INDEPENDENT OFFICES
APPROPRIATION BILL FOR 1948

HEARINGS
BEFORE THE
SUBCOMMITTEE OF THE
COMMITTEE ON APPROPRIATIONS
UNITED STATES SENATE
EIGHTIETH CONGRESS
FIRST SESSION
ON
H. R. 3839
A BILL MAKING APPROPRIATIONS FOR THE EXECUTIVE OFFICE AND SUNDRY INDEPENDENT EXECUTIVE BUREAUS, BOARDS, COMMISSIONS, AND OFFICES FOR THE FISCAL YEAR ENDING JUNE 30, 1948, AND FOR OTHER PURPOSES

Printed for the use of the Committee on Appropriations
SMITHSONIAN INSTITUTION

STATEMENTS OF ALEXANDER WETMORE, SECRETARY; J. E. GRAF, ASSISTANT SECRETARY; AND J. L. KEDDY, ASSISTANT SECRETARY, SMITHSONIAN INSTITUTION

Senator Reed. Will you proceed?
Mr. Wetmore. Mr. Chairman, we requested a hearing in connection with certain items allowed by the Bureau of the Budget in our original estimates for 1948 that for various reasons were omitted in the bill as passed by the House and which is now before this committee.

Senator Reed. Mr. Wetmore, maybe the Bureau of the Budget last heard that this Congress received some directions from people last November. That news does not seem to have reached the Bureau of the Budget.

SITUATION AT INSTITUTION

Mr. Wetmore. The situation at the Smithsonian Institution is this, Mr. Chairman: We did not have any wartime expansion during the period of the war. As a matter of fact, the activities of the Institution were actually decreased, and we are asking now merely for an opportunity to return to our prewar status. Our testimony before the House explained both our comparative situation and our present needs in great detail.

It is true that the total appropriation is larger now than it was before the war. This increase, however, has come through statutory action of the Congress, in increasing salaries, due to the increased cost of living, and also making a change in our working hours.

Now we have had practically no increase in personnel beyond that necessitated by the change from the 48-hour week to the 40-hour week.
We had to make some increase with regard to services there.

PERSONNEL STRENGTH

Senator Reed. What is your present personnel?
Mr. Wetmore. We have now 501.
Mr. Keddy. The number of employees on the roll right now is 501.
Senator Reed. You have had as low as 425, as indicated on the statement in front of me, for 1946.
Mr. Keddy. That was the low point in our services. We were unable to put on our guards, you see, until the beginning of this fiscal year, our additional guards take care of the 40-hour week.
Senator Reed. Do you have a prepared statement, Mr. Wetmore?
Mr. Wetmore. We have submitted a prepared statement, sir.
Senator Reed. Will you submit that for the record here?
Mr. Wetmore. Yes, sir.
(The prepared statement of Mr. Wetmore follows:)

GENERAL STATEMENT

Between 1940 and 1944, appropriations for the Smithsonian Institution for personal services increased 75 percent, but for other obligations appropriations remained practically unchanged. The additional personal service appropriations were allowed by Congress to enlarge the guard force to place it on the 40-hour
week and to increase the pay of employees to meet the rising cost of living, adding only a handful of employees to the scientific staff. Moreover, despite an 86-percent increase in wholesale prices in this period and a 13-percent increase in work load, the funds for other obligations from 1940 to 1947 have remained practically unchanged. As a consequence, the purchasing power of the Institution's funds for other obligations has been drastically reduced.

The Failure of Smithsonian Appropriations for Scientific Personnel and Other Obligations to Keep Pace with the Continuing Increase in the Institution's Work

On January 9, 1923, the Honorable William R. Wood, of Indiana, chairman of the Subcommittee on Independent Offices Appropriations, addressed the House of Representatives on Smithsonian Institution appropriations as follows: “In my opinion, there is not an institution under this Government that makes a dollar go further than does the Smithsonian Institution. They have got more high-class men, high-class investigators, working for less money in the Institution than in any other institution in this country. The only way they have to disseminate information gathered by the Smithsonian Institution is through their publishing firm.” Since 1923 the Institution has been more and more pressed “to make bricks without straw.” The scientific work load in the period from 1923 to 1947 has increased approximately 100 percent, but the scientific staff has grown only 30 percent. Moreover, funds for other obligations in 1923 totaled $202,587, while funds for the same items in 1947 totaled $205,998, practically no increase at all.

This year, 1948, the Institution began the second century of its historic career under an accumulation of handicaps which must be removed if its fundamental contributions to the biological, physical, and social sciences are to measure up to the record that it made during the first 75 years of its existence. For the last 25 years, the Smithsonian Institution has found itself year by year being buried deeper and deeper under a perpetually increasing backlog of work which cannot be neglected or ignored without repudiating the purpose of its founder. That purpose is “the increase and diffusion of knowledge among men.” Unless the Smithsonian Institution is granted appropriations adequate to the responsibilities which Congress imposed upon it when the latter accepted the terms of the Smithson bequest and created the establishment which bears his name, it cannot perform the ever-increasing tasks which now confront it.

Additional Amounts Required for 1948

Changes in Language

On page 40, line 13, of the 1948 independent offices appropriation bill as passed by the House, change the name “institute” to “institution.”

On page 40, line 23, immediately following the words “National Collection of Fine Arts,” insert the following language: “for the administration, and for the construction and maintenance, of laboratory and other facilities on Barro Colorado Island, Canal Zone, under the provisions of the Act of July 2, 1940, as amended by the provisions of Reorganization Plan No. 3 of 1946;.” This additional language is necessary in order to make the appropriations of the Smithsonian Institution available for the operation and maintenance of the Canal Zone biological area, which has been transferred to the Smithsonian Institution by Reorganization Plan No. 3 of 1946.

On page 41, line 7, change the amount from “$125,000” to “$150,000.” This change is desired so that the amount will conform to the sum which the Institution has requested for printing and binding.

On page 41, line 13, change the amount from “$1,700,312” to “$2,054,350.” This change is justified below.

