resolutions 161
Joint Committee on Printing (*see also* Joint Committee on Printing) 166
Joint Economic Committee (*see also* Joint Economic Committee) 165
Legislative assistance to Senators 71
Legislative Counsel, Office of the 157
Majority and Minority Leaders, Offices of the 34
Official mail costs 169
Payments to widows and heirs of deceased Members of Congress 31
Postage stamps 165
Presentation of authorizations to Committee on Appropriations in lump sum 159
President Pro Tempore, Office of the 33
Secretaries of the Conferences of the Majority and the Minority, Offices of the 34
Secretaries of the Majority and Minority 157

Page

Select Committee on Ethics, increase for ... 162, 163
Senate policy committees ... 160
Stationery revolving fund ... 165
Vice President, Office of the ... 33
Vouchers ... 32

SECRETARY OF THE SENATE

1979 budget request and 1978 appropriation ... 35
Adminstrative provision ... 47
Administrative roll ... 52
Budget for Office of the Secretary ... 42
Business employees generally ... 56
Committee on Finance, recommendation ... 54
Disbursing Office, funding ... 52
Disbursing Office and Library relocation ... 62
Expense account, official office ... 46
Federal judicial nominating commissions, expenses of members ... 45
Improved service ... 38, 66
Judgeships, panel to recommend candidates ... 46
Legal services, contractual ... 66
LEGIS ... 64
Living expense deduction for Members of Congress ... 52
Longevity:
  Compensation ... 44
  Program ... 39
Merit increase program ... 40, 43, 59
Office of Classified National Security Information ... 38, 49
Office renovation ... 64
Personnel and leave policy changes ... 65
Personnel and salary review ... 51
Personnel changes ... 38
Salary (*see also* Wage, *infra.*):
  Decreases ... 43
  Review ... 51
  Structure ... 62
Salary and title:
  Changes in 1978 second supplemental request ... 36
  Reclassification ... 36
Seminar and orientation programs ... 65
Senate Library ... 38
  Additional positions ... 62
  Computer On-line services ... 60
Service Academy Selection Board, expenses of members ... 45
State legislators ... 56
Stationery room ... 39
  Automation ... 60
  Delivery problem ... 60
  New authority ... 50
Travel, requirement for ... 46
  Foreign ... 63, 66
Utilization of per diem allowance and voucher system ... 47
Wage system, examination of (*see also* Salary, *supra.*) ... 44

OFFICE OF SERGEANT AT ARMS AND DOORKEEPER

Budget:
  Changes, 1978 and 1979 ... 80
  Increases ... 78
  Request and revisions ... 77, 124
Budget and accounting system ... 78
Capitol Police ... 155
Carpooling ... 128
Carpools and mass transit, nonworkability ... 130
Correspondence Management System (CMS) conversion to in-house operation ... 144
Computer Center ... 79
  Changes ... 124
  CPU, upgrade ... 88, 90

Page

- Equipment rental, reduction ... 139
- Move to 400 North Capitol Street ... 123
- Personal requirements ... 93
- Reductions ... 131
- Resources, expansion ... 138
- Supplemental request ... 111
- Utilization and growth rate ... 140

Computer outside timesharing expenses ... 143
Doorkeepers, upgrading of ... 119
Furniture allowance ... 125
Improvement ... 124, 127
Leave policy ... 138
LEGIS distribution ... 141
Longevity program ... 118
Merit increase proposal ... 118
New positions, allocation ... 133
Office of the Sergeant at Arms, improvement in ... 124
Parking ... 119, 127

- Allocation procedures ... 128
- Charging, effects of ... 123, 129
- Executive Branch ... 129
- Improvements ... 127
- Pay, discussion ... 129
- Questionnaire ... 120
- Survey ... 128

Payroll system revisions ... 144
Personnel:

- Planning methods ... 137
- Projection ... 137
- Title changes ... 118
- Utilization and services ... 119

Planning methods ... 137
Position changes—career ladders ... 132
Responsibilities, division of ... 143
Senate Post Office:

- Computer-addressed inside mailings ... 153
- Employee salary rate ... 148
- Mail:
  - Delivery ... 150
  - Distribution efficiency ... 151
  - Volume handled ... 149
- Comparison to House ... 149
- Personnel ... 147
- Recommendations ... 152
- Senate versus House operations ... 151
- Senate versus House staff level ... 148
- Vacancies and staff turnover ... 147
- Working hours ... 148

Sergeant at Arms, Committee on Rules and Administration, and Committee on Appropriations relationship ... 132
Reductions ... 78
Resources, utilization ... 141
Services to the Senate, progress in provision of ... 78

○