INDEPENDENT OFFICES
APPROPRIATION BILL FOR 1949

HEARINGS
BEFORE THE
SUBCOMMITTEE OF THE
COMMITTEE ON APPROPRIATIONS
UNITED STATES SENATE
EIGHTIETH CONGRESS
SECOND SESSION
ON
H. R. 5214
A BILL MAKING APPROPRIATIONS FOR THE EXECUTIVE OFFICE AND SUNDARY INDEPENDENT EXECUTIVE BUREAUS, BOARDS, COMMISSIONS, AND OFFICES FOR THE FISCAL YEAR ENDING JUNE 30, 1949, AND FOR OTHER PURPOSES

Printed for the use of the Committee on Appropriations

UNITED STATES
GOVERNMENT PRINTING OFFICE
WASHINGTON: 1948
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS

CLYDE M. REED, Kansas, Chairman

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RICHARD B. RUSSELL, Georgia
KENNETH MCKELLAR, Tennessee
ELMER THOMAS, Oklahoma
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EVERARD H. SMITH, Clerk

II
Senator Saltonstall. That does not include the cost, but you say the cost of the maintenance is in this anyway.

Mr. Hunter. No, sir; this is bare building in both of these cases; the cost of operating is the same in each.

Senator Saltonstall. Who operates it?

Mr. Hunter. We operate it. That would be the same in any case. We operate it leased or owned.

Senator Saltonstall. The owner now performs no services.

Mr. Hunter. He does not.

Senator Saltonstall. And you would pay taxes on this building?

Mr. Hunter. We would not.

Senator Saltonstall. It becomes Government property.

Mr. Hunter. Government property; yes, sir. We have this enormous investment in the building to convert it to the VA needs. That is nearly $500,000. If we would have to move out, we would not only lose the $500,000 but we might have to pay $325,000 estimated for restoration costs.

Senator Saltonstall. I would say that the building is well situated in my opinion for Government purposes, as it is near the north end of the town where the people come in from the north side of town and also reasonably good services from the south side of town.

Senator Reed. Anything further?

Mr. Hunter. That is all I have to offer.

Senator Reed. Thank you.

General Fleming. We still have something for the Public Roads, but Mr. MacDonald could not be here today. We will come back at a later time for that.

Senator Reed. Suppose you come back, then.

Smithsonian Institution

Statements of J. E. Graf, Acting Secretary, and J. L. Keddy, Assistant Secretary, Smithsonian Institution, Washington, D. C.

Analysis of Personnel and Personnel Costs

Mr. Graf. With your permission, Mr. Chairman, I would like to make a very brief statement.

Senator Reed. Proceed.

(Committee Exhibit No. 8 is as follows:)

Committee Exhibit No. 8

Analysis of personnel and personnel costs, Smithsonian Institution, including National Gallery of Art

<table>
<thead>
<tr>
<th>Year</th>
<th>Average personnel</th>
<th>Cost</th>
<th>Average salary</th>
<th>Year</th>
<th>Average personnel</th>
<th>Cost</th>
<th>Average salary</th>
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<tbody>
<tr>
<td>1939</td>
<td>525</td>
<td>$899,818</td>
<td>$1,714</td>
<td>1945</td>
<td>767</td>
<td>$1,871,763</td>
<td>$2,440</td>
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<td>1940</td>
<td>572</td>
<td>1,017,903</td>
<td>1,779</td>
<td>1946</td>
<td>802</td>
<td>2,085,180</td>
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<td>1941</td>
<td>701</td>
<td>1,184,791</td>
<td>1,690</td>
<td>1947</td>
<td>842</td>
<td>2,232,017</td>
<td>2,651</td>
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<tr>
<td>1942</td>
<td>810</td>
<td>1,380,639</td>
<td>1,643</td>
<td>1948 (estimate)</td>
<td>838</td>
<td>2,405,031</td>
<td>2,870</td>
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<tr>
<td>1943</td>
<td>985</td>
<td>1,692,691</td>
<td>1,283</td>
<td>1949 (budget)</td>
<td>865</td>
<td>2,594,311</td>
<td>2,961</td>
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<tr>
<td>1944</td>
<td>762</td>
<td>1,771,111</td>
<td>2,324</td>
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</tr>
</tbody>
</table>

