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**INDEPENDENT OFFICES
APPROPRIATIONS, 1955**

HEARINGS
BEFORE THE
SUBCOMMITTEE OF THE
COMMITTEE ON APPROPRIATIONS
UNITED STATES SENATE
EIGHTY-THIRD CONGRESS
SECOND SESSION

ON

H. R. 8583

MAKING APPROPRIATIONS FOR THE EXECUTIVE
OFFICE, AND SUNDRY INDEPENDENT EXECUTIVE
BUREAUS, BOARDS, COMMISSIONS, CORPORATIONS,
AGENCIES, AND OFFICES, FOR THE FISCAL YEAR
ENDING JUNE 30, 1955, AND FOR OTHER PURPOSES

Printed for the use of the Committee on Appropriations



The remainder of it would come out of this continuing lump-sum appropriation, no year appropriation for construction because most of our personnel is devoted to construction now.

ADVANTAGE OF LANGUAGE CHANGE

Senator ELLENDER. What advantage is there in this change?

General NORTH. The advantages are twofold. The House committee felt that it would show more clearly what these activities are costing the Government in money to do, and the second advantage would be this: We have a rapid turnover of personnel lent us by the services as they are rotating them out for career purposes. That is expensive to us. It is extremely difficult.

We barely break them in when they are relieved and have to go to other jobs. We feel that that language would enable us to draw from retired personnel where there would not be the same demand for rotation, there would be a continuity.

You see, we have a language authorization if nothing else.

EMPLOYMENT OF NATIVES

Senator MAGNUSON. Do you hire natives in some cases?

General NORTH. Yes, sir; we have American civilians and in our overseas installation we have foreign people working with us. We put the service personnel in the key spots.

We give a man a job of supervising construction of a couple of cemeteries and memorials and he keeps in touch with me and I with the American architects.

Chairman SALTONSTALL. Any further questions?

Thank you very much, General.

We will meet again at 2 o'clock.

AFTERNOON SESSION

Senator SALTONSTALL. There are three decisions this afternoon where there is no change by the House and none requested. Perhaps we could take those up quickly and put in a prepared statement, if there is one, and then let those gentlemen go.

The first is the Smithsonian Institution. Dr. Carmichael, have you a prepared statement?

SMITHSONIAN INSTITUTION

STATEMENTS OF DR. L. CARMICHAEL, SECRETARY; J. E. GRAF, ASSISTANT SECRETARY; AND DR. J. L. KEDDY, ASSISTANT SECRETARY

PREPARED STATEMENT

Dr. CARMICHAEL. The prepared statement has been handed to your committee.

Senator SALTONSTALL. Without objection that statement will be included in the record.

(The statement referred to follows:)

SMITHSONIAN INSTITUTION

GENERAL STATEMENT

For the fiscal year 1955, the Smithsonian Institution has established the following objectives: (1) The preservation for the American people of their irreplaceable national collections, the attractive exhibition of these treasures, and furnishing information relating thereto; (2) the continuation of its researches; (3) the publication of the results of these investigations; and (4) the international exchange of scientific literature. The basic concern of the Institution is to maintain full cognizance of the ever-widening horizons of modern science and to keep abreast of the demands made by the public, by other Federal agencies and scientific institutions, and by the Congress.

THE 1955 BASE

To understand the Smithsonian's need for retaining its present base, that is, for continuing its 1954 appropriation in 1955, one should review briefly its appropriation history since the economy year 1934. That year the Institution's operations were reduced nearly 30 percent, a cut from which little recovery was made prior to World War II when the Smithsonian Institution again had to make severe reductions in the number of its employees and in other obligations.

After the close of hostilities, the Smithsonian staff had to be somewhat enlarged in order to meet the requirements of the 40-hour week. In recent years, however, because of the necessity of annually absorbing the entire costs of within-grade promotions, the Institution again has had to make crippling reductions in its staff. The result is that while the Institution's workloads have increased an average of 150 percent in the past 20 years, there is actually less manpower to move them than in 1934. Though pay increases in the past 10 years have required appropriations for the Smithsonian Institution to be considerably increased, such appropriation increases have not provided additional staff. On the contrary, since 1949, the Institution's staff has been reduced from 532 to 482 employees in 1954. In the fiscal year 1955 it will be still further reduced to 474. As a consequence, the present drastically curtailed staff finds it is unable to prevent both its unsurpassed national collections and its monumental exhibition buildings from undergoing constant deterioration.

