

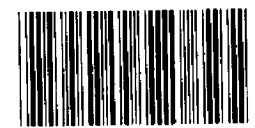
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United States General Accounting Office
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STATEMENT OF
DONALD J. HORAN, DEPUTY DIRECTOR
LOGISTICS AND COMMUNICATIONS DIVISION
BEFORE THE
SUBCOMMITTEE ON GOVERNMENT INFORMATION AND
INDIVIDUAL RIGHTS
OF THE
HOUSE COMMITTEE ON GOVERNMENT OPERATIONS
CONCERNING
PRESERVATION AND TRUST FUND OPERATIONS
AT THE
NATIONAL ARCHIVES AND RECORDS SERVICE

of



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Testimony
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Mr. Chairman and Members of the Subcommittee:

We are pleased to be with you today to discuss some of our work concerning the National Archives and Records Service (NARS). With me are Robert Gilroy of our Logistics and Communications Division and John Cronin of our Financial and General Management Studies Division.

My testimony will summarize two studies: (1) the adequacy of the preservation and physical storage of documents and audiovisual materials and (2) NARS trust fund operations.

PRESERVATION AND STORAGE

Since its establishment in 1934, NARS has accessioned over 1.3 million cubic feet of archival records. As of September 30, 1978, archival holdings included about 3 billion textual items, about 4.8 million still pictures, 104,000 motion picture films, 107,000 sound records, 1,700 video recordings, 750 machine readable items, 1.5 million maps and charts, 122,000 architectural and engineering plans, 9.7 million aerial photos, and over 1,300 artifacts. These records have been determined by the Archivist of the United States to have sufficient historical or other value to warrant their continued preservation. They are stored at the National Archives Building and two other sites in the Washington, D.C., metropolitan area and at the various Presidential Libraries and archives regional branches throughout the country.

Many records are in a state of disrepair, and probably were in that condition when accessioned from other agencies. Thousands of records are withdrawn from use each year because of deterioration.

All records accessioned into the National Archives are required to be stored under prescribed temperature and humidity controls to prevent further deterioration. Deteriorating, older, nontextual records, such as motion pictures, still pictures, sound recordings, and aerial film, and more recent materials, such as ADP tapes, are preserved by reproducing them onto other stable media. Textual records, on the other hand, are supposed to be fumigated and where necessary deacidified and laminated.

Preservation Activities

NARS spent about \$10 million during the past 10 years on preservation activities. Most of the expenditures were for nontextual items such as films, sound recordings, and cartographic material. There is a schedule at the end of my testimony showing the preservation costs from fiscal year 1969 through fiscal year 1978, and those planned for fiscal years 1979-1980.

The schedule shows that a relatively small amount of funds have been expended or are planned for textual preservation work. In a larger context, less than four-tenths of one percent

of NARS fiscal year 1978 budget was spent on textual preservation. This results from NARS' decision to defer large-scale funding for this type of work until a more economical method is developed for deacidification. Older paper, particularly from the 18th and early 19th century was good quality rag, but as paper production increased so did the acid content of paper thus the increasing need for deacidification.

NARS estimates that it costs about 25 cents to deacidify one sheet of paper. Based on this estimate, it would cost about \$750 million to deacidify the 3 billion textual items stored by the Archives. NARS believes that with the development of a bulk deacidification process, the cost per page could be reduced to one-half cent. We were unable to determine from NARS records how much was spent in researching bulk deacidification processes. However, given the smallness of the entire laboratory research activities at NARS, the deacidification research is a minimal effort.

According to a recent report, NARS plans to spend \$5 million a year on textual preservation once a breakthrough occurs. However, we were advised by NARS officials that a breakthrough in bulk deacidification may be several years off.

While NARS efforts in developing a bulk deacidification process are disappointing at best, we do agree that a large-scale program for deacidification should be deferred until a

cost-effective process is developed. However, many records need other kinds of repair work.