Source: Compiled by the committee staff from Bureau of the Budget reports.
Mr. Graf. The Smithsonian Institution, founded for "the increase and diffusion of knowledge," was designed from its beginning to initiate and sustain scientific research by both its own and outside investigators. In the century-long career of unremitting effort, it has pioneered in many fields of fundamental background research, has amassed huge collections in all branches of natural and human history, and has created and now maintains one of the distinguished scientific libraries in the world. The publications based on its investigations and those of cooperating research workers and scholars have been diffused throughout the world for over 100 years and are considered by both scientists and laymen standard sources of authentic information, and some of them are required reading in many of our university courses.

The recent report of the President's Scientific Research Board on Science and Public Policy says:

The security and prosperity of the United States depends today as never before on the rapid extension of scientific knowledge. So important, in fact, has this extension become that it may reasonably be said to be a major factor in national survival.

This pronouncement comes as no great surprise to a generation that saw the accomplishments of science in World War II.

The report of the President's board further points out that the Nation's scientific institutions have been seriously handicapped in carrying out their research programs on the scale necessary if we are to retain our place as one of the great powers of the world. The Smithsonian Institution is one of those seriously handicapped agencies, because as custodian of the national scientific collections and as one of the great research agencies of the Nation, it lacks the funds to do its responsible share of the Nation's research.

Senator Reed. What kind of research does it do?

Mr. Graf. Anthropological, zoological, botanical, geological, and astrophysical research principally. Our research includes the study of man and his civilizations, the study of animals and plants of all kinds, and the study of geology, including mineralogy, petrology, and vertebrate and invertebrate paleontology. Then we are conducting specialized research in astrophysics, particularly with reference to the sun and its heat, including the radiation of the sun and its effect on all living organisms.

Senator Reed. What other institutions, whether government or private, carry on the same lines of research?

Mr. Graf. There are not very many. I think most of the great countries of the world have national museums. Of course, a large number of them have been destroyed or damaged because of military operations during World War II. The Museum of Natural History in New York carries on some related work, as well as the Museum of Science and Industry in Chicago. Of course, most of our universities have collections of varying sizes but in work of this kind, research is greatly facilitated if you have large collections, because if you are working on only a small cross section of a field, you are never able to complete a particular job satisfactorily.
USE MADE OF COLLECTIONS

Senator Reed. Do these other institutions use your collections?

Mr. Graf. Our collections are used a great deal by these other institutions. They not only send their men here to work, but we exchange specimens on a loan basis. We borrow specimens from them, and they borrow specimens from us. The idea is, Mr. Chairman, that no one institution could ever have enough qualified experts to work on all of these things, so we have to pool our brains and that is being done around the world. It has always been so. We have collections that have been in Europe for some time. We are just getting them back.

To return to my statement, in the past 25 years, our collections have increased 100 percent, but our scientific staff has increased only 38 percent. Thus the rate of increase of the collections has been far more rapid than the rate of increase of the funds required to process them and make them useful in speeding the Nation's research.

STATEMENT OF ASTRONOMER ELLERY HALE

While the necessity of scientific research and the progress and prosperity of the Nation is now generally recognized, it is of interest to notice the statement by the distinguished astronomer, George Ellery Hale, long director of the Mount Wilson Observatory of the Carnegie Institution of Washington, D. C., about the Smithsonian Institution, made in 1927. In discussing the future of the Smithsonian Institution, Dr. Hale wrote:

The Smithsonian Institution has demonstrated times without number the vital importance of fundamental science to the advancement of the Nation and the development of its industries. One has only to summarize the private researches and the public services of Henry, Baird, Langley, and Walcott in order to realize how deeply the Nation is indebted to them and their associates. The only way in which this vast indebtedness can be repaid is to enable the Institution to expand the fundamental researches which have meant so much to national progress. The Congress can make no more effective use of its funds than to carry forward, on an adequate scale, the Institution thus initiated. The wisdom of such use of the Nation's funds cannot be questioned by anyone who will analyze the public benefits so cheaply obtainable.