The sums available for "other obligations," exclusive of the two special programs for the renovation of our exhibits and the rehabilitation of our buildings started in the fiscal year 1954, are likewise entirely inadequate. Excluding two new bureaus, the National Air Museum and the Canal Zone Biological Area, added in 1946, both by acts of Congress, and the two special programs just mentioned, the amount available for other obligations is no more than it was in 1932. Yet prices of commodities, equipment, printing and binding, and freight rates in the past 20 years have doubled and in many instances tripled. In brief, the Institution is trying to carry on its day-to-day operations with far less resources than it had in 1932 despite a 150 percent increase in its basic workloads, namely, preservation of the collections, information requests, and number of visitors.

THE 1955 ESTIMATE

The 1955 estimate for "Salaries and expenses, Smithsonian Institution" contemplates the appropriation of the same amount which the Congress appropriated for the fiscal year 1954, namely, \$3 million. However, a few minor changes, which will involve no change in the total sum to be appropriated, are proposed in the amounts to be allotted to the following activities:

1. *United States National Museum.*—An increase of \$5,000 for travel; a corresponding decrease of \$5,000 in the item for the renovation of exhibits; and an increase of \$12,000 (transferred from "Maintenance and operation of buildings") for storage equipment;

2. *International exchange service.*—A decrease of \$13,000 (transferred to "Other general services") in the item for transportation of American publications in accordance with the Treaty of Brussels;

3. *Maintenance and operation of buildings.*—A decrease of \$12,000 (transferred to United States National Museum) in the item for the rehabilitation of exhibition buildings;

4. *Other general services.*—An increase of \$13,000 (transferred from "International exchange service") to pay part of the cost of penalty mail.

Analysis by activities

Activity	1954	Deductions	Additions	1955
1. Management-----	\$54,869	0	0	\$54,869
2. Operation of:				
U. S. National Museum-----	1,133,379	0	\$12,000	1,145,379
Bureau of American Ethnology-----	61,170	0	0	61,170
Astrophysical Observatory-----	117,577	0	0	117,577
National Collection of Fine Arts-----	42,287	0	0	42,287
National Air Museum-----	153,587	0	0	153,587
Canal Zone Biological Area-----	7,000	0	0	7,000
International Exchange Service-----	91,973	\$13,000	0	78,973
3. General services:				
Maintenance and operation of buildings-----	1,046,889	12,000	0	1,034,889
Other general services-----	291,269	0	13,000	304,269
Total-----	3,000,000	25,000	25,000	3,000,000

Comparative analysis by activities and objects of expenditure, 1955 budget

Activity	Year	Number	01	02	03	04	05	06	07	08	09	15	Total
Management	1954	9	\$54,169	\$500	0	0	0	0	0	\$200	0	0	\$54,869
Increase	1955	0	0	0	0	0	0	0	0	0	0	0	0
Total	1955	9	54,169	500	0	0	0	0	0	200	0	0	54,869
Operation of:													
United States National Museum	1954	142	740,151	3,765	\$4,100	0	0	0	\$364,000	11,425	\$9,938	0	1,133,379
Increase	1955	(3)	0	5,000	0	0	0	0	(5,000)	0	12,000	0	12,000
Total	1955	139	740,151	8,765	4,100	0	0	0	359,000	11,425	21,938	0	1,145,379
Bureau of American Ethnology	1954	8	59,570	600	0	0	0	0	0	300	700	0	61,170
Increase	1955	0	0	0	0	0	0	0	0	0	0	0	0
Total	1955	8	59,570	600	0	0	0	0	0	300	700	0	61,170
Astrophysical Observatory	1954	17	101,027	3,800	0	\$150	\$300	0	1,200	5,500	5,600	0	117,577
Increase	1955	0	0	0	0	0	0	0	0	0	0	0	0
Total	1955	17	101,027	3,800	0	150	300	0	1,200	5,500	5,600	0	117,577
National Collection of Fine Arts	1954	8	40,587	450	0	0	0	0	500	350	400	0	42,287
Increase	1955	0	0	0	0	0	0	0	0	0	0	0	0
Total	1955	8	40,587	450	0	0	0	0	500	350	400	0	42,287
National Air Museum	1954	19	85,037	1,000	10,000	550	4,700	0	27,700	5,200	19,400	0	153,587
Increase	1955	0	0	0	0	0	0	0	0	0	0	0	0
Total	1955	19	85,037	1,000	10,000	550	4,700	0	27,700	5,200	19,400	0	153,587
Canal Zone Biological Area	1954	0	0	0	300	0	925	0	975	4,300	500	0	7,000
Increase	1955	0	0	0	0	0	0	0	0	0	0	0	0
Total	1955	0	0	0	300	0	925	0	975	4,300	500	0	7,000
International Exchange Service	1954	9	32,173	0	55,000	0	0	0	700	450	3,650	0	91,973
Increase	1955	0	0	0	(13,000)	0	0	0	0	0	0	0	(13,000)
Total	1955	9	32,173	0	42,000	0	0	0	700	450	3,650	0	78,973