A recent NARS preservation study report estimates that 1.7 billion textual items need repair in addition to deacidification. NARS' current policy is to preserve original textual records--primarily by means of deacidification and repair by lamination--rather than to microfilm and dispose of the records. The cost of repairing one page is now about 75 cents--25 cents for deacidification and 50 cents for lamination. Even with a breakthrough in bulk deacidification, the cost would still be in excess of 50 cents. The current cost for microfilming is nine cents a page. NARS anticipates that costs can be reduced to three cents a page. In view of the high cost for repairing textual records we believe that microfilming should be used where feasible to preserve the information on these records.

The feasibility of preservation through microfilming has been demonstrated. The Library of Congress, in fiscal year 1977 alone, microfilmed and disposed of over 10 million pages from documents such as the Official Railway Guide, Vanity Fair and Pictorial Weekly. The Library is spending over \$1 million annually on its microfilming preservation program. We have also noted that large-scale microfilming has been used by other Government agencies for reasons of economy, efficiency and security.

Subsequent to the above mentioned NARS preservation study, a NARS official recommended that NARS develop a 3-year microfilming preservation program costing about \$100,000 a year. The proposal, which was never adopted, would encompass series of records that are badly deteriorating.

In our view, a microfilm project of this type deserves further consideration. At least initially, it could be concerned with microfilming all deteriorating series of records. Original records judged to have intrinsic value should be preserved in both their original and microfilm form. Other records should be disposed of after they are microfilmed. We realize it is extremely hard to make contemporary judgements about what may have intrinsic value for future generations. Procrastination, however, is not the answer because records with or without intrinsic value are now subject to equal neglect.

One of the most significant problems in the regional archives branches is providing preservation services for records accessioned in deteriorating condition. None of the textual records at the 11 regional archives branches have been fumigated as required by NARS regulations. Thus, they are subject to infestation. Except for Kansas City, none of the branches have fumigating equipment. The Kansas City equipment was delivered in June 1978, but it has not been installed.

Another problem we noted involves the manner in which NARS lets the Congress know how much preservation work it performs. In the budgets submitted to the Congress, there is one gross amount called preservation units. This may provide a misleading picture of the volume of records actually preserved since one sheet of paper, depending on size and preservation techniques required, can be converted to more than 7 preservation units. For example, in fiscal year 1977, NARS converted 173,092 sheets into 1,422,904 preservation units. We believe the Congress would be better informed if the actual quantity and types of records preserved were shown.

If NARS estimates are even remotely accurate, it is highly unlikely that much impact will be made in the preservation backlog. Even assuming a breakthrough in bulk deacidification it would cost \$15 million to deacidify the 3 billion textual items. In addition, the costs to repair the 1.7 billion items requiring additional preservation work would be astronomical. For example, it would cost \$850 million to repair these items based on current costs for lamination of 50 cents a sheet. Considering NARS long-range plan of spending \$5 million a year for textual preservation it would take 170 years to work off the current backlog. It is quite apparent that another solution must be found and we believe microfilming provides at least a sound interim procedure.

There is no question that NARS requires substantial funds to carry on its preservation activities. However, it has not always effectively used the funds that were provided. At December 31, 1978, 3 months after the end of fiscal year 1978, there were \$149,000 of fiscal year 1977 funds and \$780,000 of fiscal year 1978 funds still unspent. Also, over \$570,000 of these funds should not have been carried over to fiscal year 1979, because they were not validly obligated at the end of fiscal year 1978.

In a letter dated May 4, 1979, (a copy which was supplied to the Subcommittee staff) we advised GSA of the questionable obligations and requested its comments. We have not received a formal response from GSA, however, we were informally advised by NARS that it believes that the obligations were proper. We think otherwise, and believe the funds in the three instances cited in our letter to GSA were not valid obligations. More importantly, given the deteriorating condition of many of the textual records, it would seem reasonable to expect that greater care should be exercised to use available preservation funds in a most judicious manner.