COMPARISON OF PERSONNEL AND PERSONNEL COSTS

Senator Reed. Well, now, just in order to get the information that is useful to the committee, I do not think it is worth while to go back twenty-odd years, over 20 years ago.

Since 1939 your personnel has been increased from 525 to the 1948 estimate of 838, which is a 60-percent increase in your personnel.

Your money has increased from $899,000 to $2,561,000, carried in the estimate.

Mr. Graf. I think that table combines the National Gallery of Art with the Smithsonian Institution, and the one agency is independent of the other. The National Gallery of Art is an autonomous bureau of the Smithsonian Institution. It is a self-governing agency and has its own appropriations.

Mr. Keddy. They defend their own appropriations. We have no authority to defend their appropriations.

Senator Reed. This is not broken down between the money you spend for Smithsonian?
Mr. Keddy. That is right. We cannot distinguish them. I developed this kind of information on the Smithsonian Institution proper 2 years ago for the House committee, so we are prepared to argue the questions involved.

INCREASE REQUESTED

Senator Saltonstall. What you ask for is an increase of $100,000, of which $42,000 is for personal services, $47,000 for printing and binding, and $9,000 for supplies and materials, in round figures. Is that correct?

Mr. Keddy. That is right.

Senator Saltonstall. It is a question of how much the committee would want to go into to allow you to knock down this backlog of material you want to print.

Mr. Keddy. That is right.

Senator Saltonstall. Plus your increased printing costs.

Mr. Keddy. That is right. The main thing is we have the backlog because of the 75-percent increase in printing costs in the last 7 years, which permits us to utilize only some 60 percent of our present money.

Senator Saltonstall. You want to increase your maintenance and operation, or you want to increase the personnel $42,000, and the House said that you ought to cut down instead on some of these assistants to commissioners, and so on. Is that not right?

Mr. Keddy. We do not have assistants to commissioners. We are a very much undermanned organization as to top administration. We cannot find general counsels and things like that in our organization. We just do not have money for those luxuries.

HOUSE REDUCTION RESULTS IN ELIMINATION OF ANNUAL REPORT

Senator Saltonstall. Am I right in saying that if we do not give you some more money for printing and binding, you will not be able to print your annual report?

Mr. Keddy. We will have to cut it out, because it will be reduced to such a thin size, the contents will have to be reduced so much, that it would not be worth while to send it out. It would be a disgrace to the institution, in view of the fine reports we have been sending out for 102 years.

Senator McKellar. What would be the additional cost?

Mr. Keddy. $11,500.

Mr. Graf. I might say that this annual report is more than an annual report in the general sense of the term. It includes an administrative report of the secretary, and an appendix of several hundred pages telling of the progress of science for that year. Many of these articles are prepared by outside persons. It is a publication much sought after. It is the only publication we have where Congress has authorized an edition of more than about 4,000 copies. The Congress has authorized an edition of 10,000 copies of this Smithsonian annual report in addition to the copies printed for the use of Senators and Representatives.

We have many requests for this report, not only from the Members of Congress, but from their constituents all over the country. It is a very important work, and it has to be maintained at a certain size in
Mr. Keddy. Its value will be definitely eliminated if we cannot get the money to print it in the size that we have always printed it. We are going to have to cut it down to such a thin affair, about a quarter of an inch thick, and if we do, there will be no use publishing it.

Senator McKellar. An additional eleven thousand and what?

Mr. Keddy. $11,500.

INCREASE IN PRINTING COSTS IN CONNECTION WITH NATIONAL MUSEUM PUBLICATIONS

Mr. Graf. An additional item for printing, an increase of $7,000 is requested to enable the National Museum to meet the increase in printing costs in connection with its scientific publications. I want to explain here that all of these printing costs are for scientific publications; there is nothing of propaganda or publicity in them.