UNITED STATES NATIONAL MUSEUM

The United States National Museum will be engaged in 1955 in the following recurring annual work programs:

- (1) Accession of the collections.
- (2) Cataloging of the collections.
- (3) Preservation of the collections.
- (4) Scientific study of the collections, and publication of the results thereof.
- (5) Exhibition of selected portions of the collections.
- (6) Furnishing of information to other agencies and to the public.

CHANGES REQUESTED

The United States National Museum requires for 1955 for other obligations the following changes in the amounts to be allotted to this activity: 02 Travel—an increase of \$5,000; 07 Renovation of Exhibits—a corresponding decrease of \$5,000; and 09 Equipment—an increase of \$12,000 for storage equipment. The latter amount is to be transferred from "Maintenance and operation of buildings."

02 Travel

The United States National Museum requires for travel in 1955 an increase over 1954 of \$5,000. The amount available to the museum from the Institution's basic travel allotment is only \$3,765, a sum which will be wholly expended for the preshipment inspection and appraisal of important collections offered as donations, the continuation of comparative studies by the staff in other institutions for the purpose of improving the documentation of the national collections as reference materials, and field investigations and explorations to complete basic reference collections. No funds are available for travel required in the development of the long-time program for the renovation of exhibits, and the present limitation prevents the use of exhibits funds for this purpose.

The additional \$5,000 requested would be expended as follows:

(1) Field work to obtain materials for foregrounds of animal and plant exhibits, both living and fossil, to insure the creation of purposeful educational displays, \$3,000.

(2) Consultation with other museum exhibits experts, including suppliers and contractors leading to improved design of contemplated exhibits; evaluation of newly developed exhibition techniques and processes for application and adaptation to our own requirements; ascertainment of methods for practical utilization of commercially available materials in the construction of displays; study of recent improvements in the lighting of exhibits; and determination of the effectiveness of methods for presenting the explanatory text on labels, \$2,000.

In view of the magnitude of the planning, development, and execution of the exhibition renovation program, and the large sums proposed to be invested therein, the Institution considers it a part of good management to spend a relatively small sum of money in obtaining the best available information concerning exhibit programs which have been successfully completed elsewhere. This information can best be obtained by firsthand personal inspection, not only of the finished display but also of the techniques employed in the preparation of the exhibits.

07 Modernization of exhibits

In 1955, some 3,500,000 people are expected to visit the Smithsonian Institution, excluding the National Gallery of Art and National Zoological Park. They will come to see the Nation's treasures in science, art, and history and to find inspiration, pleasure, and instruction in the exhibits illustrating our scientific, cultural, and historical development. The huge attendance offers the opportunity to impart to millions information concerning the history and traditions of America and to impress them with the hard work, earnest thought, and sacrifices that have laid the foundations of our national well-being. It is also an opportunity to give them a summary of the processes and conclusions of the sciences which have developed our knowledge of man and the resources of the world in which we live. With this opportunity goes the responsibility on the part of the Institution and the Federal Government to present the national collections with dignity, clarity, and effectiveness. We believe that the impressions which the millions of visitors gain in our halls will inspire them with a very real appreciation of the tremendous advances made in the development of human knowledge in the past 150 years.