Storage Conditions

During our inspection of the Archives storage areas we noted many records needing repair; dusty records, apparently resulting from faulty ventilating systems; and records

improperly stored. However, we did not find, as noted in recent newspaper articles, that the Nation's most precious records were rotting away. In our examination of a selected number of volumes of the Papers of the Continental Congress, we found the papers to be in generally good condition. Although many of the bindings are in a state of disrepair, we were told by an Archives official that this should not have any immediate effect on the paper records and that there are plans to start repairing the bindings in fiscal year 1980.

The security of archival records is a troublesome area, however. The greatest obstacle in determining the adequacy of current security procedures is the difficulty in determining when or if anything has been lost or stolen. The Archives estimates it is storing over 3 billion items of historical importance. Most of these items are not listed separately, but are grouped by type or subject matter. Much of the Archives' holdings are not frequently used by researchers, thus missing material might not be discovered for several years. Further, during our review we were not able to identify any inventory procedures used to identify missing records. Because records are grouped by type or subject matter it would probably be an impossible task to periodically account for individual items, however, selective inventories--sampling, spot checks, etc.--could and should be employed, particularly for items judged to have intrinsic value.

Security guards are stationed at all public entrances and exits and in the central research room. Research rooms located in the stack areas are monitored by Archives staff members who also service researchers' requests for records. It is up to these people to observe whether or not someone takes something from the records. This, of course, does not preclude the theft of materials by staff members.

In the past, materials missing have been reported to the Society of American Archivists which provides a "Register of Lost or Stolen Archival Materials" to manuscript dealers and archival institutions in order to help prevent the buying or selling of stolen documents. The known missing material at Archives includes documents from the Military Archives Division, some which bore the signature of George Washington and Abraham Lincoln. Other missing material includes items such as coins and medals from the House of Savoy. Since the discovery of the missing items, Archives has restricted access to many stack areas.

Security for intrinsically valuable records could be enhanced if they were microfilmed as suggested earlier in my statement. Microfilming could help ensure the integrity of the records and reduce the damage and risk of loss which results from their handling by researchers.

The National Archives, the Library of Congress, and others in the business of preserving records have found that proper temperature and humidity controls are necessary to preserve records. We found, however, that archival records are being stored under conditions which do not meet standards endorsed by Archives and which can accelerate their deterioration. At the Archives Building, regional archives branches, and other Archives storage sites, humidity levels, and in certain instances temperature levels, have not consistently met prescribed standards. High humidity and temperature levels--over 55 percent relative humidity and 75 degrees Fahrenheit--increase the possibility of fungus growth and accelerate the aging process. Low humidity and temperature--less than 45 percent relative humidity and 65 degrees Fahrenheit--cause paper to become brittle.

In April 1979, our review of temperature and humidity readings at the Archives Building showed temperature readings ranging from 65 degrees to 83 degrees Fahrenheit and relative humidity readings of 31 to 77 percent. While the temperature was out of the tolerance range less than 10 percent of the time, the humidity was out of tolerance 57 percent of the time. Similar conditions existed at other storage sites, as shown in the second schedule following my testimony.

Actions have been taken or planned to improve the environmental conditions at the National Archives Building and at some regional archives branches. At the National Archives, renovation of attic fans began in November 1977. There are also plans to renovate and upgrade the heating, ventilating, and air conditioning systems and provide a remote temperature/humidity readout system for the entire stack areas. The latter will provide continuous temperature/humidity readouts and alarms for all stack areas in the building at a central control point. In regard to the regional branches, plans have been made to increase the air conditioning capacity at Philadelphia and to install humidity controls at San Bruno. Records available to us during our review did not disclose plans for up-grading at the other regional branches. Recently, however, Archives officials advised us that repairs are being considered for other branches.

In our view, Archives has not given adequate attention to conforming to temperature and humidity standards and other preservation concerns, such as fire safety standards. These problems seem particularly severe at the old Lansburgh's Department Store building which is being leased by NARS.

