

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

**Before the  
Committee on Rules and Administration  
United States Senate**

**“Annual Oversight of the Library of Congress”**

**March 6, 2019**

Mr. Chairman, Ranking Member Klobuchar, and Members of the Committee:

Thank you for this opportunity to appear before you today representing the Library, its programs, and its dedicated staff of professionals. The Library of Congress is the nation’s oldest federal cultural institution and a pre-eminent repository of knowledge. As the main research arm of the U.S. Congress, we provide authoritative, non-partisan information to Members and staff in support of their legislative work. We supply reference services to the U.S. Courts, other government agencies, and libraries throughout the country, as well as offer scholars, researchers and content creators access to a reservoir of materials to inspire their ideas. The Library is the home of the U.S. Copyright Office, the Congressional Research Service (CRS), the Law Library of Congress, and the National Library Service for the Blind and Physically Handicapped (NLS). It represents, as a whole and within its esteemed parts, the documented history and culture of our nation.

Each day, we serve our users through our many programs, concerts, lectures, exhibitions and online resources. Today, the Library holds nearly 170 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 1.9 million on-site visitors and recorded 114 million visits to the Library’s web properties. CRS provided custom services to 100 percent of Senate and House member offices and standing committees. More than 450,000 claims were registered by the U.S. Copyright Office. Over 20.9 million copies of braille and recorded books and magazines were circulated to more than 470,000 blind and physically handicapped accounts, and the Library responded to over 1 million reference requests from the Congress, the public, and other federal agencies. The Library’s web sites, including loc.gov, congress.gov, copyright.gov, and the CRS site, among others, received nearly 503.1 million page views.

The past year has been an exciting one for the Library of Congress. We have moved forward in significant ways to increase user access to our materials. More than 7 million new items were made available online, among them the papers of Benjamin Franklin and Presidents Theodore Roosevelt and Woodrow Wilson. Our Geography and Map division created the Story Maps web application, which tells incredible stories about Library collections items using narrative multimedia and interactive maps.

We created a Digital Strategy Office within the Office of the Chief Information Officer (OCIO) to partner with Library units on creating innovative digital projects to engage the general public. This new office has already launched a successful crowdsourcing project, “By the People,” which allows public contributions to and interactions with the digital collections while at the same time helping the Library to make its data more discoverable. CRS launched a new website,

crsreports.congress.gov, to provide the public with access to non-confidential research products produced for the Congress. The Law Library launched a multi-year, collaborative project to archive and enlarge the number of publicly-available global legal research reports. And congress.gov launched the first version of a new congressional committee schedule, designed to allow the public to quickly see which meetings and hearings the House and Senate committees have scheduled for the week.

Onsite, we are making our spaces work better for visitors with simple improvements like providing reader registration at a more convenient location, and also bringing to reality a more significant vision for a revitalized Jefferson Building experience centered on using the collections to engage users. A new, state-of-the-art case was installed to conserve and display the treasured Gutenberg Bible, the first book printed in the West with moveable metal type. In the last year, we have installed 13 short-term “agile displays” on featured collection items, such as those commemorating the bicentennial of Frederick Douglass’ birth and connecting Alexander Hamilton’s personal papers with lyrics from the Broadway musical.

Just this fiscal year, the Library Events Office produced 130 programs and events, including concerts, films, lectures, ceremonial dinners, meetings and more. Through the creation of two new centers—the Center for Learning, Literacy and Engagement and the Center for Exhibits and Interpretation—we are making a concerted effort to make the stories we tell through our collections more cohesive across online offerings, learning programs, and events and exhibits. Together, these centers will activate and animate the collections, enhancing access both physically and digitally.

All this results from and ties into a more than 18-month initiative to reform strategic planning at the Library of Congress. Last October, we officially unveiled a new Strategic Plan, “Enriching the Library Experience,” which will guide the agency’s activities through fiscal year 2023. Individual Library units are currently working to finalize unit-specific Directional Plans, which will align their activities to the agency Strategic Plan and provide the basis for revised annual performance goals. The Strategic Plan commits to a user-centered and digitally-enabled direction forward for the Library, presenting four goals to steer agency activities: expand access; enhance services; optimize resources, and measure impact. These four goals establish a roadmap for fulfilling our mission to engage, inspire, and inform our users.