Our visitors belong to the generations which have been heavily indoctrinated in the use of visual aids in education, the pictorial presentations of involved subjects in the press, modern display advertising, comic strips, the movies, radio, and television. Their habits of idea reception have become conditioned to these new means of communication. These and other techniques of presentation continue to advance to higher levels of technical excellence. As a consequence, the United States National Museum found itself impelled to initiate a program for the progressive renovation of its exhibition halls in order to continue to attract the attention and active interest of the present-day public. Congress approved for 1954 the sum of \$360,000 to begin the program of rehabilitating the exhibits in the United States National Museum, so that they will be arresting and effective, as well as scholarly, and meet the high standards of present-day displays. The 1954 program is now well underway in collaboration with the Public Buildings Service for the rehabilitation of the White House Costume Hall, the American Indian Hall, and portions of the North American Mammal Hall and Bird Hall. The temporary building in the west court of the Natural History Building for storage and restoration of exhibits has just been completed.

Plans for the furtherance of the exhibit renovation program in 1955 have been developed which it is estimated will cost \$355,000—\$5,000 less than the sum available in 1954. This program will include the following renovation projects:

Summary of exhibits renovation projects, fiscal year 1955

1. Continuing work of North American Mammal Hall, Natural History Building	\$58, 000
2. Continuing Bird Hall, Natural History Building	79, 000
3. Completing Hall 23, Anthropology (Latin-America), Natural History Building	15, 000
4. Hall 26, Anthropology (American Culture), Natural History Building	203, 000
Total	355, 000

For detailed justification of each of the above projects, see illustrated binder, "Renovation of Exhibits, 1955," accompanying the 1955 estimates.

09 Equipment

The United States National Museum requires for 1955 for equipment an increase over 1954 amounting to \$12,000 for the storage of the national collections. This amount is to be transferred from "Maintenance and operation of buildings." Funds for this purpose were eliminated 3 years ago and must be restored.

The 1955 storage equipment requirements of \$12,000 are listed below:

(1) Department of Anthropology:	
90 storage cases and 165 drawers and 192 shelves (ethnology)	\$6, 630
100 storage cases and 280 storage drawers (archeology)	5, 370
Total (4,032 cubic feet)	12, 000

Justification of this amount is given below.

Division of Ethnology

The Division of Ethnology is responsible for the objects constituting the material culture of aboriginal groups throughout the world. These collections comprise 202,451 specimens individually discrete and for the most part perishable in character. Their preservation constitutes one of the fundamental responsibilities of this Division and requires weekly inspection and special techniques. These objects are made from many diverse materials, including baleen, buckskin, fabrics (cotton, linen, silk, hair, and wool), feathers, fur, horn, ivory, leather, rawhide, and other animal products, shell, basketry, birchbark, wood, parchment, earthenware, compositions and plastics, plaster, stoneware, porcelain, glass, pewter and other metallic alloys, Sheffield plate and sterling silver, gold, bronze, brass, copper, tin, iron, and steel. All are subject to deterioration or damage by moisture, excessive dehydration in non-air-conditioned housing, sunlight, insect pests, oxidation, or chemical decomposition.

No facilities such as air-conditioned rooms or even safe storage are now available for most of these objects. To provide minimum storage facilities, there is need for the construction of 26 standard quarter-unit storage cases (\$1,040), including 110 standard quarter-unit drawers, depth 4 inches (\$402), and 55 quarter-unit drawers, depth 6 inches (\$239); and 64 half-unit storage cases 19½ inches in depth, equipped with adjustable metal brackets for shelf supports (\$4,181) and 192 shelves with adjustable brackets (\$768).

The total amount requested for this division is \$6,630.

Division of Archeology

The Division of Archeology is responsible for collections related to the prehistoric cultures of the peoples of past ages and representing such diversified societies as those of the Paleolithic and Neolithic peoples of Europe, Asia, and Africa, as well as those of the Greeks, Romans, and Egyptians and the numerous prehistoric Indian tribes of North, Middle, and South America. The number of cataloged objects now totals 525,623.

A large backlog of unclassified collections has accumulated as a result of the river basin surveys. Provision must be made for the permanent preservation of these materials.

At present permanent storage facilities cannot be provided for the safe custody of such objects. The Division requires 100 standard quarter-unit storage cases (\$4,000), including 100 drawers, depth 6 inches (\$432), 100 drawers, depth 8 inches (\$490), and 80 drawers, depth 10 inches (\$448), for these archeological specimens.