We have not been able, due to poor record keeping and memory failures of those involved, to reconstruct why the Lansburgh's site was chosen. However, a recitation of the facts

we have uncovered shows at best, that poor judgment and questionable decisions led to the Lansburgh's lease agreement.

Due to inadequate space at the National Archives Building, a 10-year lease was entered into for the Lansburgh's building in July of 1976. Prior to the lease agreement, questions had been raised regarding the adequacy of the Lansburgh's site. In June 1975, the Accident and Fire Prevention Branch of the Public Buildings Service (PBS) regional office reported that Lansburgh's did not meet NARS standards which require fire restrictive construction. The sprinkler system was about 50 years old, untested, and far subordinate to NARS standards, and space was not separated by firewalls into individual records storage areas of 40,000 square feet each, as required by NARS standards.

As a result of this report, the Acting Commissioner, PBS, in a memo dated June 17, 1975, advised the Archivist that it would be impractical and unfeasible to correct the basic fire-safety deficiencies. He concluded that he could not approve of the use of the Lansburgh's Building. Nevertheless, in December 1975, the PBS Accident and Fire Prevention Branch approved the Lansburgh's Building as meeting GSA firesafety requirements, and a lease was entered into on July 30, 1976. The lease, despite Archives standards requiring 24-hour temperature and humidity controls, did not include a provision for humidity controls.

In addition, heat and air conditioning were to be on only during working hours.

The conditions at Lansburgh's, as should have been expected, were eventually deemed unsatisfactory. In September 1978, PBS, at the request of NARS, inspected the Lansburgh's site and concluded that there were certain structural conditions which pose a hazard to those employed there and to the contents of the building. For example, there were numerous unprotected holes in the vertical utility shafts which would allow smoke and heat to penetrate the shaft and be transmitted to the floors above. These conditions still exist.

On October 13, 1978, NARS requested PBS to install heating, ventilation, air conditioning, and humidity controls at Lansburgh's. It specified that the controls be maintained 24 hours a day, 7 days a week. Also, NARS asked that the temperature level be maintained at 70 degrees plus or minus 4 degrees and the humidity level at 50 percent plus or minus 4 percent. In a memo dated April 5, 1979, PBS advised NARS that heating, ventilating, and air conditioning at an estimated annual cost of \$246,000 still would not bring the building up to the level requested. Also, the building's systems were neither designed for, nor capable of, providing the temperature and humidity requirements cited in the request. In May, 1979 NARS told the Public Building Service to provide 24 hour

heating and air conditioning service. As far as we know the service has not yet been provided.

The absence of both records and good memories by those involved has not allowed us to fully assess the conditions and/or circumstances which brought about the Lansburgh's lease. However, the existing fire hazard as described by PBS, and the extensive cost involved to bring the building up to less than desired storage standards, indicates to us that Lansburgh's offers further problems rather than a solution to Archives storage needs.

Film Storage

The study just completed is the second our office has made of storage and preservation at the National Archives in recent years. As you know, we issued a report to the Congress on June 19, 1978, regarding motion picture film. In that report we described deficiencies in NARS program to care for valuable historical film entrusted to its care. Problems included badly deteriorated nitrate motion picture film, lack of a viable film preservation and maintenance program, and inadequate storage conditions.

We recommended in our June 1978 report that GSA take action to convert its nitrate film to safety film--the only feasible means of preserving this film. We also recommended that inadequate environmental conditions in the Archives

Building be corrected and that steps be taken to provide for adequate inspection, preservation, and maintenance of the millions of feet of safety film in Archives care.

This Subcommittee held hearings last week on the December 7, 1978 fire at Suitland that destroyed 12.7 million feet of nitrate motion picture film--almost half of the 26 million feet stored in the Suitland film vaults. Since the Subcommittee has probed extensively into the Suitland fire and conditions existing prior to the fire I will not comment further on the storage of the nitrate film except to point out the similarities between the preservation management of film and Archives' handling of textual materials.