### **Enhancing the Visitor Experience**

Since my confirmation, my goal as Librarian has been to expand users’ access to the Library both onsite and online. When it comes to our onsite efforts, my top priority is to help visitors become lifelong users. In early 2018, I presented to Congress an opportunity to enhance the visitor experience of the Thomas Jefferson Building. With an offer from the Library of Congress Madison Council Chairman to lead fundraising for this initiative, we could create a new Youth Center to promote creativity and innovation and grow the next generation of researchers; improve exhibit infrastructure for a Treasures Gallery to highlight the best of our collections; and provide more civics and history education programming to your constituents and others who visit the Thomas Jefferson Building.

I appreciate that Congress committed to a public-private partnership to provide \$60M for this project—\$40M in appropriated funds to be matched by \$20M in private funds raised by the Library.

To date, the Library has received \$11M in verbal commitments and is working with a contractor to develop a capital campaign to raise the rest. Congress approved \$10M in FY2018, \$2M of which was to be used immediately to contract with a professional firm to create a Master Plan from the concepts shared with Congress.

Today, I am delighted to provide you with a first “look in” at the Plan which confirms we can broadly accomplish within the \$60M what we envisioned during our concept phase last year. We can revitalize exhibit spaces, create an activities area for youth, have a welcoming orientation space where constituents and visitors will see Jefferson’s Library as the foundation of the Library, and look up through an oculus to the magnificent Main Reading Room.

The Ground Floor / Carriage Level will be the main street level access point for visitors so we can change the traffic flow for better entry and egress. The primary visitor exit will now be off the First Floor / Great Hall Level. ADA ingress and egress will continue to be on the Ground Floor / Carriage Level. Capitol Hill Police and Library Security were consulted on this possible change and affirmed that this is a viable option. Through our work with the Architect of the Capitol (AOC), there is already a planned third elevator for additional visitors. Entry on this level would take stress off the more fragile building spaces.

We appreciate that from the inception of the project, both the AOC and U.S. Capitol Police have provided advice, feedback, and recommendations as we contemplated options with our professional firm Pure+Applied.

The majority of changes entail movement and deconstruction of 25-year-old exhibit cases and related materials and installation of new secure, state-of-the-art, preservation standard glass and steel exhibit cases. We have confirmed that building modifications for the oculus, which would provide an inspiring view of the Main Reading Room with its arched stained glass windows, domed ornamental ceiling, balustrade of galleries above the alcoves and some of the major figures who contributed to civilization, is light construction. Limited access to the Main Reading Room would be through the vestibule on the First Floor.

As this is your Library, we want your constituents and visitors to have a better experience. With so many visiting school groups, we want them to leave more knowledgeable about the history of our country, have a better understanding of democracy in action, appreciate what it means to be a good citizen, and know the origins of the Library which is also Congress’ story. We also want visitors to leave motivated to learn more about our country and its cultural heritage. I look forward to continuing to keep you informed about our progress on this project to showcase the unparalleled nature of the Library’s collection.

### **Library Collections Stewardship and Preservation**

The Library’s collection is its core. Library Services professionals take great pride in stewarding the national collection, attentively addressing its preservation and storage needs. Conservators, scientists, and technical staff collaborate to ensure that our standards of practice are research based, regularly evaluated, and suitable for the Library’s diverse and growing variety of collections.

In FY 2018, the Preservation Directorate took 10 million preservation actions to keep the Library's high-value, high-use, and at-risk items user accessible. The Library reduced the special collections processing arrearage by 2.5 million items, and with funding supplied this fiscal year, we will continue to reduce the backlog. Over the past several years, our holdings integrity program has reduced the number of books stored on the floor of the Jefferson and Adams buildings stacks by approximately 50 percent. We continue to make efforts to reevaluate selection and retention criteria, increase the efficiency of current storage spaces by installing movable or compact shelving, and obtain new leased or permanent collections storage.

The Library works closely with the AOC to achieve preservation storage standards with sustainable operations and maintenance costs. This includes optimizing storage capacity by transferring items from temporary storage space at the Landover Center Annex to environmentally-optimized storage at Fort Meade. Fort Meade Module 5 opened in October 2017 and is on track to be occupied this fiscal year. Funding was received in FY2018 to construct Module 6, which is on schedule to open in FY2021. Design work for Fort Meade Module 7 has been completed, and we are utilizing interim leased storage at the Cabin Branch, Maryland facility to relieve pressure on Capitol Hill storage, as well as to provide a staging space that allows us to fill new Fort Meade modules more rapidly and efficiently.