The total amount requested for this Division is \$5,370.

INTERNATIONAL EXCHANGE SERVICE

In accordance with executive agreements, treaties, international acts, or conventions between the United States Government and signatory governments relating to the exchange of publications, the International Exchange Service will be engaged in 1955 in the following recurring work programs:

(1) Transmission of United States and other domestic publications to foreign countries signatory to the above agreements.

(2) Receipt of foreign publications and their distribution to United States agencies and other domestic institutions.

The volume of publications received from foreign countries for addressees in the United States during the 1953 fiscal year was greater than that received in any year since 1939, and is expected to reach 160,000 pounds in the fiscal year 1955. The volume of domestic publications for shipment abroad is expected to total 780,000 pounds.

DECREASE REQUESTED

The International Exchange Service requires for 1955 for transportation of things a decrease below 1954 of \$13,000. The total amount available for this purpose during the fiscal year 1954 is \$55,000. This substantial increase over the amount available in 1953 was appropriated for the purpose of removing a very large backlog of shipments pending at the beginning of fiscal year 1954 because of insufficient funds in 1953. The 1954 allotment of \$55,000 will permit the shipment of an estimated 1,157,990 pounds, and the reduction of the backlog to that which would normally be on hand in processing the publications for shipment. As a consequence, the amount requested for 1955, namely \$42,000, for transportation of things, is \$13,000 less than the amount required in 1954. This amount is to be transferred to other general services to pay in part the costs of penalty mail.

MAINTENANCE AND OPERATION OF BUILDINGS

The Maintenance and Operation Division will be engaged in 1955 in the following work programs:

I. Regular recurring annual work program:

A. Protection of the buildings and collections against fire, theft, or damage.

B. Operation of heating, lighting, and ventilating systems, and furnishing telephone, elevator, and truck services to the Smithsonian group of buildings.

C. Maintenance of the buildings which involves the operation of 7 shops: Sheet metal, paint, cabinet, plumbing, blacksmith, machine, and canvas; and the providing of cleaning and labor services.

D. Construction of storage and exhibition equipment and various scientific devices.

II. Long-term work program:

A. Alterations and improvements in the Natural History, Arts and Industries, Smithsonian, and Freer Gallery of Art Buildings.

B. Resurfacing sections of service roadways and sidewalks.

DECREASE REQUESTED

The Division of Maintenance and Operation requires for 1955 a decrease below 1954 of \$12,000 in the item for the rehabilitation of exhibition buildings. This decrease is to be transferred to the United States National Museum for the purchase of additional storage equipment.

07 Other contractual services (rehabilitation of exhibition buildings)

The Smithsonian Institution is responsible for the operation and maintenance of one of the most important groups of public buildings in the National Capital. It includes the Smithsonian Building, the Arts and Industries Building, the Natural History Building, the Freer Gallery of Art, and the Aircraft Building, as well as a group of small temporary buildings on the south side of the Mall. The Smithsonian group of buildings is important because some 3,429,375 visitors now pass through its exhibition halls every year—an increase of 140 percent since 1933, while the total number of objects of art, science, and history now comprising its world-famous national collections is 34,764,345—an increase of 144 percent since 1933.

Comparisons with 1933 have been made because since that time only a few small sums have been appropriated by Congress, as emergencies have arisen, for the repair of Smithsonian buildings. These buildings are 101, 72, 40, and 31 years old, respectively. As a result the Congress has approved appropriations amounting to \$195,500 for 1954 for the purpose of initiating a program of renewal, restoration, or rehabilitation of the exteriors and interiors of these buildings, including floors, walls, windows, ceilings, and roofs, electric lighting, steam lines, and water systems. It is planned to continue this long delayed rehabilitation program in the fiscal year 1955 so that the results of many, many years of neglect may be eventually overcome; that the Smithsonian group of buildings may regain a reasonably presentable and pleasing appearance for the millions of Americans who annually visit them; and that the future cost of building maintenance may be subsequently curtailed.