Our report recommended that Archives determine what film was of archival value so that proper attention could be afforded to preservation of that film. There was a reluctance by Archives to admit that any of the film was not of permanent value. Even the crisis reaction subsequent to the fire resulted in Archives requesting funds for complete conversion of the remaining nitrate film to safety film. Since that request in February of 1979, Archives has determined that about 5 million feet of the remaining film is not archival. As a result, Archives request for funds was proportionately reduced. Determining what portions of the nitrate film collections was not archival required hard decisions--decisions similar to

those we would like to see made on the intrinsic value of textual materials so that proper preservation can be concentrated on items of permanent value.

This completes my remarks on NARS preservation and storage practices. I will now discuss our observations on NARS Trust Fund activities.

TRUST FUND OPERATIONS

As you know, on March 21, 1979 this Subcommittee asked us to review the NARS Trust Fund. During our review several newspaper articles appeared which were critical of NARS management of the trust fund and the Subcommittee staff asked us to also look into those allegations.

The fund was created by the Act of July 9, 1941 primarily to handle gifts and other bequests for the general benefit of the National Archives. In June 1948, the law was amended to authorize the Archivist to charge fees for furnishing reproductions of archival records and materials.

In operating the trusts, the Archives has used two separate funds; one for gifts and the other for handling revenue-producing activities of the Archives. The emphasis in our review was on the fund for revenue-producing activities. In fiscal 1978, this fund's sales and expenses were about \$7 million each and the retained earnings amounted to about \$5.1 million at the close of the year.

Normally trust funds handle money which is held in trust for use in carrying out specific purposes and programs in a fiduciary capacity. When business-type operations are added, as in the case at NARS, the fund becomes what is commonly called a trust revolving fund.

In several reports in recent years, GAO has expressed concern over the use of revolving funds because they can be used to avoid congressional control. In a 1977 report to the House Committee on the Budget, we suggested that the Congress study the full financial implications of any revolving fund to be established. Our review of the NARS Trust Fund is yet another example of why these funds should either not be authorized or should be more closely controlled by the Congress. Specifics of the problems we noted follow.

Expansion of Trust Fund Activities

The Archives Trust Fund's basic legislation contains broad authorities for sales to the public and Federal agencies. For example, one section authorizes the preparation and sale of "publications of special works and collections of sources and the preparation, duplication, editing, and release of historical photographic materials and sound recordings." Over the years NARS officials have applied the broadest of interpretations to the statutes. As a result, since its inception the character of the fund has changed and other business-type activities have been added. For example:

- A historical poster-type calendar was developed and is now on sale. The calendar depicts various historical events for each day of the year and is intended as an educational aid.
- Various souvenir items are sold through the trust fund, including such things as jewelry, scarves, and cassette tapes. Similar sales at other Federal agencies, such as the National Park Service, are handled by privately operated concessionaires.
- Four books were developed as a result of scholarly conferences promoted by the trust fund and published under contract with Howard University Press. The trust fund pays all the publication expenses that Howard incurs and royalties are divided evenly between Howard and the trust fund.
- The National Audiovisual Center's operations were included in the fund even though it rents and sells audiovisual products produced primarily by other Federal agencies. These products cover a diversity of subjects from a National Park Service film on the Gettysburg Address to a Veterans Administration film on how to brush your teeth.
- Some costs were paid for an annual records management conference, including the cost of a cocktail reception.

In our opinion the Congress is not receiving adequate information on the types of activities being carried out by the trust fund. For example, the trust fund's budget justification for fiscal 1980 shows a cost of about \$6.4 million attributed to "reproduction services" without reference to the various Archives organizations that will incur the costs. The revenue is explained only as coming from sales of publications and reproductions, admission fees to Presidential Library museum rooms, and reproductions of tax returns.