This backlog that we have accumulated over the last 7 years is slowly getting larger. It is information that should be made available not only to our own workers but to other scientific workers because once scientific work has been done, it should be published as soon as possible. Otherwise there is always a chance of duplicating work that has been done in other places. Delay in publication impedes research.

ADDITIONAL FUNDS REQUESTED FOR BUREAU OF ETHNOLOGY

The additional printing item of $5,500 is requested for the same purpose for the Bureau of American Ethnology. Their backlog is estimated at about $101,000. Their work deals with the study of Indians of this country. The same argument goes for this item, that the cost of printing has risen to such an extent that we can no longer publish completed manuscripts. We can print at the present time with our present $100,000 of appropriated funds only 60 percent of the number of pages printed in 1940.

ADDITIONAL FUNDS REQUESTED FOR EDITORIAL DIVISION

An increase of $8,000 is requested for printing for the Editorial Division. This includes $5,000 for labels in the National Museum to explain the exhibits to our visitors and $3,000 is needed for the reports of the American Historical Association. We pay the expense of their report.

Senator Saltonstall. May I ask a question which will not bind you in any way? If the committee gave you some money for increased printing, would you settle for that, rather than maintenance and operation?

Char Force

Mr. Keddy. No, sir; that maintenance and operation item is one of our worst problems. Even though you give us all of the money, we will be requiring our char people to handle 13,400 square feet per 8-hour day per person as against 10,000 square feet which is the Public
Buildings Administration standard and the Architect of the Capital standard, and that is what we are protesting against. It means that our halls have to go dirty, instead of being clean, the way they should be. We have to clean the floors in the Smithsonian, Arts, and Industries, and Aircraft Buildings while the public are coming in in the morning. It takes us about 2 hours every morning to get those buildings partially clean, and the public is all intermingled with the cleaners who are trying to get the floors clean. It is a disgraceful condition. We have been pounding on this particular question of maintenance and operation for years, and we firmly believe we have a sound justification for the increase requested. We are going to keep on taking this matter up until we do get the money, because we have not any right to invite the public in while we are cleaning the floors, to inconvenience them, to have buckets and mops and things like that strewn around when they are trying to see the exhibits.

Senator Saltonstall. I did not say I was trying to bind the chairman.

Senator Reed. Why do you not clear it up at some other time?

Mr. Keddy. We do not have the manpower. We only have enough night force to take care of the Natural History Building, the big one on Constitution Avenue. The other three buildings back on the Mall, we have to clean during the daytime when the public is visiting them.

Senator Reed. It does not cost any more for manpower to clean the building when they are not there than it does when they are there.

Mr. Keddy. The manpower that we use is manpower that we are expected to use in taking care of our exhibits. They are supposed to be working with our scientific men and handling our exhibits during the daytime, and also to work with the maintenance and operation force that takes care of the buildings, that is, the maintenance and repair force which takes care of the steam lines, plumbing lines, sewer lines, and so on. We simply do not have the manpower to cover it.

Mr. Graf. We are using our day labor force for a double purpose. As the result, it is doing only half a job on each.

BINDING FOR LIBRARY

Senator Saltonstall was questioning us about printing. There is also an item that pertains to binding for the library. I refer to the fact that we have a very great scientific library, with many rare books and serial publications of scientific journals. These are very greatly in need of repair and rebinding in many cases. Unless this is done we are going to lose a lot of them. These old serials, I might add, can be replaced with difficulty if at all. These are essential working tools of the scientists, they are needed daily.

DUPLICATION IN LIBRARIES

Senator Green. In that connection may I ask a question. To what extent is attention paid to the duplication of your library and other libraries in the city? Have you any division of jurisdiction as to extension of your library in competition with the Library of Congi?
Mr. Graf. There has to be some duplication, because with many people working, many books are required. Obviously there would be a great loss in manpower if one scientist had a book while another scientist had to wait to consult it.

Senator Green. That applies to the ordinary current working library?

Mr. Graf. That is right.

Senator Green. These books that you just described did not come within that category?