Justification of Increases Requested Over Amounts Approved by the House

The additional amounts requested for 1948 over the amounts allowed in the House bill include (1) for automatic pay increases for existing personnel, $66,051; (2) for maintaining the Canal Zone biological area, an agency recently transferred to the Smithsonian Institution under Reorganization Plan No. 3 of 1946, $10,000; and (3) for reducing four separate backlogs of work as follows:
(a) Decreasing the number (1,741,000) of uncataloged specimens, $106,042; (b) beginning the modernization of the Institution's antiquated museum exhibits, $33,150; (c) raising the present low standards of cleaning and maintenance, $55,580; and (d) bringing the Institution's present inadequate administrative services up to the agency's basic requirements, $83,285.

(1) *Automatic pay increases for existing personnel.*—$66,051 is requested for added personnel costs as follows: $55,084 for mandatory within-grade promotions (Public Law 200, as amended), $10,967 for mandatory reclassification costs (Classification Act of 1923, as amended), which were incurred and partially paid for in 1947 but which must be paid for on a full-year basis in 1948.

These increases are compulsory under existing laws and represent additional automatic pay increases for personnel now on the rolls, which amounts cannot be absorbed by current funds.

(2) *Canal Zone biological area.*—The act of July 2, 1940 (48 U. S. C. 1381), authorized and directed that there be set aside within the Canal Zone an area in Gatun Lake known as Barro Colorado Island, whereon the natural features are, except in the advent of some necessity for use under a declared national emergency, to be left in their original state for observation and investigation by scientists, particularly those from North, Central, and South America. Under Reorganization Plan No. 3 of 1946, House Document 596, Seventy-ninth Congress, this island, designated in the original enabling act as the Canal Zone biological area, was shorn of its independent status and transferred to the Smithsonian Institution.

In accordance with the authorization contained in the enabling act, an estimate of appropriation of $100,000 is required for the purpose of beginning the rehabilitation of the laboratories and other physical plant on the island, and for equipping the buildings, in order to carry on the research work in tropical flora and fauna for which purpose the agency was established. Since the island was first set aside for scientific research, some 400 contributions have been made in the fields of entomology, forestry, and medicine, with special reference to the control of termites, fruitflies, and mosquitoes. The Canal Zone biological area is the only tropical scientific research station of its kind available in the New World to scientists and students of the Americas. Its location in the Canal Zone is strategic, since it occupies a position on the land bridge between North and South America. It is expected that for the first few years most of the funds to be appropriated will be used in putting the physical facilities on the island in proper condition.

(3) *Backlogs of work.*—(a) Uncataloged specimens: It is imperative that a broad, annually expanding program be begun promptly so that the Institution's backlog of uncataloged specimens, which will total about 1,741,000 by the close of 1945, can be rapidly reduced to controllable proportions. These uncataloged specimens constitute a huge blind spot in the Institution's collections. They comprise a tremendous volume of knowledge, which, because of lack of manpower and facilities, has to be held in dead storage. Stored knowledge is not usable knowledge, and only usable knowledge can be transformed by study and research into useful knowledge. At no time in the history of the modern world has it been more essential to release this great mass of scientific knowledge for the use of man. The Smithsonian Institution has become the world's great treasury of basic scientific data, the world's reference library of scientific objects and materials. On the one hand, the destruction of many of the famous collections abroad has greatly increased the demands upon the Institution's resources; while, on the other, the present rapidly accelerating trend in scientific research in this country places upon us direct responsibility for promptly furnishing the fundamental facts of classification on which so much applied science is founded. To begin to meet these two needs, the Smithsonian Institution requires an additional $106,042, including an increase of its present scientific staff from 145 to 171.

**Personal services:**

<table>
<thead>
<tr>
<th>Category</th>
<th>Costs</th>
</tr>
</thead>
<tbody>
<tr>
<td>8 professional</td>
<td>$38,659</td>
</tr>
<tr>
<td>5 subprofessional</td>
<td>12,221</td>
</tr>
<tr>
<td>9 clerical, administrative, and fiscal</td>
<td>21,345</td>
</tr>
<tr>
<td>4 custodial</td>
<td>7,288</td>
</tr>
</tbody>
</table>

**Total (26)** 79,513
Other obligations:
- 02 Travel: $1,950
- 07 Other contractual services: $8,125
- 08 Supplies and materials: $4,410
- 09 Equipment: $12,044

Total: $26,529

Grand total: $106,042

(b) Modernization of exhibits: The Institution's program for modernization of its older exhibits has been given high priority. Many of the exhibits have remained unchanged for 30 years. Because education is becoming a universal process for all people and because the great proportion of humanity learns more rapidly and understandingly through the visual process instead of words, people of today, especially young people of student age, are being instructed in accordance with the principles of visual education. Courses of study in schools and colleges are being reorganized to meet this trend. By this means, the natural relationships, both within and between the basic fields of knowledge—that is, the physical sciences, the biological sciences, the social sciences, and the fine arts—are being far more emphasized and far better coordinated than ever before. Modern museums must correlate their exhibition facilities and techniques more closely with such programs. New departures in museum technology make a positive substantial contribution to public education. No museum in the world today can boast greater numbers of people than those who daily visit the museums and galleries under the Smithsonian Institution. Over 3,000,000 persons will pass through the doors of the Institution in 1948, the annual increase thereafter being estimated at 10 percent. The Federal Government owes its people museum exhibits that will round out and integrate the high-grade education which the United States is extending to its citizens today. The Smithsonian Institution must participate in correlating and coordinating its museum program with the Nation's program of education. In order adequately to plan and to begin such a far-reaching program, the agency will require $83,130, including an increase of its present scientific staff from 14 to 17.

Personal services: 3 subprofessional: $8,060

Other obligations:
- 02 Travel: $150
- 07 Other contractual services: $24,500
- 09 Equipment: $420

Total: $25,070

Grand total: $33,130

(c) Cleaning and maintenance: The Institution's standard of cleanliness is below that of the average Government agency. The condition of the halls and exhibit cases has been justly criticized by foreign visitors and the public. If the Institution's museum exhibits are to fulfill their purpose, they must be attractive to the visiting public. Only if the surroundings are maintained in a clean condition will they warrant respect and admiration. The reason for these derelictions is lack of manpower. The Institution with its present force can meet only 50 percent of the cleanliness standards maintained by the Public Buildings Administration in the other Federal buildings in the Nation's Capital. It is time to end the present discrimination. A substantial improvement over the present inadequate cleaning and maintenance can be effected with the $55,530 requested. This amount will allow an increase in the operating and maintenance staff from 265 to 289.