The 1955 list of projects in furtherance of this long-time program of progressively rehabilitating our main exhibition buildings is given in detail in the following table by buildings and according to priority under each building:

Maintenance and operation of buildings—Rehabilitation of buildings program, fiscal year 1955

SUMMARY OF PROJECTS

Natural History Bldg. (1910)		
1. Remodeling public comfort rooms	-----	\$19, 750
Arts and Industries Bldg. (1881)		
1. Replacement of steam supply line	-----	\$20, 000
2. Painting exhibition halls	-----	25, 250
3. Replacement of folding gate, north entrance	-----	2, 500
	-----	47, 750
Smithsonian Bldg. (1852)		
1. Installation of lighting fixtures in west end exhibit area	-----	15, 000
2. Replacement of hydraulic freight lift	-----	9, 000
3. Rehabilitation of public comfort rooms	-----	9, 000
	-----	33, 000
Freer Bldg. (1922)		
1. Replacement of steam supply and return lines	-----	30, 000
2. Modernization of lighting in exhibition galleries and office rooms	-----	20, 000
3. Redecorating exhibition galleries, gallery corridors, and office rooms	-----	33, 000
	-----	83, 000
Total	-----	183, 500

For detailed justification of each of the above projects, see illustrated binder entitled "Rehabilitation of Buildings, 1955", accompanying the 1955 estimates.

Note on estimates: Comfort rooms, United States Tile & Marble Co.; folding gate, International Steel Co.; steam lines, S. E. Dockstader Co.; lighting, Potomac Electric Power Co.

OTHER GENERAL SERVICES

The seven service divisions included under the caption, "Other general services", will be engaged in 1955 in the following recurring work programs:

- (1) Recruitment, placement, classification, counseling, and termination of personnel.
- (2) Acquisition, auditing, and accounting of funds.
- (3) Procurement of services, supplies, and equipment.
- (4) Editing, printing, and distribution of publications.
- (5) Furnishing of library services.
- (6) Furnishing of photographic services.

INCREASE REQUESTED

Other general services requires for 1955 an increase over 1954 amounting to \$13,000 to meet part of the cost of penalty mail payments. The detailed estimate of the cost of this new expenditure item amounts to \$15,958. This amount includes: \$4,719 to cover the Institution's correspondence; \$7,639 for book mailings by the International Exchange Service; and \$3,600 for publications mailed directly from the Government Printing Office for the Smithsonian Institution.

Diffusion of knowledge, which is 1 of the 2 basic functions of the Smithsonian Institution, involves among other things the use of the United States mails; and the privilege of penalty mail has always greatly aided the Institution in carrying out this function. The Institution's base appropriation, however, is so far below its fundamental requirements (our resources now being far less than they were in 1932), it is felt that the nonrecurring amount of \$13,000 in the International Exchange Service's transportation item for 1955 might properly be retained in the basic appropriation for 1955 and reallocated to "Other general services" to meet in part the 1955 estimated costs of new penalty mail payments.

Senator SALTONSTALL. The House put in the full budget estimates, and there has been no change. No change is requested.

Dr. CARMICHAEL. That is right.

Senator SALTONSTALL. If there are no questions, we will let the record stand with your prepared statement.

Dr. CARMICHAEL. Thank you very much.

Senator SALTONSTALL. Is there anybody here representing the Federal Power Commission?

Is there anybody on the Indian Claims Commission?

Then we will take up the Civil Service Commission.

CIVIL SERVICE COMMISSION

STATEMENTS OF PHILIP YOUNG, CHAIRMAN; GEORGE M. MOORE, COMMISSIONER; FREDERICK J. LAWTON, COMMISSIONER; JOHN M. MACY, JR., EXECUTIVE DIRECTOR; DAVID F. WILLIAMS, DIRECTOR, BUREAU OF MANAGEMENT SERVICES; AND PIERCE J. GERETY, CHAIRMAN, INTERNATIONAL ORGANIZATIONS EMPLOYEES LOYALTY BOARD

PREPARED STATEMENT

Senator SALTONSTALL. The House accepted everything that you wanted with the exception of the investigations of United States citizens for employment by international organizations. There was an appropriation request of \$900,000. The House allowed \$400,000, and you are requesting the full amount to be restored. Why is it necessary to restore it?

Mr. Young, you have a prepared statement that we will put in the record at this point.

(The statement referred to follows):

SMITHSONIAN INSTITUTION LIBRARIES



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