Trust Fund and Appropriated
Activities are Intermixed

Most major Archives organizations receive both appropriated and trust fund money to pay their operating costs. When an agency has a choice of funding an activity with either appropriated or trust fund monies, congressional control over appropriated activities is diluted. This is particularly true when the trust fund activities are not fully disclosed to the Congress as in the case of NARS. For some Archives activities it is difficult to tell where the trust fund activities end and where appropriated activities begin. For example:

--One Archives office received about \$9.6 million in appropriated funds and about \$400,000 in trust fund money to cover its fiscal year 1978 operating costs.

--Another Archives office used personnel paid with appropriated funds to reproduce copies of the Federal Register. The trust fund received about \$18,000 in fiscal year 1978 from public sales of these copies.

--The trust fund paid for employee travel that normally are paid by appropriated funds.

The trust fund's authorizing legislation permits sales of items whose costs are fully or partially paid by appropriated money. However, such costs are not recorded in the trust fund's books. Since the proceeds of such sales can and have been deposited in the fund, the trust fund operations have, in effect, received a Federal subsidy. Also, the appropriated fund accounting does not disclose the amount of the subsidy. For example, in fiscal year 1978, the trust fund paid about \$24,000 for publication of 4,000 copies of a directory of National Archives and manuscript depositories. The directory was developed using an undeterminable amount from the National Historical Publications and Records Commission's appropriation. Since an estimated \$100,000 in proceeds from the directory will be deposited in the trust fund it will be receiving a Federal subsidy.

Use of Direct-Hire Authority

Under the authorizing legislation, the Archivist has authority to hire trust fund employees without regard to civil service laws. The legislative history shows this direct-hire authority was given so that highly qualified technical employees could be hired for short periods of time. We noted that over the years, the Archives' direct hires have not been consistent with this intent.

Under this direct-hire authority, the trust fund employs about 240 people. Most of these are full-time employees who do not have the special skills and knowledge envisioned by the legislation. For example, many are administrative employees such as clerks, typists, and secretaries.

The Archives has not always complied with the trust fund authorizing legislation when paying its employees. Although trust fund employees must be paid from trust fund revenues, we found that 13 employees were paid out of appropriated funds. Further, Civil Service Commission (now Office of Personnel Management) guidance on the Archives Trust Fund employees precludes their use in Archives' regular work. In spite of this, employees have been switched back and forth between appropriated and trust fund activities and controls have not been established to assure that trust fund employees are not paid out of appropriated funds. In

addition, some trust fund employees have been promoted faster than their counterparts in competitive service, adversely affecting employee morale.

Pricing Practices

The Archives' authority for sales specifies that the trust fund sales prices will be set to recover costs plus a fee not to exceed 10 percent. When this authority is complied with, the Archives becomes a contract activity charging cost plus a percentage of cost.

It is universally recognized that such a contractor has no incentives to operate efficiently, nor at the lowest possible cost. In fact, such a contractor is rewarded for having high costs since his total income grows in proportion to cost increases. The features of cost-plus a percentage-of-cost contracting are so undesirable that Federal agencies are generally prohibited from entering into such contracts.

The Archives also does not appear to be complying with legislative requirements for pricing its products and services. Some items and services are priced to recover certain recognized costs plus a 10-percent profit. Yet prices for other items are set on the basis of market prices for similar items. For example, a booklet entitled of the Charters of Freedom was priced to sell at more than 400 percent above the trust fund cost. Moreover, discounts of up to 20 percent are granted

on sales to members of the Archives Associates. Authorizing statutes do not permit these discounts or allow the Archives to set prices on a basis other than cost.

Charges to Federal Agencies

The Archives charges a fee for reproductions or copies of practically all records, documents, and other materials it provides to Federal agencies for their official use. This practice is not permitted by 44 U.S.C. 2112 which states that the charges are proper only when the copies or reproductions cannot otherwise be furnished. This provision was added to allow reimbursement when appropriated money was insufficient to provide required reproductions.