Personal services: 24 custodial: $43,824

Other obligations:
- 04 Communication services: $225
- 05 Rents and utility services: $2,000
- 07 Other contractual services: $2,000
- 08 Supplies and materials: $784
- 09 Equipment: $2,687

Total: $11,706

Grand total: $55,530
(d) Administrative services: The present administrative services of the Institution are inadequate and should be brought up to basic requirements. The procurement of additional personnel both for new positions and the filling of vacancies will be done under the new decentralized system recently promulgated by the Civil Service Commission, which transfers from the Commission to the agency the recruitment, examination, and appointment of scientific personnel, which responsibilities were previously exercised by the Commission. This change will require an increase in the personnel office staff. The placement of additional staff on the pay rolls and the need of bringing current the agency’s retirement records which are 2 years in arrears have caused the accumulation of 157 man-days of accrued leave for the accounting staff and placed a burden upon the present force which it can no longer carry. A similar condition confronts the purchasing office where the 1948 program, plus the increasing restrictions upon supply and the difficulties of procurement, require additional staff. If the office is going to perform all of its duties and avoid continuing its 1946 overtime record of 162 man-days and accrued leave of 129 man-days, the proposed new programs will make a similar impact on the small photographic laboratory staff, which is severely overloaded and understaffed. One-third of the library’s total imposing workload constitutes backlog, while the 50-percent increase in the cost of printing and binding since 1941 has created another backlog of unpublished material which cannot be printed for lack of funds. To provide the administrative services requisite to implementing the Institution’s three work programs, $83,285 will be required, including an increase in the administrative service staff from 75 to 83:

<table>
<thead>
<tr>
<th>Personal services:</th>
<th></th>
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</thead>
<tbody>
<tr>
<td>1 professional</td>
<td>$2,645</td>
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<tr>
<td>1 subprofessional</td>
<td>2,168</td>
</tr>
<tr>
<td>3 clerical, admin.</td>
<td>6,956</td>
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<tr>
<td>3 custodial</td>
<td>5,466</td>
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</table>

Total 8 17,235

<table>
<thead>
<tr>
<th>Other obligations:</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>06 printing and binding</td>
<td>61,500</td>
</tr>
<tr>
<td>07 other contractual services</td>
<td>1,250</td>
</tr>
<tr>
<td>08 supplies and materials</td>
<td>500</td>
</tr>
<tr>
<td>09 equipment</td>
<td>2,000</td>
</tr>
</tbody>
</table>

Total 66,050

Grand total 88,285

Additional amounts requested to be added to 1948 appropriation as passed by the House

1948 appropriation as carried in House bill 1,700,312

Additions:

- Automatic pay increases 66,051
- New positions (backlogs—61) 148,632
- Other obligations 130,355

Total additions requested, 1948 354,038

Grand total requested for appropriation for 1948 2,054,350
## FUNDS COVERING STATUTORY INCREASES NOT PROVIDED IN BILL

**Mr. Wetmore.** In the bill as it stands at present there is no provision for the statutory increases in salaries that would have to be made by law during the coming year. That is the in-grade promotions amounting $55,000, and certain reclassifications costs which have to be carried over from 1947 to 1948. We do not have funds to meet those costs in the estimates as they stand and we cannot absorb them without making a corresponding reduction in personnel in our scientific divisions. As I say, those are statutory, and we are obliged to make them by law, but we cannot absorb them.

### CANAL ZONE BIOLOGICAL AREA

Another additional item relates to the Canal Zone biological area. This is a laboratory in the Canal Zone in Panama for the study of tropical areas by special students and scientists who come down from the United States and other parts of the world.

Until 1940 this laboratory was supported by private funds and private donations. In 1940 Congress recognized its status by establishing it as the Canal Zone biological area, with an authorization of $10,000 to cover maintenance.

With the coming of the war, work of this type, as far as ordinary civilian activities were concerned in the Canal Zone, ceased at that time. The laboratory was used during the war to carry on research under grants from the Office of Scientific Research and Development and the Army and in that way it was able to carry on through the war period. That support has ceased. There has been very definite depreciation in the buildings.
AMOUNT REQUESTED FOR LABORATORY

The area needs to be cared for now and we are asking for an appropriation of $10,000 for this laboratory.

It is a simple thing but one that is very important. Work in tropical jungles is difficult and at times dangerous, except to those who are accustomed to that type of life.

On this island it is possible for investigators coming from the United States to live under healthful conditions and to carry on scientific work in a variety of fields without danger to health and under the same living conditions that one would encounter in this country. As I say, the item is small, amounting to $10,000 in all, and that is the limit that may be appropriated for it.

SUGGESTED LANGUAGE AMENDMENT

There will need to be, if this item may be allowed, the insertion of language in the bill which is indicated in the statement we have submitted to you. The wording reads as follows:

For the administration, and for the construction and maintenance, of laboratory and other facilities for Barro Colorado Island, Canal Zone, under the provisions of the act of July 2, 1940, as amended by the provision of Reorganization Plan No. 3 for 1946.

I may say further, Mr. Chairman, that this activity has been assigned to the Smithsonian Institution only within the last year by act of Congress. It is not a matter we have sought ourselves, but is simply a responsibility that has been placed on us.

SITUATION AS TO OTHER OBLIGATIONS.

Beyond that we are in a difficult situation relative to maintenance and operation.

We have available for the entire Institution about $205,000 for supplies and materials, physical upkeep of our buildings, repairs, office supplies, the furniture we need, and so on.

Operating costs have gone up 86 percent, and this sum we are asking for is absolutely essential to our needs. There is itemized at the end of our statement a request for obligations other than personal services which total $139,355.

That includes also $61,500 for printing and binding. One of the principal functions of the Smithsonian Institution is the dissemination of knowledge. We do this very largely through our printed reports. We do not have large editions. We place the reports as they are issued in libraries all through this country and throughout the world. They serve there as standard texts of reference for the many persons who are interested in these matters.

Costs of printing of these editions have increased tremendously, approximately 50 percent, and we need further funds in order to discharge this function. In addition, we have large numbers of manuscripts based on researches of various kinds, the estimated printing cost of which is $185,000. These cannot be put out for public use because of lack of funds.
BACKLOG OF WORK

Beyond that there are in our collections large backlogs of material that cannot be processed for lack of personnel.

