

**Statement of Carla Hayden  
The Librarian of Congress**

**Before the  
Subcommittee on the Legislative Branch  
Committee on Appropriations  
United States Senate  
May 8, 2018**

Chairman Daines, Ranking Member Murphy, and Members of the Subcommittee:

Thank you for the opportunity to provide testimony in support of the Library's fiscal 2019 budget.

Now in my second year as Librarian of Congress, I am even more committed to doing all I can to share the breadth and depth of the Library's collections and our staff's expertise and commitment to public service. Today, the Library holds more than 167 million items in all formats and languages and has the world's largest collections of legal materials, films, and sound recordings. Last year, the Library welcomed nearly 1.8 million in-person visitors and there were 93 million visits to our web site. CRS provided custom services to 100 percent of Senate and House member offices and standing committees. More than 452 thousand claims were registered by the U.S. Copyright Office. More than 10.5 million preservation actions on the collections were undertaken; over 20 million audio/braille books and magazines were circulated via partnerships with more than 100 network libraries throughout the United States; and the Library responded to over 1 million reference requests from the Congress, the public, and other federal agencies.

Over the past year, the Library has made significant strides in increasing access to Congress and the American people. The Copyright Office published a new archive, a resource offering public rulings and government briefs in copyright cases. CRS worked to modernize its service to Congress by joining the Skype for Business Federation, which this year enabled instant messaging and teleconferencing with congressional staff. The Library launched LC Labs and, working with the Serials division, rolled out a new crowd sourcing app inviting users to help create a database of historic newspaper images from *Chronicling America*. New "touch history" tours allow visitors who are visually impaired to experience the magnificence of the Jefferson Building. The Law Library further expanded online content with fully indexed and searchable U.S. Codes going back to 1925. New collections have been made available online, such as the papers of Alexander Hamilton and James Buchanan, and new high-resolution scans of the original documents in the Abraham Lincoln papers.

I would like to express my sincere gratitude for the outstanding support that this committee and the entire Congress give to the Library. In particular, I appreciate the support you have given us for our fiscal 2018 requests to meet high-priority staffing needs in the Copyright Office

as well as enterprise-wide investment in IT modernization to upgrade network infrastructure, Copyright IT modernization, and the Congressional Research Service's (CRS) mission-specific Integrated Research and Information System. The Library has absorbed 76.5 percent of mandatory pay and price level increases (approximately \$122 million) between 2010 and 2017. Your strong support for staffing resources allows us to better handle critical work and to begin replacing specialized staff expertise that was developed over many years and lost - principally to retirement - and not replaced due to budget limitations. I also thank you for your continued support for the Library's collection storage modules program at Ft. Meade as part of the Architect of the Capitol's budget.

I come before you today to discuss the Library's funding request for fiscal 2019 as we continue implementation of a modernization process across the Library that will expand access, provide superior customer service, and ensure proper stewardship of the national collection.

In the past year, I have taken steps to ensure an administrative foundation is in place to support and lead us toward these goals.

I appointed Mark Sweeney as Acting Deputy Librarian of Congress. Prior to his current appointment, Mr. Sweeney served as the Associate Librarian for Library Services. He was responsible for carrying out Library Services' mission to acquire, organize, provide access to, maintain, secure, and preserve the Library of Congress's universal collection.

In December, all service unit IT organizations and all IT personnel were centralized into the Office of the Chief Information Officer (OCIO) to maximize value from the Library's investment in technology. All technology activities are now coordinated through the OCIO and approved by the Chief Information Officer.

In the same month, we saw the results of the first phase of our Envisioning 2025 initiative, which will inform a five-year strategic plan to guide all service units in working toward shared goals. In the first phase, the Library more clearly defined its role in American life as that of a place for memory, knowledge, and imagination:

MEMORY – Acquire, sustain, and provide access to a unique universal collection  
KNOWLEDGE – Provide authoritative and objective research, analysis, and information  
IMAGINATION – Inspire and encourage creativity, promote, and protect the work of American creators

The Library's direction forward, as defined in Envisioning 2025, will be more "user-centered." The Congress will always be the Library's foremost user as we continue to support this body in your legislative and representational duties. Users also encompass creators, inclusive but not limited to copyright users and stakeholders; individual learners of any age who seek understanding and knowledge through the Library's collections and services; and connectors who are external communities such as libraries, schools, or other groups and institutions that connect users to the Library.