The Archives' practices have resulted in Federal agencies paying for reproductions when Archives' appropriations were available and were actually used for part of the reproduction costs. Trust fund records for fiscal year 1978 showed about \$1.7 million was collected from Government agencies for materials bought for official Government use. This amount of revenue from Government sources was not disclosed in reports submitted to the Congress.

Should the Fund be Continued?

This Subcommittee asked for our position on whether the trust fund operation should be continued. I would first like to point out that the Archives Gift Fund may be still needed.

But if the gift fund is continued, it should be made more specific in terms of authorized activities and expenses. However, we cannot support the continuation of the trust revolving fund for the following reasons.

First, as stated in past GAO reports on revolving funds, such funds should be authorized only after a clear demonstration that its proposed activities cannot be successfully operated in the public interest within the congressional appropriation process. The use of the trust fund to subsidize appropriated activities leads us to believe that such a demonstration cannot be made.

Next, the only apparent advantage of a revolving-type fund would be flexibility for management to meet unforeseen requirements. We saw no evidence of unusual conditions that would preclude reasonably accurate forecasts of the Archives' workload. However, the need for flexibility is not an adequate reason itself to justify a revolving fund if flexibility can be provided under appropriation funding.

Finally, my testimony has touched on a number of undersirable conditions in the current trust fund operation. Most of these conditions, of course, can be corrected by more stringent laws and by more aggressive management. However, a revolving fund is required to have a different, and much more sophisticated, accounting system than one

needed for appropriation accounting. Considering the nature and size of the activity, we doubt that the costs of developing and operating such a system are justified.

Mr. Chairman, this concludes my statement. We will be pleased to respond to any questions you or other members of the Subcommittee may have.

NARS PRESERVATION PROGRAMFY 1969-1980

<u>Fiscal year</u>	<u>Costs</u>			<u>Preservation units</u>	<u>Per unit cost</u>
	<u>Total</u>	<u>Textual</u>	<u>Nontextual</u>		
1969	\$ 180,000	\$ 80,000	\$ 100,000	2,180,000	\$.08
1970	190,000	90,000	100,000	2,750,000	.07
1971	1,031,000	101,000	930,000	8,164,000	.13
1972	1,168,000	108,000	1,060,000	9,456,000	.12
1973	963,000	116,000	847,000	7,045,000	.14
1974	1,680,000	250,000	830,000	13,930,000	.08
1975	1,015,000	132,500	882,500	15,095,000	.07
1976	1,080,000	140,000	940,000	13,631,000	.08
Transition quarter	270,000	35,000	235,000	3,570,000	.08
1977	1,180,000	155,000	1,025,000	14,200,000	.08
1978	1,230,000	265,000	965,000	8,000,000	.15
<u>a/1979</u>	1,800,000	280,000	1,520,000	11,300,000	.16
<u>b/1980</u>	1,600,000	280,000	1,320,000	10,100,000	.16

a/Approved programb/Planned

Source: National Archives and Records Service

TEMPERATURE AND HUMIDITY LEVELSDECEMBER 1978 - JANUARY 1979

<u>Site</u>	<u>Temperature</u>	<u>Percent out of tolerance</u>	<u>Humidity</u>	<u>Percent out of tolerance</u>
Waltham, Mass.	54-72	39	22-40	100
Bayonne, N.J.	54-84	37	27-48	81
Philadelphia, Pa.	63-79	21	22-42	100
Atlanta, Ga.	64-75	7	49-57	2
Chicago, Ill.	68-72	-	28-38	100
Kansas City, Mo.	71	-	43-45	50
Fort Worth, Tex.	71-76	12	38-46	75
Denver, Colo.	56-65	95	48-61	31
Laguna Niguel, Calif.	65-71	-	36-74	88
San Bruno, Calif.	60-70	8	38-52	79
Seattle, Wash.	65-69	-	36-46	96
Suitland, Md.	68-69	-	26-46	98
Lansburgh's	61-80	37	(note a)	

a/No humidity readings at Lansburgh's until April 1979.