ELEVEN PERCENT OF OUR 19,000,000 SPECIMENS ARE NOT CATALOGED

We also have complaints on the part of numerous individuals, some of them Members of Congress, to the effect that our exhibitions are antiquated. We have begun a small project to begin the task of modernization.

Senator Reed. I am sure, Mr. Wetmore, that the cost of operating this Smithsonian Institution has more than doubled since 1940.

Now the salary increases that have run around 20 percent, as I recall it, would not exceed 40 percent of your basic salary, but the Smithsonian has more than doubled. That is to say, the estimate for the fiscal year 1948 was more than doubled.

Your appropriation for 1940 has increased to date. You have not given any reasons that carry conviction in my mind that this ought to be done.

JUSTIFICATION FOR INCREASED COSTS IN CUSTODIAL FORCE

Mr. Graf. One of the large items of cost is the custodial force. We have our own guards, mechanics, and laborers. In most of the Government departments those employees are on the rolls of Public Buildings Administration. Over half of our personnel is included in the custodial group and when the 40-hour week was established by law we had to have a considerable increase in the number of those people whose hours were reduced from 48 hours to 40 hours, because most of them are working on jobs which must be filled 24 hours a day throughout the year.

Guards, you see, work on a 24-hour basis, 7 days a week. Laborers have to clean a certain amount of floor space day in and day out, so when the hours were reduced, we had to put on more personnel, and since over half of our personnel are people of that character, that is a very large added expense.

Mr. Keddy. You see, our buildings are open every day in the year, except Christmas Day, so that means that all our guards and all our maintenance forces have to be on a 24-hour basis.

Senator Reed. The Smithsonian is a wonderful place; there is no doubt of that. There are probably more things of interest there than in many agencies in town.

However, this is an appropriations committee dealing with money, and rather economy minded this year.

I come back to the fact that since 1940 you are exceeding yourselves by more than 100 percent. You are going to have to justify that.

Mr. Graf. That has not given us added help to do our scientific and technical work.

Mr. Keddy. In our opening statement, Mr. Chairman, right in our first sentence, it tells all about that. The costs for personnel have gone up 75 percent but for other obligations there is practically no change despite the fact that prices have gone up 86 percent.

Senator Reed. Rumors to that effect have reached the committee before.
Mr. Keddy. The increase is due chiefly to custodial services. There is no increase in other obligations. When you analyze our personal service increase you find it is due almost entirely either to the 40-hour week, or to the increased cost of pay on account of the high cost of living.

PERSONNEL ON SCIENTIFIC AND TECHNICAL WORK

We have only added to carry on our scientific and technical work about 14 people.

Senator Reed. Well, you have 501 this year. You have 76 more than you had last year.

Mr. Keddy. That is due to the 40-hour week, sir. Only 14 additional people are involved that do not come under the 40-hour week. In other words, while our 1947 appropriations seem to indicate that we have had a tremendous increase in funds to carry on the work of the Institution, only 14 people actually have been added to the scientific staff. The first two sentences of our written justification just wash out the whole argument that we have had a large increase in staff to perform the scientific work of the Institution.

Senator Reed. Is there anything further, Mr. Wetmore?

Mr. Wetmore. Except to go back to this other statement.

I mentioned the additional item of printing and binding, $61,500, and the additional personnel, $148,632. Now those are new positions. As Dr. Keddy has just stated, the change from the 48-hour week in 1946 to the 40-hour week on which we are now operating has been one that has been expensive to us, without actually resulting in the Institution obtaining any additional scientific and technical services, which it so desperately needs.

CLEANING AND MAINTENANCE PROBLEM

We have tremendously valuable collections there. The buildings must be guarded on a 24-hour basis. We ran about two and a half million visitors this year, and it necessitates a considerable item for cleaning and maintenance.

I may say that we are getting complaints on the condition of our halls. They are below the standard that you would accept here in the Capitol, I am sure.

Senator Reed. Could your halls be any worse than the halls in the Capitol?

Mr. Wetmore. I am afraid they are.

Mr. Keddy. We only have about 50 percent of the force that you people have to keep the halls clean. You people operate on a 10,000 square-foot-per-person basis. That is the char force. That is just the same as the Public Buildings Administration.

Now we are not under the Public Buildings Administration. We have to take care of our own buildings and maintain them. The Smithsonian Institution has only 50 percent of the forces that the Capitol and others have to keep their buildings clean.

Senator Reed. How many square feet per person?

Mr. Wetmore. We are having to do 20,000 square feet per person instead of 10,000 square feet per person.

Senator Reed. Maybe we had better bring back the Public Buildings Administration and see if they cannot go up to your standard.
That is very helpful, Dr. Keddy. I am glad you mentioned that.

Mr. Keddy. All I have to say is that both the public and the Congress complain about how dirty our buildings are, how they cannot see through the glass in the exhibition cases. We do not have the force to keep the floors, the windows, and the glass cases clean.

Senator Reed. None of that has ever reached the committee here.

Mr. Wetmore. We are glad to inform you of it now.

Senator Reed. Everyone has reported back to me that they were highly pleased and that you had a good place and nobody said it was dirty.

Mr. Wetmore. We get the complaints, and they are fully justified.

Senator Green. We have twice as many employees to keep the place clean as they do down at the Smithsonian.

Senator Reed. Do you expect to draw me into an argument that there is some extravagance in the organization?

Senator Green. Perhaps our criticism ought to go in another direction.

Senator Reed. I think some of these things ought to be reexamined. I do not happen to be on the legislative subcommittee, but I think it ought to be examined.

Mr. Wetmore. Mr. Chairman, we examine our activities pretty carefully. We realize fully the necessity and demand for economy in operation, but the total of our appropriations, compared with the other operations of government, is relatively very small, and we are greatly in need of the funds requested.

Senator Reed. We will be very glad to give it consideration.

Senator Green, have you any questions?

Senator Green. No; I think they answered very satisfactorily the questions that were asked.

Senator Reed. Thank you.

FEDERAL COMMUNICATIONS COMMISSION

STATEMENT OF CHARLES R. DENNY, CHAIRMAN, FEDERAL COMMUNICATIONS COMMISSION

Senator Reed. Your prepared statement will be made a part of the record.