Mr. Graf. It refers to the books in our library. We do a great deal of borrowing from the library of the Department of Agriculture, and we can retain those only so long; then they have to go back. There is a great loss of motion in waiting to reborrow them.

Senator Green. I brought up this question in other connections, and I never become satisfied that there is not a great deal of duplication in Washington in libraries of the different departments, unnecessary duplication.

Mr. Keddy. I would like to answer you in that regard to point out that of the million and a half library items in the Smithsonian Institution’s library, 1,000,000 items are in the Library of Congress on deposit for the use of the people in this city and all of the Government departments.

Senator Green. Are you talking about books belonging to the Smithsonian?

Mr. Keddy. Yes, sir; the Smithsonian deposit is located in the Library of Congress so that it can be centrally located and used. The other half million volumes we have in our own library, and they are our daily working tools.

Mr. Graf. They are the specialized publications needed in our everyday research.

Mr. Keddy. There is a great deal of borrowing between departments, because departmental libraries are not essentially duplicating libraries. They borrow from us just as we borrow from them. So your fear as to duplication in expensive scientific volumes does not exist, really.

Senator Green. These old and rare volumes to which reference has been made, usually those are not among the working volumes. They are only occasionally used.

Mr. Keddy. In scientific research we have to have the whole story, which means all the books on the subject.

Senator Green. I understand that. They are not often used as tools.

Mr. Graf. Used daily.

Senator Green. Daily?

Mr. Graf. Yes, sir; those serial publications are the ones that carry all of the specialized articles, often short ones, that are not out in monographic form. Those specialized articles are used daily. They must be readily available, without delay or the time of the scientists is necessarily lost.

Senator Green. If the books are really in daily use, I have no criticism, but if only occasionally used, monthly, or perhaps weekly, I think that they ought to be kept in the Library of Congress to avoid duplication. That applies not only to your institution, but it applies to a great many of the departments.
Mr. Keddy. Our is to a large degree a natural science library. It is not so much the social sciences or the humanities or novels or things like that.

Mr. Graf. You must also consider the waste motion and the loss of time of the scientists in planning their work if they must wait for references. That I daresay is an expensive item in many places, and becomes more expensive as books are harder to get.

**Additional Personnel Requested**

Senator Saltonstall. What you are asking for, if I read this right, is 10 new cleaners, 7 glass cleaners, and 1 stonemason's helper, plus 4 new positions in the library.

Mr. Keddy. That is correct, sir; that is personnel.

Mr. Graf. Those library positions are to catalog the books we now have on hand so that they are readily available for use by the scientists.

Senator Green. Do you use the same catalogs as the Library of Congress?

Mr. Graf. We use Library of Congress printed cards so far as they meet our needs.

Senator Saltonstall. So the question before us is to give additional money for printing and supplies and 18 new positions.

Mr. Graf. Twenty-two new positions.

Senator Saltonstall. That is correct. That is the issue between the House and what you would like.

Mr. Keddy. Yes, sir.

Senator Reed. Anything you have to ask of these gentlemen, Senator McKellar?

Thank you very much.

**Tariff Commission**

**Statements of Sidney Morgan, Secretary, and L. W. Moore, Executive Officer, United States Tariff Commission, Washington, D. C.**

**Analysis of Personnel and Personnel Costs**

(Committee exhibit No. 9 is as follows:)

**Committee Exhibit No. 9**

*Analysis of personnel and personnel costs, Tariff Commission*

<table>
<thead>
<tr>
<th>Year</th>
<th>Average personnel</th>
<th>Cost</th>
<th>Average salary</th>
<th>Year</th>
<th>Average personnel</th>
<th>Cost</th>
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<td>303</td>
<td>$888,484</td>
<td>$2,932</td>
<td>1945</td>
<td>294</td>
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<td>$3,859</td>
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<tr>
<td>1940</td>
<td>301</td>
<td>891,203</td>
<td>2,061</td>
<td>1946</td>
<td>257</td>
<td>1,071,780</td>
<td>4,014</td>
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<td>1941</td>
<td>256</td>
<td>878,971</td>
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<td>1947</td>
<td>226</td>
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<td>1942</td>
<td>309</td>
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<td>1948 (estimate)</td>
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<td>1,098,349</td>
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<td>1943</td>
<td>335</td>
<td>1,108,377</td>
<td>3,309</td>
<td>1949 (budget)</td>
<td>241</td>
<td>1,140,000</td>
<td>4,780</td>
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<td>1944</td>
<td>392</td>
<td>1,112,768</td>
<td>3,685</td>
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</table>