Thank you for the supporting the Library's efforts to revitalize and enhance the visitor experience in the Thomas Jefferson Building through a public/private partnership. This is an exciting future direction for the Library as we bring the nation's collections and history out of the vaults and into public spaces. Through expanded and improved access to the national treasures in the Library, visitors will be inspired to use our collections just as we have envisioned in 2025 and beyond.

I am confident that we have a strong management structure and robust strategic planning process to lead the Library into the future. Now, however, I ask for your assistance in helping us take the additional steps we need with an increase in funding for critical initiatives.

The Library of Congress fiscal 2019 budget request is for approximately \$761 million, which represents a 5.9 percent increase over the Library's fiscal 2018 enacted appropriation. Of the requested \$42 million increase, 52 percent accounts for mandatory pay and price level increases (\$22.0 million). The balance of the increase represents critical program investments necessary to fulfill the Library's role and to move forward on the commitment to be more user-centered.

This request extends and builds on the modernization efforts initiated in 2017 and 2018, which concentrated on information technology (IT) modernization, a strong workforce, and increased access. The Library continues to embrace modernization, not only of its IT but of its workforce, infrastructure, and collections stewardship.

The Library's staff is essential to fulfilling its memory role – acquiring, sustaining, and providing access to a unique universal collection. We must foster the correct mix of skillsets to achieve this. We are also employing digitization and other technologies as a means of expanding access to memory even with fewer staff. The budget request includes an investment to strengthen staffing capacity for processing special collections where a significant backlog has emerged over the last ten years. This would include such works as the Herman Wouk and Caspar Weinberger papers, which are currently stored in thousands of containers inaccessible to users. Our request also seeks to dramatically increase access through two digitization efforts. The first to preserve and make accessible historic copyright records and, the second, in the Law Library to make public domain U.S. legal and legislative materials and foreign law materials more widely available.

Next, our budget submission strengthens the Library's role in knowledge, in its capacity to provide authoritative research and analysis in areas of significant congressional interest in the CRS, and foreign legal and language expertise in the Law Library.

The CRS workforce has decreased by approximately 13 percent in the last eight years, losing 92 FTE, and 23 percent of CRS staff will be eligible for retirement this year. In fiscal 2016, CRS received 563,000 requests for products and services, including more than 61,400 requests for custom research and analysis. Demand is expected to remain at these levels or higher in the

future. Additional FTE in CRS will strengthen analytic capacity and ensure replacement of corporate knowledge over time as retirements and attrition take place.

The Copyright Office and its work is central to the Library's role of inspiring and encouraging creativity. Our quest for Copyright IT modernization has continued in successive budgets with infrastructure and networking. Now, in the fiscal 2019 budget, we turn to the development of the Next Generation Registration System and a modern recordation system. The Library's commitment to a modernized and well-staffed Copyright Office is reflected in requests for a modernization enterprise solution, restoration of the registration examiner workforce to pre-sequestration levels, and contractor support to aggressively address a recordation backlog before the data is migrated to a new, modernized system. We are specifically targeting areas where backlogs have emerged due to attrition, retirement, or increased activity.

Shared operating capacity allows the Library to be more efficient and cost-effective as we work to achieve our goals. The Congressionally sanctioned Legislative Branch Financial Management System (LBFMS), hosted by the Library as a shared service for the legislative branch has been a success story. It has experienced substantial growth and now provides the financial system for eight legislative branch agencies. From 2015 to 2017, the number of users has increased 44 percent and the number of transactions processed by 140 percent. As a shared service, the LBFMS averages a combined annual \$2.5 million in cost avoidance, compared to operating separate systems through federal shared services providers. Accompanying this growth and success is the need to standardize the system across the user agencies. To accommodate these growing pains, our budget request provides for process standardization across the user agencies to decrease the need for costly customizations over time and increased hosting costs for this shared system.

In closing, modernization – of workforce, infrastructure, collections stewardship, as well as IT – is critical to moving the Library forward into the future. The fiscal 2019 budget request furthers the modernization efforts of recent budget requests and targets critical workforce needs.

Mr. Chairman, Ranking Member Murphy, and Members of the Subcommittee, the Library is the embodiment of the American ideal of a knowledge-based democracy. I thank you again for supporting the Library of Congress and for your consideration of our fiscal 2019 request.