(The prepared statement of Mr. Denny is as follows:)

GENERAL STATEMENT

The Federal Communications Commission's budget for 1948 totaled $7,300,000. The total was made up of (1) salaries and expenses, $6,875,000, reduced by the House to $6,000,000; (2) printing and binding, $50,000, reduced to $40,000; and (3) special telegraph investigation, $375,000, eliminated entirely by the House. The Commission is not asking that the House action on the special telegraph investigation and the printing and binding items be considered by the Senate. It does, however, request the Senate to restore the $375,000 which the House eliminated for salaries and expenses.

The testimony which I will give is designed to serve two purposes: (1) It will summarize and highlight the 133-page justification that was submitted to the committee earlier in the year and (2) it will refresh up some of the statistics in that justification. The justification is based on figures as of January 1, 1947, and my testimony will give you a picture of the work load facing the Commission as of June 1, 1947.

At the outset, I want to make it clear that we are fully conscious that the regular appropriation of $6,875,000 which we are requesting for salaries and
SMITHSONIAN INSTITUTION

STATEMENTS OF ALEXANDER WETMORE, SECRETARY; J. E. GRAF, ASSISTANT SECRETARY; AND J. L. KEDDY, ASSISTANT SECRETARY, SMITHSONIAN INSTITUTION

Senator Reed. Will you proceed?

Mr. Wetmore. Mr. Chairman, we requested a hearing in connection with certain items allowed by the Bureau of the Budget-in our original estimates for 1948 that for various reasons were omitted in the bill as passed by the House and which is now before this committee.

Senator Reed. Mr. Wetmore, maybe the Bureau of the Budget last heard that this Congress received some directions from people last November. That news does not seem to have reached the Bureau of the Budget.

SITUATION AT INSTITUTION

Mr. Wetmore. The situation at the Smithsonian Institution is this, Mr. Chairman: We did not have any wartime expansion during the period of the war. As a matter of fact, the activities of the Institution were actually decreased, and we are asking now merely for an opportunity to return to our prewar status. Our testimony before the House explained both our comparative situation and our present needs in great detail.

It is true that the total appropriation is larger now than it was before the war. This increase, however, has come through statutory action of the Congress, in increasing salaries, due to the increased cost of living, and also making a change in our working hours.

Now we have had practically no increase in personnel beyond that necessitated by the change from the 48-hour week to the 40-hour week. We had to make some increase with regard to services there.

PERSONNEL STRENGTH

Senator Reed. What is your present personnel?

Mr. Wetmore. We have now 501.

Mr. Keddy. The number of employees on the roll right now is 501.

Senator Reed. You have had as low as 425, as indicated on the statement in front of me, for 1946.

Mr. Keddy. That was the low point in our services. We were unable to put on our guards, you see, until the beginning of this fiscal year, our additional guards take care of the 40-hour week.

Senator Reed. Do you have a prepared statement, Mr. Wetmore?

Mr. Wetmore. We have submitted a prepared statement, sir.

Senator Reed. Will you submit that for the record here?

Mr. Wetmore. Yes, sir.

(The prepared statement of Mr. Wetmore follows:)

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Between 1940 and 1947, appropriations for the Smithsonian Institution for personal services increased 75 percent, but for other obligations appropriations remained practically unchanged. The additional personal service appropriations were allowed by Congress to enlarge the guard force to place it on the 40-hour
week and to increase the pay of employees to meet the rising cost of living, adding only a handful of employees to the scientific staff. Moreover, despite an 86-per-
cent increase in wholesale prices in this period and a 13-percent increase in work
load, the funds for other obligations from 1940 to 1947 have remained practically
unchanged. As a consequence, the purchasing power of the Institution's funds for other obligations has been drastically reduced.

THE FAILURE OF SMITHSONIAN APPROPRIATIONS FOR SCIENTIFIC PERSONNEL AND OTHER
OBLIGATIONS TO KEEP PACE WITH THE CONTINUING INCREASE IN THE INSTITUTION'S
WORK LOAD

On January 9, 1923, the Honorable William R. Wood, of Indiana, chairman of the
Subcommittee on Independent Offices Appropriations, addressed the House of
Representatives on Smithsonian Institution appropriations as follows: "In
my opinion, there is not an institution under this Government that makes a dollar
go further than does the Smithsonian Institution. They have got more high-class
men, high-class investigators, working for less money in the Institution than in
any other institution in this country. * * * The only way they have to dis-
seminate information gathered by the Smithsonian Institution is through their
printing item."

Since 1923 the Institution has been more and more pressed "to make bricks
without straw." The scientific work load in the period from 1923 to 1947 has
increased approximately 100 percent, but the scientific staff has grown only 30
percent. Moreover, funds for other obligations in 1923 totaled $202,587, while
funds for the same items in 1947 totaled $205,985, practically no increase at all.

This year, 1947, the Institution began the second century of its historic career
under an accumulation of handicaps which must be removed if its fundamental
contributions to the biological, physical, and social sciences are to measure up to
the record that it made during the first 75 years of its existence. For the last 25
years, the Smithsonian Institution has found itself year by year being buried
deeper and deeper under a perpetually increasing backlog of work which cannot
be neglected or ignored without repudiating the purpose of its founder. That pur-
pose is "the increase and diffusion of knowledge among men." Unless the Smith-
sonian Institution is granted appropriations adequate to the responsibilities which
Congress imposed upon it when the latter accepted the terms of the Smithson
quest and created the establishment which bears his name, it cannot perform the
ever-increasing tasks which now confront it.

ADDITIONAL AMOUNTS REQUIRED FOR 1948

Changes in language

On page 40, line 13, of the 1948 independent offices appropriation bill as passed
by the House, change the name "institute" to "institution."

On page 40, line 23, immediately following the words "National Collection of
Fine Arts;", insert the following language: "for the administration, and for the
construction and maintenance, of laboratory and other facilities on Barro Color-
ado Island, Canal Zone, under the provisions of the Act of July 2, 1940, as amended
by the provisions of Reorganization Plan No. 3 of 1946;". This additional
language is necessary in order to make the appropriations of the Smithsonian
Institution available for the operation and maintenance of the Canal Zone bio-
logical area, which has been transferred to the Smithsonian Institution by Reor-
ganization Plan No. 3 of 1946.

On page 41, line 7, change the amount from "$125,000" to "$150,000." This
change is desired so that the amount will conform to the sum which the Institu-
tion has requested for printing and binding.