### **Modernizing Enterprise Information Technology**

Being a good steward of the collection requires the agency to be a good steward of its technology as well. The Library continues to build on the work done in recent years to modernize its information technology operations. We are grateful for the significant congressional support received in the last three fiscal cycles to transform Library IT. Our Chief Information Officer (CIO) and a Deputy CIO are leading successful efforts to centralize IT services and establish best practices in IT investment and planning. I am pleased to report that we have been working very closely with the Government Accountability Office (GAO) to address recommendations from its 2015 report on the agency's information technology. We have closed and implemented 27 of the 31 public recommendations and have submitted initial evidence to close the remaining 4. We expect to fully address all of the recommendations by the end of this fiscal year.

Cybersecurity has been an ongoing focus over the last two years as we have been able to close three major IT security recommendations made by GAO. OCIO has implemented multi-factor authentication for all employees. The agency now has a centralized, unified organization of information system security officers, who continuously monitor IT systems for emerging threats. In addition, the Library regularly participates in the Legislative Branch Cyber Security Working Group, enabling the inter-agency exchange of expertise and coordination in response to security threats.

Importantly, the agency has developed a defining approach to IT modernization—stabilization, optimization, modernization—that underlies all activities. Stabilization involves shoring up core IT systems by updating legacy hardware and infrastructure, improving maintenance procedures, and doing some reengineering where needed. We are optimizing our hosting environments by transitioning to a new, Tier III-level data center, reducing the risk of service interruptions. The initial data center build-out was completed in FY2018, and we are now migrating applications to the new facility. The Library has also established cloud hosting environments that will provide a more robust, scalable, and flexible foundation for our technology services and business applications, such as those within the Copyright Office and CRS. While much work remains ahead of us, I am encouraged by the

progress made thus far on IT modernization. With the support of Congress, our ultimate goal is to modernize IT capabilities to support more user-friendly customer experiences across the agency.

### **Modernizing Copyright Office Technology**

Modernizing the Copyright Office's IT systems is a top priority. The Copyright Office, in close collaboration with the Library OCIO, released a Modified Provisional IT Modernization plan in 2017. The plan establishes an overall IT modernization strategy for improving user services and systems and led to the creation of the Copyright Modernization Office (CMO) in early 2018. CMO serves as a crucial liaison in the Copyright Office's partnership with OCIO. As modernization goes forward, CMO will help set the agenda on transforming Copyright Office business systems to be more agile and user-centered.

The Copyright Office and OCIO have engaged in an extensive collaboration to develop an Enterprise Copyright System that will integrate data across the Office's core services for registration, recordation, and statutory licensing. System development for the project began in FY2018 and is expected to continue five years through FY2023. The Office is taking steps to make recordation and registration more efficient. A pilot for a fully-electronic replacement of the Office's paper-based document recordation system is in the works for FY2020, as well as a next-generation online registration application system slated for completion in FY2023. The Office is also working to reduce the registration application processing time by adding more staff to examine copyright registrations. Thanks to Congress funding 62 new FTE since FY2015, staff numbers have returned to near pre-sequestration levels.

### **Supporting CRS and Law Library Resources**

CRS provides Congress with timely, objective, nonpartisan and confidential research and analysis to support its legislative functions. Last Congress, CRS responded to more than 62,000 congressional requests, and the Service bolstered its research and analytical capacity in areas of heavy congressional demand, such as healthcare, education, military, and defense.

Congressional support in FY2019 has resulted in improved staffing levels, which in turn allows CRS to more readily serve Congress' need for research on current and emerging issues. New hire onboarding is in process, with 20 new FTE to be hired by the end of the fiscal year.

Like other parts of the Library, CRS is enhancing its services and optimizing resources through a modernization project. It has executed preliminary steps in a five-year plan to modernize its IT system for responding to Congress. The Integrated Research and Information System (IRIS) will become more flexible in how it helps CRS employees perform information research, content creation, policy and data analysis, and congressional product delivery.

CRS is also making its knowledge accessible for your constituents, as Congress recently passed a law to bring CRS reports to the public. Twenty-two hundred non-confidential congressional reports are currently available online. The site received 20,000 page views in its first 24 hours.

In its daily work, Congress also relies on experts in the Law Library, requesting more than 330 inquiry responses in FY2018. Drawing on its unparalleled collection of domestic and international legal material, the Law Library of Congress provides Congress with timely, comprehensive research on questions concerning international and U.S. law. In addition to Congress, it prepares research and reference reports for executive and judicial branch agencies, the U.S. bar, and members of the public. Its service to the public is robust, answering more than 18,000 inquiries in person in its reading room, by phone, or electronically.