Source: Compiled by the committee staff from Bureau of the Budget reports.
Mr. Morgan. We are here today at the request of the committee. We were informed that we should be prepared to discuss a table of personnel that has been submitted to you.

Senator Reed. We furnished what information that was made available through our staff. We will be very glad to hear you gentlemen on anything you want to talk about.

**INCREASE IN AVERAGE SALARY**

Mr. Morgan. Perhaps I should address myself briefly to the increase in salary that is obvious from this list.

Senator Reed. I was under the impression that was the important point with the Commissioners.

Mr. Morgan. According to the table that has been furnished us by the staff of the committee, the average salary for the Tariff Commission in 1939 was $2,932. The staff at that time was 303, and the total personnel cost $888,484.

In 1949 the total average staff is 241. The salary cost is $1,140,000, and the average salary, $4,730.

That is, in round figures, an increase of $1,800 in the 10-year period. The percentage increase over 1939 is 61 percent.

We can account for that, roughly, this way: 35 percent of the 61 percent is due to the increase in pay resulting from two acts of Congress, effective in 1945 and 1946; 14 percent of it may be attributed to the within-grade-promotion feature which was initiated in that 10-year period; 6 percent of it to normal reclassifications and 3 percent to the retention of long-term expert personnel, and separation of short-term personnel, which, of course, resulted in some upward shift in the average salary; and 3 percent to several minor causes.

You will note, gentlemen, that the Tariff Commission is a small agency, 303 people in 1939, and today we have 225. That reduction in personnel was caused by the necessity for the Tariff Commission to conform to the personnel ceilings that were established in 1945, which has meant reducing the staff substantially.

**HOUSE ALLOWED SUFFICIENT FUNDS**

Senator Saltonstall. The House gave you what you wanted, didn't they not?

Mr. Morgan. Yes.

Senator Saltonstall. Which is $51,000 more than you had last year.

Mr. Morgan. Yes.

Senator Saltonstall. So that so far as you are here, you are not here to kick. You have not any kicks.

Mr. Morgan. Nothing at all; not at all.

Senator Saltonstall. Should we cut down what the House gave you?

Mr. Morgan. No, sir; that is furthest from our thought.

**SALARY OF COMMISSIONERS**

Senator Reed. If I may state the thing you are most interested in, it that originally the Tariff Commissioners at one time had a salary of
$11,000 a year. It went back to $10,000, with some economy more several years ago, and they would be willing to have it replaced at $11,000 now. I think that is a matter of concern, is it not?

Mr. Morgan. Yes, sir; the Chairman of the Commission wrote a letter to the committee, Mr. Chairman, which I assume you have before you.

Senator Reed. We have it.

Mr. Morgan. I think there is nothing I can add to the statements they made in that letter. The salary fixed by law was $11,000 when the Commission was set up. That was reduced under the Economy Act back in about 1932. The Commissioners have been getting along on that salary while most all Government employees have received various increases and raises in salary. They bring the matter to your attention for whatever consideration can be given at this time.

The cost of living has risen for Commissioners just as much as for the rest of us.

Senator Reed. Neither one of you gentlemen are Commissioners.

Mr. Morgan. Neither one, sir.

Senator Reed. I think the committee understands pretty clearly what you would like to have. I assure you we will give it full consideration.

Mr. Morgan. Thank you.

Senator Reed. I fear we have not time to listen to the Civil Service Commission, Mr. Flemming. I am sorry. Let us fix a date for you and we will let you know.

We will hear you Thursday afternoon at 2 o'clock.

(Thereupon at 4 p. m., a recess was taken until Wednesday, March 3, 1948, at 10:30 a. m.)