On page 41, line 13, change the amount from "$1,700,312" to "$2,054,350." This
change is justified below.

JUSTIFICATION OF INCREASES REQUESTED OVER AMOUNTS APPROVED BY THE HOUSE

The additional amounts requested for 1948 over the amounts allowed in the
House bill include (1) for automatic pay increases for existing personnel,
$66,051; (2) for maintaining the Canal Zone biological area, an agency recently
transferred to the Smithsonian Institution under Reorganization Plan No. 3
of 1946, $10,000; and (3) for reducing four separate backlogs of work as follows:
(a) Decreasing the number (1,741,000) of uncataloged specimens, $106,042; (b) beginning the modernization of the Institution’s antiquated museum exhibits, $33,150; (c) raising the present low standards of cleaning and maintenance, $33,550; and (d) bringing the Institution’s present inadequate administrative services up to the agency’s basic requirements, $33,235.

(1) Automatic pay increases for existing personnel.—$96,051 is requested for added personnel costs as follows: $55,084 for mandatory within-grade promotions (Public Law 200, as amended), $10,967 for mandatory reclassification costs (Classification Act of 1923, as amended), which were incurred and partially paid for in 1947 but must be paid for on a full-year basis in 1948.

These increases are compulsory under existing laws and represent additional automatic pay increases for personnel now on the rolls, which amounts cannot be absorbed by current funds.

(2) Canal Zone biological area.—The act of July 2, 1940 (48 U. S. C. 1381), authorized and directed that there be set aside within the Canal Zone an area in Gatun Lake known as Barro Colorado Island, wherein the natural features are, except in the advent of some necessity for use under a declared national emergency, to be left in their original state for observation and investigation by scientists, particularly those from North, Central, and South America. Under Reorganization Plan No. 3 of 1946, House Document 596, Seventy-ninth Congress, this island, designated in the original enabling act as the Canal Zone biological area, was shorn of its independent status and transferred to the Smithsonian Institution.

In accordance with the authorization contained in the enabling act, an estimate of appropriation of $10,000 is required for the purpose of beginning the rehabilitation of the laboratories and other physical plant on the island, and for equipping the buildings, in order to carry on the research work in tropical flora and fauna for which purpose the agency was established. Since the island was first set aside for scientific research, some 400 contributions have been made in the fields of entomology, forestry, and medicine, with special reference to the control of termites, fruitflies, and mosquitoes. The Canal Zone biological area is the only tropical scientific research station of its kind available in the New World to scientists and students of the Americas. Its location in the Canal Zone is strategic, since it occupies a position on the land bridge between North and South America. It is expected that for the first few years most of the funds to be appropriated will be used in putting the physical facilities on the island in proper condition.

(3) Backlogs of work.—(a) Uncataloged specimens: It is imperative that a broad, annually expanding program be begun promptly so that the Institution’s backlog of uncataloged specimens, which will total about 1,741,000 by the close of 1947, can be steadily reduced to controllable proportions. These uncataloged specimens constitute a huge blind spot in the Institution’s collections. They comprise a tremendous volume of knowledge, which, because of lack of manpower and facilities, has to be held in dead storage. Stored knowledge is not usable knowledge, and only usable knowledge can be transformed by study and research into useful knowledge. At no time in the history of the modern world has it been more essential to release this great mass of scientific knowledge for the use of man. The Smithsonian Institution has become the world’s great treasury of basic scientific data, the world’s reference library of scientific objects and materials. On the one hand, the destruction of many of the famous collections abroad has greatly increased the demands upon the Institution’s resources; while, on the other, the present rapidly accelerating trend in scientific research in this country places upon us direct responsibility for promptly furnishing the fundamental facts of classification on which so much applied science is founded. To begin to meet these two needs, the Smithsonian Institution requires an additional $106,042, including an increase of its present scientific staff from 145 to 171.

Personal services:

8 professional .............................................. $38,659
5 subprofessional ........................................... 12,221
9 clerical, administrative, and fiscal .................. 21,345
4 custodial .................................................. 7,288

Total (26) .................................................. 79,513
Other obligations:

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<tr>
<td>02</td>
<td>Travel</td>
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Total                                           | 26,529  |

Grand total                                      | $106,042 |

(b) Modernization of exhibits: The Institution's program for modernization of its older exhibits has been given high priority. Many of the exhibits have remained unchanged for 30 years. Because education is becoming a universal process for all people and because the great proportion of humanity learns more rapidly and understandingly through the visual process instead of words, people of today, especially young people of student age, are being instructed in accordance with the principles of visual education. Courses of study in schools and colleges are being reorganized to meet this trend. By this means, the natural relationships, both within and between the basic fields of knowledge—that is, the physical sciences, the biological sciences, the social sciences, and the fine arts—are being far more emphasized and far better coordinated than ever before. Modern museums must correlate their exhibition facilities and techniques more closely with such programs. New departures in museum technology make a positive substantial contribution to public education. No museum in the world today can boast greater numbers of people than those who daily visit the museums and galleries under the Smithsonian Institution. Over 3,000,000 persons will pass through the doors of the Institution in 1948, the annual increase thereafter being estimated at 10 percent. The Federal Government owes its people museum exhibits that will round out and integrate the high-grade education which the United States is extending to its citizens today. The Smithsonian Institution must participate in correlating and coordinating its museum program with the Nation's program of education. In order adequately to plan and to begin such a far-reaching program, the agency will require $33,130, including an increase of its present scientific staff from 14 to 17.

Personal services: 3 subprofessional            | $8,060  |

Other obligations:

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<tr>
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Total                                           | 25,070  |

Grand total                                      | 33,130  |

(c) Cleaning and maintenance: The Institution's standard of cleanliness is below that of the average Government agency. The condition of the halls and exhibit cases has been justly criticized by foreign visitors and the public. If the Institution's museum exhibits are to fulfill their purpose, they must be attractive to the visiting public. Only if the surroundings are maintained in a clean condition will they warrant respect and admiration. The reason for these derelictions is lack of manpower. The Institution with its present force can meet only 50 percent of the cleanliness standards maintained by the Public Buildings Administration in the other Federal buildings in the Nation's Capital. It is time to end the present discrimination. A substantial improvement over the present inadequate cleaning and maintenance can be effected with the $55,530 requested. This amount will allow an increase in the operating and maintenance staff from 265 to 280.