Recognizing that Congress and the American people are increasingly using electronic resources, the Law Library is embracing digitization. It has recently made past years of the official U.S. Statutes at Large fully accessible and is creating a pilot program to digitize 1,000 volumes of congressional material contained in the U.S. Serial Set. With the support of Congress in FY2019, the Library looks forward to further digitizing historical U.S. and foreign law materials from its collection.

### **A 21st Century National Library Service for the Blind and Physically Handicapped (NLS)**

To meet the needs of 21st Century Americans who are blind, visually impaired or print disabled, NLS is implementing a complex and challenging plan to convert braille and talking books to modern digital formats and to take advantage of new technologies, such as voice recognition and artificial intelligence, to provide more books to more eligible patrons at a lower overall cost.

To accomplish this transformation to a fully-digital service, NLS has developed a multi-year plan to add braille eReaders to the NLS equipment program; to develop, test, and implement the next generation talking book system based on connected digital devices with modern voice controls; and to deliver an expanded collection of digital braille and talking books via the Internet directly to patrons' devices.

The Library is asking Congress for a change to NLS authority to conform to the Marrakesh Treaty Implementation Act, which was signed into law in October 2018. The Library expects that this, coupled with easing the Library's patron eligibility regulations, will expand the NLS user base over a period of 5 to 7 years. NLS seeks to grow from approximately 500,000 to 1,000,000 patrons and increase its number of titles available to patrons from approximately 3,200 to 9,550 annually, across multiple content formats.

### **Optimizing the Financial Services Directorate**

The Library received its 22nd clean (unmodified) audit opinion for FY2017. Our goal is to maintain an unmodified opinion. To identify and resolve issues before they become audit findings, we are requesting resources and staffing capacity for the Financial Services Directorate in our FY2020 budget.

The Library's financial reporting services have grown and are used by our shared services partners the Congressional Budget Office, Medicare Payment Advisory Commission, and Open World Leadership Center. The Financial Services Directorate also provides accounting and audit support for four legislative branch agencies and two committees. However, the number and significance of

audit issues have increased due to the loss of experienced staff, changing skill sets, and the need to modernize processes, internal controls, systems, and reporting tools.

We need to make better use of financial data to support business decision-making, meet Treasury mandates, and ensure regulatory compliance. We also need to rebuild the data warehouse so that we can move it to the cloud, along with the Legislative Branch Financial Management System, to meet data-driven, real-time reporting needs.

Without optimized staffing and oversight, the Financial Services Directorate will forego opportunities to strengthen monitoring of risks, internal controls, and compliance and to increase the integrity of financial reporting and sound financial management.

## **Conclusion**

In closing, the Library has made significant progress in many areas important to our users and we are excited about the work that remains to be done. We have a well-designed roadmap in place to enable the Library to be truly user-centered and more digitally enabled for Congress, in-person visitors and researchers, stakeholders, and your constituents visiting our websites at home. We are stabilizing, optimizing, and modernizing our information technology to support a more agile technology landscape that can adapt to each business unit's needs, and we are remaining intently focused on the collections and services that define the agency.

I thank you again for your continued interest and support for the Library of Congress, and for inviting me to update the Committee on these topics.

# Orientation Experience (carriage level / ground floor)

- Feature the collection Congress acquired from Jefferson in 1814

*“Jefferson wanted his books to be in a big circle, and he was supposed to sit in the center of it with his big desk and his Lazy Susan for books.”*

Mark Dimunation, Chief of the Rare Book and Special Collections Division



Proposed, pre-decisional rendering



# Orientation Oculus

- Offers visitors remarkable views up into the Main Reading Room of the Library
- Visually connects the Orientation Experience to the Main Reading Room
- Recessed in the floor of the Main Reading Room
- Research activity above is undisturbed
- Piques interest to continue visitor experience



Proposed, pre-decisional rendering

# The Youth Center: Civic and Cultural Literacy and Engagement

- A world-class center that sparks curiosity, ignites minds, and inspires civic engagement.
- An evolving learning lab enabling young people to engage with and use library collections in new and meaningful ways.
- A place for young people to imagine and write the next chapter of our nation's history.
- A place to introduce new users to the wonders of the Library.
- An opportunity to explore the collection digitally.



Proposed, pre-decisional rendering

# Treasures Gallery

- Providing greater access to the country's cultural heritage through the Library's collection
- Providing an opportunity to explore the collection digitally
- Featuring long-term but rotating display of collection highlights



Proposed, pre-decisional rendering