Personal services: 24 custodial                  | $43,824 |

Other obligations:

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Total                                           | 11,706  |

Grand total                                      | 55,530  |
(d) Administrative services: The present administrative services of the Institution are inadequate and should be brought up to basic requirements. The procurement of additional personnel both for new positions and the filling of vacancies will be done under the new decentralized system recently promulgated by the Civil Service Commission, which transfers from the Commission to the agency the recruitment, examination, and appointment of scientific personnel, which responsibilities were previously exercised by the Commission. This change will require an increase in the personnel office staff. The placement of additional staff on the pay rolls and the need of bringing current the agency's retirement records which are 2 years in arrears have caused the accumulation of 157 man-days of accrued leave for the accounting staff and placed a burden upon the present force which it can no longer carry. A similar condition confronts the purchasing office where the 1948 program, plus the increasing restrictions upon supply and the difficulties of procurement, require additional staff if the office is going to perform all of its duties and avoid continuing its 1946 overtime record of 162 man-days and accrued leave of 129 man-days. The proposed new programs will make a similar impact on the small photographic laboratory staff, which is severely overloaded and understaffed. One-third of the library's total imposing workload constitutes backlog, while the 50-percent increase in the cost of printing and binding since 1941 has created another backlog of unpublished material which cannot be printed for lack of funds. To provide the administrative services requisite to implementing the Institution's three work programs, $83,285 will be required, including an increase in the administrative service staff from 75 to 83:

<table>
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<tr>
<td></td>
<td>$2,645</td>
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<tr>
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<td>6,956</td>
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<td>500</td>
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<td>09 equipment</td>
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<tr>
<td>Total</td>
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Grand total: $83,285

Additional amounts requested to be added to 1948 appropriation as passed by the House:

1948 appropriation as carried in House bill: $1,700,312

Additions:

| Automatic pay increases | 66,051 |
| New positions (backlogs—61) | 148,632 |
| Other obligations         | 139,355 |

Total additions requested, 1948: 354,038

Grand total requested for appropriation for 1948: $2,054,350
Funds Covering Statutory Increases Not Provided in Bill

Mr. Wetmore. In the bill as it stands at present there is no provision for the statutory increases in salaries that would have to be made by law during the coming year. That is the in-grade promotions amounting $55,000, and certain reclassifications costs which have to be carried over from 1947 to 1948. We do not have funds to meet those costs in the estimates as they stand and we cannot absorb them without making a corresponding reduction in personnel in our scientific divisions. As I say, those are statutory, and we are obliged to make them by law, but we cannot absorb them.

Canal Zone Biological Area

Another additional item relates to the Canal Zone biological area. This is a laboratory in the Canal Zone in Panama for the study of tripical areas by special students and scientists who come down from the United States and other parts of the world.

Until 1940 this laboratory was supported by private funds and private donations. In 1940 Congress recognized its status by establishing it as the Canal Zone biological area, with an authorization of $10,000 to cover maintenance.

With the coming of the war, work of this type, as far as ordinary civilian activities were concerned in the Canal Zone, ceased at that time. The laboratory was used during the war to carry on research under grants from the Office of Scientific Research and Development and the Army and in that way it was able to carry on through the war period. That support has ceased. There has been very definite depreciation in the buildings.
AMOUNT REQUESTED FOR LABORATORY

The area needs to be cared for now and we are asking for an appropriation of $10,000 for this laboratory.

It is a simple thing but one that is very important. Work in tropical jungles is difficult and at times dangerous, except to those who are accustomed to that type of life.

On this island it is possible for investigators coming from the United States to live under healthful conditions and to carry on scientific work in a variety of fields without danger to health and under the same living conditions that one would encounter in this country. As I say, the item is small, amounting to $10,000 in all, and that is the limit that may be appropriated for it.

SUGGESTED LANGUAGE AMENDMENT

There will need to be, if this item may be allowed, the insertion of language in the bill which is indicated in the statement we have submitted to you. The wording reads as follows:

For the administration, and for the construction and maintenance, of laboratory and other facilities for Barro Colorado Island, Canal Zone, under the provisions of the act of July 2, 1940, as amended by the provision of Reorganization Plan No. 3 for 1946.

I may say further, Mr. Chairman, that this activity has been assigned to the Smithsonian Institution only within the last year by act of Congress. It is not a matter we have sought ourselves, but is simply a responsibility that has been placed on us.

SITUATION AS TO OTHER OBLIGATIONS

Beyond that we are in a difficult situation relative to maintenance and operation.

We have available for the entire Institution about $205,000 for supplies and materials, physical upkeep of our buildings, repairs, office supplies, the furniture we need, and so on.

Operating costs have gone up 86 percent, and this sum we are asking for is absolutely essential to our needs. There is itemized at the end of our statement a request for obligations other than personal services which total $139,355.

That includes also $61,500 for printing and binding. One of the principal functions of the Smithsonian Institution is the dissemination of knowledge. We do this very largely through our printed reports. We do not have large editions. We place the reports as they are issued in libraries all through this country and throughout the world. They serve there as standard texts of reference for the many persons who are interested in these matters.

Costs of printing of these editions have increased tremendously, approximately 50 percent, and we need further funds in order to discharge this function. In addition, we have large numbers of manuscripts based on researches of various kinds, the estimated printing cost of which is $185,000. These cannot be put out for public use because of lack of funds.
BACKLOG OF WORK

Beyond that there are in our collections large backlogs of material that cannot be processed for lack of personnel.

ELEVEN PERCENT OF OUR 19,000,000 SPECIMENS ARE NOT CATALOGED

We also have complaints on the part of numerous individuals, some of them Members of Congress, to the effect that our exhibitions are antiquated. We have begun a small project to begin the task of modernization.

Senator Reed. I am sure, Mr. Wetmore, that the cost of operating this Smithsonian Institution has more than doubled since 1940.

Now the salary increases that have run around 20 percent, as I recall it, would not exceed 40 percent of your basic salary, but the Smithsonian has more than doubled. That is to say, the estimate for the fiscal year 1948 was more than doubled.

Your appropriation for 1940 has increased to date. You have not given any reasons that carry conviction in my mind that this ought to be done.

JUSTIFICATION FOR INCREASED COSTS IN CUSTODIAL FORCE

Mr. Graf. One of the large items of cost is the custodial force. We have our own guards, mechanics, and laborers. In most of the Government departments those employees are on the rolls of Public Buildings Administration. Over half of our personnel is included in the custodial group and when the 40-hour week was established by law we had to have a considerable increase in the number of those people whose hours were reduced from 48 hours to 40 hours, because most of them are working on jobs which must be filled 24 hours a day throughout the year.

Guards, you see, work on a 24-hour basis, 7 days a week. Laborers have to clean a certain amount of floor space day in and day out, so when the hours were reduced, we had to put on more personnel, and since over half of our personnel are people of that character, that is a very large added expense.

Mr. Keedy. You see, our buildings are open every day in the year, except Christmas Day, so that means that all our guards and all our maintenance forces have to be on a 24-hour basis.

Senator Reed. The Smithsonian is a wonderful place; there is no doubt of that. There are probably more things of interest there than in many agencies in town.

However, this is an appropriations committee dealing with money, and rather economy minded this year.

I come back to the fact that since 1940 you are exceeding yourselves by more than 100 percent. You are going to have to justify that.

Mr. Graf. That has not given us added help to do our scientific and technical work.

Mr. Keedy. In our opening statement, Mr. Chairman, right in our first sentence, it tells all about that. The costs for personnel have gone up 75 percent but for other obligations there is practically no change despite the fact that prices have gone up 86 percent.

Senator Reed. Rumors to that effect have reached the committee before.
Mr. Keddy. The increase is due chiefly to custodial services. There is no increase in other obligations. When you analyze our personal service increase you find it is due almost entirely either to the 40-hour week, or to the increased cost of pay on account of the high cost of living.

PERSONNEL ON SCIENTIFIC AND TECHNICAL WORK

We have only added to carry on our scientific and technical work about 14 people.

Senator Reed. Well, you have 501 this year. You have 76 more than you had last year.

Mr. Keddy. That is due to the 40-hour week, sir. Only 14 additional people are involved that do not come under the 40-hour week. In other words, while our 1947 appropriations seem to indicate that we have had a tremendous increase in funds to carry on the work of the Institution, only 14 people actually have been added to the scientific staff. The first two sentences of our written justification just wash out the whole argument that we have had a large increase in staff to perform the scientific work of the Institution.

Senator Reed. Is there anything further, Mr. Wetmore?

Mr. Wetmore. Except to go back to this other statement.

I mentioned the additional item of printing and binding, $61,500, and the additional personnel, $148,632. Now those are new positions. As Dr. Keddy has just stated, the change from the 48-hour week in 1946 to the 40-hour week on which we are now operating has been one that has been expensive to us, without actually resulting in the Institution obtaining any additional scientific and technical services, which it so desperately needs.

CLEANING AND MAINTENANCE PROBLEM

We have tremendously valuable collections there. The buildings must be guarded on a 24-hour basis. We ran about two and a half million visitors this year, and it necessitates a considerable item for cleaning and maintenance.

I may say that we are getting complaints on the condition of our halls. They are below the standard that you would accept here in the Capitol I am sure.

Senator Reed. Could your halls be any worse than the halls in the Capitol?

Mr. Wetmore. I am afraid they are.

Mr. Keddy. We only have about 50 percent of the force that you people have to keep the halls clean. You people operate on a 10,000 square-foot-per-person basis. That is the chart force. That is just the same as the Public Buildings Administration.

Now we are not under the Public Buildings Administration. We have to take care of our own buildings and maintain them. The Smithsonian Institution has only 50 percent of the forces that the Capitol and others have to keep their buildings clean.

Senator Reed. How many square feet per person?

Mr. Wetmore. We are having to do 20,000 square feet per person instead of 10,000 square feet per person.

Senator Reed. Maybe we had better bring back the Public Buildings Administration and see if they cannot go up to your standard.
That is very helpful, Dr. Keddy. I am glad you mentioned that.

Mr. Keddy. All I have to say is that both the public and the Congress complain about how dirty our buildings are, how they cannot see through the glass in the exhibition cases. We do not have the force to keep the floors, the windows, and the glass cases clean.

Senator Reed. None of that has ever reached the committee here.

Mr. Wetmore. We are glad to inform you of it now.

Senator Reed. Everyone has reported back to me that they were highly pleased and that you had a good place and nobody said it was dirty.

Mr. Wetmore. We get the complaints, and they are fully justified.

Senator Green. We have twice as many employees to keep the place clean as they do down at the Smithsonian.

Senator Reed. Do you expect to draw me into an argument that there is some extravagance in the organization?

Senator Green. Perhaps our criticism ought to go in another direction.

Senator Reed. I think some of these things ought to be reexamined. I do not happen to be on the legislative subcommittee, but I think it ought to be examined.

Mr. Wetmore. Mr. Chairman, we examine our activities pretty carefully. We realize fully the necessity and demand for economy in operation, but the total of our appropriations, compared with the other operations of government, is relatively very small, and we are greatly in need of the funds requested.

Senator Reed. We will be very glad to give it consideration.

Senator Green, have you any questions?

Senator Green. No; I think they answered very satisfactorily the questions that were asked.

Senator Reed. Thank you.

FEDERAL COMMUNICATIONS COMMISSION

STATEMENT OF CHARLES R. DENNY, CHAIRMAN, FEDERAL COMMUNICATIONS COMMISSION

Senator Reed. Your prepared statement will be made a part of the record.

(The prepared statement of Mr. Denny is as follows:)

GENERAL STATEMENT

The Federal Communications Commission's budget for 1948 totaled $7,300,000. The total was made up of (1) salaries and expenses, $6,875,000, reduced by the House to $6,000,000; (2) printing and binding, $50,000, reduced to $40,000; and (3) special telegraph investigation, $875,000, eliminated entirely by the House. The Commission is not asking that the House action on the special telegraph investigation and the printing and binding items be considered by the Senate. It does, however, request the Senate to restore the $875,000 which the House eliminated for salaries and expenses.

The testimony which I will give is designed to serve two purposes: (1) It will summarize and highlight the 133-page justification that was submitted to the committee earlier in the year and (2) it will flesh up some of the statistics in that justification. The justification is based on figures as of January 1, 1947, and my testimony will give you a picture of the work load facing the Commission as of June 1, 1947.

At the outset, I want to make it clear that we are fully conscious that the regular appropriation of $6,875,000 which we are requesting for salaries and